OVERVIEW AND SCRUTINY COMMITTEE

MEETING TO BE HELD AT 11.00 AM ON FRIDAY 24 MAY 2019 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 22 MARCH 2019**
   (Pages 1 - 8)

5. **CHAIR'S UPDATE**

6. **CORPORATE PLAN 2019/20 AND PERFORMANCE 2018/19**
   (Pages 9 - 78)

7. **SCRUTINY ANNUAL REPORT 2018/19**
   (Pages 79 - 94)

8. **SCRUTINY WORK PROGRAMME AND STATUTORY SCRUTINY GUIDANCE**
   (Pages 95 - 140)

9. **DATE OF THE NEXT MEETING - 12 JULY 2019 (PROVISIONAL)**

Signed:

Managing Director
West Yorkshire Combined Authority

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MINUTES OF THE MEETING OF THE OVERVIEW AND SCRUTINY COMMITTEE HELD ON FRIDAY 22 MARCH 2019 AT COMMITTEE ROOM A, WELLINGTON HOUSE, LEEDS

Present:

Councillor Liz Smaje (Chair)	Kirklees Council
Councillor Stephen Baines MBE	Calderdale Council
Councillor Glenn Burton	Wakefield Council
Councillor Ian Cuthbertson	City of York Council
Councillor Ashley Evans (Substitute)	Calderdale Council
Councillor Dot Foster	Calderdale Council
Councillor Tina Funnell	City of York Council
Councillor Graham Isherwood	Wakefield Council
Councillor David Jenkins	Leeds City Council
Councillor Marielle O'Neill	Kirklees Council
Councillor Mike Pollard	Bradford Council
Councillor Denise Ragan	Leeds City Council
Councillor Betty Rhodes	Wakefield Council
Councillor Rosie Watson	Bradford Council

In attendance:

Khaled Berroum	West Yorkshire Combined Authority
Angela Taylor	West Yorkshire Combined Authority
Councillor Kim Groves (Minute 52)	Chair, Transport Committee
Dave Pearson (Minute 52)	West Yorkshire Combined Authority
Alan Reiss (Minute 52)	West Yorkshire Combined Authority
Ben Still (Minute 53)	West Yorkshire Combined Authority
Henry Rigg (Minute 53)	West Yorkshire Combined Authority

47. Apologies for absence

Apologies for absence were received from Councillors James Baker, Helen Douglas, Peter Harrand and Paul Kane. Councillor Ashley Evans was in attendance as substitute for Councillor James Baker.

48. Declarations of Disclosable Pecuniary Interests

There were no declarations of disclosable pecuniary interests.

49. Possible exclusion of the press and public

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

50. Minutes of the meeting held on 18 January 2019

Resolved: That the minutes of the meeting held on 18 January 2019 be approved.

51. Chair's update

The Chair informed the committee that:

- She had advised the Combined Authority on the adoption of a new conflicts of interest policy and protocol that would cover the resolution of conflicts including those arising from LEP board and panel members applying for LEP business grants and loans. Previously, the policy required the Chair of Overview and Scrutiny to be consulted when conflicts on LEP grants arose.

- The Leeds City Region LEP and the York, North Yorkshire & East Riding LEP were not yet in a position to put forward final recommendations to their respective boards regarding the creation of a new LEP. Discussions are still ongoing regarding decision making structures, secretariat and officer support functions, accountable body and legal personality.

- The 'One Yorkshire' devolution proposal put forth by 18 of the region's council leaders last year had been rejected by the government. The leaders are due to meet with ministers later this year to discuss a new way forward.

Members expressed frustration and disappointment with the reported developments on devolution. They expressed concern that the continuing absence of a deal will mean that the region will continue to miss out on needed funding and fall further behind other regions with devolution in place.

Resolved: That the Chair's update be noted.

52. Strategic transport priorities

The Committee considered a joint report of the Director of Transport Services and Director of Policy, Strategy and Communications providing an overview of strategic transport priorities. The following were in attendance for this item:

- Councillor Kim Groves, Chair of Transport Committee
- Dave Pearson, Director of Transport Services
- Alan Reiss, Director of Policy, Strategy and Communications

Members expressed concern about reports that planned changes to Combined Authority guidelines for the provision of school bus services would lead to a reduction in services that many students and communities rely on. Some Members informed the Committee that they and many of their constituents had not been aware of the plans or the consultation until

hearing about it on the news. The Committee was informed and assured that:

- The reduction in the transport levy paid by the West Yorkshire councils had created a challenge for the Transport Committee to find efficiency savings without affecting progress towards strategic aims.
- The draft guidelines were approved by Transport Committee in May 2018 pending consultation. The consultation was still underway and is expected that the Transport Committee will review the feedback in May 2019 prior to setting new guidelines.
- The Combined Authority would take a pragmatic approach and consider all options, as an increase in car use and road traffic was contrary to strategic transport aims.
- The consultation on Combined Authority school bus service guidelines would not affect existing criteria set by district councils, who currently determine eligibility criteria for some support schemes.

The Committee discussed the challenge of connecting communities, ensuring that services are customer focused and linking housing, employment and transport policy more effectively. It was reported that:

- The Combined Authority supported the establishment of the Bus Alliance which would provide the Transport Committee with a forum to tackle issues of mutual concern, such as connectivity, and foster greater cooperation between stakeholders in this area.
- It is understood by all partners that current connectivity links could be improved and that there was a lot of work to do.
- The Bus Alliance's number one priority is to consider different, possible models to redesign bus operations to better deliver services to, and connect, all communities.
- There is a challenge in bringing bus operators together in the context of existing legislation on bus deregulation and the absence of devolved powers with regards to bus franchising and services which limits the possible models that can be considered.
- The efficiency savings required by the reduction in the transport levy paid by the West Yorkshire councils had created an additional challenge as this necessitates a reduction in services funded by the Combined Authority.
- The Transport Committee is currently considering reviewing the format of its District Consultation Sub-Committees (one for each district) in order to improve the interface it provides between public transport users and transport operators.

In other strategic transport work, the Committee learned that:

- The Rail Forum and Bus Alliance – both overseen by the Transport Committee – aim to share information to ensure that disruptions to service use arising from infrastructure projects can be managed, such as any rail works that might disrupt a rail service and lead to an increase in use of particular bus services.
- Although 'Northern Powerhouse Rail' is a Transport for the North (TfN) / Department for Transport project, the Combined Authority has been involved in the strategic conversations and supported TfN to develop the strategic business case.

- The Combined Authority has allocated a resource to lead work on developing a West Yorkshire air quality strategy and coordinate with district councils to ensure strategic alignment.
- Although the Transport Strategy 2040 acknowledges that road freight and Heavy Goods Vehicles (HGVs) will continue to be a presence on roads, the Combined Authority and TfN are working to improve rail freight to help alleviate road traffic issues and reduce the disproportionate amount of pollution HGVs emit.

Following questions and discussion, the Committee **concluded** that:

- A possible topic for scrutiny to consider further and investigate is how different regional partners approach, coordinate and market consultations to the public. Although it appeared that there were many consultations being conducted by many different partners, many people are still not aware of them while they are ongoing and do not get a chance to put forth their views.

- Any planned revision of guidelines to the provision of school bus services should take care not to lead to a reduction in services that many students in poorly connected communities rely on or an increase in car usage which would be contrary to strategic ambitions relating to inclusivity, connectivity, clean growth and air quality.

- Too many people are not sufficiently connected to economic and educational opportunities and, although the Combined Authority is not a planning authority and does not build and manage housing stock, it could possibly play a strategic, enabling role in ensuring there is sufficient intersection between housing, transport and skills policy and to ensure that stakeholders are taking into account all possibilities.

- Some examples of issues arising out of a possible lack of coordination between housing, transport and employment policy areas include:
    - One some routes, the issue of wheelchair versus pushchair priority and limited space on buses is a bigger issue due to the demographic profile of the housing developments they service. Some are communities with many young families and disproportionately higher pushchair use or older communities with higher use of mobility aids.
    - In some areas bus services stop running after a certain time, often as early as 6.00 pm, despite those areas having large number of shift workers who often work on employment sites which are already relatively inaccessible via public transport.
    - Population growth and projections seemingly not influencing bus / rail timetables and services during revision, leaving some services at some stations to be perpetually overcrowded.

- The absence of devolution sees the region continue to miss out on vital funding and powers. New devolved powers with regards to the bus network and franchising would likely allow for a different

approach to coordinating bus services to fulfil strategic aims and community needs. Half of the total funds committed by the government in the Transforming Cities Fund to improve transport connectivity was reserved for certain mayoral authorities such as Greater Manchester and West Midlands, leaving the West Yorkshire Combined Authority to have to competitively bid for part of the remaining half of funds.

The Committee also **requested** that:

- A possible item on how regional partners approach, coordinate and promote consultations to the public be added to the scrutiny work programme.
- Scrutiny members are briefed on the Transport Committee's emerging work on cycling & walking when suitably progressed.
- The 'Your Voice' web link for the current consultation on the Connectivity strategy / plan be shared with scrutiny members so they can input their views.
- Further information on the consultations on the provision of school bus services and the connectivity strategy be provided when available.
- Scrutiny's Transport Working Group continue to consider the issues of mobility and digital inclusion in transport and report back to a future meeting.

Resolved:

i) That the report be noted and the Committee's feedback and conclusions be considered further.

ii) That the additional information requested by the Committee be circulated to Members following the meeting.

53. Business grants criteria and inclusive growth

The Committee considered a report of the Executive Head of Economic Services providing a follow up to the business grants item considered by the Committee on 14 September 2018. The report included:

- a performance analysis of the first six months of inclusive growth criteria for the Business Growth Programme (BGP),
- an assessment of the implications of extending inclusive growth criteria to all business grants programmes and;
- the proposed options for new core and inclusive growth criteria (appended to the report) for the Committee's consideration.
- an update on implementation of the Committee's other recommendations, suggestions and ideas on business grants put forward at the 14 September 2018 committee meeting.

The following were in attendance for this item:

- Ben Still, Managing Director
- Henry Rigg, Head of Business Support

Following questions, the Committee **discussed**:

- How the current policy within the Apprenticeship Grants for Employers (AGE) scheme to promote higher wages for apprenticeships than the legal minimum and not penalise young people was welcome.
- The importance of helping to combat the trend of apprentices being used as cheap, menial labour and protect apprenticeships as valuable alternative learning opportunities that lead to meaningful, long term work as a primary outcome.
- That further work may be needed to analyse the profile of the businesses currently applying for and receiving grants to ensure that the right businesses, with the right practices and circumstances, are being captured by the grant programmes and allow any gaps to be remedied in future programmes.

The Committee requested additional information on:

- How many grants have been given and jobs pledged for the Digital Inward Investment Fund since the publication of papers.
- How many of the apprenticeships currently on the AGE programme are higher level apprenticeships and how many apprenticeships on the previous iteration of the AGE programme (2015-17) were higher level apprenticeships.

Regarding the new proposed inclusive growth criteria for business grants due for consideration at the LEP Board meeting on 26 March 2019, the Committee concluded that the LEP should consider the following **recommendations**:

1. The Committee's previous recommendation that inclusive growth criteria should be extended to all current and future business grant programmes at all grant award levels be maintained.

2. In order not to discourage some businesses from applying because the real living wage requirement is too difficult, an additional programme of support and assistance could be put in place to help applicants rise to a level where they are able to meet the necessary wage requirement (within a certain time period). Another option is offering a reduced grant or withholding the full amount to applicants unable to meet the real living wage requirement (within a certain time period).

3. In order to better support small businesses, the commitment to "pay all suppliers within 30-60 days" should be significantly strengthened and the required timescale be reviewed with a view to reducing it if possible. It was noted that some partner councils have adopted two weeks as the maximum payment window.

4. Although a reduction in the required payment timescale might have a knock-on effect on a supply chain if a small businesses is required to pay their suppliers sooner than they are paid themselves, this issue was worth pushing for and Combined Authority and LEP could also

take a leading advocacy role to promote the practice of paying suppliers on time to ensure the overall health of local supply chains.

5. There should be a programme of support in place for each commitment to help applicants meet requirements and ensure there is greater uptake of the 'harder' commitments with a highly inclusive social outcome – such as employing people with disabilities or health issues. There is a danger that, if given a choice, applicants will opt for 'softer' commitments or commitments which come with further support and grants to help them further, such as the "energy audit" and "working with colleges / schools" – as the data from the first six-months review suggests.

6. The commitment to "employ local people with disabilities or health issues" should be more strongly promoted to applicants and strengthened with a programme of additional support for businesses seeking to commit to that option. That commitment is one of the most necessary and inclusive options on the list with a high value social outcome.

7. There should be a stronger commitment to promote, incentivise, support and monitor higher level apprenticeships paid at living wage levels that conclude in long term, good employment for young people.

Resolved:

i) That the report be noted and the Committee's feedback, conclusions and recommendations be considered further.

ii) That a supplementary note outlining the recommendations made by the Committee regarding business grants criteria be tabled at the LEP Board meeting on 26 March 2019.

iii) That the additional information requested by the Committee be circulated to Members following the meeting.

54. Scrutiny Work Programme 2018/19

The Committee received a report of the Scrutiny Officer outlining the Scrutiny Work Programme for the 2018/19 municipal year. A revised version of section 3.8 (“Scrutiny”) of the assurance framework, drafted by Scrutiny’s LEP working group, outlining a new process for pre-decision scrutiny was also appended to the report for agreement.

The Committee requested that:

- Due consideration be given to the importance of the energy strategy and work relating to alleviating fuel poverty in the scrutiny work programme.
- The Combined Authority and LEP make available to scrutiny a longer term forward plan so scrutiny can better maintain an overview of key

work and decision timescales so that scrutiny can better decide which decisions, policies and strategies to scrutinise further.

- Key decisions be published as soon as they are known to be key decisions and not only at the 28 day statutory minimum.
- There be a greater follow up on issues scrutiny has considered in the past to ensure the committee is kept briefed on progress and developments and to allow scrutiny to more formally monitor the implementation of recommendations made by scrutiny.

In response, the Committee was informed that while projects often have shifting and tentative timescales, work was underway to improve the processes by which project development is reported to scrutiny. Members of scrutiny's LEP working group are due to review examples of project documentation from different development stages so members can assess where scrutiny can best add additionality. The Working Group also reported the progress of their ongoing work in developing a process to engage more closely with the assurance process and strengthen pre-decision scrutiny of projects.

The Chair informed members that the Combined Authority's Senior Leadership Team (SLT) has been asked to support scrutiny's work programming next year by outlining key pieces of work and significant decisions planned or expected in the 2019/20 municipal year. It was also suggested that 2019/20 work programming take place in a workshop setting to give members more time to form the Committee's work going forward.

The Chair noted that some members were standing down as Councillors at the upcoming local elections. The Committee thanked them for their contribution to the Committee's work over the years and wished them the best going forwarded. Members and substitutes standing down were Councillors Helen Douglas, Tina Funnell, Marielle O'Neill, Anne Reid and Sam Lisle.

Resolved:

i) That the agenda forward plan and scrutiny work programme for the 2018/19 municipal year as outlined in **Appendix 1** be noted.

ii) That the changes in membership and substitute arrangements highlighted in 2.24 be noted.

iii) That the Committee's feedback and requests be considered further and reported back.

iv) That the LEP scrutiny working group's proposed wording for Section 3.8 (entitled: "Scrutiny") of the Assurance Framework (Appendix 2) be supported and approved.

55. Date of the next meeting – 24 May 2019

West Yorkshire Combined Authority

Report to:	Overview and Scrutiny Committee
Date:	22 March 2019
Subject:	**Cover report: Corporate Plan 2019/20 and performance 2018/19**
Director(s):	Angela Taylor, Director of Corporate Services
Author(s):	Khaled Berroum, Scrutiny Officer

1. Purpose of this cover report

1.1 To introduce and provide background to the report of the Managing Director entitled 'Corporate Plan 2019/20 and performance 2018/19'.

2. Information

The report of the Managing Director

2.1 Following discussions with the Committee, Members, Chair and Officer, the following was requested to be covered in the appended report of the Managing Director to the Overview and Scrutiny Committee:

1. The final 2019/20 Corporate Plan as an appendix to the report.
2. A demonstration of how the Corporate Plan is linked to the business planning and budgeting of each directorate and service area.
3. An explanation of how the 'golden thread' of priorities within the Corporate Plan is embedded within the organisation and feeds all the way down to individual contributions, big or small.
4. The link between the 2018/19 and 2019/20 corporate plans, what has been carried over, changed, replaced and added.
5. An analysis of achievement against the success measures and key performance indicators (KPIs) highlighted on pp25-26 of the 2018/19 Corporate Plan.
    i) Were they achieved or not?
    ii) If so – how were they achieved?
    iii) If not – why not and what is proposed to make a difference in achievement in 2019/20?
    iv) How did it compare with performance in 2017/18?
6. An outline of which officers / directorates and members / decision-makers are responsible and accountable for each KPI and ambition.
7. Consideration of the recommendations, suggestions and views the Overview and Scrutiny Committee has put forward previously.

3. Recommendations

3.1 To note this cover report and consider the appended report of the Managing Director entitled 'Corporate Plan 2019/20 and performance 2018/19'.

4. Background Documents

Last year's Corporate Plan **2018/19**

Report to:	Overview and Scrutiny Committee
Date:	24 May 2019
Subject:	**Corporate plan 2019/20 and performance 2018/19**
Director:	Ben Still, Managing Director
Author(s):	Louise Porter, Corporate Planning and Performance Manager

1. Purpose of this report

1.1. To provide the Overview and Scrutiny Committee with a summary of corporate performance in the 2018/19 financial year and an overview of the process for developing the 2019/20 Corporate Plan.

2. Information

Corporate performance summary 2018/19

2.1. The 2018/19 Corporate Plan for the Combined Authority set out three key long term ambitions for the organisation of boosting productivity, enabling inclusive growth and delivering 21st Century transport, with a key focus on delivery and devolution to achieve these. These reflected the long term strategic ambitions set out for the region through the Leeds City Region Strategic Economic Plan and the West Yorkshire Transport Strategy.

2.2. In order to measure the specific contribution of the Combined Authority towards these long term strategic goals, a set of 15 headline performance indicators was also developed. These indicators were published in the 2018/19 Corporate Plan and a summary of progress against these was reported to each meeting of the Combined Authority throughout the year. This update was presented as part of a wider corporate performance report which also included an update on corporate risk management and spend against approved revenue budgets.

2.3. The final year end position for the complete set of headline indicators from the 2018/19 Corporate Plan is due to be reported to the June meeting of the Combined Authority. This timeframe reflects the time lag involved in collecting the third party data needed to inform certain indicators. In the meantime the latest position against these indicators is presented at **Appendix 1**. This

highlights those indicators where final data is still awaited and also, where relevant, provides details of the reasons behind any indicators which have not been fully achieved.

2.4. The key headlines relating to performance against the indicators in 2018/19 can be summarised as follows:

- The majority of indicators for 2018/19 are expected to be met with 9 assessed as 'green' 8 of which have exceeded the original target set
- 2 indicators are assessed as 'amber' and are therefore expected to narrowly miss meeting the stated target due to circumstances changing during the year, which may not be within the full control of the Combined Authority.
- 4 are assessed as 'red' and therefore not met in 2018/19, with 3 of these relating to unanticipated issues outside of the Combined Authority's control

2.5. In terms of how this compares to performance in 2017/18, the table below provides a comparison between years:

	2017/18	**2018/19**
% of green indicators	57%	60%
% of amber indicators	26%	13%
% of red indicators	17%	27%

2.6. This shows that that the overall percentage of indicators fully met and therefore rated as green has increased by 3% in 2018/19. There have been some notable successes in 2018/19 which include:

- Supported over 2,900 business to grow and become more productive through the Business Growth Service
- Supporting the creation of over 1,900 jobs through our trade and investment activity
- Reaching over 14,000 disadvantaged students with targeted support on employment on employability, enterprise and careers education
- Improving over 1,500 homes through our Better Homes Yorkshire scheme – warming homes and helping residents to save money on their bills
- Delivered 17 significant transport projects with a further 15 starting on site
- Supporting our partners to deliver 7 major transport projects with a further 6 starting on site
- Increased the proportion of travel information enquiries/interactions made online to 97.5%

2.7. In addition to these specific indicators, there have also been a number of wider successes throughout 2018/19. Some key highlights include:

- Securing the regional headquarters for Channel 4, bringing opportunities for the independent production sector across the region and generating a £1 billion economic impact over the next decade

- Launching our £1 million Digital Inward Investment Fund to encourage digital businesses to relocate to Leeds City Region
- Launching a productivity pilot investing £500,000 in manufacturing businesses enabling them to invest in new equipment and processes
- Supporting over 250 businesses to reduce their energy bills and lower their carbon emissions through the Resource Efficiency Fund
- Providing travel advice to 350,000 people through our Metroline contact centre
- Supporting over 1 million trips through our subsidised bus services
- Increasing Park and Ride opportunities across the region, including 170 new, free spaces created at Fitzwilliam, Mirfield and South Elmsall railway stations
- Investing £2 million in new flood defences, including a scheme to protect 118 businesses in Skipton and the surrounding area

2.8. The table at 2.5 also shows that while the overall percentage of indicators rated as green has increased in 2018/19, the proportion of red indicators has also risen, as a result of fewer indicators being assessed as amber compared to the previous year. In total four indicators have been assessed as red in 2018/19 and in all cases the reasons for not achieving the anticipated targets largely relate to external factors outside of the direct control of the Combined Authority. Further detail about those indicators which have been assessed as red in 2018/19 and the factors which have led to this, is provided below:

- **The delivery of refurbished floorspace through skills capital projects** is currently not on track to be fully met in 2018/19, due to an unanticipated delay in the programme for one of the key projects.
- **Supporting individuals to upskill in skills shortage areas** is not on track to be met as it relied on the delivery of two new ESIF (European Structural and Investment Funds) funded projects. Delays in contracting at the Department for Work and Pensions (DWP), the managing agent, have delayed the start of the [re]boot programme by seven months and the Employment Hub by nine months. Contracts have however now been signed and delivery will begin shortly so outputs have been rolled into 2019/20.
- **Supporting businesses to offer apprenticeships** is also not on track to be met as this too relied on the ESIF Employment Hub funding which was delayed by 9 months. Contracts have now been signed and delivery will begin shortly so outputs have been rolled into 2019/20. The low level of demand for the AGE grant has also impacted performance and a revised criteria has now been implemented to address this in 2019/20
- The target of **increasing MCard smart ticket sales** by 10% has not been met over the course of the year. There have been however been some areas of significant growth in relation to young people's smart ticketing products which have exceed expectations. Sales of adult season ticket smart tickets have however remained largely static. To reflect this imbalance the West Yorkshire Ticketing Company Ltd reviewed their overall strategy in this area part way through the year and set a revised target to increase overall smart ticket MCard sales by 3-5%. The learning from this (which has been reflected in the 2019/20

performance measures), is that a series of individual, more specific targets for different segments of the market is likely to provide more useful in-year performance information.

Corporate Plan development 2019/20

2019/20 business plan and budget development

2.9. The Corporate Plan is the Combined Authority's external facing business plan, which sets out the objectives and activities of the organisation on an annual basis. The publication of this document is the final step in a detailed business and budget planning process which takes place annually.

2.10. In 2019/20 the Government have also set a new requirement for each Local Enterprise Partnership (LEP) to publish a separate 'LEP Annual Delivery Plan' for the year ahead. This was introduced by the Government's Strengthened Local Enterprise Partnerships report and must clearly set out the LEP's specific proposals and targets for 2019/20. This type of information for the Leeds City Region LEP has traditionally been provided as part of the Combined Authority Corporate Plan. While this will continue to be the approach in 2019/20, the specific information relating to LEP delivery proposals for the current year and performance in 2018/19, will also be made available as a standalone document by the end of May 2019.

2.11. Further details about the business and budget planning process that has taken place to inform the development of the 2019/20 Corporate Plan (including the LEP Annual Delivery Plan) is set out in more detail below.

2.12. The budget and business planning process for the 2019/20 financial year commenced in summer 2018, with a number of activities to set the wider context for this work taking place at this time. This included the early involvement of the Combined Authority and the Members Budget Working Group in providing direction on the financial parameters that should be followed in developing the plans.

2.13. Taking into account these parameters, the organisation's Senior Leadership Team (SLT) agreed the following objectives, through engagement with the Combined Authority and the LEP, for the 2019/20 budget and business planning process at their meeting of 17 August:

- To agree business priorities for each Directorate which support the overarching corporate priorities;
- To agree a budget for each Directorate to enable priorities to be achieved, within the context of wider financial constraints;
- To identify robust performance measures for each Directorate and for the organisation as a whole, in order to provide in-year intelligence on performance against objectives;
- To identify a clearer pipeline of work for the organisation's Corporate supporting functions based on activities needed to support directorate priorities; and
- To provide content for the 2019/20 Corporate Plan.

2.14. In line with these objectives, each Directorate was then tasked with developing their proposed business plans and associated budgets for the 2019/20 financial year. As part of this, each Directorate was also required to develop a comprehensive set of performance indicators to assess progress against achieving their business plan priorities during the year.

2.15. From the outset the development of directorate business plans were focussed on embedding further the three core priorities that were set out in the 2018/19 Corporate Plan of boosting productivity, enabling inclusive growth and 21st century transport.

2.16. In addition the early development work highlighted the potential need for a fourth corporate priority to be introduced around the carbon agenda and enabling clean growth. This reflected the work that was taking place at this time to develop the Leeds City Region Energy Strategy (which was later adopted by the Combined Authority in December 2018). This strategy sets out the ambition for the Leeds City Region to meet the Paris Climate Agreement targets. The consideration of activities to support clean growth was factored into the early business plan development process and a fourth corporate objective of 'supporting clean growth was subsequently formally agreed.

2.17. During all stages of the development process there was a strong focus on ensuring that all areas of proposed activity in 2019/20 business plans could be clearly linked to delivering against the overarching corporate priorities. This was necessary in order to create a visible golden thread between strategic corporate priorities, departmental priorities and ultimately to set the context for detailed team and individual priorities.

2.18. Throughout the development of the draft business plans, budgets and performance measures, a significant amount of engagement and challenge took place with various officers and Members groups. A summary of this is provided below:

- **The Combined Authority** - through regular progress updates, including consideration of the full draft business plan/budget at their meetings of December 2018 and February 2019
- **The LEP Board** – through progress updates, including consideration of the full draft business plan/budget at their meeting of January 2019 and the LEP Annual Delivery Plan at their meeting of 26 March 2019
- **The Members Budget Working Group** – through meetings to specifically consider the emerging budgets and business plans in detail (held in August, September, November 2018 and January 2019)
- **The West Yorkshire Leaders** - through regular updates and provision of the emerging plans for their feedback, with a specific session to consider the detailed business plan, budget and performance measures held in December 2018
- **The West Yorkshire Directors of Finance** - through provision of the emerging plans for their feedback and a specific session held to consider this in December 2018

- Various officer groups including the Combined Authority's **Senior Leadership Team and Senior Management Teams**, who regularly collectively reviewed emerging business plans/budgets and performance measures to offer challenge and identify cross cutting themes.

2.19. In terms of wider engagement, the emerging business plans, budget proposals and proposed performance measures for 2019/20 were also shared publically through the Combined Authority meeting papers which were published in December 2018 and February 2019.

2.20. In addition a significant amount of internal staff engagement took place in order to inform the development of each area's detailed business plan proposals. This took place through a variety of methods including team meetings, workshop sessions and individual discussions. This was important in order to ensure that the views of those who would ultimately be tasked with owning and delivering specific elements of business plans were adequately reflected.

2.21. It was also important to ensure that there was strong understanding among individuals of how the four overarching corporate priorities related to their own areas of work with the aim of developing a golden thread between these four objectives and the objectives of each Directorate, team and ultimately each individual.

2.22. Following the initial period of development, the draft budget and business plan for 2019/20 was presented in full to the Combined Authority at their meeting of 13 December 2018. This also included the full suite of proposed performance measures to be used by each Directorate in assessing progress against objectives. Further development work was then undertaken and a final version of the budget and business plan was subsequently presented to and approved by, the Combined Authority on 14th February 2019.

2.23. Following approval of the 2019/20 business plan and budget, work then commenced on the production of the external facing Corporate Plan. This document seeks to summarise the priority areas of work for the organisation over the year and also reflects on performance against objectives in 2018/19.

2.24. The 2019/20 Corporate Plan is focussed around the four corporate objectives of boosting productivity, enabling inclusive growth, delivering 21st Century transport and supporting clean growth. This builds on the 2018/19 Corporate Plan, providing continuity from the previous year and also introducing the new clean growth objective as outlined above at 2.16. In both looking back at performance over the previous financial year and looking ahead at priorities in the current financial year the document is structured around these four key objectives.

2.25. The draft content for the 2019/20 Corporate Plan was presented to the Combined Authority at their meeting of 25 April and final approval for the document was delegated to the Chair of the Combined Authority and the Managing Director. The document is now in the final stages of the design

process and will be available by the end of May. A copy of the current version of the document is attached at **Appendix 2.**

2.26. As outlined in paragraph 2.10 the 2019/20 Corporate Plan also includes a standalone LEP Annual Delivery Plan as required through the Government's Strengthened Local Enterprise Partnerships report. There is a requirement for this document to be approved by the LEP and published by the end of May 2019. The LEP Board considered the draft content for the Annual Delivery Plan at their meeting of 26 March, since this was the last meeting prior to the end of May deadline. They agreed that final approval of the content be delegated to the Combined Authority's Managing Director, in consultation with the Chair of the Combined Authority and LEP Chair.

2019/20 performance management

2.27. As highlighted above, as part of the process to develop the 2019/20 business plan and budget for the organisation, a full suite of draft performance measures was also developed. These have been designed to measure the impact that each Directorate is making in achieving the Combined Authority's four overarching corporate objectives. In addition there are also a number of more general performance measures which have been included to general levels of corporate efficiency.

2.28. A full set of the performance measures for 2019/20 by Directorate is provided at **Appendix 3.** This sets out the following information:

- The proposed performance measure and the specific target that has been set against this (if applicable);
- The accountable officer (at Head of Service level) for each of these measures;
- How each performance measure links back to the four corporate priorities contained within the 2019/20 Corporate Plan; and
- Details of any additional information relating to certain performance measures including details of changes in targets between years

2.29. In terms of the process followed to develop these performance measures, each Directorate initially put forward suggested measures, with a clear brief to add further stretch to those targets that had been set in previous years. These were then challenged and iterated through the consultation that took place as part of the business plan development process as summarised above at 2.18.

2.30. In terms of learning from the performance management process in 2018/19 there were a number of targets which relied upon third party funding or other actions to be in place in order for the target to be achieved. While it is not intended to change this approach in 2019/20, it is proposed that these interdependencies should be more clearly highlighted through in-year reporting on any changing circumstances that may affect achievement of the target. So for example if an expected funding stream is delayed the in-year KPI update should not only flag this delay, but also provide a re-estimate of the likely end of year target output in light of this and any mitigation measures.

2.31. Throughout 2019/20 each directorate will provide routine updates on progress against these performance measures.

2.32. As mentioned above in 2.21 it is important that a golden thread is evident between the overarching corporate objectives right down to individual objectives against which performance can be assessed. The process for setting individual objectives for 2019/20 and reviewing performance against the previous year's objectives is currently in progress across the organisation. In setting annual objectives managers are required to ensure that there is a clear link to delivering the agreed business plans and ultimately the four corporate objectives.

2.33. The development of this clear golden thread is something that it is intended to build on further in the forthcoming business planning process for 2020/21. This will be supported by the work that the Human Resources team is undertaking to strengthen performance management as part of the wider work to develop and embed a new HR strategy for the organisation.

3. Financial Implications

3.1 The detailed financial implications of the priorities set out in the Corporate Plan have been fully considered and accounted for as part of the detailed 2019/20 budget setting process. Routine monitoring and reporting of spend against budget will take place throughout the financial year.

4. Legal Implications

4.1 There are no legal implications directly arising from this report. However, the specific activities set out in the detailed 2019/20 business plans, cover those activities which are required to fulfil the organisation's overarching legal and compliance obligations.

5. Staffing Implications

5.1 The detailed business plans developed to inform the 2019/20 Corporate Plan were developed on the basis of agreed resourcing levels for each team. Changes in resourcing requirements throughout the financial year will be considered and assessed against the 2019/20 business plans.

6. External Consultees

6.1 A summary of the various groups consulted in the development process is provided at paragraph 2.18 of this report.

6.2 A budget 'animation' was also made available on the Combined Authority website in February 2019 in order to disseminate information about how the Combined Authority budget is spent.

7. Recommendations

7.1 That the Overview and Scrutiny Committee note the review of strategic performance in 2018/19 as outlined at paragraphs 2.1-2.8 and provide any feedback.

7.2 That the Overview and Scrutiny Committee note the development process that has taken place for the 2019/20 Corporate Plan as set out in paragraphs 2.9-2.26 and provide any feedback on this to be fed into the 2020/21 business and budget planning process.

8. Background Documents

2018/19 Corporate Plan

Budget and Business Plan 2019-20 report considered at the Combined Authority meeting of 14 February 2019

9. Appendices

Appendix 1 – 2018/19 Corporate Plan Key Performance Indicators

Appendix 2 – Draft 2019/20 Corporate Plan content

Appendix 3 – 2019/20 draft Key Performance Indicators

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APPENDIX 1: Progress against 2018/19 Key Corporate Plan priorities

Boosting Productivity				
Indicator	**Target**	**Status**	**RAG**	**Notes**
A Local Inclusive Industrial Strategy for the City Region	By 31/03/19	Ongoing	A	Now planned to be in wave 3 – to be delivered by December 2019. Timelines have been clarified with BEIS. Action plans in place for all workstreams and joint approach with YNYER LEP developed. Development of evidence base is on-track.
Delivery of new and refurbished skills floorspace through economic regeneration projects funded by our Growth Deal	24,898m^2 new	9,700 sqm	A	4,500sqm opened Sept 2018 5,200sqm opened Q4 18/19 (all floors open & operational but not full Practical Completion) The remaining 15,198sqm currently on site and will complete and open and operational to students in Q2 19/20 as planned The amber rating reflects that the floorspace itself has now largely been delivered - but with practical completion due in July 2019.
	12,100 m^2 refurbished	2,500 sqm	R	2,500sqm completed in Q4 18/19 The remaining 9,600sqm will complete in later years (6,000sqm in 19/20 – some works have been undertaken but the full refurbishment works will complete Qr 2 19/20 and 3,600sqm in 20/21 due to delays on the project).
Supporting businesses who want to grow through our business growth service	2,750 businesses	2,920	G	Target achieved
Supporting the creation of jobs in those businesses receiving intensive support from our growth service	500 jobs	1,161	G	Target achieved
Supporting the creation of a further new jobs in the region through the work of our inward investment service	1,500 jobs	1,933	G	Target achieved
Enabling a high % of those businesses who receive intensive support from the business support service to achieve growth	75%	81%	G	This is an annual target. Figure quoted is based on a relatively small sample of businesses supported in 2015/16 and 2016/17 where it is possible to show impact over time. The study will be updated in summer 2019 to include 2017/18 data.

Inclusive Growth				
Indicator	**Target**	**Status**	**RAG**	**Notes**
Delivering an enhanced model of employability, enterprise and careers education to disadvantaged students	To reach 12,000 students	14,036	G	Target achieved Employer encounters delivered to students who receive pupil premium across Leeds City Region. The enhanced model of 12,000 meaningful encounters are records of two pupil encounters within the financial year.
Supporting individuals to upskill in skills shortage areas	1,250 individuals	198	R	We have significantly under-achieved against this target as it relied on the delivery of two new ESIF funded projects. Delays in contracting at DWP (the managing agent) have delayed the start of the [re]boot (by 7 months) and Employment Hub (by 9 months) contracts. Contracts have now been signed and delivery will begin shortly so outputs have been rolled into 2019/20.
Supporting businesses to offer apprenticeships	1,000 businesses	43	R	We have significantly under-achieved against this target as it relied on the delivery the new ESIF funded Employment Hub project. Delays in contracting at DWP (the managing agent) have delayed the start of the project by 9 months. Contracts have now been signed and delivery will begin shortly so outputs have been rolled into 2019/20. The low level of demand for the AGE grant has also impacted performance and a revised criteria has now been implemented.
Improving homes through the Better Homes programme	1,000 Homes	1,566	G	As at end of March 2019. Maximised additional funding opportunities that arose during the year to support improvement of more homes.

21st Century Transport				
Indicator	**Target**	**Status**	**RAG**	**Notes**
Delivery of a programme of significant transport projects by end of March 2019	13 complete 11 on site	*17 complete* *15 on site*	G	**Complete:** 12 x Bus Hotspots Bradford Interchange short stay car-park Mirfield A Park & Ride CCTV at bus stations Real time installations at Morley and South Elmsall Hubs 367 LPTIP LED Real Time installations **On site:** 11 x Bus Hotspots with a further 3 anticipated to commence before the end of March 19 Castleford Rail Station Mytholmroyd & Hebden Bridge Rail P&R 123 LPTIP LED Real Time installations rolled over to 2019/20
Support partners to deliver significant transport projects by March 2019	2 complete 9 on site	*7 complete* *8 on site*	G	**Complete***:* YORR junction improvements Phase 1 A629 Phase 1a Wakefield City Centre Package Phase 1 – Kirkgate CityConnect – 4x Canal Towpath Schemes (Airedale Greenway; Rochdale Canal Phase 1; Huddersfield Narrow Canal Phase 1, Calderhebble) **On site:** East Leeds Orbital Route City Connect schemes: - Leeds City Centre - Bradford Canal Road - York Scarborough Bridge YORR junction improvements Phase 2 Hard Ings, Keighley Glasshoughton Southern Link Road UTMC element A – on-street works

21st Century Transport				
Indicator	**Target**	**Status**	**RAG**	**Notes**
Increase MCard (smart ticket) sales	10% increase	*3.6 % increase*	R	Up to the end of February 2019 - expected to increase following inclusion of March 2019 data Under review with West Yorkshire Ticketing Co. Ltd - WYTCL has set 3-5% target increase in their strategy
Increase the proportion of travel information interactions/enquiries made on line	98% of enquiries online	97.5%	G	Actions to increase online enquiries continuing

Draft Corporate Plan 2019/20

Foreword – Cllr Susan Hinchcliffe, Chair of the West Yorkshire Combined Authority

As we reflect on the past 12 months and look forward to the next, there is a lot to be proud of. Working alongside our partner councils and the LEP, we have made significant progress in achieving our vision of creating a strong, successful economy where everyone can really feel the benefits. Undoubtedly, there are no quick fixes to the ingrained problems we, like many areas of the UK, face but we've made solid progress which we can successfully build on together with our partners in 2019/20.

Skilled people are the lifeblood of the economy – they drive forward inclusion and social mobility, improve productivity and encourage vibrant communities where the benefits are tangible for all. I'm extremely proud to have established the national Future-Ready Skills Commission here in West Yorkshire earlier this year. This will bring together experts and leading thinkers from business, education, local government and think tanks to create a blueprint for skills that can be adopted throughout the UK.

Successful economies are dependent on good transport links and we're committed to ensuring that people in our region have services that are reliable, affordable and fit for purpose. So, while we remain committed to ensuring our communities benefit from the major national infrastructure projects such as Northern Powerhouse Rail and HS2, we're also investing in local projects through our Transport Fund.

We remain steadfast in our belief that only further devolution will give us the powers and money we need to make the right, long-term decisions that will tackle inequalities within our economy. We will continue to be pragmatic and flexible with Government, and prepared to work with colleagues across Yorkshire to advance a deal that will bring more investment into our region and ensure decisions are taken in the best interests of the people and communities we serve.

Foreword – Roger Marsh OBE, Chair of the Leeds City Region Enterprise Partnership (the LEP)

This year has been fantastic for the LEP. Working closely with the West Yorkshire Combined Authority, we have achieved extraordinary growth that will have a real, long-lasting impact on the people who live and work in our region.

Our 'Be the Spark' campaign beat off highly competitive bids from other city regions to make Leeds the new national headquarters for Channel 4. This is truly a once-in-a-generation chance to rapidly grow our digital and creative sector, unlock opportunities for our talented young people and draw international attention to our region.

In 2018 we celebrated achieving the highest level of investment from overseas firms in Yorkshire since the recession with £1.9 billion of deals. We also hit a significant milestone in the support we provide to business, helping 10,000 businesses through our Growth Service since April 2015. Businesses have also benefitted from investment totalling £34 million to upskill their staff, fit out new premises, develop new products and processes, take on an apprentice, and save money on their energy bills.

I'm thrilled that the LEP has played a role in accelerating the growth of so many companies in our region but this is absolutely not job done. Our region does still have its

challenges and our economy is entering a period of uncertainty. That said, I feel confident that by continuing to bring together the public and private sectors through the LEP, we have what it takes to support businesses and communities through these uncertainties.

We will continue to develop the Local Industrial Strategy with Government, which will set out how we will drive productivity and create a low carbon economy from which everyone will benefit

In 2019/20, we will continue to build on the momentum we've already generated, working in partnership to deliver even more to make our region a great place to live, work and do business. I look forward to the year ahead.

Foreword – Ben Still, Managing Director of West Yorkshire Combined Authority and the LEP

This has been an extremely positive year for our region and the achievements set out in this plan show the difference that collaborative working between the Combined Authority, the LEP and our partners are making to our communities.

As an officer body that supports both the Combined Authority and LEP Board, we will continue to develop our organisation so we are able to respond positively to the opportunities and challenges that are ahead. Inclusive growth remains at the heart of everything we do and we will expand on this even further in the next 12 months.

We've made significant progress with our ambitious programme of internal transformation, deepening our level of partnership working, strengthening our monitoring and evaluation capabilities, and continuing to enhance our accountability and transparency. Over the coming year, we'll continue on this journey, placing a particular focus on modernising the way we work to ensure that we are best placed to deliver our vision for the region.

This year we've placed a much bigger emphasis on clean growth, making this a key organisational priority for the year ahead. We've already made good progress in this area but we'll be taking this a step further in 2019/20, delivering a programme of activity to help deliver zero carbon for the City Region by 2036.

With much more in the pipeline, this is shaping up to be an exciting year!

Introduction

Who we are

The Combined Authority and LEP work in partnership with one another - and with local councils and business - to ensure everyone in our region benefits from a strong, successful economy and a modern, accessible transport network.

Although the Combined Authority and LEP are separate bodies, we have a shared vision for our region and a shared organisation that support us to deliver this. We also operate the Metro network of bus stations, travel centres and public transport information across West Yorkshire.

[Organisational graphic to be added]

The majority of our work benefits the 10 local authority areas known collectively as Leeds City Region.

[Insert map]

Our vision

We want our region to be recognised globally as a place with a strong, successful economy where everyone can build great businesses, careers and lives supported by world-class transport, housing and digital connectivity.

We will achieve this by planning and delivering economic and transport schemes and programmes across the region in partnership with the public and private sectors – focusing on the areas of work which will make the biggest difference.

Our priorities

We've developed a set of priorities that we believe will best enable us to achieve our vision for the region. This year we've added an important new priority to better reflect our ambition of becoming a zero carbon economy.

Our priorities:

- **Boosting productivity** – helping businesses to grow and bringing new investment into the region to drive economic growth and create jobs
- **Enabling inclusive growth** – ensuring that economic growth leads to opportunities for all who live and work in our region
- **Delivering 21st Century transport** – creating efficient transport infrastructure that makes it easier to get to work, do business and connect with each other
- **Supporting clean growth** – growing our region's economy while also cutting $C0_2$

Powerful partnerships

Partnership is fundamental to everything we do. The Combined Authority and LEP work closely with one another – but also work with councils across the region to ensure our policies, services and capital infrastructure projects meet the needs of communities and help us to deliver local priorities.

We also work closely with the private sector through the LEP to develop, shape and deliver policies that meet the needs of employers in the region.

Annual review – 2018/19

In this section, we set out what we've achieved together over the past year to make our region a great place to live, work and do business.

Our year in numbers *[to be presented as a full page infographic]*

This year, we've invested in services and projects worth £319 million to benefit local people and the economy. As a result of this investment we've:

- Delivered 17 significant transport projects
- Spent nearly £100 million on infrastructure projects, the majority delivered by our partner councils across the city region

- Supported over 1 million trips through our subsidised bus services
- Provided travel advice to 350,000 people through our Metroline contact centre
- Taken over 9,000 cars a week out of Leeds city centre as a result of our Park and Ride services
- Saved 117,000 tonnes of carbon through our Better Homes Yorkshire scheme – warming homes and helping residents save money on their bills
- Saved enough energy to make 72 million cups of tea through our Resource Efficiency Fund
- Sowed 7 million seeds to create a living wall that will improve air quality in Calderdale
- Intensively supported over 1,500 business to grow and become more productive through our LEP Growth Service – in total over 10,000 since 2015
- Created over 1,900 jobs through our trade and investment activity
- Supported almost 80,000 pupils across the UK through our employability, enterprise and careers education schemes

A momentous year *[timeline style design]*

This year, we've continued to have a big impact on our region's economy. Working in partnership with local councils and the LEP to deliver projects and services, we've truly had a momentous year. Here are some of the highlights:

April

We committed £2.7 million to improve cycling and walking access on sections of the Calder Hebble, Leeds-Liverpool, Rochdale and Huddersfield narrow canals. So far three out of four projects have opened – with almost 12km of towpath improved and accessibility enhanced

May

We reached the halfway point in delivering our £1bn LEP Growth Deal with Government, which has created or safeguarded over 27,500 jobs so far

Our MCard app, which enables those travelling in West Yorkshire to buy and load travel tickets anytime, was used to purchase over £1 million of MCard travel by May 2018, rising to £3 million by the end of the year

June

We launched our £1 million Digital Inward Investment Fund to encourage digital businesses to relocate to Leeds City Region

July

We helped over two million people to access new skills and careers through the launch of our Discover Digital and Earn It campaigns and help address the skills needs of our growing digital sector

Draft

August

We launched our new Apprenticeship Grant for Employers scheme to enable more businesses to recruit their first apprentice

September

We launched the £500,000 productivity pilot which will support seven businesses in the region to invest in new technology and equipment to improve their productivity

October

We secured the regional headquarters for Channel 4, bringing opportunities for the independent production sector across the region and generating a £1 billion economic impact over the next decade – this has been rapidly followed by several TV companies to the city region as well

November

We secured £2m from Government to install 88 new rapid charging points across West Yorkshire to improve air quality by encouraging the use of electric vehicles

We continued to lobby to ensure the region's transport priorities are central to Government investment plans and those of other bodies such as Transport for the North

December

We funded over 80 Boxing Day bus services across West Yorkshire enabling over 66,000 passengers to travel over the festive period

We agreed an ambitious Energy Strategy setting out the steps we will take towards making the City Region a zero carbon energy economy – including saving enough carbon to drive a car to the moon and back 16,000 times

January

We installed free wi-fi and new CCTV equipment at bus stations across West Yorkshire to improve safety and security

We provided businesses with access to Government's full range of information and guidance on Brexit preparation

February

We launched a new national Future-Ready Skills Commission to explore how the skills system can be shaped to meet the needs of local economies

March

We organised and held a major One Yorkshire devolution conference where 250 national and regional leaders met to discuss the key opportunities of devolution for the region

We showcased the region as a leading destination for investment at global property conference, MIPIM 2019 by taking our biggest ever business delegation

Case studies *[to be interspersed throughout this section of the document with quotes from beneficiaries where possible]*

Transforming learning and lives
In November, the Springfield Sixth Form Centre, a purpose built higher learning facility in Dewsbury, opened its doors to students in the region. The scheme has benefitted from £11.1 million investment through our Growth Deal to provide state-of-the-art facilities that will help to ensure that people across the region have access to high quality education that will lead them into successful careers.

[supporting quote from a student and image/video content to be inserted]

Protecting homes and businesses
We've invested £1.5 million of Growth Deal funding into flood alleviation works in Skipton, designed to increase protection for up to 400 homes and 165 businesses, while also converting flood plains into land that is suitable for development. The funding, which forms part of an overall £17.8 million investment into flood prevention, will reduce the risk of overflow from Eller Beck and Waller Hill Beck, which often swells very quickly after heavy rain.

Delivering natural flood management
In January, work started on a project to help protect homes and nurture wildlife in the Colne and Calder valleys that were devastated by the Boxing Day floods in 2015. Supported by £1.3 million of Growth Deal funding, the investment will introduce measures to mimic natural flood management, helping to slow the flow of water across the catchment and reduce peak flows.

[supporting quote from a business owner and image/video content to be inserted]

Working with groups at the heart of our communities
Through our CityConnect programme we've invested £170,000 to enable 22 organisations to provide tailored support in communities to help more people access employment, education, training and leisure opportunities by bike or on foot. Each project focused on providing solutions to specific barriers in their local area with initiatives ranging from pool bikes and bike loans to led cycles and walks.

[supporting quote from a beneficiary and image/video content to be inserted]

Speeding up journeys
Work on the A629 between Halifax and Huddersfield has made bus services more reliable and punctual and improved facilities for walking and cycling on the route. The scheme, funded through our Transport Fund and jointly delivered by Calderdale and Kirklees Councils, has included widening the road at Salterhebble Hill and creating a vertical green wall which will help improve local air quality by absorbing carbon dioxide and nitrogen dioxide, as well as delivering biodiversity benefits for the area.

Providing low cost travel for young people
Working in partnership with bus operators in West Yorkshire, we're connecting more young people to jobs and opportunities by making bus fares simpler and more affordable. Through the Bus Alliance, we've extended half-fare travel to all under 19s living in West Yorkshire and introduced the MyDay bus ticket that offers daily countrywide bus travel for under 19s for just £2.75.

Helping young people achieve their #futuregoals
In 2018/2019 our #futuregoals campaign which provides advice and support to help young people choose their career paths, give them the right skills and experience to start work was seen over 3million times by individuals . Vital links between education and employers were created, we worked with 177 school and colleges and 258 businesses within our City Region

[supporting quote from a young person and image/video content to be inserted]

Resource Efficiency Fund
Calderdale-based business Azo reduced their bills and energy costs thanks to support from our Resource Efficiency Fund. The family-run firm manufacture and supply dyes for the paper industry but their building was poorly insulated and inefficient to run. They were allocated a resource efficiency advisor who highlighted a number of efficiency measures. As a result, they reduced their spending on gas by a third, halved their electricity bills and safeguarded the long-term future of the business.

Northern Powerhouse Rail
We're continuing to work in partnership with Transport for the North (TfN) to progress the case for the Northern Powerhouse Rail (NPR) network. NPR, including a new line connecting Manchester to Leeds and York with a station in Bradford, is a key pillar of TfN's Strategic Transport Plan. The Chancellor will consider the Strategic Outline Business Case for NPR this summer.

LEP annual review – 2018/ 2019

[can be pulled out as a standalone section to form part of the LEP Annual Delivery Plan]

What is the LEP?

We unlock the Leeds City Region's vast economic potential by enabling businesses to grow and develop. We work with partners across the public and private sectors, including the West Yorkshire Combined Authority, with the goal of stimulating growth that will create jobs and prosperity for everyone who lives, works and does business here.

[LEP priorities infographic to be added to the online version]

LEP impact – 2018/19

This year has been significant for the LEP with 2018/19 seeing the LEP work even more closely with the Combined Authority to make a real difference to local people and our economy – and play a specific role in ensuring that projects and services meet the needs of our region's employers. Take a look at some of the highlights from the last year:

Supporting businesses to grow

The LEP is also responsible for directly delivering services to support growing businesses, inspire people to gain economically valuable skills and attract major investments.

This year, the LEP has:

- Supported over 1,500 business to grow and become more productive through the LEP Growth Service – taking the total number of businesses supported since 2015 to over 10,000
- Provided £9 million of LEP grants to help over 600 small and medium-sized businesses to grow
- Created 1,900 jobs through trade and investment activity
- Recruited almost 250 businesses to help school pupils develop work-ready skills through the Enterprise Adviser Network
- Helped over 250 businesses to reduce their energy bills and lower their carbon emissions through the Resource Efficiency Fund
- Helped city region businesses tap into new overseas markets through delegations to trade events including MIPIM, Arab Health in Dubai and Smart Cities Expo in Spain as well as others in Hong Kong, China and Germany
- Launched a productivity pilot investing £500,000 in manufacturing businesses enabling them to invest in new equipment and processes
- Established a careers hub in Kirklees linking schools and businesses and worked with Burberry to develop a creative careers programme

Creating the environment for growth

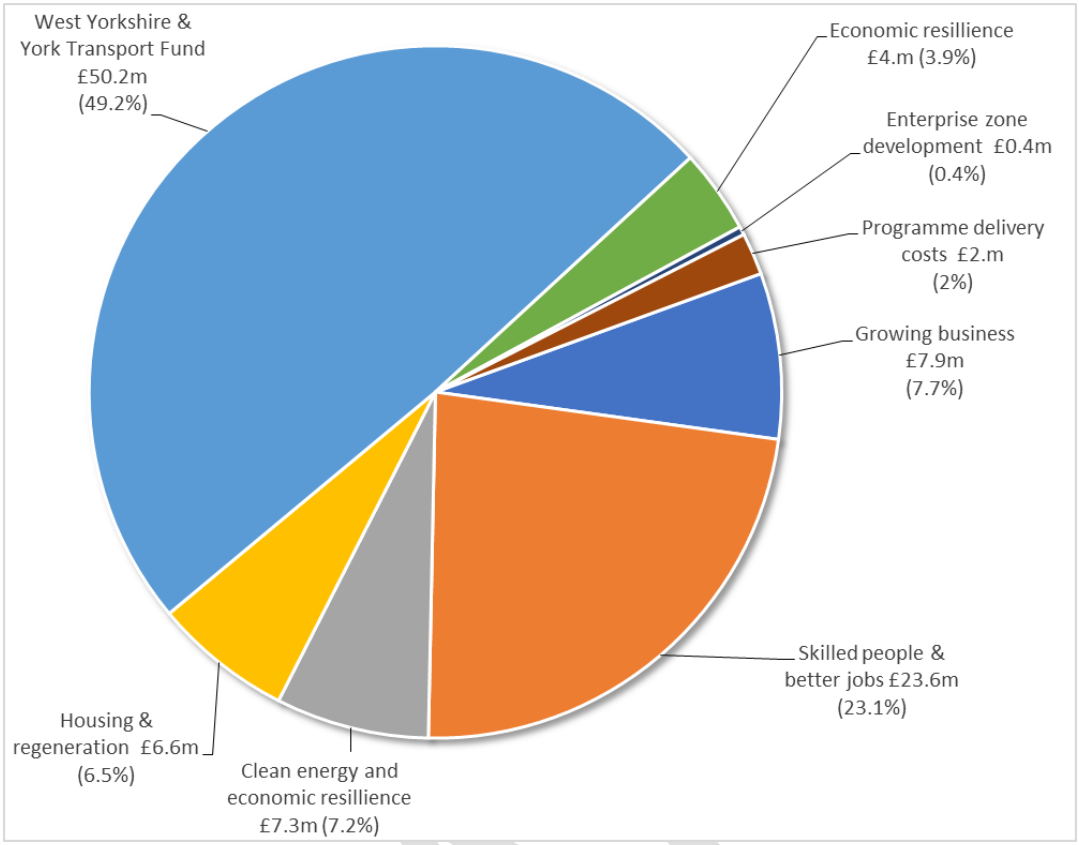
In 2014, the LEP secured a £1 billion-plus Growth Deal with Government which includes the West Yorkshire and York Transport Fund and provides funding for a significant number of Combined Authority and LEP projects and programmes. The LEP Growth Deal – the largest in the country - accelerates economic growth across the entire City Region by improving local transport links, accelerating housing growth and town centre regeneration, developing a skilled and flexible workforce, supporting growing businesses and building a zero carbon economy.

This year marked the halfway point in the delivery of the Growth Deal which, so far, has:

- Created 5,500 jobs
- Safeguarded 22,000 jobs
- Invested £335 million to support economic growth, job creation and transport improvements across the region
- Unlocked an extra £342 million of public and private sector investment
- Opened up land for over 1,900 homes to be built

The Growth Deal now includes 128 projects - 20 of these have now been completed, 35 have started on site and the remainder are in the development stages.

In 2018/19, we've invested our Growth Deal funding in the following areas:



This has enabled us to deliver:

- Increased Park and Ride opportunities across the region, including 170 new, free spaces created at Fitzwilliam, Mirfield and South Elmsall railway stations, with further schemes in development
- £2 million investment in new flood defences, including a scheme to protect 118 businesses in Skipton and the surrounding area
- Over £19 million of grant and loan investment in new, world-class college facilities, and £8 million match funding
- An additional 10 schemes to get underway, including the development of new housing and commercial sites in Wakefield city centre and Halifax town centre
- Significant progress on Enterprise Zones across the region, with Kirklees Lindley Moor West and South Kirkby starting on site and funding agreements in place for development works at Clifton and Staithgate Lane

Case studies *[to be interspersed throughout this section of the document with quotes form beneficiaries where possible]*

Bringing Channel 4 to our region

In October, Channel 4 confirmed that Leeds City Region will be the home of its new national headquarters. The announcement followed two years of discussions with the broadcaster led by the LEP with support from partners across the region. The move, scheduled to take place in 2019, will see Channel 4 benefit from one of the youngest and fastest growing labour markets in the UK. It is also set to contribute to the creation of more than 1,200 jobs and an economic impact of £1 billion over the next decade.

The most transparent LEP in the country
This year, the LEP has continued its journey to become the most transparent LEP in the country, implementing a series of measures that go much further than the national best practice guidance. The LEP now holds all its meetings and sub-committee meetings in public, publishes reports and minutes from its meetings on the Combined Authority website, and publishes details of grants awarded to businesses in Leeds City Region. The LEP also works to an Assurance Framework that ensures all funding is subject to a consistent level of rigour and scrutiny.

Roger Marsh OBE – Chair of the LEP
[insert photograph]

Roger Marsh OBE has chaired the LEP since 2013 and in that time he has worked tirelessly to champion the City Region as a globally recognised place where people can build great businesses, careers and lives.

His outstanding contribution to the regional economy was recognised when he won the prestigious Ambassador award at the Yorkshire Business Masters Awards 2019.

In addition to his role at the LEP, Roger chairs the NP11 – the influential body made up of the chairs of each of the 11 LEPs located within the Northern Powerhouse. He also chairs the Strategic Oversight Board of the Northern Powerhouse Investment Fund which has, so far, invested more than £50 million in small and medium companies across the Northern Powerhouse area.

He is also Chair of The Piece Hall Trust, leading the independent charity tasked with transforming the Grade I Listed building in Halifax. He is a member of the Council of the University of Leeds and an Honorary Doctor of the University of Huddersfield. He is also the Yorkshire and the North East representative on the Institute of Directors Council. In October 2018, Roger was appointed as an expert panel member to the Government's Rail Review.

Roger has more than 30 years' experience of business recovery, turnaround and insolvency including practical experience of dealing with challenging financial, operational and sensitive management issues within a wide range of sectors.

He was awarded an OBE in the Queen's Birthday Honours list in 2015 for Services to Business and the Economy.

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Business plan – 2019/20

What's coming next?

In 2019/20 we will continue to work with our partners to deliver against the long term ambitions we have in place for our region, focusing on our four priorities:

- Boosting productivity
- Enabling inclusive growth
- Delivering 21st Century transport
- Supporting clean growth

Plan on a page *[full page infographic style]*

In 2019/20, we'll invest in services and projects worth £398 million to benefit local people and the economy. As a result of this investment we will:

- Support 3,000+ businesses
- Invest £105 million of Growth Deal funding in major infrastructure schemes
- Enable 20 million passenger journeys per year
- Support 18,000 disadvantaged students
- Complete projects to warm 750 homes and make them more energy efficient

Our plans for 2019/20

Boosting productivity

We aim to help businesses to grow and bring new investment into the region to drive economic growth and create jobs. Over the coming year, we will:

- Support businesses in the City Region through the Brexit process and help them to manage the opportunities and challenges it may present
- Support 3,025 businesses in our region to grow and become more productive – with 1,035 receiving intensive support
- Develop five new business support programmes to respond to the changing economy and business needs, including a scheme to support 60 firms secure new investment
- Help 350 businesses to increase their overseas export activity
- Attract global investors to the region, creating 1,700 jobs and safeguarding a further 500
- Maximise the opportunities created by Channel 4's HQ relocation by securing additional investment in the creative and digital sectors
- Continue to deliver development projects for our Enterprise Zones

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Enabling inclusive growth

We aim to ensure that economic growth leads to opportunities for all who live and work in our region. Over the coming year, we will:

- Develop an Inclusive Growth Strategic Framework for the City Region which will identify strategic funding opportunities and partners and form the basis for an inclusive growth programme
- Embed inclusive growth principles in our business support programmes, including ensuring 75% of jobs created in businesses receiving grants through our Capital Grants Programme pay the real living wage or above
- Help 18,000 disadvantaged students prepare for careers with skills training and advice
- Support 1,000 people to learn new technical skills to address acute skills shortages
- Enable 1,000 businesses to engage with education and skills initiatives and create 800 new apprenticeships
- Connect 5,277 homes and businesses in the City Region to superfast broadband
- Provide accessible transport services for 5,000 people with personalised transport needs
- Enable 40,000 young people to travel from home to school by coordinating services on behalf of our partner councils, with an investment of £3 million a year

Delivering 21st Century transport

We aim to create efficient transport infrastructure that makes it easier to get to work, do business and connect with each other. Over the coming year, we will:

- Deliver £60 million of improvements to bus, road and rail travel funded through the Connecting Leeds programme
- Continue developing the bus alliance with operators to deliver better and affordable services for passengers
- Develop plans to build new railway stations at Elland, Leeds Bradford International Airport, White Rose and Thorpe Park, working closely with our partners and local communities
- Complete major new road schemes to reduce congestion on key commuter routes, including the Glasshoughton Southern Link Road and improvements to York Outer Ring Road
- Help more people feel the health, financial and environmental benefits of cycling and walking through our City Connect programme, working with schools, businesses and communities
- Continue to influence regional and national transport investment programmes, attracting more investment to our region
- Increase sales of MCard by 5%, resulting in over £34 million worth of MCards being purchased over the year
- Continue to develop our transport services by increasing digital payment options and information displays to make services easier and more convenient for people to use

Supporting clean growth

We aim to grow our region's economy while also cutting greenhouse gas emissions, including carbon dioxide emissions. Over the coming year, we will:

- Enable 750 households to be warmer, save money and become more energy efficient through our Better Homes Yorkshire programme
- Continue the delivery of seven flood prevention schemes to reduce the risk of flooding and protect communities and businesses
- Provide sustainable travel advice to businesses, recruiting an additional 96 employer members to our Travel Plan Network
- Support a further 88 businesses to save money on their energy bills and use less water and waste through resource efficiency funding and advice
- Contribute to cleaner air by installing 88 ultra-low emission vehicle (ULEV) charging points for taxis with a goal of making 5.1% of our region's taxis ULEV by 2020
- Begin detailed feasibility work on 10 projects within the new Energy Strategy and Delivery Plan that will enable us to meet our region's energy needs and generate clean, low carbon energy
- Set out how we will achieve our ambition to become a zero carbon City Region by 2036

Case studies *[to be interspersed throughout this section of the document]*

The Employment Hub
The Employment Hub was launched this year to address current and future skills shortages within the Leeds City Region. The free service will help more than 6,000 young people aged 15-24 over the next three years. It will enable them to better understand the workplace and discover work and training opportunities across the region. Businesses will receive a free package of support including information on training opportunities, the benefits of hiring an apprentice and how investing in skills can boost productivity.

Completion of Skills Capital
The £80 million Skills Capital programme – the largest package of skills capital investment in the country – will complete in 2019. The state-of-the-art Leeds City College Quarry Hill Campus will open in September 2019 after receiving Growth Deal funding. Other facilities supported include The Dewsbury Learning Quarter, Wakefield College Advanced Skills and Innovation Centre, Calderdale College and the Northern Dental Education Centre (NORDEC) at Bradford College.

Transport Fund investment in Bradford
More than £10.8 million from the West Yorkshire-plus Transport Fund is being invested in a number of projects that will reduce journey times and improve air quality in Bradford. In May, work started on the Hard Ings Road Improvement Scheme in Keighley to improve road conditions and create better facilities for cyclists and pedestrians. Work will also start major junction improvements at the Harrogate Road New Line junction at Greengates and at three roundabouts on the A6177 Outer Ring Road.

Energy Strategy – Leeds PIPES
Work is continuing to bring low carbon, lower cost heating and hot water to homes in in Leeds whilst also cutting 22,000 tonnes of carbon emissions every year. The Leeds PIPES Network, which is part funded by the Growth Deal, uses super-insulated steel pipes to transfer heat from the Recycling and Energy Recovery Facility (RERF) in the Aire Valley to

homes and businesses in the city. Almost 2,000 homes will be connected between summer 2019 and autumn 2020.

LEP delivery plan – 2019/20

[Can be 'pulled out' as a standalone section to form part of LEP delivery plan as required]

In 2019/20, the LEP will build on the progress of the last 12 months – going further and faster to deliver even greater benefits for the region.

Plan on a page *[full page infographic style]*

In 2019/20 the LEP will:

- Provide Growth Deal funding to deliver 10 major projects
- Support 3,025 businesses to grow
- Invest £6 million in business capital growth projects
- Create 1,700 jobs through inward investment activity
- Support 18,000 disadvantaged pupils with careers and enterprise encounters
- Help to create 800 new apprenticeships

Delivering the Growth Deal

The LEP remains on track to achieve delivery of the largest Growth Deal in the country. In 2019/20 we will invest £105 million Growth Deal funding in the following areas:

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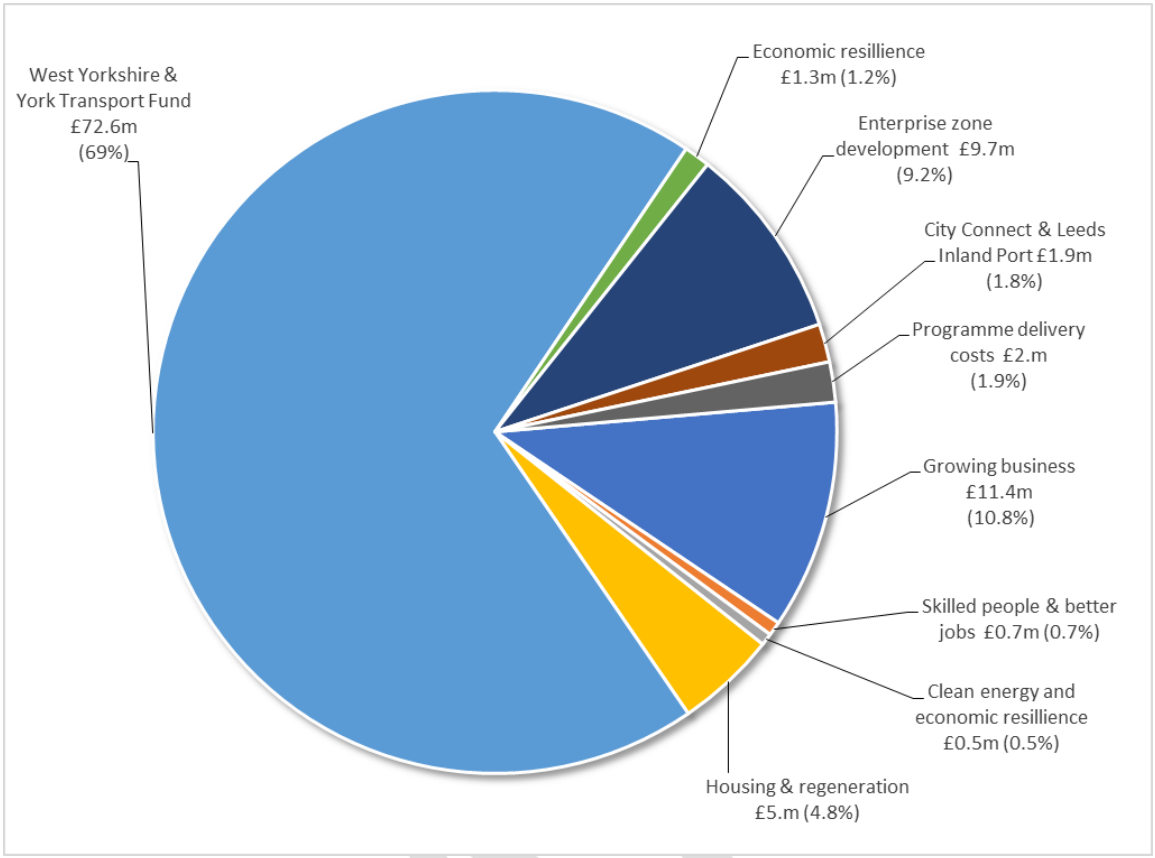


This will enable:

- 10 projects to be completed
- 21 projects to start on site

The Growth Deal supports economic development, regeneration and transport projects. In earlier years, funding focussed on projects which could be started and delivered relatively quickly, such as improving facilities at colleges within the City Region. Many of those projects have now been completed and the focus of Growth Deal expenditure has moved to transport projects. These are generally more complex and involve multiple stages of development including feasibility studies, the purchase of land and gaining of planning permission before construction can begin. This has resulted in a significant increase in spend on transport projects this year compared to previous.

A full list of performance indicators can be found in the technical appendix. Highlights include:

- The completion of Leeds City College – Quarry Hill campus which will open to students in September 2019
- Extension work on four railway station car parks to increase capacity and access to rail by creating 350 new parking spaces
- Supporting over 3,000 businesses through our business growth service
- Starting works at Harrogate Road – New Line in Bradford, a project to reduce congestion on the fourth most overcrowded road in the UK
- Continuing to deliver seven flood prevention schemes to protect homes and businesses
- Starting work on the construction of a new road as part of the East Leeds Orbital Route which will unlock land to for up to 5,000 new homes

Supporting businesses to grow

In 2019/20, the LEP will continue its work to support growing businesses, inspire people to gain economically valuable skills and attract major investments. A full list of performance indicators can be found in the technical appendix. Key success measures include:

- Delivering intensive support to 1,025 businesses, in partnership with local councils, to help create 650 jobs
- Helping 350 businesses trade overseas and develop stronger links with emerging markets
- Attract new investment to the region with 30 inward investment successes.
- Helping 1,000 people upskill in sectors of skills shortage
- Relaunching the LEP Growing Places Fund using returned investment from previous programmes to unlock land for future homes and jobs

Pull out box: Delivering a return on investment

The LEP Growing Places Fund was launched in 2012 to provide loan funding to support capital projects, focusing particularly on infrastructure and regeneration of brownfield land. To date, the programme has supported nearly 20 borrowers to kick-start projects, so far creating 829 jobs, 31 apprenticeships, 785 new homes and almost 59,000 square metres of commercial floor space. More than £16 million has been repaid so far with much more to follow, providing ongoing investment to support jobs and growth in the region.

Strategic activity and influencing

This year, the LEP will also continue its strategic activity, working closely with a wide range of partners to influence policy-making for the benefit of the region. Key activities include:

Local Industrial Strategy
The LEP, working in partnership with the York, North Yorkshire & East Riding Enterprise Partnership, will develop a Local Industrial Strategy, which will cover the proposed new LEP geography. Sitting at the heart of a long-term strategic policy framework, the strategy will focus on bold steps aimed at boosting productivity and driving both inclusive and clean growth for a post-2030 economy.

UK Shared Prosperity Fund
The LEP will carry on its work with Government to help shape the new UK Shared Prosperity Fund, to support regional economic growth after the UK leaves the EU. The LEP will continue to call for this post-Brexit funding for local economic growth to exceed existing domestic and EU funding allocations for the Leeds City Region, and put more control of funding decisions in local hands.

NP11
The NP11 is an influential, Government-funded body which is made up of the Chairs of the 11 LEPs located within the Northern Powerhouse. It is chaired by Roger Marsh OBE, the Chair of our LEP. It was established in 2017 by the Northern Powerhouse Minister, Jake Berry MP, to work with Government to deliver on the Northern Powerhouse ambition.

Transport for the North
The LEP, working closely with the Combined Authority, will continue to be an active partner of Transport for the North (TfN) to ensure that the City Region's transport priorities are reflected both in the programme itself and through funding opportunities. Working with TfN, the LEP will also continue to champion the need for investment in our rail networks, particularly through HS2, Northern Powerhouse Rail and the Transpennine Route upgrade.

Strategic transport pipeline
The LEP supports the Combined Authority's strategic transport plans, particularly the development of an integrated City Region transport network. These proposals will be developed in conjunction with the National Infrastructure Commission following the announcement that the region was one of five places they have chosen to work with to develop transport plans. The plans will be developed to align with our policies on infrastructure, housing and flood prevention.

Strengthening Local Enterprise Partnerships and Improving transparency
The LEP remains committed to implementing the changes set out in the Government's Strengthening Local Enterprise Partnerships report. This outlines how Government will work with LEPs to build on their achievements to date and strengthen their accountability. We are exploring a merger with the York, North Yorkshire and East Riding LEP to create a new LEP covering the whole of West and North Yorkshire. As we move forward with these plans, we will ensure the highest standards of transparency and accountability are upheld.

Delivering our priorities

Our governance

Our Combined Authority team supports the work of the Combined Authority itself and the Leeds City Region Enterprise Partnership (LEP). These two boards inform everything we do and take decisions about our investment.

Our boards

The Combined Authority

The Combined Authority is made up of elected politicians from the councils of Bradford, Calderdale, Kirklees, Leeds and Wakefield, plus York and the LEP Chair representing the views of business. All decisions taken – including those relating to investment - are approved at meetings in public of the Combined Authority which takes place six times a year.

Our organisational structure

Our officer team is organised into four directorates focusing on:

- **Policy, Strategy and Communications** – developing policies and strategies to transform the region, securing the investment to put those policies into action, and championing the region's interests nationally and internationally
- **Delivery** – overseeing our multi-million pound programme of capital investment in transport improvements and economic regeneration, ensuring projects are delivered on time and on budget, and that the greatest possible benefits are realised for the region

- **Transport Services** – providing high-quality, responsive services to connect people to jobs and other economic opportunities, and running our Metro branded network of bus stations, travel centres and public transport information
- **Economic Services** – supporting businesses to grow, attracting new companies to invest in the region, and supporting skills development to help people progress and prosper and businesses to become more productive

These four directorates are supported by a Resources directorate which ensures that our organisation takes decisions in an open, transparent way, spends money wisely and develops a high performing team.

[Insert name, title and headshots]

The LEP

The LEP Board, under a private sector chair, brings together business, council and university leaders – working with private sector businesses and industry bodies – to ensure that our work meets the needs of employers in the region. Its remit covers the whole of the Leeds City Region and also meets in public.

Meet our board:

[Insert name, title and headshots]

Transparency and accountability

The Combined Authority and LEP Board are supported by a number of committees and advisory panels. All our meetings are held in public and information, including reports and minutes of every meeting, are available on our website.

As a public body, governance and scrutiny are vital parts of our work and the Combined Authority Overview and Scrutiny Committee is responsible for reviewing and scrutinising decisions or actions taken by the Combined Authority or the LEP. The Committee is made up of cross-party representatives from each of the West Yorkshire and York councils and provides challenge to the organisation - making reports and recommendations to the Combined Authority on its work and any issues that might affect the people who live and work in Leeds City Region.

Engaging with local communities

Ensuring people have a chance to shape our work is key to developing policies, projects and services that meet the needs of the people that live and work in our region. To support this process, we have developed a digital engagement hub, known as YourVoice, which enables us to share information and source feedback electronically in a more interactive way. In the first twelve months since launching Your Voice we've had 83,600 page views across 22 projects with over 600 users registered to share their views.

Where our funding comes from and how we spend it

As a public body we must ensure that our budget is balanced. The majority of our revenue funding comes from the transport levy that West Yorkshire councils collect as part of their council tax and other transport funding. Of this, £47 million goes directly towards providing free travel for older people, which is a statutory obligation. The rest goes towards activities that we have determined as local priorities, including concessionary fares for young

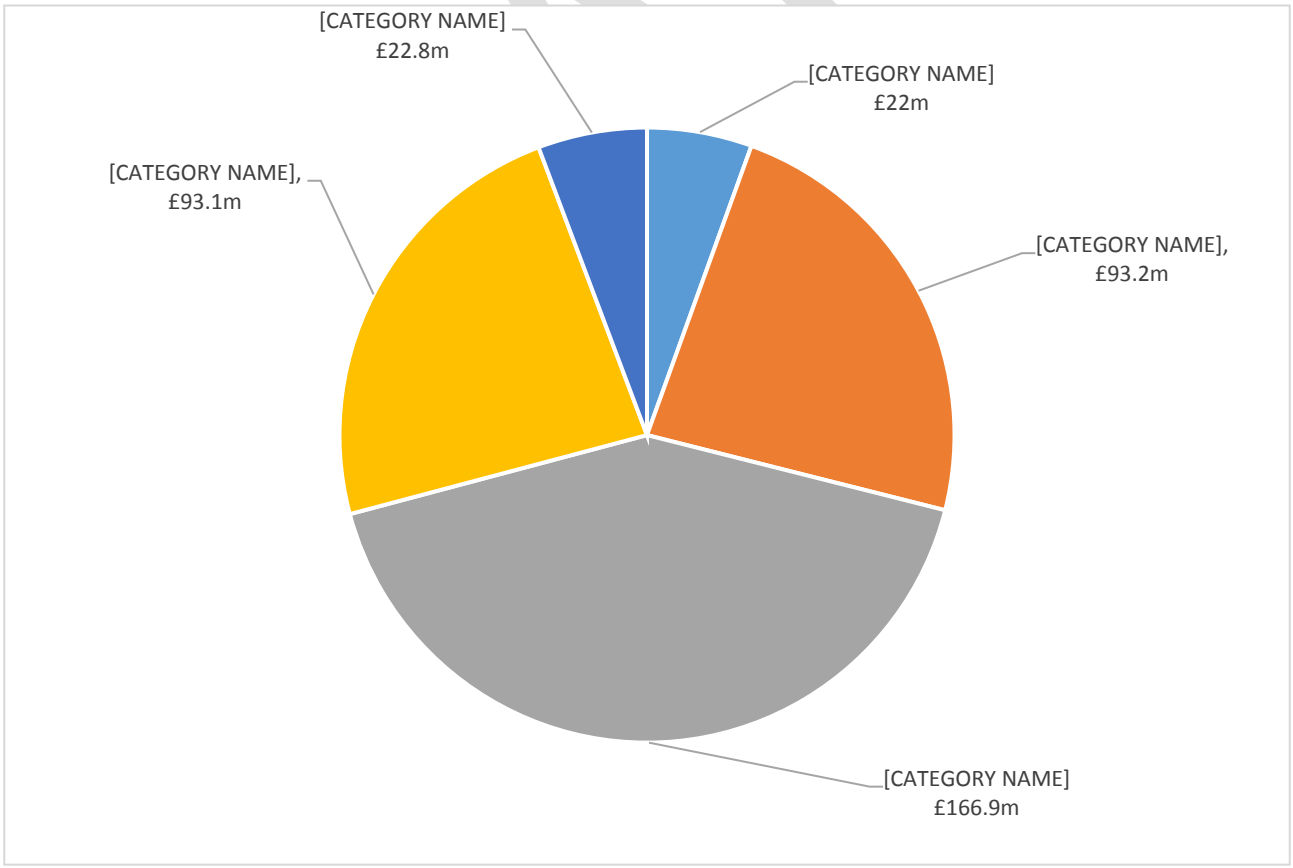
people, socially necessary bus services for vulnerable people or those living in isolated areas and travel information services.

Capital funding comes through the LEP Growth Deal, our West Yorkshire-plus Transport Fund and other investment grants that support our capital infrastructure programmes, including improvements to road, rail and cycleways, regeneration schemes, new college facilities and housing developments.

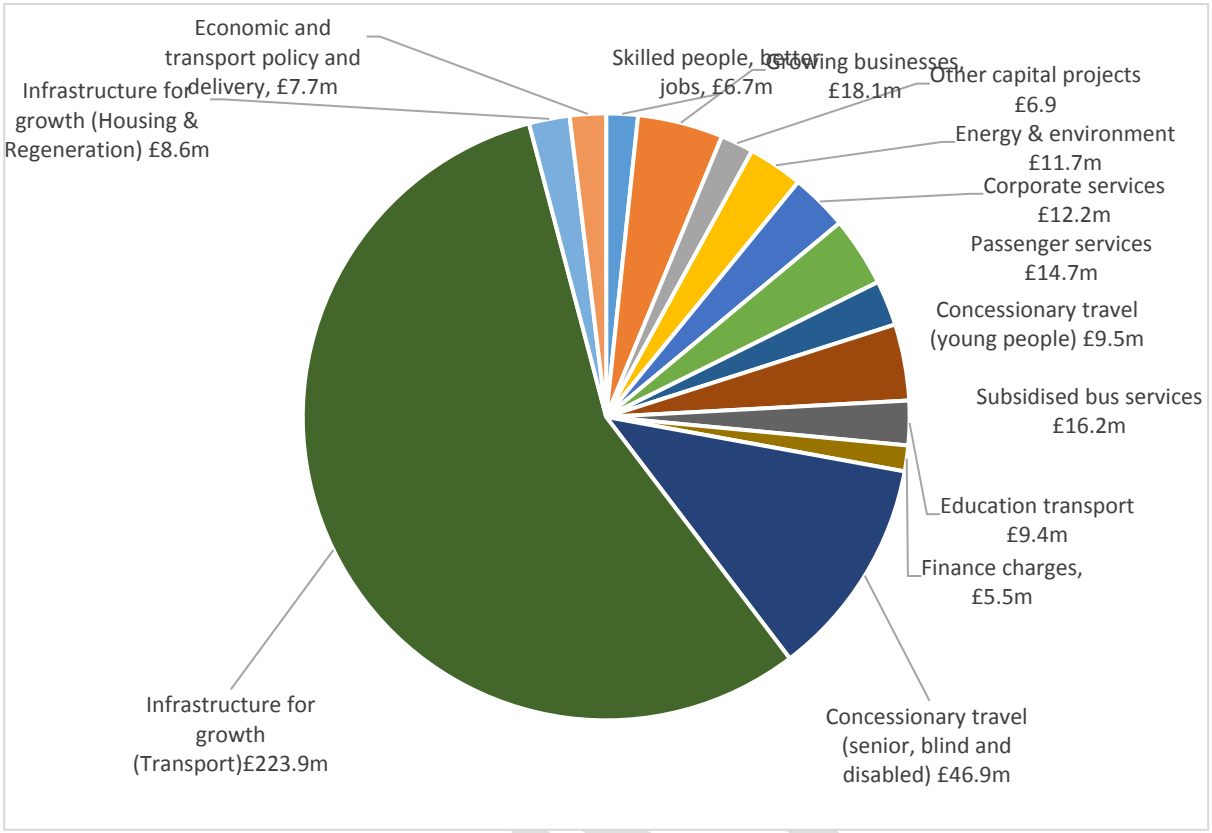
We also bring in Government, European and private sector funding to support our economic services and support for businesses. Private sector sponsorship pays for increasing amounts of our trade and investment work to attract new companies to the region, and we generate income through our bus stations and sales of our MCard.

We have developed a Capital Investment Strategy and are also working on a Medium Term Financial Strategy which will identify, over the next three years, how we will make savings from services in line with the reduced revenue funding available to our council partners. Like all public bodies, we face financial pressures and consistently look for ways to save money, particularly in our corporate services.

Where our funding comes from in 2019/20
Total income: £398 million



How we will spend our money in 2019/20
Total budget: £398m



Our partners

Partnership working is at the heart of everything we do. In 2019/20, we'll continue to work with our partners to move further towards our vision for our region.

Combined Authority members:

[Insert partner council logos]

Working with:

[Insert headshots for LEP Board members]

[Insert logos]

Find out more

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APPENDIX 3

DRAFT POLICY, STRATEGY AND COMMUNICATIONS KPIs 2019-20

	Proposed Indicator	Target / Deliverable	Measure Frequency	Notes	Productivity	Inclusive Growth	21st C transport	Clean Growth	Corporate
Strategy	Development of the City Region Strategy (replacement SEP). To include near completion of the Local Inclusive Industrial Strategy	Milestones End March 2020 with interim production of City Region Strategy elements	Quarterly review of progress.	To build on work already undertaken in 18/19 on LIS evidence base development					
	Development of a funding framework	Milestones A framework that prioritises how we bid for opportunities that align with objectives with a review of local funding options completed.	Quarterly review of progress.	To build on initial think piece and funding source review undertaken in 2018/19					
	Amount of external funding secured	Tracker – total amount secured	Quarterly	Not a target but an indicator – to avoid perverse incentives					
	No. of bids submitted and how many we win	Tracker – count number of bids and percentage successful	Quarterly	Not a target but an indicator – to avoid perverse incentives					
	Proportion of European Structural and Investment Funds allocated	100%	Quarterly	Highly dependent on applicants and securing match funding					
	Number of proactive responses to relevant consultations/reviews to influence Government policy.	As prioritised by DMT, to include at least: • Spending Review • Low Pay Commission consultation	Quarterly	To be prioritised by DMT, following input and discussion with Panels, Lead Chief Executives, etc.					

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	Proposed Indicator	Target / Deliverable	Measure Frequency	Notes	Productivity	Inclusive Growth	21st C transport	Clean Growth	Corporate
Business, Workforce & Productivity	Number of policy 'playbooks' completed to stage 5 of the policy cycle, resulting in a preferred option to address the City Region's objectives.	Eight across business and workforce issues	Quarterly	To be prioritised by DMT, following input/discussion with Panels, Lead Chief Executives, etc.					
Place	Number of consultation responses on Local Plans and Strategic Planning Applications that supports the spatial priorities set out in the SEP	Tracker - Count	Annual	Number of responses on Strategic Planning Apps currently c21 per month. Local Plan responses c4 per year.					
	Number of planning applications commented on to maximise funding opportunities and improvements for sustainable transport, inclusive growth and productivity	Tracker - Rolling Average	Annual	Currently approx. 21 per month					
Energy & Sustainability	Commence detailed feasibility work on the new Energy Strategy and Delivery Plan.	Commence detailed feasibility work on 10 projects within the new Energy Strategy and Delivery Plan by April 2020	Quarterly	2 projects are currently in progress					
	Secure a regional dedicated resource to commence delivery of the new Green and blue infrastructure strategy and delivery plan.	Secured a regional dedicated resource to commence delivery of the new Green and blue infrastructure strategy and delivery plan by Summer 2019.	Quarterly	Work on this in progress					

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	Proposed Indicator	Target / Deliverable	Measure Frequency	Notes	Productivity	Inclusive Growth	21st C transport	Clean Growth	Corporate
Energy & Sustainability	Develop a corporate policy and approach to carbon reduction and environmental issues.	Developed a Corporate programme by April 2020	Quarterly	Draft Corporate clean growth policy/action plan currently in development					
Digital Infrastructure	Secured funding and development of the Superfast West Yorkshire and York (SWYY) Broadband Programme	DEFRA and ESIF funding secured; SWYY Phase Three to FBC – May/June 2019	Quarterly	Work currently in progress					
	Secured funding and development of a West Yorkshire full fibre infrastructure programme	External funding secured; West Yorkshire Full Fibre Programme to DP2 (Expression of Interest/Case Paper)	Annual	Scope of programme TBC, subject to future engagement with DCMS Social Finance and/or DCMS Local Full Fibre Networks					
Flood Risk Management	Delivery of Leeds City Region Flood Review Recommendations	Increase in number of completed recommendations from 3 to 5	Annual	2 new recommendations: Sustainable Urban Drainage Systems guidance updates Updated economic modelling for measuring the indirect impacts of flooding					
	Securing additional funding and pipeline development of Flood Risk Management schemes (post 2021/22)	Additional external funding secured; Development of pipeline of FRM schemes with partners.	Annual	Working with partners to identify schemes that support our objectives, influence their prioritisation and seek additional funding to close funding gaps.					

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	Proposed Indicator	Target	Measure Frequency	Notes	Productivity	Inclusive Growth	21st C transport	Clean Growth	Corporate
Head of Transport Policy	Bus Alliance agreed	Alliance agreed	Annual	Quarterly review of progress.					
	Develop future mobility policy including our approach to mobility as a service and an agreed an action plan.	Plan agreed	Annual	Quarterly review of progress.					
	Progress Leeds Public Transport Improvement Programme	Rail stations to Outline Business Case and connecting communities and transport hubs programme passed to Delivery by Q2 2019/20	Milestones/ Annual	Quarterly review of progress. In partnership with Leeds					
	Transforming Cities Fund submission	c.£250m-£300m	Annual	Draft July 2019, Final autumn 2019					
	Develop Local Cycling and Walking Infrastructure plans	First phase of plans (as agreed by Transport Committee on 11th January) completed	Annual	Should be completed in Q1. Might be relevant to add further phases but funding dependant					
	Development of an LCR Connectivity Strategy	Date for completion in 2020	Annual	Milestones for 2019/2020 to be agreed with NIC and members					

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	Proposed Indicator	Target	Measure Frequency	Notes	Productivity	Inclusive Growth	21st C transport	Clean Growth	Corporate
Head of Research & Intelligence	Produce a robust evidence base and evaluation method for the Local Inclusive Industrial Strategy, and have this agreed with government	Summer 2019 and then building	Milestones/ Annual	In progress - integral part of monitoring the strategy and linking intervention to support the strategy on the impact & outcome at community/local level					
	Develop a data platform and structured self-service repository for economic, transport and demographic intelligence products.	Milestones Delivered in 2019-20	Annual	Data platform is included on the Corporate Technology Programme. A specification for this is being drafted.					
	Produce, sign-off and implement headline strategies to ensure consistent/effective approach to research & intelligence particularly a Research Strategy and a Location Intelligence Strategy.	Milestones Delivered in 2019-20	Annual	A Research Strategy has been finalised and will be presented to Senior Leadership Team in June A draft Location Intelligence Strategy has been produced					
	Deliver key intelligence products: o LCR annual Business Survey o Quarterly Economic Survey o Annual Tracker Survey o Household survey o Annual labour market report	Milestones Delivered in 2019-20	Annual	Work has commenced on: Household survey Labour Market report and evidence base: LCR Business Survey Annual Tracker Survey					

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	Proposed Indicator	Target	Measure Frequency	Notes	Productivity	Inclusive Growth	21st C transport	Clean Growth	Corporate
Head of Research & Intelligence	Develop and implement an Evaluation Strategy, promoting an organisation-wide approach to collating and managing project evaluation. Establish a single managed dataset to capture all project evaluation activity.	Milestones Delivered in 2019-20	Annual	Planned for delivery between June to September.					
	Establish an effective intelligence and information sharing network with district partners, building on the Leeds City Region Research Group	Milestones Delivered in 2019-20	Annual	Leeds City Region Research Group led by the R&I Team now exists. Regular meetings with LCR district partners continue.					

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	Proposed Indicator	Target	Measure Frequency	Notes	Productivity	Inclusive Growth	21st C transport	Clean Growth	Corporate
Head of Comms & Marketing	Advertising value equivalent	£4.5 million p.a.	Annual / Quarterly review	based around 5 regional stories a week and 1 national stories a week increase on 2018/19 target of £4m					
	Social media reach	Double reach	Annual	Social media reach – those that measurably engage with CA/LEP Incrementally building on 200% increase in 2018/19					
	Followers increase	200%	Quarterly	Followers increase across our channels. Incrementally building on 200% increase in 2018/19					
	Income streams developed	£150k	Annual	To be reinvested into digital, engagement, external affairs tools Increase on 2018/19 target of £50K					
	Directorate satisfaction score	Establish baseline 1st qtr	Quarterly	To be developed but based around snap surveys and WIP					
	Return on investment on marketing campaigns	Use GCS framework per campaign – setting baseline and monitoring per campaign	Per campaign	Government Communications Service					

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DRAFT DELIVERY KPIs 2019-20

	Indicator	Target	Measurement Frequency	Notes	Productivity	Inclusive Growth	21st Century	Clean Growth	Corporate
Head of Implementation	Delivery of a programme of significant transport & corporate projects by end of March 2019	9 No at DP3 (Outline Business Case, OBC) 8 No at DP5 (Full Business case plus costs, FBC+) 6 Complete	Quarterly	Phase 2 Rail park & ride is dependent on 3rd party land holdings New rail stations are subject to interface projects incl. Transpennine Route Upgrade & HS2 17 projects completed in 2018/19 and a further 15 started on site					
	Support partners to deliver significant transport projects by March 2019	3 No at DP3 (OBC) 11 No at DP5 (FBC) 10 complete	Quarterly	All projects subject to staying within scope, cost & time tolerances 7 projects completed in 2018/19 and a further 6 started on site					
	Support partners to deliver significant economic regeneration projects by March 2019	5 No at DP3 (OBC) 10 No at DP5 (FBC+) 6 complete	Quarterly	Flood schemes subject to securing all match funding Leeds PIPES due to complete 2019/20 Following consolidation of sites to enable delivery in 18/19, homes will be completed on site through Housing & Regeneration projects					

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	Indicator	Target	Measurement Frequency	Notes	Productivity	Inclusive Growth	21st Century	Clean Growth	Corporate
Head of Implementation	Improving homes through the Better Homes and Warm Homes programmes	1,375 homes	Quarterly	1,566 homes in 2018/19 due to maximising additional funding opportunities that arose during the year. This year's target based on current funding streams					
	Better Homes: % of contract value delivered by City Region supply chain	80%	Quarterly	Annual contract KPI to be reported by contractor					
	Flood Alleviation: number of businesses with reduced flood risk	70	Quarterly	Programme cumulative target to end 19/20: 620					
	Leeds District Heat: switch on achieved (commercial)	Q3	Quarterly	Subject to signing of contractual agreements					
	Business rate generation through progression of the Enterprise Zones programme	£1.958m	Quarterly	Site by site business case progression subject to 3rd party owners & due diligence inc. review of potential state aid implications A funding agreement for Leeds EZ Power was signed in 18/19.					

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	Indicator	Target	Measurement Frequency	Notes	Productivity	Inclusive Growth	21st Century	Clean Growth	Corporate
Head of Implementation	Supporting digital inclusion through the provision of broadband infrastructure in urban and rural communities	5,277 THP contractual target for contract 2	Quarterly	THP = Total Homes Passed (i.e. at superfast speed & ready for service). Ongoing challenges in contract 2 Contract 3 targets subject to successful re-procurement outcome.					
	Launch the new Growing Places Fund utilising returned investment	Qtr 2	Quarterly	External support will need to be procured to support this process and establishment of a new support team					
	Developing smart card technology, making it easier for bus and rail users when paying for their journeys	Programme completion Qtr3 % total sales via MCard app to be greater than 15%	Quarterly Quarterly	Average sales per month in 2018/19 via the app was 14.25%					

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	Indicator	Target	Measurement Frequency	Notes	Productivity	Inclusive Growth	21st Century	Clean Growth	Corporate
Head of PMO	Review of the assurance process	Revised and approved March 2019	Annually	Assurance process needs to mirror any amendments to the assurance framework - reviewed yearly for approval in February. The assurance process is constantly reviewed as lessons are learned through the year. Often Government guidance is provided and the LEP review is currently taking place, which will influence the assurance process, so account of these will also be taken.					
	Schemes reviewed at PAT at: DP2 (Entry into Programme) DP5 (Full Business case with costs)	To determine based on forecasts	Quarterly	Reviewed means appraised, not recommendation for approval. Non approval or further work required may be the outcome. PAT (Programme Appraisal Team) meetings take place every 2 weeks.					
	PIMS updated with all schemes within funding programmes CA is responsible for	March 2019	Quarterly	PMO responsible for approximately 50% of data, but partners and project managers are responsible for the remainder.					

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	Indicator	Target	Measurement Frequency	Notes	Productivity	Inclusive Growth	21st Century	Clean Growth	Corporate
Head of PMO	Portfolio reporting format for our partners and leaders agreed and implemented for all funding programmes CA is responsible for	March 2019	Quarterly	PMO responsible for reporting formats for CA reporting requirements, but partner input and agreement is required for their reporting requirements					
	Cost for administering programmes for Combined Authority wider than Delivery	March 2019	Annual	To show Value for Money the costs for administering the Combined Authority's portfolio will be calculated as a percentage against the total Combined Authority funding for the portfolio. This will be benchmarked against the % allowed within European funding programmes.					
Head of Feasibility & Assurance	Successful Growth Deal Review Outcome by December 2019	Pass	One-off	Government review will influence future Growth Deal funding to the Combined Authority – Baseline and One Year Out reports finalised. Heading in a positive direction					
	Review of submitted business cases and change requests to meet Programme Appraisal Team timescales	100%	Annual	Approximately 150 submissions annually made to the Combined Authority for review prior to seeking approval.					

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DRAFT ECONOMIC SERVICES KPIs 2019-20

	Proposed Measure	Target	Measurement Frequency	Notes	Productivity	Inclusive Growth	21 Century transport	Clean Growth	Corporate
Head of Business Support	Number of businesses receiving support.	3025	Monthly	10% increase on 18/19 but part-dependent on successful funding applications.					
	Intensive support to growth businesses.	1035	Monthly	15% increase on 18/19 but dependent on successful funding applications.					
	Jobs created in businesses receiving intensive support.	650	Monthly	30% increase on 18/19 but part-dependent on successful funding applications					
	Proportion of jobs created in businesses receiving capital grant investment paying the Real Living Wage and above.	75%	Quarterly	New measure linked to Inclusive Growth and the incentive to increase wage rates to the Real Living Wage or above.					
	Investment in business capital growth projects.	£6m	Monthly	20% increase on 18/19 but part-dependent on successful funding applications.					
	Businesses supported to reduce costs on energy, water and waste.	88	Monthly	10% increase on 18/19 but dependent on successful funding application.					

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	Proposed Measure	Target	Measurement Frequency	Notes	Productivity	Inclusive Growth	21 Century transport	Clean Growth	Corporate
Head of Business Support	Business supported to produce and implement strategic growth plans.	100	Monthly	Proportionate increase as funding only in place for 10 months of 19/20.					
	Business supported to improve innovation capacity.	77	Monthly	10% increase on 18/19 but part-dependent on successful funding applications.					
	Businesses supported to become more investment-ready.	60	Monthly	New project to commence delivery to SMEs in June 19.					
	Businesses supported to improve their financial health and resilience.	45	Monthly	New project to commence delivery to SMEs in June 19					
	Pop-up business advice events delivered across the City Region	14	Monthly	Increase of 2 (circa 14%) on 18/19.					
	Pop-up business advice events delivered in more disadvantaged areas.	8	Monthly	Increase of 2 (circa 25%) on 18/19.					
	New members recruited to the Travel Plan Network of 422 members.	96	Monthly	20% increase on 18/19 dependent on successful funding application / CA funding.					

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	Proposed Measure	Target	Measurement Frequency	Notes	Productivity	Inclusive Growth	21 Century transport	Clean Growth	Corporate
Head of Business Support	Larger employers supported to deliver shared travel plans.	10	Monthly	New measure in development for a more focused on behaviour change and modal shift.					
	% of business growth programme grant recipients contributing to Inclusive Growth outcomes.	90%	Monthly	New measure linked primarily to businesses in receipt of capital investment grants.					
	Proportion of businesses receiving intensive support achieving growth (employment and/or GVA).	85%	Annual	10 percentage point increase on 18/19 and to be measured via annual impact analysis.					
	Proportion of businesses supported by the Growth Service likely to recommend it.	90%	Monthly	5% increase on 18/19 and to be measured on a monthly basis as opposed to annually.					

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	Proposed Measure	Target	Measurement Frequency	Notes	Productivity	Inclusive Growth	21 Century transport	Clean Growth	Corporate
Head of Employment & Skills	Deliver an enhanced model of employability, enterprise & careers education to disadvantaged students.	18,000	Monthly	6,000 increase per year.					
	Refresh and monitor delivery agreements with FE colleges, to deliver skills outcomes which support our economic priorities and inclusive growth ambitions.	7	Annually	West Yorkshire FE Colleges – 2nd round of delivery agreements.					
	Number of businesses influenced to engage with education, apprenticeships and sector skills initiatives Of which businesses supported to offer apprenticeships Of which new businesses (not engaged with skills products in the last year).	1,000 800 150	Monthly Monthly Monthly	[re]boot, Enterprise in Education, AGE, Employment Hub/BRP Rolled forward from 18/19 for AGE and telemarketing (increase to 1,000 if get funding).					

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	Proposed Measure	Target	Measurement Frequency	Notes	Productivity	Inclusive Growth	21 Century transport	Clean Growth	Corporate
Head of Employment & Skills	Number of people reached with information on careers linked to labour market information, thus promoting better informed choices.	250,000	Monthly	Future goals activities, assemblies, website.					
	Number of individuals supported to upskill in skills shortage areas.	1,000	Monthly	[re]boot, Employment Hub, practitioner CPD.					

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	Proposed Measure	Target	Measurement Frequency	Notes	Productivity	Inclusive Growth	21 Century transport	Clean Growth	Corporate
Head of Trade & Investment	Total New Enquiries Generated.	100	monthly	Maintained from 18/19 as stretch on actual enquiries.					
	a.) of which no. of non-Core City Inward Investment enquiries generated	50	monthly	A new target linked to the objective to stimulate inward investment in the wider Leeds City Region.					
	b.) of which no. generated through Investor development activity	30	monthly	Reflecting the contribution of the new KAM team activity with indigenous FDI firms.					
	Total Projects to Leeds City Region (Successes)	30	monthly	Refers to 'involved' successes. Reduced in line with refocus of priorities and in a climate where national FDI has reduced by 40%.					
	a.) of which no. of Projects to non-Core City regions (Successes)	15	monthly	New KPI to target rebalancing spread of investments.					
	b.) of which no. delivered through investor development activity	15	monthly	Reflecting the contribution of the new KAM team activity with indigenous FDI firms.					

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	Proposed Measure	Target	Measurement Frequency	Notes	Productivity	Inclusive Growth	21 Century transport	Clean Growth	Corporate
Head of Trade & Investment	Number of companies that will be actively account managed through investor development activity.	120	monthly	Reflecting the contribution of the new KAM team activity with indigenous FDI firms.					
	New Jobs Created (Successes).	1700	monthly	Increased by 200 as stretch on 18/19 albeit challenging in a climate where national FDI has reduced by 40%.					
	Jobs Safeguarded (Successes).	500	monthly	In likelihood of safeguarding priority post-Brexit.					
	Private Sector Investment Leveraged	£50,000,000	monthly	Increased to reflect total leverage of investments. Refers to the total value of 'involved projects' landed - see KPI above.					
	No. of active contacts developed in new and emerging markets (including China and India).	50	monthly	Reflecting the shift in priorities for targeting emerging markets.					

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DRAFT TRANSPORT SERVICES DRAFT KPIs 2019-20

	Proposed Measure	Target	Measurement Frequency	Notes	Productivity	Inclusive Growth	21st C transport	Clean Growth	Other
Supporting Mobility	Bus Patronage West Yorkshire and Leeds Strategic Targets	+25%in 10 years (2028) Leeds +50% in 10 years (2028)	Annual	Monitored and reported through WY Bus Strategy/Connecting Leeds. Passenger data supplied through Ticketer and bus operators. 2018/19 is the first year of monitoring and year end data is currently being validated					
	Customer Satisfaction With Bus Services	To be set in bus alliance framework	Annual	Monitored through Transport Focus national survey. 2018 result was 82%					
	Budget Savings Target	£15.8 million 2020/21 spend	Monthly	Three year plan to reduce by 20%. On target after year 1					
	Subsidy per passenger trip on contracted local bus services	£1.55 by 2020/21	Quarterly	Currently £1.62					
	Delivery against contract renewal and MyBus replacement programme	Completed yes	Quarterly	Contract renewal programme on target – programme reviewed each academic year					
	Cost per mile of supported local bus service contracts	£1.94 per mile	Quarterly	Measure of cost effective procurement. Currently £1.96 per mile					

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	Proposed Measure	Target	Measurement Frequency	Notes	Productivity	Inclusive Growth	21st C transport	Clean Growth	Other
Supporting Mobility	Mileage on supported local bus service contracts	To maintain →	Quarterly	Measure may be adapted to reflect innovation to service delivery Current mileage £7.79m and falling					
	AccessBus patronage (journeys made)	400,000 trips per annum	Monthly	Monthly returns supplied by operators that validate the number of actual journeys made – not including cancellations at the door. This is updated on a monthly basis (currently approx. 365,000 with target to increase)					
	AccessBus cost per passenger trip	£6.00	Monthly	Monthly calculations are made based on journeys made and monthly contract payment. Cost shown is gross cost net cost less concessionary payment currently approx. £6.12					
	Education subsidy per passenger trip	↓ to decrease	Quarterly	Metrics to be set in 19/20 on adoption of new policy. Passenger numbers are determined by education policy. This is an efficiency measure to optimise service provision					

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	Proposed Measure	Target	Measurement Frequency	Notes	Productivity	Inclusive Growth	21st C transport	Clean Growth	Other
Supporting Mobility	Education contribution per statutory child from District Councils	↓ to decrease	Quarterly	Trend monitoring in conjunction with Councils					
	Cost per mile SEN contracts	£1.85	Termly	Currently £1.66 but fluctuates due to high turnover of contracts to meet changing demands					
	Number of managed events and road closures dealt with	Volume monitoring	Monthly	Demand determined by external parties. In 2018/19 approx 500 events and 1,100 road closures					
	Personalised Transport SEND – 'New Transport Requests'	Action within 5 working days	Quarterly	Team action TRF's within 5 days of receipt – currently on target this year					
	Quality Compliance Officers – to monitor each schools gross contract	Completed yes/no	Yearly	Quality Compliance Officers on target to monitor each school gross cost contract before the end of the academic year.					

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	Proposed Measure	Target	Measurement Frequency	Notes	Productivity	Inclusive Growth	21st C transport	Clean Growth	Other
Supporting Mobility	Submit defect reports within 48 hours of inspection to operators	Completed yes/no	Quarterly	Quality Compliance Officers submit their defect reports to operators within 48 hours of inspections. Operators have a right of appeal within 7 days. Final decisions on deduction of financial penalty are made upon dependant of appeal					
	Applications for free travel in Leeds	processed within 15 working days (contract standard)	Total number and % within timescales to be reported monthly	The target is the KPI in the Co-operation Agreement with Leeds City Council. 1579 applications have been processed for the 18/19 school year (1032 awards/547 failures).					
	Applications for free travel in Bradford	Processed within 30 school days (contract standard)	Total number and % within timescales to be reported monthly	The target is the KPI in the Co-operation Agreement with Bradford MDC. 2026 applications have been processed for the 18/19 school year (1583 awards/443 failures).					
	Request for reviews of decisions to refuse free travel in Leeds	Processed within 20 Working days (contract standard)	Total number and % within timescales to be reported monthly	The target is the KPI in the Co-operation Agreement with Leeds City Council. 72 reviews undertaken for the 18/19 school year to date					

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	Proposed Measure	Target	Measurement Frequency	Notes	Productivity	Inclusive Growth	21st C transport	Clean Growth	Other
Supporting Mobility	Applications for 'in year' Priority PhotoCards	Processed within 5 working days	Monthly	New target 14,784 process for 18/19 of which 1,895 processed 'in year'.					
	Number of calls handled by Education Centre	Seasonally adjusted target	Monthly	Typically, 60,000 per annum. Peak is September with 10,000.					
	Percentage of calls answered	95%	Monthly	Typically, 90% to 95% answered throughout most of the year. Reduces to 70% to 80% in Sept.					
Reducing Cost of Travel	ENCTS pass usage	To maintain →	Quarterly	40 million journeys were made using senior, blind, disabled and companion bus passes in 2018/19 – currently falling					
	Young people's bus usage	↑ to increase	Quarterly	2.2 million journeys were made using Under 16, 16-18 entitlement, School and Boarding cards bus based on smartcard recorded journeys made in West Yorkshire					
	Cost to produce each ENCTS pass	↓ to decrease	Quarterly	Data assembly and target setting in progress					

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	Proposed Measure	Target	Measurement Frequency	Notes	Productivity	Inclusive Growth	21st C transport	Clean Growth	Other
Reducing Cost of Travel	Concessionary Cost per journey	↓ to decrease	Annual	Estimated cost per travel in 2018/19 was £1.09 per journey. Based on total concessionary payment divided by the number of recorded ENCTS journeys.					
	Average length of time to process ENCTS pass applications	↓ to decrease	Quarterly	Data assembly and target setting in progress					
Multi Modal Ticketing	Cost of CA support to MCard in comparison to income	To be self funding in 19/20	Quarterly	Costs to support MCard currently estimated at £1.2m. C. £800k recovered from commission on sales					
	MCard sales by volume and value	5% increase	Monthly	MCard sales in 2018/19 = £35m					
	Delivery against targets set in SLA with Ticketing Company	Completed yes/no	Monthly	All indicators currently achieved, ongoing monitoring of performance to take place on a monthly basis					
	MCards - journeys per week	↑ To increase	Quarterly	150,700 every week in 2018/19					
	Product split self-serve v traditional outlet	To increase self-serve	Monthly	28% of sales were made via self-serve channels in 2018/19 (ticket machines and app)					
	Product purchase by day of week	Management information	Quarterly	24% of sales take place on a Monday, 52% of sales take place Mon-– Wed.					

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	Proposed Measure	Target	Measurement Frequency	Notes	Productivity	Inclusive Growth	21st C transport	Clean Growth	Other
Multi Modal Ticketing	Single operator / multi operator ratio (U19 product)	Management information	Quarterly	Data is being requested from operators via the bus alliance.					
	Unique cards in use / journeys per day, week, year (perhaps included in Reducing cost of travel	Management information	Quarterly	6,300 cards were used to make 150,700 journeys every week in 2018/19					
	Estimated % Public subsidy of Operator Revenue	TBA	Quarterly	To be developed as part of Bus Alliance					
Travel Centres	Cost of operation vs income	To be cost neutral by 20/21	Quarterly	Current cost for staffing is £551k. We are negotiating with the West Yorkshire Ticketing Company about the contribution we receive from them.					
	Ticket Machine Transactions	8000	Monthly	To inform travel centre plans going forward, should see more ticket machine sales against travel centres over time.					
	Volumes of customer transactions - Information - MCard/third party sales	2,000 18,000	Monthly	Although we have always monitored sales transactions we haven't monitored information transactions – only footfall at travel centres.					
	Mystery Shopping to maintain quality of Travel centre service	98%	Monthly	Currently average scores across our travel centres is 96%.					

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	Proposed Measure	Target	Measurement Frequency	Notes	Productivity	Inclusive Growth	21st C transport	Clean Growth	Other
Travel Information	% of information enquiries on line	98%	Monthly	Currently 97% of all interactions are via digital channels.					
	Metroline contact volumes Voice call Webchat Email/ correspondence	Monitor volumes	Monthly	Last year's monthly volumes: Voice call 25,000 Webchat 2,000 Email/ correspondence 600 Volume of calls/email correspondence should decrease as more people find information online however webchat interactions may increase. All subject to fluctuations depending on service changes, events etc.					
Assets & Facilities	Proportion of asset management costs met by income	55%	Quarterly	Review existing target and determine rationale for calculation					
	Net bus station operating costs per bus departure	£0.61	Annual	Review existing target and determine rationale for calculation					
	Number of people using our bus stations	Monitor volumes	Annual	Currently 55 Million (est.) Fluctuations in footfall in relation to changes to local bus patronage					
	Net cost per person using our bus stations	£0.99	Annual	Review existing target and determine rationale for calculation					

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	Proposed Measure	Target	Measurement Frequency	Notes	Productivity	Inclusive Growth	21st C transport	Clean Growth	Other
Assets & Facilities	Average annual maintenance cost per on street asset (bus stop/ shelter)	£124	Annual	Review existing target and determine rationale for calculation					
	Revenue running costs - £/m2 (per bus station/office) Energy usage and/or costs and rating (prop per m2, per property) Commercial portfolio cost and income / m2	Gross cost £3,869,804 Gross Income £2,946,361		Benchmarks and targets being developed as part of Asset Development Plan. Development of KPI's following CIPFA guidance agreed with Finance and benchmarking with SYPTE being explored.					
	Number of defaults against contractual key performance indicators – against 4 contracts (JPB/FCS/BSL/ECG)	Management Information currently running >95%		Reviewed on a monthly basis, penalties in place for contract default (time/quality). No penalties implemented in financial 18/19					
Transport Services General	Number of items of customer feedback about Combined Authority services	200	Monthly	Includes complaints, issues and compliments analysed by service and cause					
	Proportion of items of customer feedback responded to within 10 days	100%	Monthly						

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DRAFT CORPORATE SERVICES KPIs 2019-20

	Indicator	Target	Measurement Frequency	Notes	Productivity	Inclusive Growth	21st C transport	Clean Growth	Corporate
Director of Corporate Services	% of internal customers 'satisfied/very satisfied' with the overall service they receive from Corporate Services Teams	90%	Bi-annually	Internal staff snapshot survey in Feb 19 – showed 68% satisfied/neutral opinion (but there was a low turnout)					
Head of Finance	Paying undisputed invoices within 30 days	100%	Quarterly	89.8% in 2018/20 Consideration being given to specific target for SME/VCS					
	Achieving a balanced financial outturn.	100%	Monthly	Balanced outturn achieved in 2018/19. Regular reports to CA and quarterly to G and A Committee					
	Achieving statutory compliance on financial matters.	100%	Monthly	100% achieved in 2018/19. VAT, HMRC, Pension, Annual Accounts, govt returns etc.					
	Debt recovery – 100% recovered and / or debtor invoices issued on time (100%)	100%	Monthly	In 2018/19 bad debt was <1%. Approximately 70% of debt was recovered within 30 days. In the process of developing smarter measures for debt recovery.					
	Payroll - paying staff accurately	<1% error rate	Monthly	<2% error rate in 2018/19 achieved					

	Indicator	Target	Measurement Frequency	Notes	Productivity	Inclusive Growth	21st C transport	Clean Growth	Corporate
Head of Finance	Implement plan for delivery of replacement/updated financial system (including budgets/ HR / payroll)	By end Q1	EOI produced	Initial business requirements collected					
	Embedding the new Finance OD: Improved financial info to Directorates and cost savings/income generation	Monitor		New budget reports developed and issued to directorates monthly					
	Finance Process improvements (though linked to System and new OD): o Process improvements – efficiencies re payroll, invoices processed/paid, debt recovered (cashable/ non cashable).	Monitor	Yr on yr increase in productivity	Increased volumes of work with same resources					
Head of Procurement	No. of successful legal challenges on procurement	0	No. of Challenges	0 challenges in 2018/19					
	Procurement savings as a % of addressable spend	5%	£ saved against budget	In the process of developing smarter measure for this (not simply spend v budget).					
	Procurement return on investment.	5 times cost of the team.	£ saved compared to cost team.	New team structure in place so new baseline to be established 2019/20.					
	Project Delivery - ensuring delivery of the pipeline of projects	74 projects	No of project completed.	80 in 18/19, but pipeline target changes between years due to nature/complexity of projects identified					

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	Indicator	Target	Measurement Frequency	Notes	Productivity	Inclusive Growth	21st C transport	Clean Growth	Corporate
Head of Procurement	Timeliness of delivery	100% of projects complete on time	RAG status at point of delivery against agreed project plan.	81% delivered on time in 2018/19 (indicative result)					
	Procurement strategies will include incorporation of social value for all procurement over £25k	100%	No of procurement strategies	All procurements must have procurement strategy complete. in 18/19 to 27 contracts included social value weighting					
Head of HR	Headcount by organisation and by directorate	Monitor	Annually	Monitor only – current figure 539					
	Average absence (as % of workforce) Organisation wide, by Directorate	2%	Monthly	2.86% in 2018/19. Average for public sector currently 2.6%					
	Cost of absence Organisation wide, by directorate	Monitor	Annually	Establish baseline and seek achieve year on year reduction					
	Increase in women in management roles	Monitor	Annually	Establish baseline and set longer term target 2018/19 – 44% of management roles (Grade L & above) filled by females					
	Increase of BAME across organisation	Monitor	Annually	Establish baseline and set longer term target and actions 2018/19 BAME stood at 11%					
	Delivery of People Strategy	End of Q3	Strategy published	Development of this underway					

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	Indicator	Target	Measurement Frequency	Notes	Productivity	Inclusive Growth	21st C transport	Clean Growth	Corporate
Head of HR	Alignment of grading structure with NJC pay award	Dec 2019	Agreed alignment in place	Agreed with UNISON to consider this as part of pay award settlement in 18/19					
	Launch of and training in application of new policies	Tranche 1 by end Q1	Policies published	Policies to be updated in line with requirements of people strate.4 policy documents approved to date in 19/20					
	Increase in number of apprentices	12	Quarterly	Or to ensure the apprenticeship levy is utilised. 10 apprentices in 2018/19					
	Number of training days per employee	Monitor	Annually	New target - baseline being established in 19/20					
	Turnover of staff	Monitor	Quarterly	Monitoring trend – finalising year end data for 18/19 but half-year result was 7.8%					
	No of internal transfers as a percentage of the workforce	Monitor	Quarterly	New target - baseline being established in 19/20					
	No of successful recruitment exercises undertaken	Monitor	Quarterly	New target - baseline being established in 19/20					
	Time taken to recruit to vacant posts	100%	Quarterly	To be agreed with each client at outset					
	Length of time to issue offer letters	Monitor	Quarterly	New target - baseline being established in 19/20					
	Length of time to issue contracts of employment	Monitor	Quarterly	New target - baseline being established in 19/20					

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	Indicator	Target	Measurement Frequency	Notes	Productivity	Inclusive Growth	21st C transport	Clean Growth	Corporate
Head of ICT	% Real-Time, Yournextbus: Vehicles Being Tracked	78%	Quarterly	New target - currently 90% of operators with full real time capability being tracked but this target relates to wider picture of all trips					
	% Core Network Up Time	99.9%	Monthly	99.9% in 2018/19					
	% Microsoft Cloud availability	99.9%	Quarterly	99.9% in 2018/19– target is dependent on 3rd party supplier performance					
	% Business critical systems availability	100%	Quarterly	100% in 2018/19					
	No. Service Desk open tickets	100 or less	Monthly	Currently fluctuates between 100-200 per month					
	% Website (external and internal) availability	99.9%	Quarterly	100% in 2018/19 but is dependent on 3rd party supplier performance					
	Delivery of Corporate Technology Programme against agreed plan with a specific focus on: A01 - Service Management Capability B03 – Active Directory Re-Design B04 – Network Infrastructure C01 – Cyber-Security and PSN Compliance C02 – Disaster Recovery/Business Continuity D02 – End User Devices D04 – SharePoint Online and Office 365	 Dec19 Nov 19 Mar 20 Mar 20 Mar 20 Nov 19 Nov 19		The programme as a whole will be reported on via its overall RAG status through ICT Management Board					

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	Indicator	Target	Measurement Frequency	Notes	Productivity	Inclusive Growth	21st C transport	Clean Growth	Corporate
Head of Internal Audit	Provide an independent opinion on the effectiveness of the Combined Authority's control, risk management and governance arrangements	100% of audit programme achieved	Quarterly	98% delivered at May 2019 – some reviews deferred into 19/20. Opinion provided annually, evidence gathered via audit programme provides proxy measurement on achievement					
	Improve delivery of IA services.	80% positive response	Quarterly	Via audit questionnaires 78% as at March 2019					
Head of Legal & Governance	Meeting FOI/EIR deadlines	100%	Quarterly	97.6% in 2018/19					
	Compliance with statutory requirements re committee agenda publication	100%	Quarterly	100% in 2018/19					
	Toolkits for self-service across a minimum of 2 legal areas to be produced	2 toolkits	Quarterly	Data protection toolkit produced in 2018/19					
	Information governance improvements/GDPR compliance	100% actions achieved on time	Monthly	Monitored against GDPR action plan, reported to Regulatory and Compliance Board 96.7% milestones on time in 2018/19					
	Timeliness of delivery re contracts/advice	Per agreements	Quarterly	To be agreed with each client					
	Compliance with governance elements of assurance framework: LCR LEP Merged LEP	100% actions achieved on time	Quarterly	As per plans agreed by the LEP Transition Sub-Group					

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West Yorkshire Combined Authority

Report to:	Overview and Scrutiny Committee
Date:	24 May 2019
Subject:	**Scrutiny Annual Report 2018/19**
Director(s):	Angela Taylor, Director of Corporate Services
Author(s):	Khaled Berroum, Scrutiny Officer

1. Purpose of this report

1.1 To present the annual report which provides a summary and highlights of the work undertaken by the Overview and Scrutiny Committee during the 2018/19 municipal year.

2. Information

2.1 Earlier this year the Committee agreed to produce an annual report summarising the work undertaken by the Committee this year.

2.2 Once approved by the Committee, the final annual report will be designed and published on the Combined Authority website and tabled at the LEP and Combined Authority annual meetings on 6 June and 27 June 2019, respectively.

2.3 The draft Scrutiny Annual Report 2018/19 is appended as **Appendix 1**.

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 appended annual report summarising the work undertaken by the Overview and Scrutiny Committee in 2018/19 be approved for publication or amended.

8. Background Documents

None.

9. Appendices

Appendix 1 – Scrutiny Annual Report 2018/19 (Draft)

Draft Annual Report 2018/19
Overview and Scrutiny Committee

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Introduction

This annual report provides a general summary of overview and scrutiny work undertaken during the 2018/19 municipal year and any conclusions and recommendations made.

What is 'Overview and Scrutiny'?

Overview and Scrutiny (shortened to 'scrutiny') acts as a 'check and balance' to decision makers at the West Yorkshire Combined Authority, Leeds City Region Enterprise Partnership (LEP) and their partners and holds them to account for:

- the policies they adopt
- the money they spend
- the services they provide

Scrutiny **investigates**, **influences**, **reports** and **recommends** ways to strengthen policies, improve services, ensure best value for money and secure long-lasting positive outcomes for local people.

Although scrutiny does not have the power to make or block any decision of the Combined Authority (or LEP), it does have the power to:

- 'call-in' decisions and make a case for them to be formally reconsidered or changed.
- oblige the Combined Authority to respond to its recommendations publicly within two months.
- require any Member (or senior officer) of the Combined Authority to appear before it.

All scrutiny work is led by an independent, politically-balanced committee of elected councillors known as the Overview and Scrutiny Committee.

Membership 2018/19

Chair: Councillor Liz Smaje (Nov 2018 – present).

She took over from Councillor Robert Light (June 2015 – Nov 2018) in November 2018 when he stood down as a councillor to pursue new opportunities.

Members 2018/19

Bradford	Cllr Sarfraz **Nazir** Cllr Mike **Pollard** Cllr Rosie **Watson**
Calderdale	Cllr Stephen **Baines** Cllr James **Baker** Cllr Dot **Foster**

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Kirklees	Cllr Paul **Kane** Cllr Robert **Light** (until Nov 2018) Cllr Marielle **O'Neill** Cllr Liz **Smaje** (From Nov 2018)
Leeds	Cllr Peter **Harrand** Cllr David **Jenkins** Cllr Denise **Ragan**
Wakefield	Cllr Glenn **Burton** Cllr Graham **Isherwood** Cllr Betty **Rhodes**
York	Cllr Jenny **Brooks** (Until March 2019) Cllr Ian **Cuthbertson** Cllr Helen **Douglas** (From March 2019) Cllr Tina **Funnell**

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Chair’s Foreword

[Foreword here]

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Work Programme 2018/19

Scrutiny determines its work programme at the beginning of each new municipal year in June when members choose which issues from previous years to revisit and which issues coming up in the year ahead they will need to look at more closely.

The Combined Authority and LEP support scrutiny's work programming by outlining the key pieces of work and significant decisions planned or expected throughout the year.

Every year the Combined Authority and LEP agree a **Corporate Plan**[1] which outlines their ambitions and targets. In 2017 and 2018, the Combined Authority and LEP committed themselves to three long term ambitions:

1. Enabling Inclusive Growth
2. Delivering 21st Century Transport
3. Boosting Productivity

A fourth objective to secure 'clean growth' and a zero-carbon economy was added to the 2019/20 Corporate Plan.

As a result, this year scrutiny's work programme focused on a general theme of 'inclusivity' and looked into how long term inclusive outcomes and opportunities are being achieved by the Combined Authority and LEP's economic and transport services, policies and projects and where improvements could be made.

The work programme of the main committee and its working groups are outlined below and highlights from some of the main issues considered are outlined in more detail in the following section.

Summary of Work Programme

13 July 2018	1. Policy Framework and Local Inclusive Industrial Strategy 2. Devolution
14 September 2018	1. Ministerial 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. Assurance Framework 2. Apprenticeships 3. Inclusive Growth 4. LEP Merger 5. Draft Budget 2019/20

[1] https://www.westyorks-ca.gov.uk/media/3362/corporate-plan-18-19.pdf

22 March 2019	1. Strategic transport priorities 2. Business grants criteria and inclusive growth
24 May 2019	1. Corporate Plan 2019/20 and performance 2018/19 2. Annual Scrutiny Report 2018/19 3. Statutory scrutiny guidance

Working Groups

To support its work this year, the Overview and Scrutiny Committee set up two member working groups to focus on some LEP (economic) and Transport issues separately.

	LEP Review Working Group	Transport Working Group
Members	Cllr Stephen Baines* Cllr Paul Kane Cllr Mike Pollard Cllr Rosie Watson	Cllr Ian Cuthbertson* Cllr Dot Foster Cllr Peter Harrand Cllr Denise Ragan
Topics	1. LEP review / merger 2. Assurance Framework 3. Pre-decision scrutiny arrangements 4. Local Industrial Strategy	1. Transport related barriers to employment 2. Accessibility 3. Integrated ticketing 4. Rail performance

**Lead member*

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2018/19 Highlights

Flood Review recommendations

Following the 2015 Boxing Day floods which severely affected West Yorkshire, scrutiny undertook a review of the flood events and how they were handled by the relevant authorities. Scrutiny concluded with 10 recommendations which were accepted and included amongst the 19 recommendations in the 'Leeds City Region Flood Review'.

This year scrutiny revisited those recommendations two years on to measure progress and invited Yorkshire Water and the Environment Agency to a meeting. The Committee found that whereas progress had been made, there was still room for improvement.

Further conclusions included:

- There had been improvement in cooperation between the 'three arms' of local authorities, the Environment Agency and the water sector compared to three years previously. The response to smaller flood events since 2016 had showed promise.
- The level of public and political spotlight which has been maintained since Boxing Day 2015 has been very encouraging. Previous flood events yielded only short term attention.
- Despite improvement in community engagement, education and public outreach by the 'three arms' through volunteer networks, use of flood wardens, and full time engagement staff, it was reported that many constituents remained unaware of them.
- There is evidence of a bigger focus on flooding in planning and policy making and those councils affected by the floods have created permanent flood partnerships, some of which are led by elected members.
- The Environment Agency, and other sectoral and utility partners, should seek to provide comments more often, when possible, in planning applications to support flood resilience – even if a brief or standard response.
- Responsibility for funding flood resilience and mitigation efforts should be shared by developers if their developments affect existing flood risk levels. The cost is often passed onto the public and councils which are currently under financial stress.

Scrutiny will continue to monitor the progress in implementing the Flood Review's recommendations.

'Enabling Inclusive Growth'

Business grants

The LEP oversees many business grants programmes which aim to achieve particular outcomes such as incentivising job creation, innovation and environmental

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sustainability. Scrutiny reviewed the performance and progress of inclusive growth outcomes arising from these programmes.

In 2018, the LEP Board decided to trial new application criteria designed to secure more inclusive growth outcomes for one of its business grants programmes – 'Business Growth Programme' (BGP) – over a six month period.

The trial criteria included requirements to create real living wage jobs and asked applicants to choose from commitments including undergoing energy audits, offering green travel options, paying suppliers as soon as possible, working with schools and supporting workers with disability and health issues.

Scrutiny recommended that this approach be extended to all current and future business grants programmes at all grant award levels.

In March 2019, following the conclusion of the first six months of the new inclusive growth application criteria, scrutiny reviewed the data and made further recommendations on how the criteria could be strengthened, including:

- Additional programmes of support to help aspirant applicants meet the stronger, more inclusive criteria such as employing people with disabilities
- Reducing the timescale within which businesses must commit to paying their suppliers to support smaller businesses

As some of the business grants programmes are due to end soon, scrutiny asked that 'outcome reports' be produced for each grants programmes upon their completion to allow scrutiny to better assess value for money and whether there have been, or likely to be, positive, long-lasting outcomes for local communities.

Apprenticeships

Scrutiny assessed the approach to supporting apprenticeships internally and externally over several meetings between September 2018 and March 2019.

The Combined Authority does not fund, deliver or monitor apprenticeship training directly, but does encourage apprenticeship starts by supporting businesses through the bureaucracy involved in taking on apprentices (through its Employment Hub) and incentivising small and medium sized businesses (SMEs) to take on apprentices for the first time though the Apprenticeship Grants for Employers (AGE) programme.

Scrutiny's view is that responsibility for the success of apprenticeships should not be left solely with the training providers, OFSTED and employers and that the Combined Authority should consider:

- what it can do to help support apprenticeships more broadly, through its existing services and when developing future service areas / programmes.
- if it is in a position to at least monitor the quality of what training providers are delivering and engage with apprentices directly to influence and enable higher *completion* rates.

It is also essential that the Combined Authority leads by example by recruiting and strongly supporting apprenticeships internally, as it cannot credibly promote

externally what is not being achieved internally. Scrutiny welcomed the development of an internal staff development strategy and framework where apprenticeships feature as a key element.

'Delivering 21st Century Transport'

Connecting people, places and policy

Scrutiny's Transport Working Group invited the Joseph Rowntree Foundation (JRF) to discuss their recent report[2], which used local areas Seacroft (Leeds) and Dewsbury Moor (Kirklees) as case studies, which found that transport issues are a 'significant barrier to employment for many residents living in low-income neighbourhoods' and 'are intimately related to the nature and location of employment'.

Too many people in the region are not sufficiently connected to economic and educational opportunities. It is understood by all partners in the region that current connectivity links could be improved and that there was a lot of work to do.

Although the Combined Authority is not a planning authority and does not build and manage housing stock, scrutiny suggested that it could play a strategic role to enable sufficient alignment between housing, transport and skills strategies and policies amongst partner authorities in the region.

The Transport Working Group also concluded the following:

- There were some missed opportunities in local plans and planning where a site is allocated as employment but transport links are not properly considered. An example being land near the M62 motorway was designated as an employment site for distribution centres which employed low-paid staff on shifts. This was convenient for logistical distribution and delivery, but not for staff going to work there on public transport.

- Too many housing developments don't seem to take into account transport considerations or data modelling future trends. There could be better evidencing during the planning and appraisal stage of how developments will affect existing transport links or what kind of new transport links will be needed in the future, or based on demography.

- Developers could be required to invest in transport infrastructure or to subsidise bus services made necessary by their developments. In some cases, local authorities did not make enough use of existing statutory powers (such as Section 106 agreements) as a matter of deliberate policy or as a result of pressure from developers.

- In any case, there can be limited scope to compel fulfilment of Section 106 agreements in some cases. When planning permission is granted only with

[2] https://www.jrf.org.uk/report/tackling-transport-related-barriers-employment-low-income-neighbourhoods

promises around transport investment, 'viability' is often raised by developers as a problem and cam then be used to avoid fulfilling agreements after permission is given.

The recently established West Yorkshire Bus Alliance, supported by the Combined Authority, has a priority to consider different, possible models to redesign bus operations to better deliver services to, and connect, all communities within the context of existing legislation on bus deregulation.

Digital Inclusion and Exclusion

Initial data shows that digital methods for paying for travel and accessing live travel information is becoming popular – but there are inequalities. For example, the uptake of contactless payment on buses is around 40% in the higher income North Leeds areas, but only 5% in lower income South Leeds areas.

Digital innovations might improve reliability, service, patronage and efficiency but care must be taken not to leave people behind. Many people still do not have or cannot afford bank accounts, suitable phones or reliable internet connections to take advantage of them. ‘Digital by default’ could disconnect many communities.

Scrutiny welcomed the Combined Authority's position, for instance, that a fully cashless system should not be put in place until a solution for current cash users is found and that issue is resolved.

Accessibility and Mobility

Following a referral from a member of the public who informed scrutiny members of a local rail operator’s policy not allowing mobility scooters of a certain size on its trains, the Transport Scrutiny Working Group invited train operators and the Chair of the Transport Committee to look into the approach to accessibility and mobility.

Scrutiny found that there has been a lot of progress in accessibility in transport, such as disability training becoming mandatory and more frequent for bus and train drivers. There are also special bookable services for people with disabilities run directly by the Combined Authority, such as AccessBus, which are well received.

However, scrutiny concluded that disabled people still face serious issues using public transport that others do not and they also suffer higher consequences with regards to the same issues that others do not. The Combined Authority should take a lead in advocating on this issue through the existing Transport Operators Forum and Bus Alliance as part of its commitment to inclusivity.

Next steps in 2019/20

Next year scrutiny will approach work programming in a slightly different way. Work programming will be done in a workshop setting to allow for a more strategic approach and fuller look at the Combined Authority and LEP's plans for the year ahead.

Improving scrutiny

This year the Committee decided that, since the Combined Authority has changed noticeably since it was established four years ago and a dedicated scrutiny officer had now been appointed, the time was right to revisit and conduct a review of scrutiny arrangements – with a particular focus on:

- Resources and capacity
- Governance and working group arrangements
- Strategic work planning
- Public involvement in scrutiny
- Methods of scrutiny (Eg 'scrutiny in the community', site visits)
- Involvement of external experts and stakeholders

The review would take into account and apply the new statutory scrutiny guidance[3] issued by the government in May 2019.

Involvement of the public in scrutiny

In particular, the Committee identified increasing the involvement of the public in the scrutiny process as a priority. Scrutiny committed to exploring the development of a scrutiny communications and engagement plan to better:

- increase scrutiny's profile, coverage and presence on existing websites and social media.
- engage and consult with the public to include their views and needs in work programming.
- identify and arrange site visits in the community when appropriate e.g. to flood affected areas when considering floods as an issue.
- arrange 'scrutiny in a day' sessions and conferences on important issues.

Strengthening pre-decision scrutiny of projects

Another priority for scrutiny is the improvement of pre-decision scrutiny.

Following several workshops, the LEP scrutiny working group recommended a new section in the Assurance Framework, which governs the process by which projects are chosen and progressed, to ensure scrutiny is kept informed of projects in development before decisions are made.

[3] https://www.gov.uk/government/publications/overview-and-scrutiny-statutory-guidance-for-councils-and-combined-authorities

"To support pre-decision scrutiny, officers will maintain a forward plan of projects in development and anticipate timescales and decision-point milestones and make this forward plan available to scrutiny members to review periodically on request.

Following the technical appraisal of business cases by case officers and subsequent consideration by the Programme Appraisal Team (PAT), officers will ensure that the relevant documents, information and analysis relating to each project can be made available to scrutiny members on request.

Schemes might be selected for further scrutiny based on a sectoral mix around cost, risk, complexity, aimed benefits or strategic value – as determined by the Committee's priorities and work programme. Scrutiny members could then look closer at a particular project or selection of projects.

Officers will support scrutiny members to have the opportunity to review projects, raise any concerns and ensure comments are reported and brought to the attention of decision making committees and officers prior to the approval and progression of projects through decision points. "

Extract from pp 24-25, Assurance Framework (March 2019)[4]

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[4] https://westyorkshire.moderngov.co.uk/ecSDDisplayClassic.aspx?NAME=Assurance%20Framework%202019&ID=363&RPID=762536&sch=doc&cat=13600&path=13600

Find out more and get involved

Find out more about scrutiny at the Combined Authority and view agendas, reports and minutes, please visit the website here**:** **https://westyorks-ca.gov.uk/**

Scrutiny committee meetings take place in public and anyone is welcome to attend.

Get in touch

Scrutiny is keen to hear from members of the public on issues of concern in the West Yorkshire and York area that relate to the functions and responsibilities of the Combined Authority and Leeds City Region Enterprise Partnership (LEP).

You can contact scrutiny:

By email: **scrutiny@westyorks-ca.gov.uk**

In writing: Scrutiny Officer
Legal & Governance Services
West Yorkshire Combined Authority
Wellington House
40-50 Wellington Street
Leeds
LS1 2DE

DRAFT

West Yorkshire Combined Authority

Report to:	Overview and Scrutiny Committee
Date:	24 May 2019
Subject:	**Scrutiny Work Programme 2018/19**
Director(s):	Angela Taylor, Director of Corporate Services
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 (June 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 any 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.

Scrutiny Reviews

Statutory Scrutiny Guidance

2.4 On 13 July 2018, the Overview and Scrutiny Committee expressed an intention to begin a review of current scrutiny arrangements. The Committee suggested a particular focus on the following areas:

- Resources and capacity
- Governance and working group arrangements
- Strategic work planning
- Public involvement in scrutiny
- Methods of scrutiny (Eg 'scrutiny in the community' site visits)
- Involvement of external experts and stakeholders

2.5 This review was deferred until such a time that new statutory scrutiny guidance was issued by the government. The publication of the new scrutiny guidance was delayed by national political developments in late 2018 / early 2019 but has now been published as outlined in 2.8 below.

2.6 On 18 January 2019, the Committee agreed that, following the publication of the statutory scrutiny guidance by the government, a series of workshops involving all interested Members be arranged to consider and discuss the changes to scrutiny arrangements and ensuring compliance with new statutory scrutiny guidance.

2.7 On 25 April 2019, the Combined Authority noted and expressed its support for the Committee's intention to review current scrutiny arrangements to ensure scrutiny arrangements are in line with best practice nationally and to ensure compliance with the guidance.

2.8 The government's '**Overview and scrutiny: statutory guidance for councils and combined authorities**'[1] was published on 7 May 2019 and is attached as **Appendix 3** for information. The guidance was a response to the recommendations made by the House of Commons' Communities and Local Government Committee in a 2017 report entitled '*Effectiveness of local authority overview and scrutiny committees*'.

2.9 The guidance covers the following principal areas, which largely correspond with the Committee's suggested focuses for reviewing scrutiny earlier this municipal year:

- Culture and mind-set
- Resourcing for scrutiny
- Selecting committee members
- Power to access information
- Work planning and engaging with the public
- Evidence sessions

[1] https://www.gov.uk/government/publications/overview-and-scrutiny-statutory-guidance-for-councils-and-combined-authorities

2.10 The new scrutiny guidance explicitly applies to combined authorities for the first time and was issued under relevant legislation. Combined authorities are obligated to have regard to guidance in the way that they work and the decisions they make and any combined authority subject to the guidance must have a clear justifiable reason for departing from it.

2.11 The Centre for Public Scrutiny (CfPS) also intends to publish a longer and revised version of their 'Good Scrutiny Guide'[2] to take into account the new guidance and reflect changes in best practice since the last set of good practice guides were released – particularly for combined authorities.

2.12 The CfPS has also pledged to liaise closely with combined authorities through the existing Combined Authorities Governance Network (CAGN) and Local Government Association (LGA) to understand what changes combined authorities might make as a result of the new guidance.

2.13 There are no other reviews ongoing at this time.

Scrutiny agenda forward plan 2018/19

2.14 A summary of the current work programme is outlined in **Appendix 1**. Changes are outlined below.

2.15 Provisional committee meeting dates for the 2019/20 municipal year are as follows. The meeting dates will be confirmed at the Combined Authority Annual Meeting on 27 June 2019.

- 12 July 2019
- 13 September 2019
- 15 November 2019
- 17 January 2020
- 20 March 2020
- 22 May 2020

2.16 At the previous meeting (22 March 2019), members suggested that work programming for 2019/20 take place in a workshop format to give members more time and information to consider the Combined Authority's forward plan of work and other supporting documentation. Possible options for this include:

1) Holding a workshop on 28 June 2019 at 11.00 am (or 2.00 pm).

   (This would allow for the resultant work programme to be discussed and formally approved at the first formal committee meeting of the new municipal year on 12 July 2019.)

2) Cancelling the scheduled committee meeting at 11.00 am on 12 July 2019 and replacing it with a workshop.

[2] https://www.cfps.org.uk/scrutiny-statutory-guidance-published-today/

3) Holding the workshop at 11.00 am, followed by a formal committee meeting in the afternoon.

4) Holding the formal committee meeting at 11.00 am, followed by a workshop in the afternoon.

Scrutiny working groups

2.17 Under Scrutiny Standing Order 7, the Overview and Scrutiny Committee may appoint working groups to consider matters more closely, fulfil 'tasks' and otherwise inform the scrutiny process.

2.18 The Annual Scrutiny Report 2018/19 (Item 7 on this meeting's agenda) includes the conclusions and work undertaken by the LEP and Transport scrutiny working groups this year.

Key decisions and call in

2.19 Members of the Overview and Scrutiny Committee may call in any decision of the Combined Authority, a decision-making 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.

2.20 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.

2.21 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.

2.22 The latest key decisions and forward plans of key decisions are published on the key decisions section of the Combined Authority's website.

Matters to raise at the Combined Authority meeting on 25 April 2019

2.23 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.

2.24 A summary of the Combined Authority's draft agenda forward plan is outlined in **Appendix 1**.

2.25 The next Combined Authority meeting will take place on 27 June 2019 and is the Annual Meeting of the 2019/20 municipal year which will appoint all the

members of all committees, as nominated by constituent councils, and approve the Combined Authority's constitutional governance documents.

2.26 Minutes and agendas from past meetings[3] of the Combined Authority can be accessed on the Combined Authority's website. Agendas and reports for future meetings will also be published there.

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 scrutiny duties and fulfilling their objectives.

Scrutiny membership arrangements

2.28 Scrutiny Standing Order 2.1 states that any changes in the membership, or substitution arrangements for any existing member, of the Overview and Scrutiny Committee must be formally ratified at a meeting of the Combined Authority – and only after a formal nomination from a local authority is received by the Monitoring Officer of the Combined Authority.

2.29 Scrutiny Standing Order 2.4 states that a substitute may only act in the absence of a member for whom they are the designated substitute and where that member will be absent for the whole of the meeting.

2.30 Following the local elections on 2 May 2019 since the last committee meeting, the following are no longer members of the Overview and Scrutiny Committee, leaving vacancies:

- Cllr Glen Burton, Wakefield
- Cllr Helen Douglas, York
- Cllr Tina Funnell, York
- Cllr Sam Lisle, York (substitute)
- Cllr Marielle O'Neill, Kirklees
- Cllr Ann Reid, York (substitute)

2.31 A current list of members, their designated substitutes and current vacancies is attached at **Appendix 2**.

2.32 Local authorities will nominate Overview and Scrutiny Committee members for the coming 2019/20 municipal year at their own annual councils throughout May 2019. These nominations will be ratified at the Combined Authority's annual meeting on 27 June 2019.

3. Financial Implications

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

[3] https://westyorkshire.moderngov.co.uk/ieListMeetings.aspx?CommitteeId=133

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 agenda forward plan and scrutiny work programme for the 2018/19 municipal year as outlined in **Appendix 1** be noted or amended.

7.2 That one of the options regarding the workshop for 2019/20 work programming outlined **in 2.16** be chosen or an alternative option be identified and agreed.

7.3 That the provisional 2019/20 municipal year committee dates outlined **in 2.15** be noted.

7.4 That the changes in membership and substitute arrangements following the local elections outlined **in 2.30** and appended to this report be noted.

7.5 That the 'Overview and scrutiny: statutory guidance for councils and combined authorities' issued by the government appended to this report be noted.

7.6 That any other actions and decisions relating to the work programme be agreed.

8. Background Documents

Scrutiny Standing Orders – West Yorkshire Combined Authority.

Past Combined Authority meeting agendas and minutes.

Forward Plan of Key Decisions for the Combined Authority can be found here.

'Effectiveness of local authority overview and scrutiny committees' – first report of the Communities and Local Government Committee in the Session 2017-19 (15 December 2017).

Government Response to the Committee's First Report of 2017-19 (6 March 2018).

'Overview and scrutiny: statutory guidance for councils and combined authorities' (7 May 2019, Ministry of Housing, Communities and Local Government)

9. Appendices

Appendix 1 – Scrutiny Work Programme Summary (24 May 2019)

Appendix 2 – Membership following 2019 local elections (as of 16 May 2018)

Appendix 3 – 'Overview and scrutiny: statutory guidance for councils and combined authorities'

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(24 May 2019)

Scrutiny Work Programme 2018/19 Summary

Formal referrals	None
Reviews	1. A review into the Combined Authority's scrutiny arrangements 2. *No other reviews*

Overview and Scrutiny Committee – Forward Plan (2018/19)		**Info**
Standing items for all meetings	Chair's Update Scrutiny Work Programme – 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. Governance changes	
	2. Assurance Framework	
	3. Apprenticeships	
	4. Inclusive Growth	
	5. LEP Review	
	6. Draft Budget 2019/20 (for information)	
22 March 2019	1. Strategic transport priorities	
	2. Business grants criteria and inclusive growth	
24 May 2019	1. Corporate Plan 2019/20 and performance 2018/19	
	2. Annual Scrutiny Report 2018/19	
	3. Statutory scrutiny guidance	

Overview and Scrutiny Committee – Forward Plan (2019/20)		**Info**
12 July 2019	1. Scrutiny Work Planning 2019/20	
	2. Governance arrangements (confirmed at Annual Meeting)	

Issues / Reports Shortlist – 2018/19		
Issue	**Notes**	**Date**
Devolution - scrutiny arrangements in One Yorkshire Combined Authority (deferred)	Requested at 16 November 2018 meeting. See minutes. Deferred until further clarity over devolution position.	*TBC*
Scrutiny communications and engagement plan / strategy	Requested at 16 November 2018 meeting. See minutes.	*TBC*

(24 May 2019)

Digital Inclusion	Suggested by Member at 16 November 2018 meeting. See minutes.	*TBC*
Apprenticeships	Suggested at 18 January 2019 meeting. See minutes.	*2019/20*
Skills Commission	Suggested at 18 January 2019 meeting. See minutes. 12 month Commission ending and reporting conclusions in early 2020.	*2019/20*
Fuel Poverty	Deferred from May 2019 meeting.	*2019/20*
Devolution	When developments arise.	*TBC*
LEP Merger	When developments arise.	*TBC*
Energy Strategy	Suggested by Member at 18 January 2019 meeting. See minutes. Opportunity for pre-decision scrutiny has passed. Placed on shortlist.	*2019/20*
Approach to public consultation	Suggested at 22 March 2019 meeting. See minutes.	*2019/20*
Business grants criteria	Suggested at 22 March 2019 meeting. See minutes.	*2019/20*
Business grants programmes outcomes and evaluations	Suggested at 22 March 2019 meeting. See minutes.	*2019/20*

Proposed Workshops		
Issue	**Notes**	**Date**
Review of scrutiny arrangements / new statutory scrutiny guidance.	When new guidance is published. Two / three workshops.	*After guidance is published – possibly early/mid 2019*
Productivity	Possible 'Scrutiny in a day' session	*Likely to be 2019/20*
Work programming / planning 2019/20	Senior officers to produce forward plan of decisions and priorities.	*July 2019*

Working Groups (2018/19)		
	LEP	**Transport**
Membership *Lead Member	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)
Items / Tasks	– LEP review implementation plan' governance and scrutiny arrangements (*deferred until the LEP Transition Subgroup reports back*) – Assurance Framework – Local Inclusive Industrial Strategy (deferred to 2019/20)	– Recommend transport issues for consideration by scrutiny – 'Tackling transport-related barriers to employment' – JRF report – Accessibility in transport – Integrated ticketing – Rail performance and review
Meeting dates	– 9 November 2018 – 14 December 2018 – 4 January 2019 – 5 March 2019	– 22 October 2018 – 29 October 2018 – 5 November 2018 – 4 March 2019

(24 May 2019)

Combined Authority forward plan 2018-19	
Standing items at all meetings	1. Capital spending and project approvals (standing item) 2. Corporate planning and performance (standing item)
Combined Authority **Annual Meeting** draft agenda **27 June 2019**	1. Annual meeting arrangements • Membership of Combined Authority • Appointment of Chair and Vice Chair • Committee arrangements and appointments • Representation on outside bodies • Governance arrangements – Procedure Standing Orders – Access to Information Annex – Scrutiny Standing Orders – Contracts Standing Orders – Code of Conduct for Members – Financial Regulations – Complaints procedure • Members allowance scheme • Officer delegation scheme • Calendar of meetings 2. Annual Scrutiny Report 2018/19 3. Statutory Scrutiny Guidance (tbc) 4. West Yorkshire Bus Alliance *5. Other items to be confirmed*

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Overview and Scrutiny Committee
208/19 municipal year

List of members and designated substitutes as of 16 May 2019 (following local elections held on 2 May 2019).

Members	Designated Sub	Party	District
Stephen Baines	Geraldine Carter	Con	Calderdale
James Baker	Ashley Evans	LD	Calderdale
Vacancy	Harry Ellis	Lab	Wakefield
Ian Cuthbertson	**Vacancy**	LD	York
Vacancy	**Vacancy**	Con	York
Dot Foster	Steve Sweeney	Lab	Calderdale
Vacancy	Michael Pavlovic	Lab	York
Peter Harrand	Neil Buckley	Con	Leeds
Graham Isherwood	Richard Forster	Lab	Wakefield
David Jenkins	Ben Garner	Lab	Leeds
Paul Kane	Manisha Kaushik	Lab	Kirklees
Sarfraz Nazir	Angela Tait	Lab	Bradford
Vacancy	**Vacancy**	Lab	Kirklees
Mike Pollard	Naveed Riaz	Con	Bradford
Denise Ragan	Salma Arif	Lab	Leeds
Betty Rhodes	Steve Tulley	Lab	Wakefield
Liz Smaje (C)	Michael Watson	Con	Kirklees
Rosie Watson	Carol Thirkill	Lab	Bradford

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Ministry of Housing, Communities & Local Government

Statutory Guidance on Overview and Scrutiny in Local and Combined Authorities

May 2019
Ministry of Housing, Communities and Local Government

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Ministerial Foreword

The role that overview and scrutiny can play in holding an authority's decision-makers to account makes it fundamentally important to the successful functioning of local democracy. Effective scrutiny helps secure the efficient delivery of public services and drives improvements within the authority itself. Conversely, poor scrutiny can be indicative of wider governance, leadership and service failure.

It is vital that councils and combined authorities know the purpose of scrutiny, what effective scrutiny looks like, how to conduct it and the benefits it can bring. This guidance aims to increase understanding in all four areas.

In writing this guidance, my department has taken close note of the House of Commons Select Committee report of December 2017, as well as the written and oral evidence supplied to that Committee. We have also consulted individuals and organisations with practical involvement in conducting, researching and supporting scrutiny.

It is clear from speaking to these practitioners that local and combined authorities with effective overview and scrutiny arrangements in place share certain key traits, the most important being a strong organisational culture. Authorities who welcome challenge and recognise the value scrutiny can bring reap the benefits. But this depends on strong commitment from the top - from senior members as well as senior officials.

Crucially, this guidance recognises that authorities have democratic mandates and are ultimately accountable to their electorates, and that authorities themselves are best-placed to know which scrutiny arrangements are most appropriate for their own individual circumstances.

I would, however, strongly urge all councils to cast a critical eye over their existing arrangements and, above all, ensure they embed a culture that allows overview and scrutiny to flourish.

Rishi Sunak MP
Minister for Local Government

About this Guidance

Who the guidance is for

This document is aimed at local authorities and combined authorities in England to help them carry out their overview and scrutiny functions effectively. In particular, it provides advice for senior leaders, members of overview and scrutiny committees, and support officers.

Aim of the guidance

This guidance seeks to ensure local authorities and combined authorities are aware of the purpose of overview and scrutiny, what effective scrutiny looks like, how to conduct it effectively and the benefits it can bring.

As such, it includes a number of policies and practices authorities should adopt or should consider adopting when deciding how to carry out their overview and scrutiny functions.

The guidance recognises that authorities approach scrutiny in different ways and have different processes and procedures in place, and that what might work well for one authority might not work well in another.

The hypothetical scenarios contained in the annexes to this guidance have been included for illustrative purposes, and are intended to provoke thought and discussion rather than serve as a 'best' way to approach the relevant issues.

While the guidance sets out some of the key legal requirements, it does not seek to replicate legislation.

Status of the guidance

This is statutory guidance from the Ministry of Housing, Communities and Local Government. Local authorities and combined authorities must have regard to it when exercising their functions. The phrase 'must have regard', when used in this context, does not mean that the sections of statutory guidance have to be followed in every detail, but that they should be followed unless there is a good reason not to in a particular case.

Not every authority is required to appoint a scrutiny committee. This guidance applies to those authorities who have such a committee in place, whether they are required to or not.

This guidance has been issued under section 9Q of the Local Government Act 2000 and under paragraph 2(9) of Schedule 5A to the Local Democracy, Economic Development and Construction Act 2009, which requires authorities to have regard to this guidance. In addition, authorities may have regard to other material they might choose to consider, including that issued by the Centre for Public Scrutiny, when exercising their overview and scrutiny functions.

Terminology

Unless ‘overview’ is specifically mentioned, the term ‘scrutiny’ refers to both overview and scrutiny.[1]

Where the term ‘authority’ is used, it refers to both local authorities and combined authorities.

Where the term ‘scrutiny committee’ is used, it refers to an overview and scrutiny committee and any of its sub-committees. As the legislation refers throughout to powers conferred on scrutiny committees, that is the wording used in this guidance. However, the guidance should be seen as applying equally to work undertaken in informal task and finish groups, commissioned by formal committees.

Where the term ‘executive’ is used, it refers to executive members.

For combined authorities, references to the ‘executive’ or ‘cabinet’ should be interpreted as relating to the mayor (where applicable) and all the authority members.

For authorities operating committee rather than executive arrangements, references to the executive or Cabinet should be interpreted as relating to councillors in leadership positions.

Expiry or review date

This guidance will be kept under review and updated as necessary.

[1] A distinction is often drawn between ‘overview’ which focuses on the development of policy, and ‘scrutiny’ which looks at decisions that have been made or are about to be made to ensure they are fit for purpose.

1. Introduction and Context

1. Overview and scrutiny committees were introduced in 2000 as part of new executive governance arrangements to ensure that members of an authority who were not part of the executive could hold the executive to account for the decisions and actions that affect their communities.

2. Overview and scrutiny committees have statutory powers[2] to scrutinise decisions the executive is planning to take, those it plans to implement, and those that have already been taken/implemented. Recommendations following scrutiny enable improvements to be made to policies and how they are implemented. Overview and scrutiny committees can also play a valuable role in developing policy.

> Effective overview and scrutiny should:
> - Provide constructive 'critical friend' challenge;
> - Amplify the voices and concerns of the public;
> - Be led by independent people who take responsibility for their role; and
> - Drive improvement in public services.

3. The requirement for local authorities in England to establish overview and scrutiny committees is set out in sections 9F to 9FI of the Local Government Act 2000 as amended by the Localism Act 2011.

4. The Localism Act 2011 amended the Local Government Act 2000 to allow councils to revert to a non-executive form of governance - the 'committee system'. Councils who adopt the committee system are not required to have overview and scrutiny but may do so if they wish. The legislation has been strengthened and updated since 2000, most recently to reflect new governance arrangements with combined authorities. Requirements for combined authorities are set out in Schedule 5A to the Local Democracy, Economic Development and Construction Act 2009.

5. Current overview and scrutiny legislation recognises that authorities are democratically-elected bodies who are best-placed to determine which overview and scrutiny arrangements best suit their own individual needs, and so gives them a great degree of flexibility to decide which arrangements to adopt.

6. In producing this guidance, the Government fully recognises both authorities' democratic mandate and that the nature of local government has changed in recent years, with, for example, the creation of combined authorities, and councils increasingly delivering key services in partnership with other organisations or outsourcing them entirely.

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[2] Section 9F of the Local Government Act 2000; paragraph 1 of Schedule 5A to the Local Democracy, Economic Development and Construction Act 2009.

2. Culture

7. The prevailing organisational culture, behaviours and attitudes of an authority will largely determine whether its scrutiny function succeeds or fails.

8. While everyone in an authority can play a role in creating an environment conducive to effective scrutiny, it is important that this is led and owned by members, given their role in setting and maintaining the culture of an authority.

9. Creating a strong organisational culture supports scrutiny work that can add real value by, for example, improving policy-making and the efficient delivery of public services. In contrast, low levels of support for and engagement with the scrutiny function often lead to poor quality and ill-focused work that serves to reinforce the perception that it is of little worth or relevance.

10. Members and senior officers should note that the performance of the scrutiny function is not just of interest to the authority itself. Its effectiveness, or lack thereof, is often considered by external bodies such as regulators and inspectors, and highlighted in public reports, including best value inspection reports. Failures in scrutiny can therefore help to create a negative public image of the work of an authority as a whole.

How to establish a strong organisational culture

11. Authorities can establish a strong organisational culture by:

    a) **Recognising scrutiny's legal and democratic legitimacy** – all members and officers should recognise and appreciate the importance and legitimacy the scrutiny function is afforded by the law. It was created to act as a check and balance on the executive and is a statutory requirement for all authorities operating executive arrangements and for combined authorities.

       Councillors have a unique legitimacy derived from their being democratically elected. The insights that they can bring by having this close connection to local people are part of what gives scrutiny its value.

    b) **Identifying a clear role and focus** – authorities should take steps to ensure scrutiny has a clear role and focus within the organisation, i.e. a niche within which it can clearly demonstrate it adds value. Therefore, prioritisation is necessary to ensure the scrutiny function concentrates on delivering work that is of genuine value and relevance to the work of the wider authority – this is one of the most challenging parts of scrutiny, and a critical element to get right if it is to be recognised as a strategic function of the authority (see chapter 6).

       Authorities should ensure a clear division of responsibilities between the scrutiny function and the audit function. While it is appropriate for scrutiny to pay due regard to the authority's financial position, this will need to happen in the context of the formal audit role. The authority's section 151 officer should advise scrutiny on how to manage this dynamic.

While scrutiny has no role in the investigation or oversight of the authority's whistleblowing arrangements, the findings of independent whistleblowing investigations might be of interest to scrutiny committees as they consider their wider implications. Members should always follow the authority's constitution and associated Monitoring Officer directions on the matter. Further guidance on whistleblowing can be found at: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/415175/bis-15-200-whistleblowing-guidance-for-employers-and-code-of-practice.pdf.

c) **Ensuring early and regular engagement between the executive and scrutiny** – authorities should ensure early and regular discussion takes place between scrutiny and the executive, especially regarding the latter's future work programme. Authorities should, though, be mindful of their distinct roles:

In particular:

- The executive should not try to exercise control over the work of the scrutiny committee. This could be direct, e.g. by purporting to 'order' scrutiny to look at, or not look at, certain issues, or indirect, e.g. through the use of the whip or as a tool of political patronage, and the committee itself should remember its statutory purpose when carrying out its work. All members and officers should consider the role the scrutiny committee plays to be that of a 'critical friend' not a de facto 'opposition'. Scrutiny chairs have a particular role to play in establishing the profile and nature of their committee (see chapter 4); and

- The chair of the scrutiny committee should determine the nature and extent of an executive member's participation in a scrutiny committee meeting, and in any informal scrutiny task group meeting.

d) **Managing disagreement** – effective scrutiny involves looking at issues that can be politically contentious. It is therefore inevitable that, at times, an executive will disagree with the findings or recommendations of a scrutiny committee.

It is the job of both the executive and scrutiny to work together to reduce the risk of this happening, and authorities should take steps to predict, identify and act on disagreement.

One way in which this can be done is via an 'executive-scrutiny protocol' (see annex 1) which can help define the relationship between the two and mitigate any differences of opinion before they manifest themselves in unhelpful and unproductive ways. The benefit of this approach is that it provides a framework for disagreement and debate, and a way to manage it when it happens. Often,

the value of such a protocol lies in the dialogue that underpins its preparation. It is important that these protocols are reviewed on a regular basis.

Scrutiny committees do have the power to 'call in' decisions, i.e. ask the executive to reconsider them before they are implemented, but should not view it as a substitute for early involvement in the decision-making process or as a party-political tool.

e) **Providing the necessary support** – while the level of resource allocated to scrutiny is for each authority to decide for itself, when determining resources an authority should consider the purpose of scrutiny as set out in legislation and the specific role and remit of the authority's own scrutiny committee(s), and the scrutiny function as a whole.

Support should also be given by members and senior officers to scrutiny committees and their support staff to access information held by the authority and facilitate discussions with representatives of external bodies (see chapter 5).

f) **Ensuring impartial advice from officers** – authorities, particularly senior officers, should ensure all officers are free to provide impartial advice to scrutiny committees. This is fundamental to effective scrutiny. Of particular importance is the role played by 'statutory officers' – the monitoring officer, the section 151 officer and the head of paid service, and where relevant the statutory scrutiny officer. These individuals have a particular role in ensuring that timely, relevant and high-quality advice is provided to scrutiny.

g) **Communicating scrutiny's role and purpose to the wider authority** – the scrutiny function can often lack support and recognition within an authority because there is a lack of awareness among both members and officers about the specific role it plays, which individuals are involved and its relevance to the authority's wider work. Authorities should, therefore, take steps to ensure all members and officers are made aware of the role the scrutiny committee plays in the organisation, its value and the outcomes it can deliver, the powers it has, its membership and, if appropriate, the identity of those providing officer support.

h) **Maintaining the interest of full Council in the work of the scrutiny committee** – part of communicating scrutiny's role and purpose to the wider authority should happen through the formal, public role of full Council – particularly given that scrutiny will undertake valuable work to highlight challenging issues that an authority will be facing and subjects that will be a focus of full Council's work. Authorities should therefore take steps to ensure full Council is informed of the work the scrutiny committee is doing.

One way in which this can be done is by reports and recommendations being submitted to full Council rather than solely to the executive. Scrutiny should decide when it would be appropriate to submit reports for wider debate in this way, taking into account the relevance of reports to full Council business, as well as full Council's capacity to consider and respond in a timely manner. Such

reports would supplement the annual report to full Council on scrutiny's activities and raise awareness of ongoing work.

In order to maintain awareness of scrutiny at the Combined Authority and provoke dialogue and discussion of its impact, the business of scrutiny should be reported to the Combined Authority board or to the chairs of the relevant scrutiny committees of constituent and non-constituent authorities, or both. At those chairs' discretion, particular Combined Authority scrutiny outcomes, and what they might mean for each individual area, could be either discussed by scrutiny in committee or referred to full Council of the constituent authorities.

i) **Communicating scrutiny's role to the public** – authorities should ensure scrutiny has a profile in the wider community. Consideration should be given to how and when to engage the authority's communications officers, and any other relevant channels, to understand how to get that message across. This will usually require engagement early on in the work programming process (see chapter 6).

j) **Ensuring scrutiny members are supported in having an independent mindset** – formal committee meetings provide a vital opportunity for scrutiny members to question the executive and officers.

Inevitably, some committee members will come from the same political party as a member they are scrutinising and might well have a long-standing personal, or familial, relationship with them (see paragraph 25).

Scrutiny members should bear in mind, however, that adopting an independent mind-set is fundamental to carrying out their work effectively. In practice, this is likely to require scrutiny chairs working proactively to identify any potentially contentious issues and plan how to manage them.

Directly-elected mayoral systems

12. A strong organisational culture that supports scrutiny work is particularly important in authorities with a directly-elected mayor to ensure there are the checks and balances to maintain a robust democratic system. Mayoral systems offer the opportunity for greater public accountability and stronger governance, but there have also been incidents that highlight the importance of creating and maintaining a culture that puts scrutiny at the heart of its operations.

13. Authorities with a directly-elected mayor should ensure that scrutiny committees are well-resourced, are able to recruit high-calibre members and that their scrutiny functions pay particular attention to issues surrounding:
    - rights of access to documents by the press, public and councillors;
    - transparent and fully recorded decision-making processes, especially avoiding decisions by 'unofficial' committees or working groups;
    - delegated decisions by the Mayor;
    - whistleblowing protections for both staff and councillors; and
    - powers of Full Council, where applicable, to question and review.

14. Authorities with a directly-elected mayor should note that mayors are required by law to attend overview and scrutiny committee sessions when asked to do so (see paragraph 44).

3. Resourcing

15. The resource an authority allocates to the scrutiny function plays a pivotal role in determining how successful that function is and therefore the value it can add to the work of the authority.

16. Ultimately it is up to each authority to decide on the resource it provides, but every authority should recognise that creating and sustaining an effective scrutiny function requires them to allocate resources to it.

17. Authorities should also recognise that support for scrutiny committees, task groups and other activities is not solely about budgets and provision of officer time, although these are clearly extremely important elements. Effective support is also about the ways in which the wider authority engages with those who carry out the scrutiny function (both members and officers).

When deciding on the level of resource to allocate to the scrutiny function, the factors an authority should consider include:

- Scrutiny's legal powers and responsibilities;
- The particular role and remit scrutiny will play in the authority;
- The training requirements of scrutiny members and support officers, particularly the support needed to ask effective questions of the executive and other key partners, and make effective recommendations;
- The need for ad hoc external support where expertise does not exist in the council;
- Effectively-resourced scrutiny has been shown to add value to the work of authorities, improving their ability to meet the needs of local people; and
- Effectively-resourced scrutiny can help policy formulation and so minimise the need for call-in of executive decisions.

Statutory scrutiny officers

18. Combined authorities, upper and single tier authorities are required to designate a statutory scrutiny officer,[3] someone whose role is to:
    - promote the role of the authority's scrutiny committee;
    - provide support to the scrutiny committee and its members; and
    - provide support and guidance to members and officers relating to the functions of the scrutiny committee.

[3] Section 9FB of the Local Government Act 2000; article 9 of the Combined Authorities (Overview and Scrutiny Committees, Access to Information and Audit Committees) Order 2017

19. Authorities not required by law to appoint such an officer should consider whether doing so would be appropriate for their specific local needs.

Officer resource models

20. Authorities are free to decide for themselves which wider officer support model best suits their individual circumstances, though generally they adopt one or a mix of the following:
    - Committee – officers are drawn from specific policy or service areas;
    - Integrated – officers are drawn from the corporate centre and also service the executive; and
    - Specialist – officers are dedicated to scrutiny.

21. Each model has its merits – the committee model provides service-specific expertise; the integrated model facilitates closer and earlier scrutiny involvement in policy formation and alignment of corporate work programmes; and the specialist model is structurally independent from those areas it scrutinises.

22. Authorities should ensure that, whatever model they employ, officers tasked with providing scrutiny support are able to provide impartial advice. This might require consideration of the need to build safeguards into the way that support is provided. The nature of these safeguards will differ according to the specific role scrutiny plays in the organisation.

4. Selecting Committee Members

23. Selecting the right members to serve on scrutiny committees is essential if those committees are to function effectively. Where a committee is made up of members who have the necessary skills and commitment, it is far more likely to be taken seriously by the wider authority.

24. While there are proportionality requirements that must be met,[4] the selection of the chair and other committee members is for each authority to decide for itself. Guidance for combined authorities on this issue has been produced by the Centre for Public Scrutiny[5].

> Members invariably have different skill-sets. What an authority must consider when forming a committee is that, as a group, it possesses the requisite expertise, commitment and ability to act impartially to fulfil its functions.

25. Authorities are reminded that members of the executive cannot be members of a scrutiny committee.[6] Authorities should take care to ensure that, as a minimum, members holding less formal executive positions, e.g. as Cabinet assistants, do not sit on scrutinising committees looking at portfolios to which those roles relate. Authorities should articulate in their constitutions how conflicts of interest, including familial links (see also paragraph 31), between executive and scrutiny responsibilities should be managed, including where members stand down from the executive and move to a scrutiny role, and vice-versa.

26. Members or substitute members of a combined authority must not be members of its overview and scrutiny committee.[7] This includes the Mayor in Mayoral Combined Authorities. It is advised that Deputy Mayors for Policing and Crime are also not members of the combined authority's overview and scrutiny committee.

<u>Selecting individual committee members</u>

27. When selecting individual members to serve on scrutiny committees, an authority should consider a member's experience, expertise, interests, ability to act impartially, ability to work as part of a group, and capacity to serve.

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[4] See, for example, regulation 11 of the Local Authorities (Committee System) (England) Regulations 2012 (S.I. 2012/1020) and article 4 of the Combined Authorities (Overview and Scrutiny Committees, Access to Information and Audit Committees) Order 2017 (S.I. 2017/68).

[5] See pages 15-18 of 'Overview and scrutiny in combined authorities: a plain English guide': https://www.cfps.org.uk/wp-content/uploads/Overview-and-scrutiny-in-combined-authorities-a-plain-english-guide.pdf

[6] Section 9FA(3) of the Local Government Act 2000.

[7] 2(3) of Schedule 5A to the Local Democracy, Economic Development and Construction Act 2009

28. Authorities should not take into account a member's perceived level of support for or opposition to a particular political party (notwithstanding the wider legal requirement for proportionality referred to in paragraph 24).

Selecting a chair

29. The Chair plays a leadership role on a scrutiny committee as they are largely responsible for establishing its profile, influence and ways of working.

30. The attributes authorities should and should not take into account when selecting individual committee members (see paragraphs 27 and 28) also apply to the selection of the Chair, but the Chair should also possess the ability to lead and build a sense of teamwork and consensus among committee members.

> Chairs should pay special attention to the need to guard the committee's independence. Importantly, however, they should take care to avoid the committee being, and being viewed as, a de facto opposition to the executive.

31. Given their pre-eminent role on the scrutiny committee, it is strongly recommended that the Chair not preside over scrutiny of their relatives[8]. Combined authorities should note the legal requirements that apply to them where the Chair is an independent person[9].

32. The method for selecting a Chair is for each authority to decide for itself, however every authority should consider taking a vote by secret ballot. Combined Authorities should be aware of the legal requirements regarding the party affiliation of their scrutiny committee Chair[10].

Training for committee members

33. Authorities should ensure committee members are offered induction when they take up their role and ongoing training so they can carry out their responsibilities effectively. Authorities should pay attention to the need to ensure committee members are aware of their legal powers, and how to prepare for and ask relevant questions at scrutiny sessions.

34. When deciding on training requirements for committee members, authorities should consider taking advantage of opportunities offered by external providers in the sector.

Co-option and technical advice

35. While members and their support officers will often have significant local insight and an understanding of local people and their needs, the provision of outside expertise can be invaluable.

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[8] A definition of 'relative' can be found at section 28(10) of the Localism Act 2011.
[9] See article 5(2) of the Combined Authorities (Overview and Scrutiny Committees, Access to Information and Audit Committees) Order 2017 (S.I. 2017/68).
[10] Article 5(6) of the Combined Authorities (Overview and Scrutiny Committees, Access to Information and Audit Committees) Order 2017.

36. There are two principal ways to procure this:
    - Co-option – formal co-option is provided for in legislation[11]. Authorities must establish a co-option scheme to determine how individuals will be co-opted onto committees; and
    - Technical advisers – depending on the subject matter, independent local experts might exist who can provide advice and assistance in evaluating evidence (see annex 2).

[11] Section 9FA(4) Local Government Act 2000

5. Power to Access Information

37. A scrutiny committee needs access to relevant information the authority holds, and to receive it in good time, if it is to do its job effectively.

38. This need is recognised in law, with members of scrutiny committees enjoying powers to access information[12]. In particular, regulations give enhanced powers to a scrutiny member to access exempt or confidential information. This is in addition to existing rights for councillors to have access to information to perform their duties, including common law rights to request information and rights to request information under the Freedom of Information Act 2000 and the Environmental Information Regulations 2004.

39. When considering what information scrutiny needs in order to carry out its work, scrutiny members and the executive should consider scrutiny's role and the legal rights that committees and their individual members have, as well as their need to receive timely and accurate information to carry out their duties effectively.

40. Scrutiny members should have access to a regularly available source of key information about the management of the authority – particularly on performance, management and risk. Where this information exists, and scrutiny members are given support to understand it, the potential for what officers might consider unfocused and unproductive requests is reduced as members will be able to frame their requests from a more informed position.

41. Officers should speak to scrutiny members to ensure they understand the reasons why information is needed, thereby making the authority better able to provide information that is relevant and timely, as well as ensuring that the authority complies with legal requirements.

> While each request for information should be judged on its individual merits, authorities should adopt a default position of sharing the information they hold, on request, with scrutiny committee members.

42. The law recognises that there might be instances where it is legitimate for an authority to withhold information and places a requirement on the executive to provide the scrutiny committee with a written statement setting out its reasons for that decision[13]. However, members of the executive and senior officers should take particular care to avoid refusing requests, or limiting the information they provide, for reasons of party political or reputational expediency.

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[12] Regulation 17 - Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012; article 10 Combined Authorities (Overview and Scrutiny Committees, Access to Information and Audit Committees) Order 2017.
[13] Regulation 17(4) – Local Government (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012; article 10(4) Combined Authorities (Overview and Scrutiny Committees, Access to Information and Audit Committees) Order 2017.

Before an authority takes a decision not to share information it holds, it should give serious consideration to whether that information could be shared in closed session.

43. Regulations already stipulate a timeframe for executives to comply with requests from a scrutiny member[14]. When agreeing to such requests, authorities should:
    - consider whether seeking clarification from the information requester could help better target the request; and
    - Ensure the information is supplied in a format appropriate to the recipient's needs.

44. Committees should be aware of their legal power to require members of the executive and officers to attend before them to answer questions[15]. It is the duty of members and officers to comply with such requests.[16]

Seeking information from external organisations

45. Scrutiny members should also consider the need to supplement any authority-held information they receive with information and intelligence that might be available from other sources, and should note in particular their statutory powers to access information from certain external organisations.

46. When asking an external organisation to provide documentation or appear before it, and where that organisation is not legally obliged to do either (see annex 3), scrutiny committees should consider the following:

    a) **The need to explain the purpose of scrutiny** – the organisation being approached might have little or no awareness of the committee's work, or of an authority's scrutiny function more generally, and so might be reluctant to comply with any request;

    b) **The benefits of an informal approach** – individuals from external organisations can have fixed perceptions of what an evidence session entails and may be unwilling to subject themselves to detailed public scrutiny if they believe it could reflect badly on them or their employer. Making an informal approach can help reassure an organisation of the aims of the committee, the type of information being sought and the manner in which the evidence session would be conducted;

[14] Regulation 17(2) – Local Government (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012; article 10(2) Combined Authorities (Overview and Scrutiny Committees, Access to Information and Audit Committees) Order 2017.
[15] Section 9FA(8) of the Local Government Act 2000; paragraph 2(6) of Schedule 5A to the Local Democracy, Economic Development and Construction Act 2009.
[16] Section 9FA(9) of the Local Government Act 2000; paragraph 2(7) of Schedule 5A to the Local Democracy, Economic Development and Construction Act 2009.

c) **How to encourage compliance with the request** – scrutiny committees will want to frame their approach on a case by case basis. For contentious issues, committees might want to emphasise the opportunity their request gives the organisation to 'set the record straight' in a public setting; and

d) **Who to approach** – a committee might instinctively want to ask the Chief Executive or Managing Director of an organisation to appear at an evidence session, however it could be more beneficial to engage front-line staff when seeking operational-level detail rather than senior executives who might only be able to talk in more general terms. When making a request to a specific individual, the committee should consider the type of information it is seeking, the nature of the organisation in question and the authority's pre-existing relationship with it.

Following 'the Council Pound'

Scrutiny committees will often have a keen interest in 'following the council pound', i.e. scrutinising organisations that receive public funding to deliver goods and services.

Authorities should recognise the legitimacy of this interest and, where relevant, consider the need to provide assistance to scrutiny members and their support staff to obtain information from organisations the council has contracted to deliver services. In particular, when agreeing contracts with these bodies, authorities should consider whether it would be appropriate to include a *requirement* for them to supply information to or appear before scrutiny committees.

6. Planning Work

47. Effective scrutiny should have a defined impact on the ground, with the committee making recommendations that will make a tangible difference to the work of the authority. To have this kind of impact, scrutiny committees need to plan their work programme, i.e. draw up a long-term agenda and consider making it flexible enough to accommodate any urgent, short-term issues that might arise during the year.

48. Authorities with multiple scrutiny committees sometimes have a separate work programme for each committee. Where this happens, consideration should be given to how to co-ordinate the various committees' work to make best use of the total resources available.

Being clear about scrutiny's role

49. Scrutiny works best when it has a clear role and function. This provides focus and direction. While scrutiny has the power to look at anything which affects 'the area, or the area's inhabitants', authorities will often find it difficult to support a scrutiny function that carries out generalised oversight across the wide range of issues experienced by local people, particularly in the context of partnership working. Prioritisation is necessary, which means that there might be things that, despite being important, scrutiny will not be able to look at.

50. Different overall roles could include having a focus on risk, the authority's finances, or on the way the authority works with its partners.

51. Applying this focus does not mean that certain subjects are 'off limits'. It is more about looking at topics and deciding whether their relative importance justifies the positive impact scrutiny's further involvement could bring.

52. When thinking about scrutiny's focus, members should be supported by key senior officers. The statutory scrutiny officer, if an authority has one, will need to take a leading role in supporting members to clarify the role and function of scrutiny, and championing that role once agreed.

Who to speak to

53. Evidence will need to be gathered to inform the work programming process. This will ensure that it looks at the right topics, in the right way and at the right time. Gathering evidence requires conversations with:
    - *The public* – it is likely that formal 'consultation' with the public on the scrutiny work programme will be ineffective. Asking individual scrutiny members to have conversations with individuals and groups in their own local areas can work better. Insights gained from the public through individual pieces of scrutiny work can be fed back into the work programming process. Listening to and participating in conversations in places where local people come together, including in online forums, can help authorities engage people on their own terms and yield more positive results.

Authorities should consider how their communications officers can help scrutiny engage with the public, and how wider internal expertise and local knowledge from both members and officers might make a contribution.

- *The authority's partners* – relationships with other partners should not be limited to evidence-gathering to support individual reviews or agenda items. A range of partners are likely to have insights that will prove useful:
    - Public sector partners (like the NHS and community safety partners, over which scrutiny has specific legal powers);
    - Voluntary sector partners;
    - Contractors and commissioning partners (including partners in joint ventures and authority-owned companies);
    - In parished areas, town, community and parish councils;
    - Neighbouring principal councils (both in two-tier and unitary areas);
    - Cross-authority bodies and organisations, such as Local Enterprise Partnerships[17]; and
    - Others with a stake and interest in the local area – large local employers, for example.

- *The executive* – a principal partner in discussions on the work programme should be the executive (and senior officers). The executive should not direct scrutiny's work (see chapter 2), but conversations will help scrutiny members better understand how their work can be designed to align with the best opportunities to influence the authority's wider work.

Information sources

54. Scrutiny will need access to relevant information to inform its work programme. The type of information will depend on the specific role and function scrutiny plays within the authority, but might include:
    - Performance information from across the authority and its partners;
    - Finance and risk information from across the authority and its partners;
    - Corporate complaints information, and aggregated information from political groups about the subject matter of members' surgeries;
    - Business cases and options appraisals (and other planning information) for forthcoming major decisions. This information will be of particular use for pre-decision scrutiny; and
    - Reports and recommendations issued by relevant ombudsmen, especially the Local Government and Social Care Ombudsman.

[17] Authorities should ensure they have appropriate arrangements in place to ensure the effective democratic scrutiny of Local Enterprise Partnerships' investment decisions.

As committees can meet in closed session, commercial confidentiality should not preclude the sharing of information. Authorities should note, however, that the default for meetings should be that they are held in public (see 2014 guidance on '*Open and accountable local government*': https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/343182/140812_Openness_Guide.pdf).

55. Scrutiny members should consider keeping this information under regular review. It is likely to be easier to do this outside committee, rather than bringing such information to committee 'to note', or to provide an update, as a matter of course.

Shortlisting topics

Approaches to shortlisting topics should reflect scrutiny's overall role in the authority. This will require the development of bespoke, local solutions, however when considering whether an item should be included in the work programme, the kind of questions a scrutiny committee should consider might include:

- Do we understand the benefits scrutiny would bring to this issue?
- How could we best carry out work on this subject?
- What would be the best outcome of this work?
- How would this work engage with the activity of the executive and other decision-makers, including partners?

56. Some authorities use scoring systems to evaluate and rank work programme proposals. If these are used to provoke discussion and debate, based on evidence, about what priorities should be, they can be a useful tool. Others take a looser approach. Whichever method is adopted, a committee should be able to justify how and why a decision has been taken to include certain issues and not others.

57. Scrutiny members should accept that shortlisting can be difficult; scrutiny committees have finite resources and deciding how these are best allocated is tough. They should understand that, if work programming is robust and effective, there might well be issues that they want to look at that nonetheless are not selected.

Carrying out work

58. Selected topics can be scrutinised in several ways, including:

a) **As a single item on a committee agenda** – this often presents a limited opportunity for effective scrutiny, but may be appropriate for some issues or where the committee wants to maintain a formal watching brief over a given issue;

b) **At a single meeting** – which could be a committee meeting or something less formal. This can provide an opportunity to have a single public meeting about a

given subject, or to have a meeting at which evidence is taken from a number of witnesses;

c) **At a task and finish review of two or three meetings** – short, sharp scrutiny reviews are likely to be most effective even for complex topics. Properly focused, they ensure members can swiftly reach conclusions and make recommendations, perhaps over the course of a couple of months or less;

d) **Via a longer-term task and finish review** – the 'traditional' task and finish model – with perhaps six or seven meetings spread over a number of months – is still appropriate when scrutiny needs to dig into a complex topic in significant detail. However, the resource implications of such work, and its length, can make it unattractive for all but the most complex matters; and

e) **By establishing a 'standing panel'** – this falls short of establishing a whole new committee but may reflect a necessity to keep a watching brief over a critical local issue, especially where members feel they need to convene regularly to carry out that oversight. Again, the resource implications of this approach means that it will be rarely used.

7. Evidence Sessions

59. Evidence sessions are a key way in which scrutiny committees inform their work. They might happen at formal committee, in less formal 'task and finish' groups or at standalone sessions.

> Good preparation is a vital part of conducting effective evidence sessions. Members should have a clear idea of what the committee hopes to get out of each session and appreciate that success will depend on their ability to work together on the day.

How to plan

60. Effective planning does not necessarily involve a large number of pre-meetings, the development of complex scopes or the drafting of questioning plans. It is more often about setting overall objectives and then considering what type of questions (and the way in which they are asked) can best elicit the information the committee is seeking. This applies as much to individual agenda items as it does for longer evidence sessions – there should always be consideration in advance of what scrutiny is trying to get out of a particular evidence session.

> Chairs play a vital role in leading discussions on objective-setting and ensuring all members are aware of the specific role each will play during the evidence session.

61. As far as possible there should be consensus among scrutiny members about the objective of an evidence session before it starts. It is important to recognise that members have different perspectives on certain issues, and so might not share the objectives for a session that are ultimately adopted. Where this happens, the Chair will need to be aware of this divergence of views and bear it in mind when planning the evidence session.

62. Effective planning should mean that at the end of a session it is relatively straightforward for the chair to draw together themes and highlight the key findings. It is unlikely that the committee will be able to develop and agree recommendations immediately, but, unless the session is part of a wider inquiry, enough evidence should have been gathered to allow the chair to set a clear direction.

63. After an evidence session, the committee might wish to hold a short 'wash-up' meeting to review whether their objectives were met and lessons could be learned for future sessions.

Developing recommendations

64. The development and agreement of recommendations is often an iterative process. It will usually be appropriate for this to be done only by members, assisted by co-optees where relevant. When deciding on recommendations, however, members should have due regard to advice received from officers, particularly the Monitoring Officer.

65. The drafting of reports is usually, but not always, carried out by officers, directed by members.

66. Authorities draft reports and recommendations in a number of ways, but there are normally three stages:

    i. the development of a 'heads of report' – a document setting out general findings that members can then discuss as they consider the overall structure and focus of the report and its recommendations;

    ii. the development of those findings, which will set out some areas on which recommendations might be made; and

    iii. the drafting of the full report.

67. Recommendations should be evidence-based and SMART, i.e. specific, measurable, achievable, relevant and timed. Where appropriate, committees may wish to consider sharing them in draft with interested parties.

68. Committees should bear in mind that often six to eight recommendations are sufficient to enable the authority to focus its response, although there may be specific circumstances in which more might be appropriate.

Sharing draft recommendations with executive members should not provide an opportunity for them to revise or block recommendations before they are made. It should, however, provide an opportunity for errors to be identified and corrected, and for a more general sense-check.

Annex 1: Illustrative Scenario – Creating an Executive-Scrutiny Protocol

An executive-scrutiny protocol can deal with the practical expectations of scrutiny committee members and the executive, as well as the cultural dynamics.

Workshops with scrutiny members, senior officers and Cabinet can be helpful to inform the drafting of a protocol. An external facilitator can help bring an independent perspective.

Councils should consider how to adopt a protocol, e.g. formal agreement at scrutiny committee and Cabinet, then formal integration into the Council's constitution at the next Annual General Meeting.

The protocol, as agreed, may contain sections on:

- The way scrutiny will go about developing its work programme (including the ways in which senior officers and Cabinet members will be kept informed);
- The way in which senior officers and Cabinet will keep scrutiny informed of the outlines of major decisions as they are developed, to allow for discussion of scrutiny's potential involvement in policy development. This involves the building in of safeguards to mitigate risks around the sharing of sensitive information with scrutiny members;
- A strengthening and expansion of existing parts of the code of conduct that relate to behaviour in formal meetings, and in informal meetings;
- Specification of the nature and form of responses that scrutiny can expect when it makes recommendations to the executive, when it makes requests to the executive for information, and when it makes requests that Cabinet members or senior officers attend meetings; and
- Confirmation of the role of the statutory scrutiny officer, and Monitoring Officer, in overseeing compliance with the protocol, and ensuring that it is used to support the wider aim of supporting and promoting a culture of scrutiny, with matters relating to the protocol's success being reported to full Council through the scrutiny Annual Report.

Annex 2: Illustrative Scenario – Engaging Independent Technical Advisers

This example demonstrates how one Council's executive and scrutiny committee worked together to scope a role and then appoint an independent adviser on transforming social care commissioning. Their considerations and process may be helpful and applicable in other similar scenarios.

Major care contracts were coming to an end and the Council took the opportunity to review whether to continue with its existing strategic commissioning framework, or take a different approach – potentially insourcing certain elements.

The relevant Director was concerned about the Council's reliance on a very small number of large providers. The Director therefore approached the Scrutiny and Governance Manager to talk through the potential role scrutiny could play as the Council considered these changes.

The Scrutiny Chair wanted to look at this issue in some depth, but recognised its complexity could make it difficult for her committee to engage – she was concerned it would not be able to do the issue justice. The Director offered support from his own officer team, but the Chair considered this approach to be beset by risks around the independence of the process.

She talked to the Director about securing independent advice. He was worried that an independent adviser could come with preconceived ideas and would not understand the Council's context and objectives. The Scrutiny Chair was concerned that independent advice could end up leading to scrutiny members being passive, relying on an adviser to do their thinking for them. They agreed that some form of independent assistance would be valuable, but that how it was provided and managed should be carefully thought out.

With the assistance of the Governance and Scrutiny Manager, the Scrutiny Chair approached local universities and Further Education institutions to identify an appropriate individual. The approach was clear – it set out the precise role expected of the adviser, and explained the scrutiny process itself. Because members wanted to focus on the risks of market failure, and felt more confident on substantive social care matters, the approach was directed at those with a specialism in economics and business administration. The Council's search was proactive – the assistance of the service department was drawn on to make direct approaches to particular individuals who could carry out this role.

It was agreed to make a small budget available to act as a 'per diem' to support an adviser; academics were approached in the first instance as the Council felt able to make a case that an educational institution would provide this support for free as part of its commitment to Corporate Social Responsibility.

Three individuals were identified from the Council's proactive search. The Chair and Vice-Chair of the committee had an informal discussion with each – not so much to establish their skills and expertise (which had already been assessed) but to give a sense about

their ‘fit’ with scrutiny’s objectives and their political nous in understanding the environment in which they would operate, and to satisfy themselves that they will apply themselves even-handedly to the task. The Director sat in on this process but played no part in who was ultimately selected.

The independent advice provided by the selected individual gave the Scrutiny Committee a more comprehensive understanding of the issue and meant it was able to offer informed advice on the merits of putting in place a new strategic commissioning framework.

Annex 3: Illustrative Scenario – Approaching an External Organisation to Appear before a Committee

This example shows how one council ensured a productive scrutiny meeting, involving a private company and the public. Lessons may be drawn and apply to other similar scenarios.

Concerns had been expressed by user groups, and the public at large, about the reliability of the local bus service. The Scrutiny Chair wanted to question the bus company in a public evidence session but knew that she had no power to compel it to attend. Previous attempts to engage it had been unsuccessful; the company was not hostile, but said it had its own ways of engaging the public.

The Monitoring Officer approached the company's regional PR manager, but he expressed concern that the session would end in a 'bunfight'. He also explained the company had put their improvement plan in the public domain, and felt a big council meeting would exacerbate tensions.

Other councillors had strong views about the company – one thought the committee should tell the company it would be empty-chaired if it refused to attend. The Scrutiny Chair was sympathetic to this, but thought such an approach would not lead to any improvements.

The Scrutiny Chair was keen to make progress, but it was difficult to find the right person to speak to at the company, so she asked council officers and local transport advocacy groups for advice. Speaking to those people also gave her a better sense of what scrutiny's role might be.

When she finally spoke to the company's network manager, she explained the situation and suggested they work together to consider how the meeting could be productive for the Council, the company and local people. In particular, this provided her with an opportunity to explain scrutiny and its role. The network manager remained sceptical but was reassured that they could work together to ensure that the meeting would not be an 'ambush'. He agreed in principle to attend and also provide information to support the Committee's work beforehand.

Discussions continued in the four weeks leading up to the Committee meeting. The Scrutiny Chair was conscious that while she had to work with the company to ensure that the meeting was constructive – and secure their attendance – it could not be a whitewash, and other members and the public would demand a hard edge to the discussions.

The scrutiny committee agreed that the meeting would provide a space for the company to provide context to the problems local people are experiencing, but that this would be preceded by a space on the agenda for the Chair, Vice-chair, and representatives from two local transport advocacy groups to set out their concerns. The company were sent in

advance a summary of the general areas on which members were likely to ask questions, to ensure that those questions could be addressed at the meeting.

Finally, provision was made for public questions and debate. Those attending the meeting were invited to discuss with each other the principal issues they wanted the meeting to cover. A short, facilitated discussion in the room led by the Chair highlighted the key issues, and the Chair then put those points to the company representatives.

At the end of the meeting, the public asked questions of the bus company representative in a 20-minute plenary item.

The meeting was fractious, but the planning carried out to prepare for this – by channelling issues through discussion and using the Chair to mediate the questioning – made things easier. Some attendees were initially frustrated by this structure, but the company representative was more open and less defensive than might otherwise have been the case.

The meeting also motivated the company to revise its communications plan to become more responsive to this kind of challenge, part of which involved a commitment to feed back to the scrutiny committee on the recommendations it made on the night.

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