

# **Yorkshire and Humber Integrated Regional Strategy**

**Project Plan – October 2009**

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## **SECTION 1: THE YORKSHIRE AND HUMBER APPROACH**

### ***The co-ownership of the development and delivery of an Integrated Regional Strategy for Yorkshire and Humber***

#### **Introduction**

1.1 This Project Plan sets out a joint approach between Local Government and Yorkshire Forward to the development of a single, Integrated Regional Strategy (IRS) for the Yorkshire and Humber region. The IRS for Yorkshire and Humber will be a new type of strategy and it will be developed in a very different way from work on previous regional strategies. The project plan sets out a timetable for the preparation of the IRS, the approach that will be taken to its development, and describes the structures and methods through which its content will be managed and partners will be involved.

1.2 For many years we have had a range of different strategies, prepared by different agencies at regional level to address specific issues – in particular we have had separate regional economic planning<sup>1</sup> and regional spatial planning<sup>2</sup> arrangements. This has made it more difficult to take ‘joined up’ action to tackle the key economic, housing, transport and other challenges that Yorkshire and Humber faces.

1.3 New legislation<sup>3</sup> has now streamlined the process of strategy-making by providing for a new single Regional Strategy that will enable us to join up work on housing, planning, transport, climate change and economic priorities and a range of related issues to give us a better opportunity to address the complex challenges that face us. Although the legislation may not be fully enacted until April 2010, partners in Yorkshire and Humber, led by the Joint Regional Board, have already started work to develop this new type of Strategy and this project plan describes how this work will be taken forward.

#### **Purpose of a Regional Strategy**

1.4 The IRS is intended to provide the region with a framework of how and where sustainable economic growth will be delivered. In summary the Strategy will:

- focus on the **long term**, setting out a clear vision for all parts of the region over a 15-20 year time frame;
- set a strategic framework to promote **sustainable economic growth**, contribute to **sustainable development** and tackle **climate change**;
- guide the activities, plans and **investment decisions of public sector** agencies, local authorities and other regional partners;
- **prioritise** development and investment in places and sectors;
- include **regionally specific policies** that do not just repeat national policy, and which cover the needs of urban, rural and coastal areas;

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<sup>1</sup> Previously carried out through the Yorkshire Forward-led Regional Economic Strategy (RES)

<sup>2</sup> Previously carried out through the former Yorkshire & Humber Assembly-led Regional Spatial Strategy (RSS)

<sup>3</sup> The Local Democracy, Economic Development and Construction Act

- be founded on a robust and credible **evidence** base; and
- be annually monitored and accompanied by a separate **Implementation Plan**.

1.5 These are very general principles but perhaps the most important issue for us is to develop a Strategy that meets the very specific needs of the region and reflects the distinctive arrangements that have been developed for collaborative working across local authority boundaries in Yorkshire and Humber. In particular there is now a clear focus on Sub Regional working.

1.6 The new legislation already enhances the statutory role of sub-regions and upper tier local authorities in economic development and new patterns of collaboration between local authorities are already emerging at 'Functional Sub Regional' (FSR) level, reflecting the Functional economic areas that are a reality of 21<sup>st</sup> Century life. These Functional economic areas include the three City Regions of Leeds, Sheffield and Hull and Humber Ports, together with York and North Yorkshire.

1.7 In the Leeds City Region this work has moved a stage further as a result of it being given 'pilot' status by Government to explore opportunities for greater devolution of power and decision-making to the sub-region.

1.8 This project plan will show how work on the new Integrated Regional Strategy will be given a distinctive Yorkshire and Humber approach that takes account of these new and emerging Sub Regional arrangements, based on the principles of joint working.

## **Building from the Local Upwards**

1.9 Building a sustainable and prosperous future for all the people of Yorkshire and Humber will depend on building and shaping high quality places and local communities (urban and rural, large and small) in which there is economic success, sustainable development, social justice, good health, education and opportunity. This is about creating places in which people want to live, invest and build their futures – and that should be the focus of all our strategies and plans.

1.10 Local authorities, democratically accountable to local communities, are central to the work of 'place shaping' and the primary focus of strategy-making and action does need to be locally-based. However, not all the challenges that have to be addressed to achieve the vision of building sustainable and prosperous communities can be solved locally. Different problems and issues need to be tackled at different spatial levels and some issues (such as responding to climate change, tackling major imbalances in economic prosperity, dealing with the growing gridlock on the region's roads, making sure we have the energy, minerals and other resources we need and managing waste) may need to be addressed – at least in part – at a much wider level than a single local authority. In addition, many organisations with the powers and budgets to make decisions about investment priorities and to effect real change to communities operate at a scale larger than a single local authority. This is where having a Regional Strategy can play a key role.

1.11 A critical feature in developing a successful new IRS for Yorkshire and Humber will however, be to build a shared strategy and vision that is produced by (and has support and commitment from) a wide range of partners at different levels – local, Sub Regional, regional and national. At the core of our approach is the principle of subsidiarity - that things should be built up from the local level and that there is an onus on 'doing things at the right level' to achieve the objective of

sustainable economic growth. Therefore, the presumption must be to start from the Local. As set out above 'Local' is closest to people and communities, it is where many issues bite 'on the ground', and it is the area at which direct democratic accountability operates.

## **Functional Sub Regions**

1.12 Clearly issues will need to be addressed at the level most appropriate to do so, starting from the local level, and there will be a mixture of priorities that are local, sub regional and regional. National government has also indicated that it will outline its priorities for regions. For many issues that the IRS will address, it makes sense that local authorities come together to work with Yorkshire Forward and other partners at the level of the Functional economy.

1.13 It is perhaps '**Functional Sub Regions**' that are the most distinctive feature of Yorkshire and Humber. There are four such areas - each comprising a number of local authorities and which are based on the reality of how the economy operates – determined through factors including business structure, supply chains and commuting patterns (see Map 1). The four Functional sub-regions are:

- Hull and Humber Ports City Region
- Leeds City Region
- Sheffield City Region
- York and North Yorkshire sub-region

1.14 These Functional sub-regions represent areas across which there is a high degree of interdependence in terms of labour and business markets, travel to work areas, housing markets and transport movements. Increasingly these sub-regions are areas within which local authorities work collaboratively and engage with key partners such as Yorkshire Forward and the Homes and Communities Agency (HCA) to develop shared visions and strategies to tackle common problems. Again, adopting the principle of building from the local upwards, the presumption should be that the regional element of the IRS does not need to repeat or address issues where action can be better taken Sub Regionally.

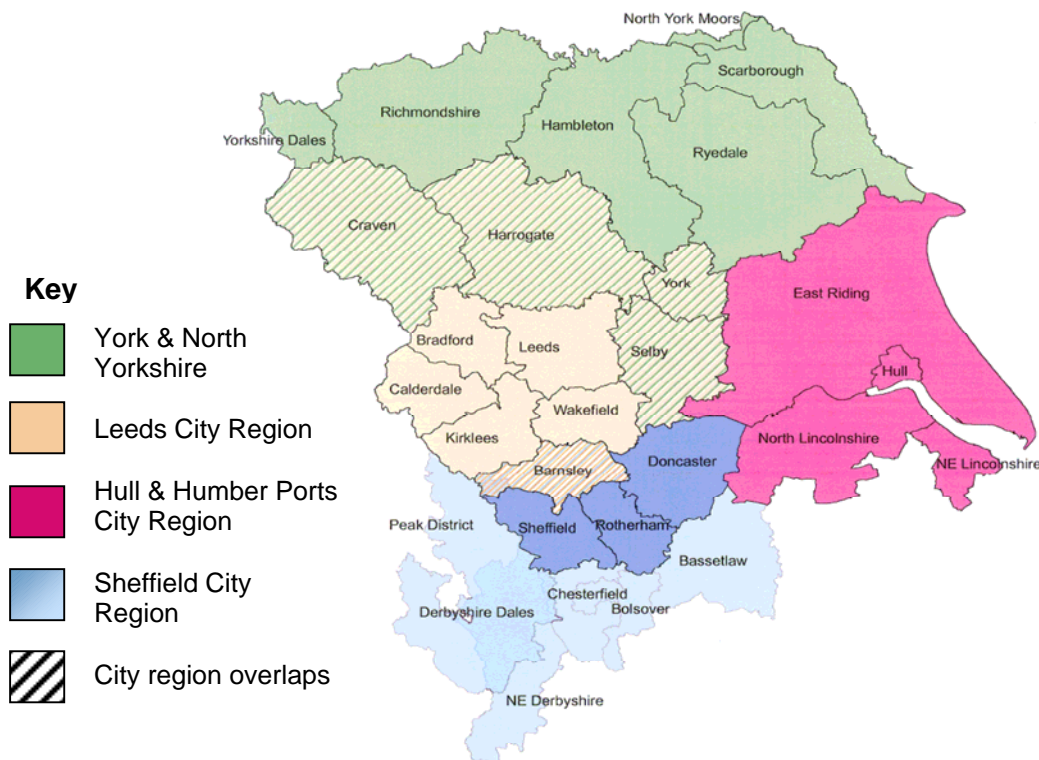
1.15 Strong and effective input from the Functional Sub Regions is a core component of the IRS. Under the new arrangements, each Functional sub regional level:

- Will undertake (or would determine how to present) the appropriate level of economic analysis to inform IRS development, building on individual local authority's local economic priorities;
- Building on the economic analysis, determine the priorities for investment at the Functional sub region level; and
- Input into spatial planning proposals for the IRS.

1.16 Yorkshire Forward and LGYH will work with FSRs to ensure capacity is focused on this vital element in developing the IRS.

1.17 In recognition of the fact that the economic geographies of City Regions have an influence which crosses regional boundaries there is a commitment to work with neighbouring regions to ensure that strategy development and delivery is complimentary and coordinated.

## Map 1: Functional Sub Regions



## Regional Joint Working

1.18 Building on the principles of subsidiarity outlined above, the focus of the **regional joint-working** must be to complement and build on Sub Regional and local strategies and interventions by focussing on issues where regional strategy and action adds value. What does this mean for the prime focus of the IRS? Where can it add value? The following suggests where the IRS can do this:

- Where large-scale issues – driven by national and international factors, for example – might benefit from a regional approach or action.
- Where a shared regional vision, direction and priorities can widen scope for collaboration between different parts of the region and where joint action can produce better results. The region – Yorkshire and Humber - may be the appropriate spatial unit in which some issues need to be resolved.
- Where there are economies of scale from collaborating regionally, either through avoiding duplication of similar work locally or Sub Regionally or because it is more efficient to deliver activity at a larger geographic scale.
- Where there is clear added value in having a regional strategy to influence national decision-makers or agencies whose strategies and plans are developed from a national or regional perspective. A shared strategy and voice also enables the region to exert influence, for instance to impact on national policy and to compete with other regions globally.
- Where important issues cross Functional Sub Regional boundaries an integrated regional consideration of these will add value to work at other levels. This could

include issues such as national or inter-regional infrastructure (transport networks etc).

- Where region-wide debate and ‘resolution’ is needed where there are different or competing priorities or choices between different sub-regions. Collaborative development of the Regional Strategy may be the appropriate means of resolving such issues.

1.19 The IRS cannot be just a sum of its parts or a distillation of common issues – it needs to deal with things where there is regional choice and decision required.

1.20 Finally, **National** central Government policy has a significant influence. The IRS does not need to repeat national policy and guidance unless there are clear, specifically regional aspects to draw out.

## Integration

1.21 The region is purposefully using the term *Integrated* Regional Strategy to describe our Regional Strategy to reinforce the importance placed on developing an integrated approach. This implies integration of themes/topics, for example to reflect the relationship between housing, the labour market and the economy, and geographic integration which reflects that many issues cross local, Sub Regional and regional boundaries.

1.22 Although structures and Workstreams detailed within this Project Plan inevitably have a focus on a particular defined issue to enable the key partners to consider these, there is firm commitment to ensuring that the linkages across issues are also made. At times that will mean that certain issues are covered from more than one angle. For instance, the region has a Climate Change Partnership and a Workstream covering this issue, which will provide a base for driving it, mapping trajectories and required outcomes, etc. However, consideration of climate change will also be integral to work that is focused on areas such as transport, housing, economic or spatial priorities.

1.23 Integration would also be pursued through the Appraisal process. The intention is to carry out an Appraisal which is itself integrated, rather than a series of separate appraisal exercises, and to use this to drive integration across policy areas.

## Joint working through our governance structures

1.24 A strategic relationship between Local Government and Yorkshire Forward is at the heart of a new governance structure that has been established (see Diagram 1) through which we can develop the IRS. The regional structure is built around strong links to the Functional Sub-Regions (Leeds, Sheffield, Hull and Humber Ports City Regions and York and North Yorkshire) recognising the need to ensure that the IRS is spatially specific and builds from local and Sub Regional priorities. Each Functional Sub-Region has representation on all the Boards, plus communication lines that link these regional structures to Sub Regional and local governance structures.

1.25 The governance structures are directed by a Joint Regional Board, which brings eight Yorkshire Forward Board members together with eight Local Authority Leaders. It is this Joint Regional Board (JRB) that has overall responsibility for decision making on the development of the IRS, and associated activity, including giving the eventual regional approval to the Strategy.

1.26 The JRB is supported by four Thematic Boards, which bring together expertise in specific fields. These will be driving much of the work on developing the IRS, and related activity, through guiding the Workstreams associated with each Board.

1.27 In addition to the Thematic Boards, a further Board will champion Sustainable Development, especially environmental considerations, quality of life and social justice issues. The Board will proactively champion Sustainable Development, provide expert advice, and play constructive challenge role where appropriate. It will also play a key role in overseeing the IRS sustainability appraisal.

1.28 This structure is built on, and will benefit from, the strong partnerships that exist within the region between key partners. There is a particularly strong partnership between Local Authorities and Yorkshire Forward, which have a good understanding of each other's approach based on significant experience of working together to deliver public sector led change and development.

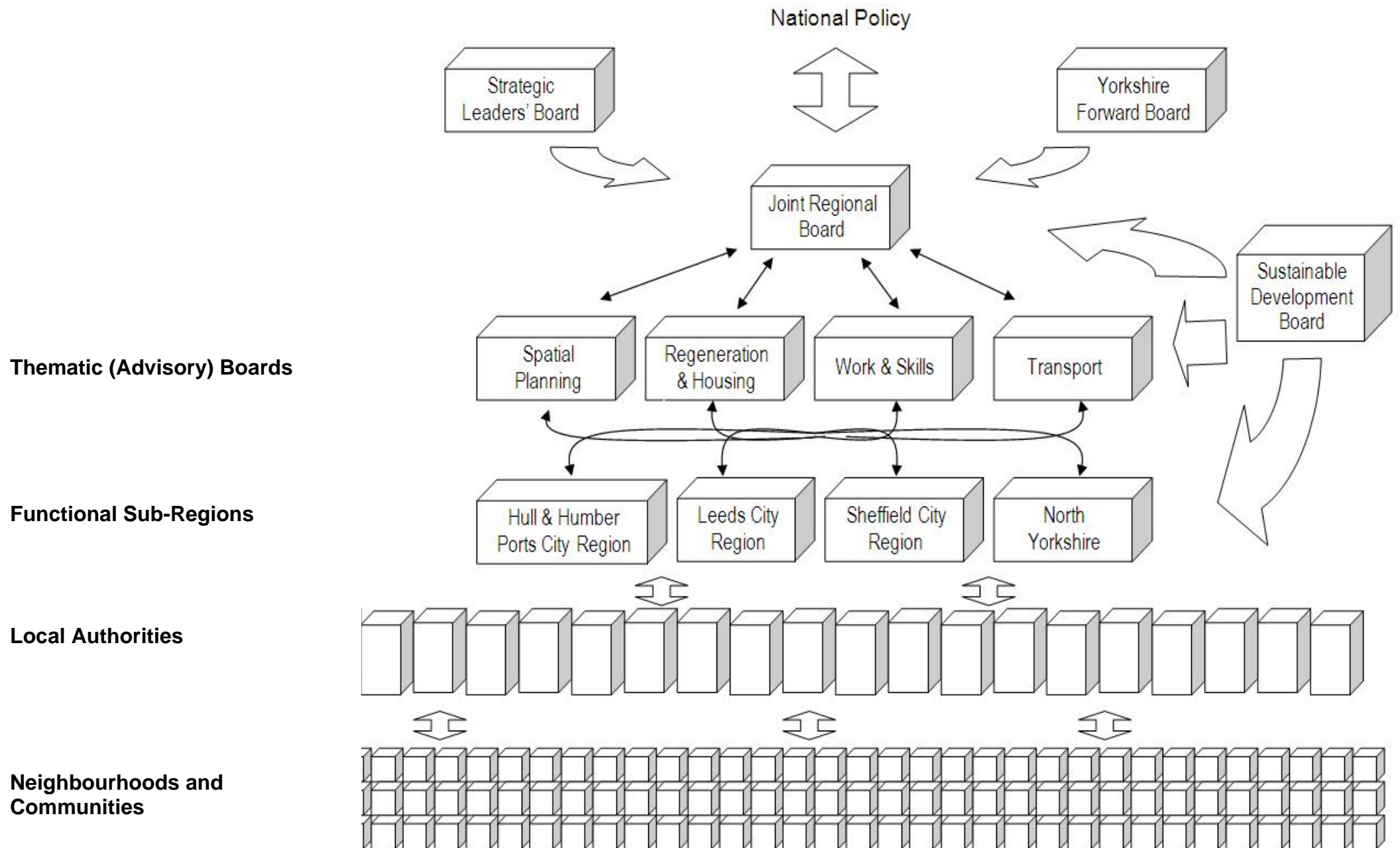
1.29 Engaging the expertise and understanding, plus the delivery capacity, of other organisations in the region, termed stakeholders and partners, will also be crucial to the effective development and delivery of the IRS. They have a key role to play in providing expert advice and evidence to inform IRS development, and need to be engaged from the outset to ensure that they are signed up to the approach and will be involved in implementation of the IRS. Stakeholders and partners have representation throughout the regional governance structures and will be engaged in the development of the IRS as well as being formally consulted on it.

## **Working together on the IRS**

1.30 In developing the IRS we need to be clear about how we will work, taking account of the context above. There are some clear principles that will be applied:

- The IRS will be the result of 'co-production' between Yorkshire Forward, LGYH and local authorities at the Functional Sub Regional level, with a clear input to strategy development building from the needs of real places, identified locally.
- The means of developing the Strategy will be collaborative – the Project Plan provides a 'commissioning framework' – showing how the IRS will be developed and how different partners will be engaged in the process.
- Evidence and strategy will emerge from multi-level commissioning of work, with different work and studies commissioned at different levels.
- The Regional bodies (Yorkshire Forward and LGYH) will provide assistance so that Functional sub-regions have additional capacity to play a shared role in developing the IRS.
- The Strategy is about stimulating a 'region-wide' discussion – not a regional level discussion on key strategic challenges. Functional Sub-Regions will have a clear role in analysis and formulating strategy.
- Ultimately we will need to be clear about what we want to see in the IRS and at what spatial level interventions are identified. The actual task of developing the IRS will be a learning experience – we will draw conclusions about what is best dealt with at which spatial level as we interrogate the evidence and are clear about the vision of what we want to achieve.
- The final regional strategy will be a about the 'completion of a picture', rather than being a 'top down' strategy imposing on others.
- The initial stages of work are about concentrating on developing the evidence-base and agreeing the broad outcomes we want to achieve.

**Diagram 1: Regional Governance Structures**



## **SECTION 2: TIMETABLE**

2.1 The timetable for IRS development sets out a process for refining our understanding of the evidence and the policy implications in a series of incremental steps. The Joint Regional Board (JRB) will be the principal decision making structure at regional level, and as such, many of the stages in the timetable are structured to inform key decisions that need to be taken by the JRB.

2.2 Within this timetable there may be opportunities to shorten the period beyond the formal consultation on the draft IRS (after May 2011) when the Strategy is awaiting or undergoing Examination in Public or being subject to government led changes and approval processes. The region would welcome a tightening of this time period to see the Strategy produced more speedily should legislation permit.

2.3 The stages in the timetable are as follows:

### **Stage 1: Project Planning & Key Lines of Enquiry, August – October 2009**

This initial stage involves the writing of a Project Plan which sets out the principles and process for the development of the IRS, including detailing the scope, project management approach, timetable and the approach to securing wider involvement in its development. It will be founded on the work to establish the region's governance structures, adopting the principle of joint working built around the FSRs, which will steer the IRS, as well as the foundational JRB discussions on the scope of the IRS and initial evidence pertinent to it.

An essential element of the Project Plan will be a series of questions, or Key Lines of Enquiry, which need to be answered during the development of the IRS. These Key Lines of Enquiry will guide the structure of subsequent submissions of evidence that will inform the eventual drafting of the IRS. Planning work for the Integrated Appraisal (see section 4) will also take place during this stage. Approval of the Project Plan is the trigger for invite of evidence as sought in stages 2 and 3.

### **Stage 2: Initial Evidence & Outcomes, November – December 2009**

This stage is focused on enabling the December meeting of the JRB to develop their views on the high level and value-added outcomes that the IRS will achieve. It will sharpen the vision of what the IRS will deliver at the same time as gathering and analysing evidence in response to the Key Lines of Enquiry at a high level. This will be done using readily available evidence. The process will lead to a better understanding of what is best delivered at the different levels of governance, gaps in the evidence, and also help achieve a move from asking questions of *what* needs to be done onto questions of *how* it can be done.

Initial assessment of the evidence, drawing in FSR and Board inputs (including the Thematic Boards, Climate Change Partnership and Sustainable Development Board where possible), under each of the Key Lines of Enquiry will be presented to the JRB, to ensure that we are making best use of the knowledge within the region. Other key evidence will be commissioned during this period (e.g. to fill identified gaps), some of which will have reported by December, and some of which will be incorporated during stage 3.

### **Stage 3: Further Evidence & Developing Policy Options, January – July 2010**

Building on the previous stage, this stage will seek to refine the responses to the Key Lines of Enquiry by completing the evidence collation and analysis process, and developing this into a series of draft Policy Options. These Policy Options are a crucial element of the IRS, as they will be used both for the subsequent stage of consultation and as the basis for undertaking an '**integrated IRS appraisal**'. The appraisal will combine all aspects of sustainability, including legally required elements around strategic environmental and habitats assessment, and wider

appraisal around health, equity and rural issues. All subsequent references to 'integrated appraisal' are based on this definition.

During this stage there will be opportunities for the submission and discussion of evidence through IRS 'evidence hearings' (in January/February 2010). It is also expected that an EiP Panel Chair will be appointed during this time to allow them to review the evidence base underpinning the emerging options well in advance of the EiP itself.

Significant pieces of work such as Yorkshire Futures' 'Progress in the Region' and the initial Local Economic and Spatial Planning Assessments (being pursued at the FSR level) will also be submitted during this stage. The task of building evidence will be largely focused on the period up to March 2010, with the focus thereafter moving towards its application and Policy Options. The draft Policy Options will be developed with the Thematic Boards, with continued input from FSRs and the Sustainable Development Board and Climate Change Partnership for submission and approval by the JRB.

#### **Stage 4: Consulting on Policy Options, August – October 2010**

This stage is the first consultation opportunity on the development of the IRS. It will allow all those with an interest to input into the policy development process before a strategy is drafted, and be carried out in line with government good practice guidelines.

#### **Stage 5: Production of a Draft IRS, November 2010 – March 2011**

Based on consultation responses and evidence, this stage will involve the drafting of the IRS, based on the preferred Policy Options identified in the consultation and by decision making structures. The Implementation Plan will be prepared concurrently with the IRS, building on consideration of the deliverability and practicalities of policy options which will be factored in throughout IRS development.

#### **Stage 6: Statutory Consultation on Draft IRS, March – June 2011**

This period of statutory consultation will allow widespread comment on the Draft IRS. The Integrated Appraisal and Implementation Plan will also be published at this time.

#### **Stage 7: Examination in Public, June - December 2011**

Following collation of consultation responses, the Examination in Public (EiP) will provide an opportunity to test the Draft IRS Strategy and examine controversial issues. It provides for public debate and independent scrutiny of selected matters before an Independent Panel.

Following the EiP, the Panel will issue a Report setting out their findings and any recommendations for changes to the draft Strategy.

#### **Stage 8: Regional Refinement & Finalisation of the IRS, January – October 2012**

This final stage will involve refinement and sign off of the IRS in accordance with the process prescribed by Government. In response to the Panel Report, proposed changes can be made before the refined Strategy is submitted to the Secretary of State for approval. Government Office, on behalf of the Secretary of State, will publish any proposed changes for statutory consultation. Following consideration of any responses, Government Office will then finalise the Strategy before approving it for publication by the Responsible Regional Authority.

**Table 1 - Summary of Timetable Stages**

<p><b>Stage 1: Project Planning &amp; Key Lines of Enquiry: August – October 2009</b></p>
<ul style="list-style-type: none"> <li>• Develop and issue <b>Project Plan</b>, working with key stakeholders to set out the approach</li> <li>• Identify <b>Key Lines of Enquiry</b> in the Project Plan to focus the scope of the IRS and guide evidence base work</li> <li>• Give notice of the IRS development process commencing through agreement of the Project Plan with GOYH (in October)</li> <li>• Develop and commission <b>Integrated Appraisal approach</b> (including all aspects of sustainability appraisal, covering environment, habitats, health, equalities, rural, etc.)</li> </ul>
<p><b>Stage 2: Initial Evidence &amp; Outcomes: November – December 2009</b></p>
<ul style="list-style-type: none"> <li>• <b>Gathering, analysis and commissioning of evidence</b> in response to Key Lines of Enquiry</li> <li>• <b>Initial assessment of evidence</b> presented to JRB to identify challenges and issues</li> <li>• JRB to develop views on high level IRS <b>outcomes and the outline vision that these support</b></li> <li>• Integrated <b>Appraisal scoping</b> study commences</li> <li>• <b>Approach to monitoring framework and implementation</b> plan developed to inform policy development approach.</li> </ul>
<p><b>Stage 3: Further Evidence &amp; Developing Policy Options: January – July 2010</b></p>
<ul style="list-style-type: none"> <li>• Consultation on <b>Integrated Appraisal scoping</b> study.</li> <li>• Submission of 'Progress in the Region' and initial Local Economic Assessments</li> <li>• Completion of evidence collation and analysis, including IRS 'evidence hearings'. <b>March 2010 is the guide deadline</b> for the submission of major pieces of evidence.</li> <li>• <b>Integrated IRS Appraisal</b> of Draft Policy Options undertaken to help inform emerging issues and options</li> <li>• EiP Panel invited to review evidence in light of emerging options</li> <li>• Detailed <b>Draft Policy</b> Options, and associated delivery mechanisms, developed in discussion with key stakeholders</li> </ul>
<p><b>Stage 4: Consulting on Policy Options: August – October 2010</b></p>
<ul style="list-style-type: none"> <li>• <b>Consultation stage</b> on policy options and Integrated Appraisal of options</li> </ul>
<p><b>Stage 5: Production of a Draft IRS: November 2010 – March 2011</b></p>
<ul style="list-style-type: none"> <li>• Complete collation and analysis of options responses</li> <li>• <b>Drafting of IRS</b>, including finalisation of vision, outcomes, policies etc. based on the preferred Policy Options</li> <li>• Preparation of an <b>Implementation Plan</b></li> </ul>

**Stage 6: Statutory Consultation on Draft IRS: March - June 2011**

- **Formal statutory consultation** on Draft IRS, including Integrated Appraisal
- Begin collation and analysis of representations

**Stage 7: Examination in Public: June – December 2011**

- Consider all responses, identify significant issues, and where appropriate express a view to the Panel about these (by mid June 2011)
- EiP Panel identify matters and participants for EiP
- **Examination in Public (EiP)** held by September/ October 2011 to test Draft IRS and make changes in response
- Panel Report published by December 2011

**Stage 8: Regional Refinement & Finalisation of IRS: January – October 2012**

- **Refinement of the IRS** in light of EiP Panel Report and representations made about the draft.
- GOYH publishes refined Strategy for **statutory consultation** by April 2012
- GOYH considers responses and prepares final version of IRS
- **Final strategy** approved by SoS and published by the JRB by October 2012

## **SECTION 3: CONTENT (WORKSTREAMS & LINES OF ENQUIRY)**

### **The Content of the IRS**

3.1 An IRS should deliver Sustainable Economic Growth<sup>4</sup>, but in doing so it should fully contribute to and be consistent with Sustainable Development. That includes consideration of social, economic and environmental issues, including how environmental limits apply to development. A key element of this will involve clarifying how Yorkshire and Humber will contribute to ambitious commitments on the reduction of CO<sub>2</sub> emissions, and how it will adapt to climate change.

3.2 Although the content of the IRS will be developed as evidence and issues are gathered and as work progresses, it is likely that it will need to take account of the following:

- An overview of the key regional and Sub Regional opportunities and challenges - covering economic, environmental, social, health and well being, infrastructure and spatial characteristics and needs (including equality and diversity) across the region (urban and rural).
- How best to deliver sustainable economic growth, taking into account employment and the key drivers of productivity - innovation and knowledge transfer, skills, enterprise, investment and competition.
- How to provide for and meet housing needs for all our population and how we can achieve high quality housing (both new and existing) that contributes to creating sustainable, well-connected and inclusive mixed communities.
- The need for proactive and innovative actions on climate change and energy in a way that makes a significant contribution to climate change mitigation and meets greenhouse gas targets.
- The need to be clear about areas that need to be priorities for regeneration, development and investment, taking account of a range of factors.
- How plans for sustainable economic growth, housing and other development take account of available infrastructure, including environmental infrastructure and what are the strategic needs for new infrastructure. Strategic priorities for the protection, enhancement and access to the built and natural environment, including biodiversity.
- Priorities for widening access to culture, media and sport.

### **Yorkshire and Humber's Challenges and Opportunities**

3.3 The above are general requirements. For the IRS to be truly distinctive it must address the issues that are of specific importance for Yorkshire and Humber – issues that arise from real places and communities. Identifying those issues and deciding whether a specific response is required in the IRS will be a key part of the process of preparing the Plan. However, to start the process an initial review of evidence was undertaken earlier this year and presented to the Joint Regional Board in July 2009. A summary of key issues for each of the FSRs is included in Table 2. By identifying issues that will need to be considered during the development of the IRS this evidence provides a starting point for

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<sup>4</sup> Sustainable economic growth means economic growth that can be sustained and is within environmental limits, but also enhances the environment and social welfare, and avoids greater extremes in future economic cycles.

work to develop the Strategy. The key issues and opportunities set out will be further refined and consolidated as the evidence base is developed.

**Table 2: Overview of Key Issues**

<b>Hull and Humber Ports City Region</b>
<ul style="list-style-type: none"> <li>▪ The need to increase productivity and address issues of unemployment, worklessness and low levels of basic and higher level skills.</li> <li>▪ Improvements to road and rail links, to the ports in particular, will help the city region maximise its potential, whilst improved connectivity, particularly for rural communities, will help residents access opportunities.</li> <li>▪ Housing market failure and affordability remain issues in some places.</li> <li>▪ High levels of flood risk, which impedes development of new housing and industry, and affects existing developments and settlements.</li> <li>▪ The impact of the current economic downturn, but the potential to capitalise on renewable energy and resource efficiency, including industrial symbiosis, to help drive its sustainable economic growth</li> </ul>
<b>Leeds City Region</b>
<ul style="list-style-type: none"> <li>▪ Despite strong economic growth in recent years parts of the city region continue to experience skills shortages, particularly in the high level skills needed to take advantage of key growth sectors within the city region.</li> <li>▪ There are persistent problems around basic skills and worklessness in the most deprived areas.</li> <li>▪ Housing affordability and supply present a real threat to continued economic growth.</li> <li>▪ Historically, low levels of investment in transport have caused significant city region transport connectivity issues, with road and rail networks particularly congested at peak hours into Leeds.</li> <li>▪ There are opportunities from Higher Education and the Finance and Business Sector, however innovation levels remain low (in business).</li> </ul>
<b>Sheffield City Region</b>
<ul style="list-style-type: none"> <li>▪ Progress has been made in economic transition but there are still challenges from relatively low levels of productivity, employment and enterprise and underperformance on skills at all levels.</li> <li>▪ The highway network is congested around key settlements, access to current and potential employment sites is difficult and Sheffield is poorly connected to cities outside the city region.</li> <li>▪ There remain significant numbers of deprived communities, and this is compounded by transport connectivity problems in many cases.</li> <li>▪ As demonstrated in 2007, some areas can be prone to flooding.</li> <li>▪ Whilst the recession will impact heavily on Doncaster (and Barnsley) there will be opportunities in future from diversifying, modernising and innovating within traditional industries.</li> <li>▪ Recent physical improvements in key centres (e.g. Sheffield) are widely acknowledged.</li> </ul>
<b>York and North Yorkshire</b>
<ul style="list-style-type: none"> <li>▪ High environmental quality and the presence of skilled residents provide key opportunities for the sub-region to drive economic growth, particularly through growing the knowledge economy and the low carbon economy and extracting value from ecosystem services such as carbon sequestration and flood mitigation.</li> <li>▪ Further opportunities exist to provide greater benefit from the visitor economy, and particularly the cultural offer. These measures will provide much needed diversification of the rural economy.</li> <li>▪ The ageing population profile will create both issues and opportunities, whilst housing affordability remains a very significant challenge.</li> </ul>

3.4 Reflecting on the issues and evidence that will be considered during the development of the IRS, the Joint Regional Board in July also identified some shared challenges that cut across the four Functional Sub-Regions. The questions below reflect the desire to ensure that Yorkshire and Humber makes best use of its distinctive assets, taking full advantage of the opportunities inherent within these shared challenges:

- **Economic Ambition** - Does the recession mark a fundamental shift that demands a stronger focus on resilient and sustainable economies? Is a focus on closing the north-south GVA<sup>5</sup> gap realistic or helpful? Is maximising GVA at any cost the goal or do we balance GVA growth with wider goals?
- **Knowledge Performance** – Low skills and innovation levels could make us a ‘low skills-low pay’ economy. Is this inevitable or can we make a fundamental breakthrough?
- **Land and Infrastructure** – What is the best approach to transport and housing growth pressures given limited land and investment?
- **Low Carbon Challenge** – We are energy intensive and vulnerable to rising costs but major change and opportunity lies ahead. How ambitious should we be?
- **Demographics** – There will be an older and more diverse population. What response would best exploit this and promote cohesion and quality of life?
- **Equalities and Quality of Life** – How can the benefits of economic growth be shared across society and lead to a better quality of life for all the region’s residents?

### **Co-Production: Six Workstreams**

3.5 To make the preparation of the IRS manageable and to tie in to the Regional Governance Structures, a series of Workstreams will take forward detailed work on the content of the IRS. **The six Workstreams inter-relate and links between them will be rigorously and continually made;** their value is to help to make a very large task deliverable and bring additional expertise and key stakeholders/partners into the strategy development process. The six Workstreams are:

- **Economy and skills**
- **Housing and Regeneration**
- **Transport**
- **Spatial Planning**
- **Climate Change and Environmental Resources**
- **Quality of Life and Equalities**

3.6 Workstreams will be led by either Yorkshire Forward or LGYH, depending on which Thematic Board they relate to (Climate Change and Environmental Resources will be led by Yorkshire Forward, Quality of Life and Equalities will be led by LGYH). Reflecting the principle of joint working, FSRs will play a key role in the development of the Workstreams. Other relevant partners with relevant expertise and interests will also and contribute to their operation. Diagram 2 outlines the relationship of the content development Workstreams with the rest of the governance structures, including the process management Task and Finish Groups (see section 4). Each Workstream will be guided by a more detailed delivery plan.

3.7 The Climate Change and Environmental Resources and Quality of Life and Equalities Workstreams have been established to bring together specific expertise and

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<sup>5</sup> GVA (Gross Value Added) measures the contribution to the economy of each individual producer, industry or sector in the UK, but does not measure wider social or environmental impact.

drive in those areas. Both Workstreams also have very significant cross cutting elements. The cross cutting elements require attention by all Workstreams and this will be factored into their work on evidence and policy development. A small number of 'Common Threads' that cut across Workstreams are specified within the following section on Key Lines of Enquiry (see para 3.12). These will further ensure that connections between issues are made. The Workstreams build on issues covered in the previous RES, RSS and the Landmark Issues and Regional Challenges identified in the Progress in the Region Report (2008) and Integrated Regional Framework.

## **Lines of Enquiry**

3.8 The Key Lines of Enquiry are an expression of the fundamental questions that the IRS is seeking to answer during its development. They will be used to structure the open submission of evidence and to provide a starting point for subsequent analysis and policy development. In this way we hope that evidence submissions will be concise and effective in addressing the region's key strategic issues. Whilst the Key Lines of Enquiry are seeking to address the fundamentals of the strategic challenges facing the region – including urban, rural and coastal areas - they also need to recognise that in some instances we are not starting with a blank sheet of paper. In many cases there is existing evidence.

3.9 The Key Lines of Enquiry and evidence required under each Workstream are questions for all spatial areas – the summation of local, Functional sub regional and regional scales. They are set out under each work stream. These serve to provide a focus for the IRS on key strategic issues and particularly for developing the evidence base. The focus on overall outcomes by December will seek to develop a wider context to detailed policy development. A series of Task and Finish groups are also being established to manage key "process" elements namely evidence, consultation & engagement, sustainability appraisal, implementation and monitoring & evaluation. The work of these task groups will also serve to foster overall coherence to the preparation approach.

3.10 A critical feature of work on the IRS will be building from the 'sub regional and local' (as explained in Section1). A co-production model is being developed – therefore the lines of enquiry serve as focus for assessment work being undertaken at the sub regional level for example to prepare Initial Local Economic Assessments and Spatial Planning Assessments and to draw together existing/ongoing sub regional, housing strategy and transport work (the latter in line with DaSTS - Developing a Sustainable Transport System).

3.11 The inclusion of a Key Line of Enquiry at this stage of the process does not mean that the IRS will necessarily include a policy on that issue. A key stage in the IRS preparation process will be to examine whether any interventions can and should be identified in the IRS and whether that issue is appropriately addressed at a Sub Regional and or local level. Equally some flexibility will be retained to enable key lines of enquiry to be further developed or refined as evidence emerges (e.g. from the initial Economic Assessments).

## **Common Threads across Workstreams and Key Lines of Enquiry**

3.12 It is important that responsibilities for work are clear, hence all six Workstreams set out the key lines of enquiry most pertinent to their areas. All of these should be considered within the context of sustainable economic growth and sustainable development. In addition, there is a widely shared view that some issues are so overarching in nature that they should be singled out as 'Common Threads'. As well as having a lead Workstream to drive them the implications of these for need to be considered, and then factored into policy development, by all the other Workstreams. These common threads largely follow

on from the key challenges set out by the JRB (see paragraph 3.4) and are set out in the table below:

Common Thread	Driven by (Workstream)
a) <b>Changing Population</b> – how will the region’s demographics change and what are the implications for all areas of policy?	Quality of Life and Equalities
b) <b>Regeneration and Inclusion</b> – how can development benefit the places and people that are currently worst off and reduce widening inequalities?	Housing and Regeneration
c) <b>Land</b> – how can all the competing pressures for land – urban and rural - be managed, especially in the context of a changing climate?	Spatial Planning
d) <b>Environmental Sustainability</b> – how do climate change and environmental limits affect policy and priorities?	Climate Change and Environmental Resources

3.13 The timetable set out in section 2 explains how the preparation process moves from evidence and outcomes (Stage 2) to further evidence and policy development (stage 3). Analysis work will be required to move from evidence to policy options during this development stage. This analysis work provides an important opportunity for all Workstreams to:

- Develop specific policies in an integrated way, mindful of evidence and outcomes from across all Workstreams;
- Feed in development and investment priorities from FSRs;
- Place a strong focus on places and areas - so that there is a strong spatial dimension to the whole IRS; and
- Examine the relationships and interdependencies of places within and outside the region.

3.14 The scope and key lines of enquiry for all six Workstreams is now set out. Work in each will cut across and combine all geographic scales, co-ordinated by the Workstream lead with the support of the partners they work with. An early task for each Workstream will be to compile and collate evidence on their topic and how it interrelates to other issues during stages 2 and 3.

## Workstream 1: Economy and Skills

### Scope:

Sustainable economic growth; Productivity; Sectors; Employment; Worklessness; Economic inclusion; Enterprise; Business competitiveness/survival and support; Access to finance; Innovation; Tourism; Trade and investment; Low carbon/environmental economy; Supply chains/procurement; Community economic development and the 'non money' economy; Skills levels/needs; Workplace training; Culture of learning and education; Corporate social responsibility; Links between economy; Health and crime; Urban/rural renaissance; Property and economic infrastructure (including IT); Spatial economic links.

### Key Lines of Enquiry:

- What is the global and policy context for economic development and what **growth model and aspiration** should the region pursue taking this into account alongside current position and opportunities and ambitions for moving towards a **sustainable and low carbon economy**? What are the implications that stem from this?
- What are the key economic and employment growth **sectors** of the future? How can the region take advantage of these, and what are the issues, threats and opportunities for the business base? What should the sectoral priorities be taking into account issues like growth, employment, skills, environmental impacts and carbon emissions?
- How can business **competitiveness and productivity** be maximised, promoting trade and investment, resource efficiency and supporting businesses survival and growth?
- How far should a culture of **enterprise** and formation of businesses be promoted? What would be the best ways to achieve that and should any groups be targeted?
- What is the best way to embed **recovery from the recession** and to safeguard the economy from future downturns, e.g. through resilience and diversity?
- What is the likely nature and scale of the future 'knowledge economy', how is the region positioned regarding this and how can it best promote and take advantage of **innovation** in processes, technologies and services?
- How can the region enhance its current position on **skills**? What skills will be most needed by businesses and individuals (generic and subject/sector specific) and what is the role of and connection to education?
- What are future **employment** opportunities likely to be, and how will working patterns change? How can the quantity and quality of jobs be maximised? How much potential is there for 'green jobs' and what are the skills needs and implications?
- How can the region address **deprivation and worklessness** and their links to issues like health, crime, environment and ambitions? How far would market driven economic growth reach the excluded communities, and what additional action is required to make a difference? What role might community economic development play?
- What **energy and resources** pressures and changes (e.g. re. materials, energy, food) are likely and will these affect businesses and future market opportunities? What will the impact be on land use and sectors including agriculture, energy and tourism?
- How far can **economic infrastructure and renaissance** improve quality of place, social and economic outcomes? Can it enhance profile and perceptions and help to attract skilled people and investment? Where are the region's key man made and natural physical assets, and where is the need for change greatest?

## Workstream 2: Housing and Regeneration

### Scope

Housing supply; Housing demand; Access and affordability; Stock condition and renewal; Vulnerable groups; Housing quality; Place shaping; Household formation; Spatial distribution of housing; Regeneration.

### Key Lines of Enquiry

- What are the **future needs** arising from additional households and to stabilise the housing market?
- How do we ensure that all households have **access to housing**, what are the key issues?
- How do we make the best use of the **existing housing stock**, reduce emissions, address fuel poverty and ensure that the stock matches the needs of this and future generations?
- What is the **type of housing** accommodation required to meet the needs of all communities and what **new models of finance** and delivery will be required to achieve this?
- What type, **mix and offer of housing** is needed to meet the different and future needs of communities across the region and to support sustainable economic growth?
- How do we effectively **capitalise upon the region's regeneration** achievements, assets and potential to secure, create, deliver and finance development.
- How can we create **sustainable, distinctive and high quality places** that play strong roles in the economy, addressing issues relating to deprivation and access to facilities/opportunities and making the region an attractive place in which to live, invest and visit?

## Workstream 3: Transport

### Scope:

Transport emissions; Connectivity; Journey times and reliability; Pricing, Road and public transport capacity and constraints; information and attitudes; Accessibility of sustainable housing; Inclusive transport; Safety; Transport infrastructure and service development; All modes including road, rail, walking and cycling, freight, aviation and shipping; Factors that influence demand for travel and travel patterns and choices.

### Key Lines of Enquiry:

These will cover the full range of transport modes and the split between them. They will focus on how spatial planning and the transport networks, services and infrastructure in and to the region can be managed and developed to:

- contribute towards the reduction in transport related **carbon dioxide emissions**, build resilience to the effects of a changing climate, and enhance environmental quality;
- reduce **lost productive time** including by maintaining or improving the **reliability, speed and predictability of journey times** on key regional and City Region routes for business, commuting and freight
- improve the **connectivity and access to labour** of key business centres;
- support the delivery of **sustainable housing** through the provision of transport;
- enhance **social inclusion** and the **regeneration of deprived or remote areas** by enabling disadvantaged people to connect with employment opportunities, key local and cultural services, social networks and goods through improving accessibility, availability, affordability and acceptability; and

- reduce **risk of death or injury** on the transport networks, and more widely promote a healthy and active population.

#### Workstream 4: Spatial Planning

##### Scope

Physical, green, social and transport infrastructure; Scale and distribution of housing; Scale and distribution of employment land; Flood risk and water management; Renewable energy; Location of waste facilities; Minerals supplies; Settlement networks and strategic patterns of development.

##### Key Lines of Enquiry

- What are the implications of **transport, physical, green and social infrastructure** constraints, capacities, and opportunities on the future scale and location of development?
- How many and what types of **homes** will be required to meet future population, economic, sustainability and regeneration needs?
- What type, location, quantity and quality of **employment land** and approach to **town centres** is needed for our future competitive and sustainable economy?
- How should **flood risk**, water quality and **water** resource management shape future development patterns and help the response to climate change?
- Where and what is the capacity to increase the provision of **renewable energy**?
- What type and location of **waste infrastructure** is needed to reduce the reliance on landfill, costs and the effects on our climate?
- How do we ensure a continuous supply of **minerals** to support the regional economy, reinforce distinctiveness and increase the use of renewable or alternative materials?
- What roles should different **settlements** play across the region, and what are the associated **patterns of development** that will best address climate change, environmental, social and economic needs?

#### Workstream 5: Climate Change and Environmental Resources

##### Scope

Climate change mitigation; Climate change adaptation; Environmental limits; Water management; Future energy supply; Waste; Resource productivity; Food security.

##### Key Lines of Enquiry

- How ambitious should the region be in setting **carbon reduction targets**, should the region go beyond the national targets of a 34% reduction by 2020 and 80% by 2050? To what extent can the IRS actually influence regional emissions?
- How should these emissions reductions be delivered? Building on the national low carbon transition plan, what is the **spatial or sectoral distribution of reductions**?
- How are the climate and sea levels likely to change and impact on the region? What can the IRS do to adapt and **build resilience to and benefit from climate change** impacts across the region, and what are the opportunities and risks of doing so?
- How can the relevant aspects of the **water cycle** (flood risk, water quality and water resource management) be reflected within IRS choices and delivery?
- How can the region increase **energy security** whilst creating a diverse, low carbon energy supply? What are the key energy infrastructure and transmission requirements for a low carbon energy supply, including Carbon Capture and Storage?
- What are the key **environmental limits** and (how) can the region sustain growth within these? (How) can economic and wider development activity enhance and utilise environmental assets and expand the environmental limits we need to work within?
- What are the key **sustainable consumption and production** issues for the region, in terms of resource productivity (materials and waste; water efficiency; energy

efficiency); sustainable procurement; and green design (products and built environment)? What are the associated opportunities and barriers?

- How can the region balance the diverse range of increasing pressures on **land and resources**, e.g. food security, flood storage, conservation, recreation and tourism, low carbon infrastructure and woodfuel and energy crops etc?
- How can we manage and enhance **biodiversity, landscapes, our coast, and green infrastructure** in ways that contribute to environment and tranquillity, economy and quality of place?

## Workstream 6: Quality of Life and Equalities

### Scope

Cohesion; Deprivation; Health and well being; Diversity; Worklessness; Culture (including the arts, heritage, museums, sport, recreation and physical activity, etc.); Crime and Community Safety; Access to services; Civic participation and engagement; Population.

### Key Lines of Enquiry

- What are the key **contributors to Quality of Life** in the region, and how can the IRS positively influence and utilise these?
- How can we unlock latent potential and help the region's residents achieve their **ambitions and aspirations**?
- What demographic changes are likely, and what would be the implications of a growing, changing and ageing **population** across and in different parts of the region?
- What are the key regional and Sub Regional 'social' challenges and opportunities for creating and sustaining **diverse, cohesive, safe and inclusive places**?
- What are the **key health issues** that the IRS can influence and what pro-active action is required?
- What areas or communities within the region should be a **priority for regeneration** action and investment based upon relative deprivation, worklessness, health, environmental and social inequalities? (tying in to housing stock, infrastructure, economic and skills issues emerging from other Workstreams)
- What effect do the above issues have on the **other Workstreams** e.g. on the economy, transport and housing?
- How can we maximise the contribution of heritage, **culture and sport** to the economy, communities, health and well being, and to making the region an attractive place to live, work, visit and play?
- What distinctive contributions can different sectors make to sustainable economic growth – including the **voluntary, community and faith sectors**?

## **SECTION 4: MANAGEMENT**

4.1 The IRS will be the result of ‘co-production’ between Yorkshire Forward, LGYH and local authorities at the Functional Sub Regional level, with a clear input to strategy development building from the needs of real places, identified locally. A Co-ordinating Group has been established comprising representatives of FSRs, LGYH and Yorkshire Forward and other Key Stakeholders, to oversee the practical implementation of the project plan. The Co-ordinating Group in turn is responsible to the Regional Executive Group and ultimately the Joint Regional Board.

4.2 To support a model of co-production five Task and Finish groups have been established to help manage the overall process for preparing the IRS. It is important that the IRS development process is managed effectively. To enable this there will need to be an iterative relationship between Workstreams and process groups, delivering detailed content within an agreed process structure and timetable. The five Task and Finish groups are:

- Evidence
- Integrated IRS Appraisal
- Consultation and Engagement
- Delivery and Implementation
- Monitoring and Evaluation

4.3 Membership of each Task and Finish Group varies depending on its role, but typically comprises members from each FSR, Yorkshire Forward and LGYH, along with Key and Specialist Stakeholders.

4.4 These Task and Finish Groups will have as focused a membership as possible, whilst still engaging the key organisations. In this manner they will be enabled to develop their approach quickly and effectively. It will be through their relationship with the content Workstreams that broader engagement with their work is achieved. Detailed delivery plans will be set out for each group. Key activities are summarised below.

### **a) Evidence Task and Finish Group**

- Act as the key management and steering group for the evidence base development;
- Set out the expectations around a detailed work plan from each workstream;
- Establish and agree a core set of key headline indicators, data sets and economic forecasting tools to support consistency across all thematic areas and spatial levels;
- Undertake Evidence Mapping Exercise detailing major evidence resources and requirements;
- Manage and co-ordinate evidence submission process in line with the project plan, working with Workstreams and the Consultation and Engagement Task Group;
- Develop and co-ordinate an approach to academic input into iRS evidence base development;
- Support Workstreams to undertake the synthesis and analysis of evidence ensuring evidence is robust, credible and relevant and is being used appropriately to shape the options development process..

### **b) Integrated IRS Appraisal Task and Finish**

- Review, utilise and learn from previous appraisal work in the region where appropriate.
- Agree an appraisal framework and process that integrates the requirements of broader appraisals such as Health and Equalities Impact Assessment and Rural Proofing as well as those covering sustainability, environment and habitats.
- Procure external expertise as appropriate to deliver the technical aspects of the appraisal and to interpret and advise on the appraisal findings.

- Engage with and consult a broad range of regional partners with an interest in the appraisal process and content in order to gain both regional/local knowledge and specific expertise.
- Engage the regional Sustainable Development Board in commissioning and delivering the appraisal, seeking support for the overall process as well as views on appraisal approaches and findings.
- Work across all parts of the IRS process to ensure that appraisal requirements and criteria are taken into account, and that the appraisal findings are considered within IRS development so as to ensure the strategy is rooted in sustainable development principles.

**c) IRS Consultation and Engagement Task and Finish Group**

- Establish internal and external communication mechanisms for IRS development.
- Establish statutory requirements for IRS consultation.
- Identify organisations that need to be engaged with.
- Identify mechanisms of engagement.
- Provide a framework for engagement for governance structures, including protocols to guide and inform this activity.

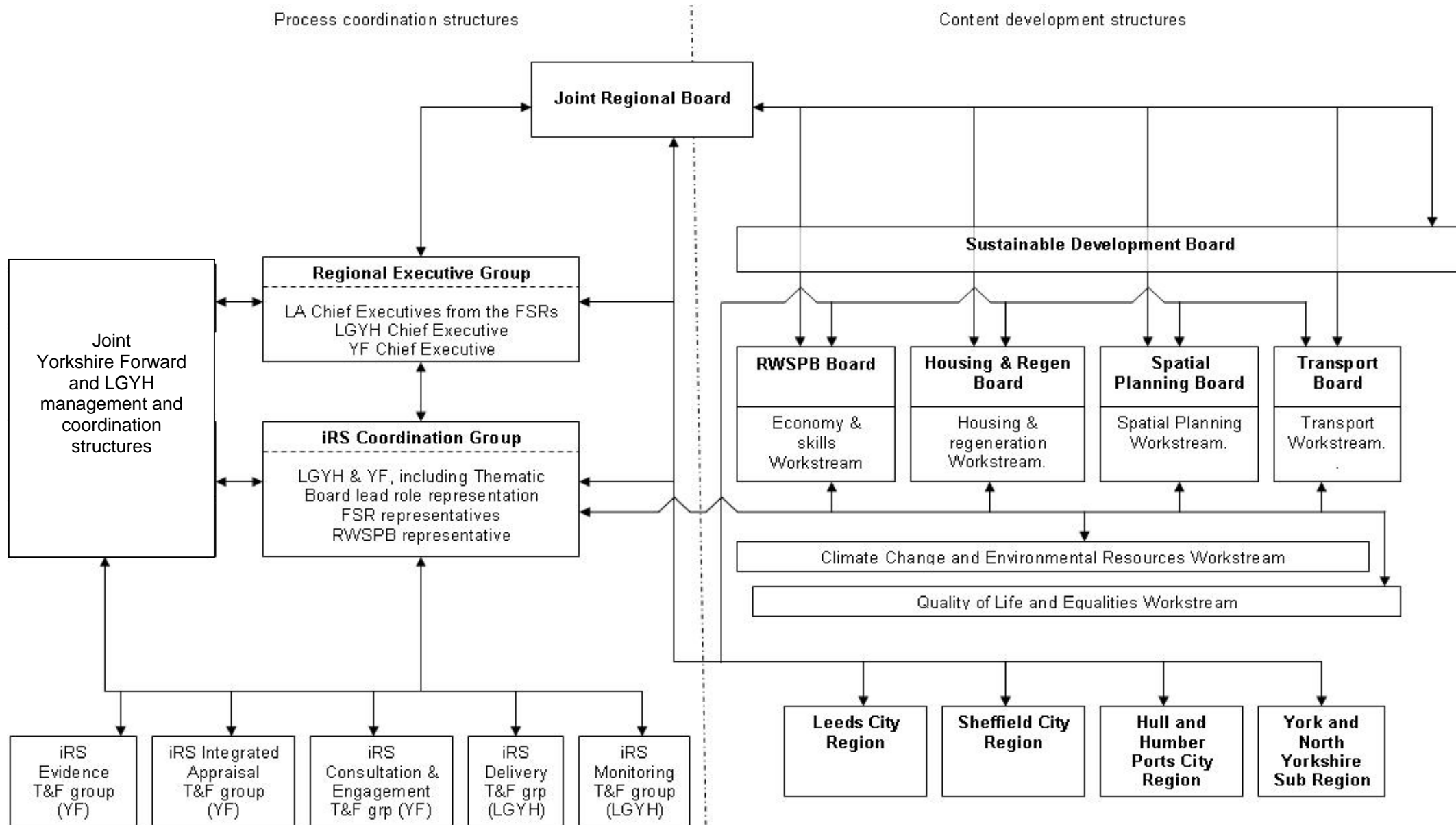
**d) Implementation and Delivery Task and Finish Group**

- Understand the current implementation picture in the region, and any barriers or opportunities for delivery that relate to institutions, capacities and frameworks.
- Understand how a focus on implementation and delivery as part of the plan making process affects the need to do things differently.
- Think about how to engage potential delivery bodies in the plan making process.
- Think about how implementation and delivery fits with the need to adopt a medium to long term perspective.
- Begin process of identifying the priority implementation areas.

**e) Monitoring and Evaluation Task and Finish Group**

- Understand current monitoring and evaluation processes.
- Set out practical considerations.
- Establish principles to guide development of new monitoring framework, encompassing monitoring of outcomes, delivery and performance management.
- Establish detailed monitoring and evaluation framework and reporting mechanisms.
- Manage transition from current monitoring approaches and reporting mechanisms to new IRS framework.

**Diagram 2: The relationship between content and process structures in the IRS**



## **SECTION 5: COMMUNITY INVOLVEMENT POLICY STATEMENT**

5.1 A strong collaborative approach and good engagement and consultation will be vital to producing a robust, well owned and effective IRS that is built from local and Sub Regional priorities. Local Government and Yorkshire Forward are committed to achieving that and will demonstrate an open and positive attitude in our engagement with partners that fully satisfies and where possible exceeds government and legislative requirements for consultation on the IRS.

5.2 It is useful to use the distinction between collaboration, ongoing engagement and more formal consultation in setting out the processes that will be in place.

### **Collaboration**

5.3 The IRS is founded in a collaborative approach that will involve Local Government, Yorkshire Forward and FSRs working together to develop the IRS. Regional partners have a co-ordinating role, the capacity to lead on much of the detailed work that needs to be completed, and a position that lends itself to strategic overview and policy. More local partners can add to this through inputting evidence and priorities from closer to the ground with ownership from those they most affect. The core IRS process is rooted in bringing those abilities and insights together to produce a regional strategy that adds value and respects all geographic levels and places within Yorkshire and Humber. Consultation and engagement with a wider audience builds on this foundation.

### **Engagement**

5.4 Engagement of stakeholders in the process of developing the IRS will be a high priority and is fundamental to the approach adopted to develop and approve the IRS. Going beyond the basic statutory requirements for stakeholder engagement is one of the goals for the development of the IRS. Its process and documents will be characterised by openness, transparency and good, proactive communication. There are great gains to be achieved through proactive engagement to help shape the content of the Strategy rather than to wait and do a more limited and difficult job of 'retrofitting' it if engagement only occurs late in the process.

5.5 Taking into account the new regional governance structures there will be a number of different types of engagement, with different types of partners involved in each.

5.6 Firstly, some partners are already deeply involved in the governance structures that oversee the preparation of the IRS. These are primarily Local Government and the Functional sub-regions that bring local authorities together. This involvement in all key structures (e.g. Joint Regional Board, Regional Executive Group, IRS co-ordination group and Thematic Boards) is the basis of the collaborative approach described. It provides a direct route for Local Government input, and a conduit for Local Government to represent partner and stakeholders at local level.

5.7 Beyond these organisations, there are a range of other organisations, partnerships and individuals who will want to engage with the IRS. Table 3 outlines how a wide and disparate range of perspectives will be engaged with the IRS, including those formally required to be stipulated under relevant regulations.

5.8 The table is not intended to definitively exclude certain groups or the public from being involved in certain processes. Neither does it limit the mechanisms that will finally be used once these have been considered in depth in advance of each stage of consultation. Rather it is intended to give an indication of what sorts of tools are best placed to target what audiences and the basic level that will be expected.

5.9 It is also important to note that the table is not geographically specific to any single level. The approach taken both allows for input through local and FSR level representatives/bodies who are themselves engaged in the IRS process, as well as enabling others to make inputs directly to those co-ordinating the IRS process at regional level. One example of this is for local authorities, who are represented through lead partners in the IRS development process (via LGYH, the FSRs, and places on the Boards) but whom may also have direct inputs to make at times as consultees or participants in areas of work and evidence development. Existing communities of interest and networks within the region will also be used to engage as wide an audience as possible.

5.10 Engagement will be achieved through a variety of interactive approaches. These include meetings, workshops, conferences and seminars, online discussion fora and through the work of the thematic Workstreams which will have membership appropriate to their topics as outlined.

### **Engagement on Evidence**

5.11 One specific and early opportunity for engagement is around the input of evidence by partners and stakeholders (in stages 2 and 3 of the timetable). The submission of evidence will be an opportunity for all organisations and individuals with pertinent evidence to provide input to the development of the IRS. Analysis of the evidence will be carried out in overview and through the thematic Workstreams in partnership with FSRs, with a view to collaboratively developing the choices and options that emerge. The Key Lines of Enquiry, which will be used to structure the submission and analysis of evidence, will be further refined and developed collaboratively with a range of stakeholders.

5.12 Well targeted, robust and clear information, summarised to bring out key implications will be especially valuable over and above that commissioned proactively to support the IRS. A series of 'evidence hearings' will be organised to allow partners with evidence to present it to those working on the IRS evidence base to allow key points to come forward and facilitate discussion and questions. The Evidence and Consultation and Engagement Task Groups will work together to oversee these, with a lead body allocated responsibility to organise them on their behalf. The opportunity to submit evidence will be clearly and widely communicated as soon feasible after the adoption of this Project Plan together with details about how and when to make submissions. The evidence base will be made transparent and openly accessible to partners through the use of the web site and these opportunities will be communicated through Yorkshire Futures and other routes.

### **Formal Consultation**

5.13 In addition to stakeholder organisations outlined in the Draft Regulations (Town and Country Planning Regulations, 2010) there will also be opportunities for the public to comment on the development of the IRS through the formal consultation periods, and to engage with the development of the IRS online.

5.14 Formal consultation or input from wider stakeholders will take place at four key points in the IRS process as detailed in the timetable. These are:

- Consultation on Policy Options (August - October 2010)
- Consultation on a draft IRS (March-June 2011)
- Examination in Public (June – December 2011)
- Consultation on revisions to the IRS proposed/made by government (April-July 2012)

5.15 Consultation at these junctures will allow opportunities for influence at all the key stages of strategy preparation – early on to feed into the shape of the strategy and the

options it considers, as well as later on to allow comment on specific drafting and detail within the Strategy itself.

5.16 Consultation itself can take many forms, ranging from ‘mass consultation’ processes (such as surveys) which involve lots of people or organisations but in a limited way, to much more involved and participative exercises, which offer more depth but reach fewer people. Both approaches have strengths and limitations, and there is value in combining elements of each into a consultation process – enabling any party to comment if they wish to, but also proactively seeking deeper discussion with key parties.

5.17 Research by the New Economics Foundation commissioned by Yorkshire Futures on behalf of regional partners (May 2006) provided a useful compendium of mechanisms for consultation, engagement and participation and this and other sources point to the strengths and weaknesses of different engagement mechanisms.

5.18 The Table 3 summarises some of the mechanisms that will be considered for use at appropriate stages of consultation and engagement on the IRS. The Consultation and Engagement Task Group which has been established specifically to involve key partners in recommending means for engagement is charged with making more detailed recommendations about what sort of mechanism to use to engage with what group at what point in IRS development. Specifying that detail here would undermine that group’s role. However, the table provides an overview of what types of mechanism will definitely or potentially be included.

### **Information, Communication and Feedback**

5.19 Good consultation and engagement are dependent upon good information. To that end information provision about the IRS and the process for producing it will need to be clear and prominent. Key mechanisms that will facilitate this include:

- Development of an IRS web site to provide updates to interested parties
- An electronic IRS bulletin to be posted proactively to partners and interested parties
- Presentation at key events.

5.20 To support this, Yorkshire Forward and LGYH will be collaborating in the production of a comprehensive partner and stakeholder database. Good information, chiefly through the web site, will also be important to keep the general public informed about the IRS, including in-between the periods of formal consultation when public comments are invited.

5.21 Results of consultation will be collated and openly communicated, with feedback provided to consultees where possible. Diversity and environmental good practice will also be factored into approaches to consultation (e.g. choice of venues accessible by public transport). Integrated IRS appraisal processes also include consultation requirements and these will be factored into and integrated with the planned formal rounds of consultation.

**Table 3 - Mechanisms for Consultation and Engagement by audience and purpose (details are illustrative)\***

Audience segmentation	Examples of Organisations (not a definitive or exhaustive list)	Purpose of Consultation/ Engagement	Core Processes	Potential additional mechanisms	Timing
<p><b>Key Stakeholders</b> (typically involved in at least two of the structures listed in this section – e.g. a task or Workstream group and the IRS co-ordination group)</p>	<p>Government Office for Yorkshire and Humber Yorkshire Futures Homes and Communities Agency Environment Agency Natural England Highways Agency LSC (or successor body) Regional Stakeholders and Partners Group Networked Business Representative Organisations Regional Forum National Park Authorities</p>	<p>To keep engaged as collaborators with a strong, regular and contributory input to make to IRS development</p>	<ul style="list-style-type: none"> <li>• Formal IRS meetings</li> <li>• Ad hoc and one to one meetings / conversations as appropriate</li> <li>• Written inputs</li> <li>• Events/ workshops</li> <li>• Evidence hearings</li> </ul>	<ul style="list-style-type: none"> <li>• Online fora</li> <li>• Real Time Strategic Change</li> <li>• Appreciative Enquiry</li> <li>• Invite to also use any of the mechanism devised for wider audiences in the boxes below</li> </ul>	<p>Stages 1-8</p>
<p><b>Specialist Stakeholders</b> (typically involved in one IRS group or partnership, or a group that brings together a range of interests across a sector)</p>	<p>Specific Business Representative Organisations: -Chambers of Commerce -CBI -EEF -Federation of Small Businesses -IoD English Heritage Equality and Diversity Network Inter Faiths Forum Churches Regional Commission Network Rail Jobcentre Plus HEFCE Climate Change Partnership Office for National Statistics National Farmers Union CPRE Strategic Health Authorities Utility Companies (including gas, electricity,</p>	<p>To engage as collaborators with a sector specific or specialist contribution or perspective to input</p>	<ul style="list-style-type: none"> <li>• Formal IRS meetings</li> <li>• Ad hoc/more occasional meetings between the sector interest and relevant IRS co-ordination contacts</li> <li>• Written inputs</li> <li>• Events/ workshops</li> <li>• Evidence hearings</li> </ul>	<ul style="list-style-type: none"> <li>• Online fora</li> <li>• Written inputs</li> <li>• Invite to also use any of the mechanism devised for wider audiences in the boxes below</li> </ul>	<p>Stages 2-8</p>

	<p>water and communications)  Active and Engaged Communities Group (Yorkshire Gold)  Cohesion Network  Yorkshire Cultural Agencies Partnership  Culture networks  House Builders Federation  National Housing Federation  Regional Environment Forum  Natural Environment Leaders Group  PSA 28 Group  Friends of the Earth  Regional Biodiversity Forum  Regional Landscape Forum  Integreat  Transport Activists Roundtable  South Yorkshire Transport Users Group  Yorkshire Universities  Regional Colleges  NY Learning Consortium  Rural Affairs Forum  Transport Executive Group  Regional Transport Compact  Housing Advisory Group  Affordable Housing Group  Gypsy and Traveller Group  Private sector Renewal Group  Affordable Warmth Group  Private Rented Sector Group  Neighbouring regions and relevant authorities (including the Northern Way)</p>				
<p><b>Associated Organisations</b> (e.g. individual businesses, voluntary groups or other bodies with an interest in</p>	<p>Parish Councils  Commission for Rural Communities  Property Consultants and Agents  Individual Developers  Individual Businesses</p>	<p>To engage organisations with an interest in the IRS and its outcomes, but lacking the capacity for ongoing engagement</p>	<p>Ability to input through taking advantage of:</p> <ul style="list-style-type: none"> <li>• Consultation events</li> <li>• Written Inputs</li> </ul>	<ul style="list-style-type: none"> <li>• Focus Groups and surveys</li> </ul>	<p>Stages 4,6,7,8</p>

the IRS)	Specific local interest groups Specific voluntary bodies not listed elsewhere (e.g. with racial, religious, diversity or environmental interests)		<ul style="list-style-type: none"> <li>• Online consultation</li> <li>• Input via 'engaged representatives'</li> </ul>		
<b>Members of the Public</b>	Members of the Public Landowners Self employed	To engage interested members of the general public	<ul style="list-style-type: none"> <li>• Questionnaires /surveys</li> <li>• Online consultation</li> <li>• Democratic input via elected representatives involved in the process</li> </ul>	<ul style="list-style-type: none"> <li>• Yorkshire Futures</li> <li>• Citizens Panel survey(s)</li> <li>• Focus Groups</li> </ul>	Stages 4,6,7,8

\* Note – the table does not specify local authorities (including district, county and unitary councils). All local authorities in the region are considered as collaborators in the IRS and are at the core of the process and represented through LGYH, FSRs and on Thematic Boards. In addition, local authorities will be able to participate as individual authorities using the mechanisms in the table above, with any fine detail on the most appropriate routes to be agreed between local authorities and their representative bodies.

## **SECTION 6: RISK MANAGEMENT**

		<b>Inherent Risk Assessment</b>			<b>Residual Risk Assessment</b>		
	<b>Risk</b>	<b>Likelihood</b>	<b>Impact</b>	<b>Mitigation</b>	<b>Likelihood</b>	<b>Impact</b>	<b>Owner</b>
1	Change in government policy on regional strategies leading to significant alteration to required content or process for developing the IRS.	High	High	<p>Work plan divided into clear and distinct phases / stages, factoring in clear break points.</p> <p>Wider benefits of key work to the region clearly identified – e.g. robust evidence base across broad policy areas.</p>	High	Medium	
2	Failure to achieve meaningful integration of thematic Workstreams leading to continued silo working and internal inconsistency in IRS implementation framework and missed opportunities for the region to achieve more sustainable economic growth	Medium	High	<p>Strong regional governance arrangements clearly identifying links between thematic Workstreams.</p> <p>Strong project oversight during development and effective integrated appraisal processes in place.</p>	Low	High	
3	Government timetable for associated evidence elements (e.g. LEA's) not aligned to IRS regional timescales leading to poor strategy alignment and incomplete evidence base.	High	High	<p>Formal input to draft timetables for key government requirements seeking alignment.</p> <p>Alternative regional arrangements for interim measures agreed and in place – e.g. FSR Economic Assessments.</p>	High	Medium	
4	Lack of effective coordination and project management leading to failure to deliver in line with regional expectations.	Medium	High	Robust project plan and project management structures in place.	Low	High	

5	Lack of buy in to IRS development leading to strong challenges during consultation, EiP and/or subsequent legal challenge.	Medium	High	Strong engagement and consultation processes in place. Consultation and engagement task group established with key partners to oversee and direct work.	Low	High	
6	Failure to reach agreement on IRS evidence base resulting in stalled progress on developing & delivering the IRS	Medium	High	Structured partnership engagement throughout the evidence base development process to achieve clear consensus. Evidence Task Group established with partners to oversee and direct work.	Low	High	
7	Failure to reach agreement on IRS prioritisation resulting in stalled progress on developing & delivering the IRS	Medium	High	Structured partnership engagement throughout the development process to achieve clear consensus	Low	High	
8	Failure to meet government and partner requirements and expectations relating to consultation resulting in IRS been challenged and subjected to further work and/or Judicial Review	Medium	High	Strong overarching project plan in place detailing key requirements on consultation in line with key government requirements.	Low	High	
9	Failure to meet legislative requirements for appraisal resulting in IRS been challenged and subjected to further work and /or Judicial Review	Medium	High	Strong overarching project plan in place detailing key requirements.  Robust appraisal process in place in line with key legislative requirements including checks and balances to ensure compliance.	Low	High	
11	Incomplete work areas due to slippage against tight timescales for IRS development.	Medium	High	Realistic timescales agreed as part of project plan.  Robust project management structures in place to support work.	Medium	High	

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