



Notice of a public meeting of

Corporate Services, Climate Change and Scrutiny Management Committee

- To: Councillors Fenton (Chair), Merrett (Vice-Chair), Ayre, Baxter, J Burton, Healey, Kelly, D Myers, Rowley, Steels-Walshaw, K Taylor, Waller and Widdowson
- Date: Monday, 11 December 2023
- **Time:** 5.30 pm
- Venue: The George Hudson Board Room 1st Floor West Offices (F045)

AGENDA

1. Declarations of Interest (Pages 1 - 2) At this point in the meeting, Members and co-opted members are asked to declare any disclosable pecuniary interest, or other registerable interest, they might have in respect of business on this agenda, if they have not already done so in advance on the Register of Interests. The disclosure must include the nature of the interest.

An interest must also be disclosed in the meeting when it becomes apparent to the member during the meeting.

[Please see the attached sheet for further guidance for Members.]

2. Minutes

(Pages 3 - 12)

To approve and sign the minutes of the meeting held on 16 October 2023 and 27 November 2023.

3. Public Participation

At this point in the meeting members of the public who have registered to speak can do so. Members of the public may speak on agenda items or on matters within the remit of the committee. **Please note that our registration deadlines are set as 2 working days before the meeting, in order to facilitate the management of public participation at our meetings.** The deadline for registering at this meeting is **5:00pm on Thursday**, **7 December 2023.**

To register to speak please visit

www.york.gov.uk/AttendCouncilMeetings to fill in an online registration form. If you have any questions about the registration form or the meeting, please contact Democratic Services. Contact details can be found at the foot of this agenda.

Webcasting of Public Meetings

Please note that, subject to available resources, this meeting will be webcast including any registered public speakers who have given their permission. The meeting can be viewed live and on demand at www.york.gov.uk/webcasts.

During coronavirus, we made some changes to how we ran council meetings, including facilitating remote participation by public speakers. See our updates

(www.york.gov.uk/COVIDDemocracy) for more information on meetings and decisions.

4. 2023/24 Finance and Performance Monitor 2 (Pages 13 - 22) This report sets out the projected 2023/24 financial position and the performance position for the period covering 1 April 2023 to 30 September 2023.

5. Net Zero Fund Update

(Pages 23 - 32)

This report provides information on the application process for the Combined Authority Net Zero Fund, the projects submitted by City of York Council ('the Council'), the outcome of the evaluation and the next steps.

6. York-North Yorkshire Devolution and the Mayoral Combined Authority

This report provides a short update of the process that has been undertaken toward the establishment of a Mayoral Combined Authority (MCA) for York and North Yorkshire.

7. Mayoral Combined Authority Governance (Pages 39 - 56) This report provides the Committee with an update on the progress of creating the Mayoral Combined Authority and governance issues.

8. Work Plan

(Page

(Pages 57 - 58)

To consider the scrutiny overview work plan.

9. Urgent Business

Any other business which the Chair considers urgent under the Local Government Act 1972.

Democracy Officer: Jane Meller

Contact details:

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For more information about any of the following please contact the Democratic Services Officer responsible for servicing this meeting:

- Registering to speak
- Business of the meeting
- Any special arrangements
- Copies of reports and
- For receiving reports in other formats

Contact details are set out above.



Declarations of Interest – guidance for Members

(1) Members must consider their interests, and act according to the following:

Type of Interest	You must
Disclosable Pecuniary Interests	Disclose the interest, not participate in the discussion or vote, and leave the meeting <u>unless</u> you have a dispensation.
Other Registrable Interests (Directly Related) OR Non-Registrable Interests (Directly Related)	Disclose the interest; speak on the item <u>only if</u> the public are also allowed to speak, but otherwise not participate in the discussion or vote, and leave the meeting <u>unless</u> you have a dispensation.
Other Registrable Interests (Affects) OR Non-Registrable Interests (Affects)	Disclose the interest; remain in the meeting, participate and vote <u>unless</u> the matter affects the financial interest or well-being: (a) to a greater extent than it affects the financial interest or well-being of a majority of inhabitants of the affected ward; and (b) a reasonable member of the public knowing all the facts would believe that it would affect your view of the wider public interest. In which case, speak on the item <u>only if</u> the public are also allowed to speak, but otherwise do not participate in the discussion or vote, and leave the meeting <u>unless</u> you have a dispensation.

- (2) Disclosable pecuniary interests relate to the Member concerned or their spouse/partner.
- (3) Members in arrears of Council Tax by more than two months must not vote in decisions on, or which might affect, budget calculations,

and must disclose at the meeting that this restriction applies to them. A failure to comply with these requirements is a criminal offence under section 106 of the Local Government Finance Act 1992.

Agenda Item 2

City of York Council	Committee Minutes
Meeting	Corporate Services, Climate Change and Scrutiny Management Committee
Date	16 October 2023
Present	Councillors Fenton (Chair), Merrett (Vice- Chair), Ayre, Baxter, J Burton, Healey, Kelly, D Myers, Rowley, Steels-Walshaw, K Taylor, Waller and Widdowson
In Attendance	Cllrs Kent and Ravilious, Joint Executive Members for Environment and Climate Change Cllr Lomas, Executive Member, Finance and Major Projects.
Officers Present	Debbie Mitchell, Chief Finance Officer Ian Cunningham, Head of Business Intelligence Shaun Gibbons Head of Carbon Reduction Pauline Stuchfield Director of Customer and Corporate Services Bryn Roberts, Director of Governance & Monitoring Officer Dawn Steel, Head of Democratic and Scrutiny Services Lindsay Tomlinson, Head of Democratic Governance

7. Declarations of Interest (5.35 pm)

Members were asked to declare at this point in the meeting any disclosable pecuniary interest or other registerable interest they might have in respect of business on the agenda, if they had not already done so in advance on the Register of Interests.

In relation to Item 6 (The Blue Badge Application Process) Cllr Rowley noted that he had assisted a resident with their application. On the same item, Cllr Ayre noted that his partner was a blue badge holder.

Cllr Merrett noted, in relation to Item 5 (Intermediate Carbon Reduction Targets), that he was a member of a climate action group.

8. Minutes (5.36 pm)

Resolved: That the minutes of the last meeting held on 25 September 2023 were approved as a correct record.

9. Public Participation (5.38 pm)

It was reported that there had been three registrations to speak at the meeting under the Council's Public Participation Scheme.

Flick Williams spoke on agenda Item 6 (The Blue Badge Application Process) and noted that she had participated in a positive co-production meeting with officers. However, she highlighted that one of the discussion points, regarding the language used to describe disabled people, had not been rectified in the report to the committee. She also noted that due to an ageing population, there was likely to be an increase in the number of applications for Blue Badges.

Gwen Swinburn spoke in relation to agenda items and the remit of the committee. She requested that all Members be given access to 'pink papers', suggested that 'citizens' could be employed to undertake elections work. She also asked that the protocol for flag flying at the Mansion House be reviewed.

Helen Jones, Chair of York Disability Rights Forum, also spoke in relation to Item 6 on the agenda. She made some recommendations to improve the Blue Badge application process and noted that, for renewal applications, the information is already held on the system. It would therefore save time for both residents and CYC if this data collection exercise did not have to be repeated. She also noted that paper copies of the application forms would be beneficial for some users.

10. 2023/24 Finance and Performance Monitor 1 (5.48 pm)

The Chief Finance Officer and the Head of Business Intelligence presented the Finance and Performance Quarter 1 report to Members. The forecast overspend of £11m was attributed to the costs associated with social care and it was noted that this was a national issue. Positive performance indicators in sickness reduction, complaint handling and FOI (freedom of information requests) responses were highlighted as improvements.

Officers responded to a range of questions from Members which covered alternative funding sources, capacity for letting office space, vacancy management, public awareness through corporate communications,

efficiency improvements, work with other councils and the use of Key Performance Indicators (KPIs).

It was agreed that the Chief Finance Officer would investigate if funding had been secured against the £650k for one off items (paragraph 10, bullet point 4 of the report referred).

Resolved: That the finance and performance information be noted.

Reason: To ensure expenditure is kept within the approved budget.

11. Intermediate Carbon Reduction Targets (6.06 pm)

The Head of Carbon Reduction and the Assistant Director of Policy and Strategy presented a report which set out the council approach to monitoring progress against the carbon reduction pathway.

Officers responded to a number of questions which covered the following: the purpose of the Climate Change Scorecard, scope 3 emissions and the requirement for suppliers to report on emissions, the constraints and timetable for this, the accuracy of reporting and the resource required to report effectively, capital costs for decarbonising CYC sites, funding bids and remaining shortfalls, CYC targets, performance indicators and scorecards.

[18:34 Cllr Rowley left the meeting.]

There followed a discussion between Members which covered the merits of setting intermediate targets that measured progress towards the reduction of GCC02 emissions (citywide emissions) and GCC03 emissions (council emissions). This included suggestions from Members on what the targets would look like.

It was agreed that officers would work to develop intermediate targets that would form the basis of future scrutiny reports.

Resolved:

- i. That the report be noted.
- ii. A set of intermediate targets be developed and brought back to scrutiny.
- Reason: To ensure that progress towards net zero is scrutinised by the committee.
- [7.10 7.15pm, the meeting was adjourned for a comfort break.]

12. The Blue Badge Application Process (7.17 pm)

The Director of Customer and Corporate Services and the Business Support Manager, presented a report on the blue badge application process. They highlighted the two stage appeal process and confirmed that they were in the process of investigating the suggestions that had been received following recent consultation with user groups and stakeholders; there was an ambition to make some changes to the renewal process.

Officers noted that they continued to learn and improve; they responded to the public speaker and apologised for some of the language used in the report.

Members discussed a number of points, this included improvements to the renewal process., assessor recruitment, GP evidence,

Following the discussion, the Chair confirmed that the Committee would maintain a watching brief on the item.

Resolved:

- i. That the report be noted.
- ii. That the item be added to work plan for future consideration.
- Reason: To understand and consider any improvements that could be made to the Blue badge application process to assist disabled and other affected residents of York.

13. Election Act 2022 and City of York Council Elections 2023 (7.43 pm)

The Director of Governance introduced a report on the delivery of the City Council elections 2023. He noted that the introduction of voter ID was the first substantive change in 10-15 years, and credited the Communications team for improving resident awareness of the requirement for voter ID.

A number of questions and comments were made by Members relating to the accessibility of polling stations, the use of greeters at polling booths, student voting and the postal vote system.

It was reported that greeters had not been employed for the election. Members noted their experience on election day, was that staff had been outside polling stations and had advised on the voter ID requirement. It

was therefore likely that the number of voters without ID had been underreported.

Officers reported that the system for postal voting would be more complex in future, and that there would be a requirement to provide a national insurance number to register.

[8pm Cllr Myers left the meeting.]

Resolved: That the report be noted.

Reason: To keep the Committee updated.

14. Work Plan (8.10 pm)

Members considered the Scrutiny Work Plan for the scrutiny committees.

Resolved: That the Work Plan be noted.

Reason: To provide an overview of the scrutiny work programme.

Cllr S Fenton, Chair [The meeting started at 4.32 pm and finished at 8.11 pm].

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City of York Council	Committee Minutes
Meeting	Corporate Services, Climate Change and Scrutiny Management Committee
Date	27 November 2023
Present	Councillors Fenton (Chair), Merrett (Vice- Chair), Ayre, J Burton, Healey, Kelly, D Myers, Steels-Walshaw, K Taylor, Waller, Widdowson, Wells (Substitute for Cllr Baxter) and Nicholls (Substitute for Cllr Rowley)
Apologies	Councillors Baxter and Rowley
In Attendance	Councillor Lomas (Executive Member, Finance, Performance, Major Projects, Human Rights, Equality and Inclusion)
Officers Present	Neil Ferris, Corporate Director of Place David Warburton, Head of Regeneration Dawn Steel, Head of Democratic and Scrutiny Services Ruth Barton, Senior Lawyer

15. Declarations of Interest (5.33 pm)

Members were asked to declare any disclosable pecuniary interest, or other registerable interest, they might have in respect of business on the agenda, if they have not already done so in advance on the Register of Interests.

In respect of item 3 (the York Central Update), Cllr Merrett noted that he had been involved in making representations on the earlier planning applications for the site, which had since been determined.

16. Public Participation (5.34 pm)

It was reported that there had been one registration to speak at the meeting under the Council's Public Participation Scheme, but that the registered speaker was not in attendance at the meeting.

17. York Central Update (5.34 pm)

The Corporate Director of Place and the Head of Regeneration provided an update for Members on the York Central project. The Corporate Director of Place outlined the council's current and potential future role in the project. The Head of Regeneration noted that the York Central development had been a longstanding element of the city's ambition for growth, and drew attention to the significant economic, housing, transport and sustainability benefits that the project would deliver for the city and wider region.

[Cllr Nicholls arrived at 5.38pm, Cllr J Burton at 5.44pm].

The officers responded to a variety of questions from Members which covered the financial situation and the Council's exposure to risk, the appointment of a lead developer partner/investor, the possibility of increasing the proportion of affordable homes on the site, the timetable for the delivery of the various phases of the project, Enterprise Zone funding and the devolution deal, the opportunity for a Government Hub on the site, infrastructure development, rail connectivity, the number of jobs that would be created, disability access, and lessons learned from community engagement around the project.

During the discussion, officers noted that they were awaiting an announcement on the lead developer and that more information would be forthcoming following the announcement.

- Resolved: That the York Central update be received with a further update scheduled in March 2024.
- Reason: To keep the committee updated on this key project for the city.

[Cllrs Lomas and Taylor left the meeting at 7.11pm].

18. Monitoring and Tracking of Approved Council Motions (7.11 pm)

The Democracy and Member Support Manager provided an update on the monitoring and tracking of approved Council motions. She drew attention to Annex A to the report, which included details of motions approved by Full Council since January 2023, showing progress against implementation of any agreed actions.

[Cllr Merrett left the meeting at 7.21pm].

The officer responded to questions from members on the progress and implementation of motions and the form in which the information was presented to the committee.

Resolved:

- i. That the contents of Annex A to the report be noted;
- ii. That the Chair and Vice-Chair review the format of future motions reports in consultation with Democratic Services officers.
- Reason: To ensure that processes for monitoring and implementing approved Council motion resolutions remain sufficiently robust.

19. Schedule of Petitions (7.25 pm)

The Democracy and Member Support Manager provided an update on the schedule of petitions, covering petitions received since January 2023.

The officer responded to questions from members on the presentation of the schedule and mechanisms for monitoring the progress of petitions.

Resolved:

- i. That the schedule of petitions recorded since January 2023 be noted;
- ii. That the Chair and Vice-Chair review the format of the schedule of petitions in consultation with Democratic Services officers.

Reason: To ensure the Committee carries out its constitutional role in relation to petitions.

20. Work Plan (7.42pm)

Members considered the Scrutiny work plan for the four scrutiny committees.

Resolved: That the work plan be noted.

Reason: To ensure an overview of the scrutiny work programme.

Cllr S Fenton, Chair [The meeting started at 5.33 pm and finished at 7.44 pm].



Corporate Services, Climate Change and Scrutiny Management Scrutiny Committee

11 December 2023

Report of the Chief Operating Officer and Chief Finance Officer

2023/24 Finance and Performance Monitor 2

Summary

- This report sets out the projected 2023/24 financial position and the performance position for the period covering 1 April 2023 to 30 September 2023. This is the second report of the financial year and assesses performance against budgets, including progress in delivering the Council's savings programme.
- The previous monitor report outlined the Council's serious financial position with a forecast overspend for 2023/24 of £11.4m. There has been a small improvement for Monitor 2, with a forecast overspend of £11.1m. However, further mitigation has been identified which has resulted in the net overspend reducing from £2m to £1.1m.
- 3. This is still a significant overspend that is of serious concern and it remains very clear that the Council cannot afford to keep spending at this level. The general reserve is £6.9m and, whilst we have other earmarked reserves that we could call on if required, continued spending at this level would quickly see the Council exhaust its reserves.

Background

Financial Summary and Mitigation Strategy

4. The latest forecast is that there will be an overspend of £11m. This is despite action being taken by managers across the Council to try and reduce expenditure. If the Council continues to spend at the current level, and no action is taken, then we will continue to overspend and will exhaust our reserves and any other available funding. The current level of expenditure is unaffordable and therefore action to reduce expenditure

has been implemented. If we do not start to see an improvement in the forecast, there will need to be further measures implemented to ensure that the required impact is seen by the end of the financial year.

- 5. Officers continue to carefully monitor spend, identify further mitigation, and review reserves and other funding to make every effort to reduce this forecast position. However, it is possible that it will not be reduced to the point that the outturn will be within the approved budget. The Council has £6.9m of general reserves that would need to be called on if this were the case. As outlined in previous reports, any use of the general reserve would require additional savings to be made in the following year to replenish the reserve and ensure it remains at the recommended minimum level.
- 6. It is a clear and agreed priority for all officers to focus on the delivery of savings plans during the year.

Financial Analysis

7. The Council's net budget is £141m. Following on from previous years, the challenge of delivering savings continues with c£6m to be achieved to reach a balanced budget. The latest forecasts indicate the Council is facing net financial pressures of £11.1m and an overview of this forecast, on a directorate by directorate basis, is outlined in Table 1 below.

Service area	Net budget	2023/24 Gross Forecast Variation	Mitigation	2023/24 Revised Forecast Variation after mitigation
	£'000	£'000	£'000	£'000
Children & Education	25,083	4,637	-910	3,727
Adult Social Care & Integration	45,329	6,688	-3,281	3,407
Place	22,605	-1,223	-140	-1,363
Customers & Communities, Public Health & Corporate Services	26,437	2,000	-1,000	1,000
Central budgets	22,670	-1,000		-1,000
Sub Total		11,102	-5,331	5,771
Contingency	-500		-500	-500

Use of earmarked reserves			-4,250	
Target for further mitigation			-1,021	-1,021
Total including contingency	141,624	11,102	-11,102	nil

Table 1: Finance overview

Directorate Analysis

Corporate, Customers & Communities

8. The forecast outturn position for the remaining areas of the Council is a net overspend of £920k and the table below summarises the latest forecasts by service area.

		Variance	Variance
	Budget £'000	£'000	%
Chief Finance Officer	2,923	176	6
HR and Corporate Management	2,545	88	3
Customers & Communities	15,899	1,152	7
Governance	5,063	504	10
Public Health	14	0	0
Total Corporate, Customers &	26,444	1,920	7
Communities			
Other central budgets and treasury management	22,382	-1,000	4

Mitigations to reduce forecast overspend	
Vacancy management and cost control measure across all areas	
Further review of Treasury Management and borrowing forecasts	-1,000
Revised position	920

- Within Customers and Communities, the most significant pressure (£600k) arises from the continued pressure across Housing Benefit Overpayments as the move to Universal Credit reduces opportunities to achieve income from recovering overpayments.
- There is also continued pressure from the loss of external payroll contracts within the Payroll Team (£242k), however, vacancies are being held wherever possible within Business Support to reduce the overspend.

- 11. Historical income shortfalls at the Mansion House combined with existing saving targets and pressures from premises costs are proving challenging. Budget panels have been held recently to discuss ways of improving the position going forwards.
- 12. Energy and maintenance contract inflation is causing pressure with the Bereavement Services, but it is hoped that this will be mitigated by increased income from the Crematorium by the end of the year.
- 13. Within the Governance department there are forecast pressures across legal services income recovery from capital fees and pressures regarding coroner fees. There are also concerns over the achievability £125k savings target through advertising income this year, a paper is being taken to CMT to discuss options.
- 14. Since the last report the proposed External Audit fee has been received, an increase of £175k. This has been noted and included in the Medium Term Financial Plan.
- 15. Across all these service areas Managers are being tasked with identifying mitigations that will reduce these pressures. These will include holding vacancies, cash limiting budget areas and striving to maximise income generation. This will be carefully monitored and reported back at future monitoring reports. The impact of holding vacancies where possible has yet to be quantified.

Performance – Service Delivery

- 16. This performance report is based upon the city outcome and council delivery indicators included in the Performance Framework for the Council Plan (2023-2027) which was launched in September 2023. This report only includes indicators where new data has become available, with a number of indicators that support the Council plan being developed. Wider or historic strategic and operational performance information is published quarterly on the Council's open data platform; www.yorkopendata.org.uk
- 17. The Executive for the Council Plan (2023-2027) agreed a core set of indicators to help monitor the Council priorities and these provide the structure for performance updates in this report. Some indicators are not measured on a quarterly basis and the DoT (Direction of Travel) is calculated on the latest three results whether they are annual or quarterly.

18. A summary of the city outcome and council delivery indicators by council plan theme, based on new data released since the last report, are shown below.

Housing: Increasing the supply of affordable housing (City)						
	Previous Data	Latest Data	DoT	Frequency	Benchmarks	Data Next Available
% of dwellings with energy rating in A-C band in the EPC Register - Snapshot	43.10% (Q1 2023/24)	43.40% (August 2023)	₽	Monthly	Not available	Q2 2023/24 data available in November 2023
The DoT (Direction of Travel) is calculated on the latest three data points whether they are annual or quarterly. All historic data is available via the Open Data Platform						

Performance - Housing: Increasing the supply of affordable housing

- 19. % of dwellings with energy rating in A-C band in the EPC register An Energy Performance Certificate (EPC) gives a property an energy efficiency rating from A (most efficient) to G (least efficient) and is valid for 10 years, and apart from a few exemptions, a building must have an EPC assessment when constructed, sold or let. Whilst the EPC register does not hold data for every property, it can be viewed as an indication of the general efficiency of homes. The rating is based on how a property uses and loses energy for example through heating, lighting, insulation, windows, water and energy sources. Each area is given a score which is then used to determine the A-G rating. In 2022, the median energy efficiency rating for a dwelling in England and Wales was Band D and a rating of A-C is generally considered to be good energy performance.
- 20. At the end of August 2023, 43.4% of properties on the register for York had an EPC rating of A-C which is a slight increase from 42.1% at the start of the year. The median grade for York for the same period was band D which follows the latest national benchmark. Data is based on the last recorded certificate for 58,553 properties on the register for York, some of which will have been last assessed more than ten years ago.

Sustainability: Cutting carbon, enhancing the environment for our future (City)						
	Previous Data	Latest Data	DoT	Frequency	Benchmarks	Data Next Available
The average of maximum annual mean Nitrogen Dioxide concentration recorded across three areas of technical breach (at points of relevant public exposure) - Calendar	43.8 (2021/22)	44.1 (2022/23)	Ŷ	Annual	Not available	2023/24 data available in September 2024
Carbon emissions across the city (tonnes of carbon dioxide equivalent) - (Calendar Year)	936 (2018)	912 (2019)	ſ	Annual	Not available	2020 data available in November 2023
The DoT (Direction of Travel) is calculated on the latest three data points whether they are annual or quarterly. All historic data is available via the Open Data Platform						

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How the Council will operate (Council)						
	Previous Data	Latest Data	DoT	Frequency	Benchmarks	Data Next Available
FOI & EIR - % Requests responded to In time - (YTD)	89.30% (Q1 2023/24)	92.40% (Q2 2023/24)	1 Good	Quarterly	Not available	Q3 2023/24 data available in January 2024
% of 4Cs Complaints responded to 'In Time'	96.12% (Q1 2023/24)	93.26% (Q2 2023/24)	솹	Monthly	Not available	Q3 2023/24 data available in January 2024
The % of York residents reporting 'good' or 'excellent' experience with Council (Baseline Q3 Talkabout)	NA	NA	NA	Quarterly	Not available	Q3 2023/24 data available in February 2024
The % of York residents reporting 'poor' or 'satisfactory' experience with Council (Baseline Q3 Talkabout)	NA	NA	NA	Quarterly	Not available	Q3 2023/24 data available in February 2024
Average Sickness Days per FTE - CYC (Excluding Schools) - (Rolling 12 Month)	12.95 (July 2022)	11.01 (July 2023)	↑	Monthly	CIPD (Public Sector) 2022/23 10.6	Q2 2023/24 data available in December 2023
YCC Average Speed of answer - Operators	00:00:15 (Phone) (Q1 2023/24)	00:00:10 (Phone) (Q2 2023/24)	솹	Monthly	Not available	Q3 2023/24 data available in January 2024

Performance - How the council will operate

- 21. FOI and EIR % of requests responded to in-time 92.4% of requests were responded to in-time during 2023-24 up until the end of September which is the highest figure seen since the end of 2018-19.
- 22. % of 4Cs complaints responded to in-time In Q2 2023-24, there has been a decrease in the number of corporate complaints received compared to the same reporting period in 2022-23 (364 in Q2 2023-24 compared to 652 in Q2 2022-23). There has been a small reduction in performance for the percentage of corporate complaints responded to in time (93.3% in Q2 2023-24 compared to 95.3% in Q2 2022-23).
- 23. Average sickness days per full time equivalent (FTE) employee At the end of July 2023, the average number of sickness days per FTE (rolling 12 months) had decreased to 11 days from 13 in July 2022. Recently released benchmarks show that the CIPD public sector benchmark is 10.6 days per FTE, putting us in line with national trends.
- York Customer Centre average speed of answer Phones were answered, on average, in 10 seconds in Q2 2023-24 by the York Customer Centre which is the lowest figure seen during 2023-24 and much lower than the average of 1 minute and 42 seconds during 2022-23.

Consultation

25. Not applicable.

Options

26. Not applicable.

Analysis

27. Not applicable.

Council Plan

28. Not applicable.

Implications

- 29. The recommendations in the report potentially have implications across several areas. However, at this stage
 - **Financial implications** are contained throughout the main body of the report.
 - Human Resources (HR), there are no direct implications arising from this report.
 - Legal the Council is under a statutory obligation to set a balanced budget on an annual basis. Under the Local Government Act 2003 it is required to monitor its budget during the financial year and take remedial action to address overspending and/or shortfalls of income. Further work is required to develop and implement proposals that will allow the Council to bring its net expenditure in line with its income. There may be legal implications arising out of these proposals that will be considered as part of the development and implementation of those proposals. If the Council is unable to set a balanced budget, it is for the Chief Financial Officer to issue a report under s114 of the Local Government Finance Act 1988 ('a section 114 notice').
 - **Procurement**, there are no direct implications arising from this report.
 - **Health and Wellbeing**, reductions in spend in some areas could impact on the health and wellbeing of both our staff and residents. The impact of any reductions in spend will continue to be carefully monitored so that implications can be considered and mitigated where possible.
 - **Environment and Climate action**, there are no direct implications related to the recommendations.

- Affordability, are contained throughout the main body of the report. Where decisions impact on residents on a low income these impacts will be recorded in the individual Equalities and Human Rights analysis referred to below.
- Equalities and Human Rights, whilst there are no specific implications within this report, services undertaken by the Council make due consideration of these implications as a matter of course.
- **Data Protection and Privacy,** there are no implications related to the recommendations.
- **Communications**, the information set out in this report necessitates both internal and external communications. With ongoing interest in the current state of Local Government funding, we anticipate this report will attract media attention. A comms plan has been prepared to help make the information about the forecast overspend and the controls proposed clear and understandable, with opportunities to facilitate staff discussion arranged.
- **Economy**, there are no direct implications related to the recommendations.

Risk Management

- 30. An assessment of risks is completed as part of the annual budget setting exercise. These risks are managed effectively through regular reporting and corrective action being taken where necessary and appropriate.
- 31. The current financial position represents a significant risk to the Council's financial viability and therefore to ongoing service delivery. It is important to ensure that the mitigations and decisions outlined in this paper are delivered and that the overspend is reduced.

Recommendations

- 32. The Committee is asked to:
 - a. Note the finance and performance information.

Reason: to ensure expenditure is kept within the approved budget.

Contact Details			
Author:	Chief Office report:	er Responsibl	e for the
Debbie Mitchell Chief Finance Officer Finance	lan Floyd	ating Officer	
Ext 4161	Report Approved	✓ Date	03/11/2023
Ian Cunningham			
Head of Business Intelligence Governance	lan Floyd Chief Opera	ting Officer	
Ext 5749	Report Approved	✓ Date	03/11/2023
Wards Affected:			All 🗸

For further information please contact the author of the report

Background Papers: None.

Annexes: None.

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Corporate Services, Climate Change and Scrutiny Management Committee

11 December 2023

Report of the Assistant Director of Policy and Strategy

Net Zero Fund Update

Summary

- As part of the Mayoral Combined Authority devolution deal for York and North Yorkshire ('the MCA'), a £7m Net Zero Fund was established. This fund enables the development and delivery of net zero projects, supporting the ambition to be a carbon negative region.
- 2. This report provides information on the application process, projects submitted by City of York Council ('the Council'), the outcome of the evaluation and the next steps.
- 3. In total, £3m of funding has been allocated to the Council for 3 development projects and 4 delivery projects. These projects are:

<u>Development</u>

- Harewood Whin Green Energy Park
- Elvington Lane Solar
- North Wigginton Wind

<u>Delivery</u>

- LED Council Commercial Buildings
- LED Street Lighting
- Renewable Heating Honeysuckle House
- Renewable Heating Alex Lyon House
- 4. Projects will be delivered between January 2024 March 2025.

Background

- 5. On 1 August 2022 a Devolution Deal between the Government and the Local Authorities of York and North Yorkshire was announced. This included the proposal to establish a York and North Yorkshire Mayoral Combined Authority.
- As a Mayoral Combined Authority, the York and North Yorkshire Combined Authority was awarded £7million of funding across 2023/24 and 2024/25 to enable the area to drive green economic growth towards our ambitions to be a carbon negative region.
- 7. The £7million Net Zero Fund enables the development and delivery of net zero projects, aligned with York and North Yorkshire's Routemap to Carbon Negative.
- 8. The Net Zero Fund includes £1m of revenue funding and £6m of capital funding. The revenue funding supports the development of net zero projects, and the capital funding enables the delivery of net zero projects.

Project Development Fund

- 9. The £1m revenue fund will build an investible pipeline of projects that make a significant contribution to delivering net zero, energy security and economic growth. The fund supports project scoping, community engagement, feasibility studies and business case development.
- 10. Grants were available to public and private sector bodies operating within York and North Yorkshire, for developing local net zero projects for communal or public benefit. This includes Local Authorities and other public sector organisations, Community Groups, Charities and Businesses.
- 11. The funding covers revenue expenditure only and will fund a range of interventions that support net zero project development up to business case stage. Eligible revenue expenditure includes: Project scoping, Community engagement, Feasibility studies and Business case development.
- 12. The Fund contributes to the overall ambition for York and North Yorkshire to be a carbon negative economy. Projects will deliver on one

or more strategic priority within York & North Yorkshire's Routemap to Carbon Negative, across: Power, Heat & Buildings, Transport, Business & Industry, Land Use, Agriculture & Marine. The York Climate Change Strategy aligns with the regional strategic objectives and projects were also assessed against the Council's local strategy.

Project Delivery Fund

- 13. The £6m capital fund enables the delivery of net zero projects that otherwise would not happen. Projects support the implementation of York and North Yorkshire's Routemap to Carbon Negative, York's Climate Change Strategy, and the North Yorkshire Council's Climate Change Strategy.
- 14. Grant funding was available to public and private sector bodies within York and North Yorkshire to deliver local net zero projects for communal or public benefit (subject to the production of a strong and green-book compliant Business Case). Bodies include: Local Authorities and other public sector organisations, Community Groups, Charities and Businesses.
- 15. The funding covers capital expenditure only and will fund a range of interventions that unlock the delivery of net zero projects that otherwise would not happen. Eligible capital expenditure covers: Installation of renewable energy generation, Grid connection, On site infrastructure, Low carbon equipment / machinery, Capacity to support any of the capital delivery activity detailed above where it is directly attributable to the creation or maintenance of a capital asset.
- 16. The Fund contributes to the overall ambition for York and North Yorkshire to be a carbon negative economy. Projects will deliver on one or more strategic priority within York & North Yorkshire's Routemap to Carbon Negative, across: Power, Heat & Buildings, Transport, Business & Industry, Land Use, Agriculture & Marine.

Timetable

- Launch of net zero fund 3 January 2023
- Closing date for delivery fund expressions of interest 30 January 2023
- Closing date for development fund applications 6 February 2023
- Shortlisting of prioritised delivery fund proposals 24 February 2023

- Delivery fund 'Full Business Case Submission' 1 March to 28 April 2023
- Approval October 2023
- Funding Available January 2024
- Projects completed by March 2025
- 17. The net zero fund launched on 3 January 2023, with the Net Zero Fund Prospectus¹ setting out the details of the process.
- 18. In January, a long-list of 21 potential Council projects was identified with support of the Corporate Management Team (CMT). This long-list of projects was assessed and scored against the following criteria:
 - a. Deliverability
 - b. Carbon Impact
 - c. Public Benefit
 - d. Value for Money
 - e. Additionality for Public Funding
 - f. Risks
 - g. Strategic Alignment
 - h. Financial Benefit
 - i. Council Priority
- 19. Following the assessment, 12 projects were submitted at Expression of Interest stage, with 9 projects not being taken forward. Those projects that were not progressed and the explanation for this are provided below:

Project	Explanation
Housing Delivery	Limited financial benefit and undeliverable
Programme – Post	within project timescales
occupancy monitoring	
Coney Street	Limited financial benefit. Limited case for
environmental uplift	public sector intervention
(Design Guide)	
HyperHub 4	Funding identified from other sources
Harewood Whin Green	Undeliverable within project timescales
Energy Park - Delivery	
Residential fast	Limited financial value. Challenging to deliver
chargepoints	within project timescales
Park & Ride charging	Limited financial or public benefit. Challenging
upgrades	to deliver within project timescales
York Leisure Centre &	High level of risk and unable to deliver within

https://www.ynylep.com/Portals/0/adam/HtmlNewApp/RnokhwliDkGA8ol1kZg5Ww/ButtonLink/Net%20Zero %20Fund%20Prospectus.pdf

Stadium PV	project timescales
York Central commercial building conversion projects	Limited financial benefit for the council. Limited case for public sector intervention
Network Reinforcement	Outside remit of the Council. Discussions with DNO about future reinforcement requirements

Table 1: Projects that were not progressed to Expression of Interest with explanation

- 20. At Expression of Interest, two projects were rejected. These projects were:
 - a.Garden Village decarbonisation plan the case for public sector intervention was not strong enough;
 - b. York Sports Club Energy Savings (Feasibility) too limited in scale and scope.
- 21. Prior to full application, one project was removed by the Council due to cost inflation impacting value for money. This project was heat-pump and battery storage installation for Council owned properties.
- 22. 9 projects were subsequently submitted as full applications. 7 were successful, with 2 being rejected. The rejected projects are listed below:
 - a. York Central: Commercial use environmental uplift (Design Guide)
 the case for public sector intervention was not strong enough;
 - b. Food Loss & Redistribution high level of uncertainty with in-kind contributions and delivery risk.
- 23. The full list of successful projects, funding levels and stated outputs/outcomes is presented below:

Project	Funding	Outputs
Elvington Lane Solar Scheme (Feasibility)	£50,000	Feasibility Study for potential additional 30MW capacity of renewable generation and annual carbon savings of 1,730 tCO ₂ e
Onshore wind north of Wigginton (Feasibility)	£50,000	Feasibility Study for potential additional 2MW capacity of renewable generation and annual carbon savings of 300 tCO ₂ e.
Harewood Whin Green Energy Park (Planning and Business Case)	£243,500	Full Business Case for potential additional 32MW capacity of renewable generation and annual carbon savings of 8,308 tCO2e by

		2040
Alex Lyon heat decarbonisation	£1,050,611	Saving 29tCO ₂ e per year; 50% reduction in energy bills; 100% of heating and water provided from renewable sources; 27 homes achieving EPC C; 27 homes connected to communal heating system
Honeysuckle House heat decarbonisation	£843,788	Saving 22tCO ₂ e per year; 50% reduction in energy bills; 100% of heating and water provided from renewable sources; 35 homes achieving EPC C; 35 homes connected to communal heating system
CYC Lighting Upgrades	£352,282	Saving 74tCO ₂ e per year; Reduced energy usage by 0.25MWh per year; 15% of lighting replaced with LED
LED Street Lighting	£354,028	Saving 6tCO ₂ e per year; Reduced energy usage by 33,000kWh per year.

Table 2: List of approved projects, level of funding and expected outputs/outcomes

Next Steps

- 24. Following the decision by the Joint Committee on 23rd October 2023, the funding is now subject to the agreement of a programme business case by the Department for Levelling Up, Housing and Communities (DLUHC). This business case has been submitted and a decision is expected shortly. Following this, formal offer letters will be issued along with the funding agreements.
- 25. A formal funding agreement will be put in place for each project. The funding agreements will be developed to address any potential legal issues arising. All shortlisted projects will be required to submit a UK Subsidy Control Assessment before receiving funding to ensure compliance.
- 26. Any delays to the formal offer and funding agreements will add delivery risk to the projects for completion by the end of March 2025.

Consultation

- 27. Internal consultation has been undertaken with the internal Climate Change Programme Board, Devolution Working Group and Corporate Management Team.
- 28. The Local Area Energy Plan (LAEP) was scrutinised by the Climate Emergency and Policy Scrutiny Committee (since decommissioned) in December 2022.
- 29. In October 2023, the LAEP has also been the basis of an Energy Hackathon, with partners, energy suppliers and innovators invited to explore how to accelerate delivery of renewable energy generation across the city and North Yorkshire.

Options

30. No options are presented in this report.

Council Plan

- 31. Projects described in this report directly contribute to delivering Council Plan 2023-2027 Four Core Commitment covering Climate and the Environment with priority actions:
 - Reduce energy consumption and generate more local sources of renewable energy.
- 32. The content of this report supports the ambitions of the York Climate Change Strategy 2022-2032, and directly aligns with the objectives to:
 - a. Improve energy efficiency of existing buildings
 - b. Build strong relationships and networks
 - c. Move away from fossil fuel heating systems
 - d. Grow the green economy
 - e. Increase resilience to climate risks
 - f. Increase renewable energy generation
- 33. The Local Area Energy Plan sets out the opportunities for York and North Yorkshire to decarbonise the energy system and identifies priority projects which formed part of the Council's Net Zero Fund application.

Implications

- Financial Unlike a number of external funding streams, the net zero fund will not require match funding to be provided by the council so if successful the grant funding can be incorporated into currently approved revenue and capital budgets. Some of the schemes proposed do provide direct financial benefit by reducing council energy costs whereas others have the opportunity to provide income streams. Individual business cases have been produced for each of the delivery projects.
- Human Resources (HR) Any recruitment required will follow existing HR procedures as agreed prior to the Mayoral Combined Authority becoming established.
- **Equalities** no direct impact from the net zero fund application and grant. Equalities impacts will be considered within each project.
- Legal A Grant Agreement is not yet available to review. Any funding is subject to acceptance of terms within the Grant Funding Agreement and will need to be reviewed by legal once available.
- Crime and Disorder no implications
- Information Technology (IT) no implications
- **Property** Projects will have a benefit to Council buildings and reduce energy consumption.
- Other

Risk Management

- 34. Additional Council capacity will be required to deliver the projects. The funding for this capacity is included within the Net Zero Fund applications.
- 35. Any delays to the formal offer and funding agreements will add delivery risk to the projects for completion by the end of March 2025.
- 36. Individual project delivery risks have been identified within the business cases and project plans.

Recommendations

37. No recommendations are made in this report.

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Report Approved Date 29/11/2023

Wards Affected:

All 🗸

For further information please contact the author of the report

Background Papers:

October 2023 Joint Committee Net Zero Funding https://edemocracy.northyorks.gov.uk/documents/s23853/Report%20-%20Net%20Zero%20Funding.pdf

December 2022 Climate Emergency and Policy Scrutiny Committee Local Area Energy Plan <u>Agenda for Climate Emergency Policy and Scrutiny</u> <u>Committee on Tuesday, 13 December 2022, 5.30 pm (york.gov.uk)</u> item 17

Annexes

None

Abbreviations

CMT – Corporate Management Team CO₂e – Carbon Dioxide equivalent. EPC – Energy Performance Certificate LAEP – Local Area Energy Plan MCA – Mayoral Combined Authority Page 33



Corporate Services, Climate Change and Scrutiny Management Committee

11 December 2023

Report of the Director of Governance

York-North Yorkshire Devolution and the Mayoral Combined Authority

Summary

1. This report provides a short update of the process that has so far been undertaken toward the establishment of a Mayoral Combined Authority (MCA) for York and North Yorkshire.

Background

- 2. In February 2020, the Leaders of York and North Yorkshire councils wrote to the Government to open dialogue in order to negotiate a devolution deal for the region.
- 3. Following confirmation from the Government that they would consider a series of "asks", alongside 'strong and robust governance in the region', York and North Yorkshire councils developed a series of "devolution asks", setting out the criteria by which they would be interested in a devolution deal. These were approved by Executive in July 2020, and Full Council agreed in October 2020 to adopt these "asks" on behalf of the city.
- 4. Also in October 2020, the Government invited councils in York and North Yorkshire to submit locally led proposals for unitary local government. This invitation started the legislative process for restructuring local government in the region.
- 5. Following a Government consultation, it was announced in July 2021 that North Yorkshire County Council and the seven district and borough councils would be replaced by a new, single unitary council for North Yorkshire in April 2023, with City of York Council remaining as it is.
- 6. On 1 August 2022, the Secretary of State for Levelling Up, Housing and Communities announced the Government was minded to enter into a

Devolution Deal based on the asks approved by both councils, with York and North Yorkshire to benefit from £540 million of new Government investment to spend on local priorities for economic growth, together with a range of devolved powers for example covering transport, housing, skills and digital connectivity.

- 7. On 6 October 2022, Full Council approved a Governance Review which concluded that statutory criteria (in accordance with Section 109 of the Local Democracy, Economic Development and Construction Act 2009) for creating a Mayoral Combined Authority ("MCA") for York and North Yorkshire had been met as its creation would improve the exercise of statutory functions in the area.
- 8. The next stage was to publish and consult on a Scheme, also agreed by Full Council in October 2022, setting out proposals for the creation and governance arrangements of the Combined Authority. This was subject to significant public consultation in late 2022.
- 9. At a Full Council meeting on 23 February 2023, it was agreed to submit the consultation response to Government to inform the Secretary of State of the outcome of the consultation, allowing him to consider the next stages of the statutory process facilitating the creation of the Combined Authority. It was also agreed that Council would delegate authority to the Chief Operating Officer, in consultation with the Leader of the Council, to undertake any action necessary to provide consent to the Order facilitating the creation of the Combined Authority
- 10. Representatives from the constituent councils including the Director of Governance at City of York Council and the Assistant Chief Executive Legal and Democratic Services at North Yorkshire Council, together with the Interim Director of Transition have met regularly with Government Officials to consider the Order that will create the legal and legislative basis for the Combined Authority.
- 11. On 7 November 2023, the draft Order was published ahead of debate scheduled in Parliament. It is expected that debates in Parliament will be concluded in January, followed by Ministerial sign-off that will enable the legal establishment of the Combined Authority.
- 12. The election for the mayor of York and North Yorkshire is due to take place on 2 May 2024 and once elected, the Combined Authority will then become a Mayoral Combined Authority with the new mayor also taking on the functions of the Police Fire and Crime Commissioner for North Yorkshire. The Local Enterprise Partnership Board will transition

into the Business Committee of the Combined Authority with the LEP's staff integrating into the Authority at its creation.

- 13. Ahead of the establishment of the MCA, a Joint Committee comprising Executive leadership of City of York Council and North Yorkshire Council (formerly North Yorkshire County Council) was created to oversee the implementation of the Devolution Deal and establish the Combined Authority.
- 14. This was established at an inaugural meeting on 30 November 2022 (following approval at Full Council on 6 October 2022), with the forward plan published in advance and reports availably publicly from the North Yorkshire Council website.
- 15. This committee has met four times, with a fifth meeting scheduled for 15 December 2023. It is co-chaired by the Leaders of the constituent councils and is comprised of two representatives from each council and non-voting members in the form of the Police, Fire and Crime Commissioner and the Chair of the Local Enterprise Partnership.
- 16. The Joint Committee will become the decision-making committee of Combined Authority once the Order has secured Ministerial sign-off.
- 17. To support the work of establishing the MCA, there is a working group comprising Officer representatives of both Councils, the Office of the Police, Fire and Crime Commissioner and the Local Enterprise Partnership. This is led by the Interim Director of Transition who was appointed by the Joint Committee at the meeting of 24 July 2023. It considers the processes and procedures that need to be in place to ensure that the Combined Authority ("CA") is 'safe and legal' on day one in addition to the development of reports on issues that are time or business sensitive which require approval by the Joint Committee. This includes the development of a Constitution for the CA/MCA (which is the subject of a separate report to this committee), developed between the Monitoring Officers of CYC, NYC, and the officer acting as interim MO for the intended CA/MCA.
- 18. Reports are developed in consultation between officers of each local authority and Executive/Cabinet portfolio leads, together with the Leaders and Chief Executives.
- 19. An example of the development of proposals within the Joint Committee is considered as part of the agenda of the Committee (Combined Authority Net Zero Fund).

20. Additionally, there is a paper that considers the future governance arrangements of the CA/MCA. This provides Members with a review of how each constituent authority may wish to influence the authority through representation of the various committees that will be established.

Consultation

- 21. The process that supported the creation of the CA/MCA has been subject to significant public consultation and Member engagement.
- 22. Member engagement on the alignment between City of York Council and the CA/MCA will enable continued reflection on how the two authorities are working together to meet the needs of York.

Options

23. Members are invited to consider the content of this report and provide feedback on the continued engagement between the Council and CA/MCA.

Analysis

24. By providing feedback, the Committee will ensure that Members are engaged in the alignment between the Council and CA/MCA. In addition, this report provides opportunity to review and reflect on activity.

Council Plan

- 25. The establishment of the CA/MCA presents opportunities to reflect City of York Council's core commitments and priorities outlined in the Council Plan within a wider regional setting.
- 26. Realising the economic opportunity provided by devolution is a priority action in the Council Plan and is recognised as supporting the city to become more affordable.

Implications

27.

- Financial: There are no financial implications
- Human Resources (HR): There are no HR implications

- Equalities: There are no equalities implications
- Legal: There are no legal implications
- Crime and Disorder: There are no crime and disorder implications
- Information Technology (IT): There are no IT implications
- Property: There are no property implications

Risk Management

28. There are no risks associated with the content of this report.

Recommendations

- 29. Members are asked to consider the content of this report.
- Reason: To ensure Committee and Member feedback is considered as part of the ongoing engagement process with the CA/MCA.

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Report Approved Date 01/12/23

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Wards Affected: All

Background Papers:

Budget Council – 23 February 2023 – Recommendations of Executive on York and North Yorkshire Devolution – Outcome of Consultation: <u>https://democracy.york.gov.uk/documents/s165648/Recommendations%20of</u> <u>%20Executive%20on%20Devolution%20Report.pdf</u>

Council - October 2020 - Agree the devolution asks and to progress to the next stage of negotiating the deal: https://democracy.york.gov.uk/ieListDocuments.aspx?CId=331&MId=12406&

Ver=4

Council – 6 October 2022 - Agree the Devolution Deal and Commence Consultation: https://democracy.york.gov.uk/documents/s162678/Executive%20Report.pdf

Executive – 23 July 2020 - Consideration of a Devolution Deal for York and North Yorkshire:

https://democracy.york.gov.uk/ielssueDetails.aspx?IId=59883&PlanId=0&Opt %20=3#AI55646

Joint Devolution Committee – 24 July 2023 - Combined Authority Governance: Proposed Staffing Structure for the Combined Authority from November 2023 and the Mayoral Combined Authority from May 2024: <u>https://edemocracy.northyorks.gov.uk/documents/s20960/Combined%20Authority%20Governance%20-%20Proposed%20Staffing%20Structure.pdf</u>

The York and North Yorkshire Combined Authority Order 2023: https://www.legislation.gov.uk/ukdsi/2023/9780348253252/pdfs/ukdsi_978034 8253252_en.pdf

York and North Yorkshire Devolution Deal: <u>https://www.gov.uk/government/publications/york-and-north-yorkshire-devolution-deal/york-and-north-yorkshire-devolution-deal</u> Page 39



Corporate Services, Climate Change and Scrutiny Management Committee

11 December 2023

Director of Governance and Monitoring Officer

Mayoral Combined Authority Governance

Introduction

1. To provide the Corporate Services, Climate Change and Scrutiny Management Committee with an update on the progress of creating the Mayoral Combined Authority and governance issues.

General context and Background

- 2. On 1 August 2022 the Secretary of State for Levelling Up, Housing and Communities announced that the Government was minded to enter into a Devolution Deal with York and North Yorkshire under which the region would benefit from £540 million of new Government investment to spend on local priorities to produce growth, together with a range of devolved powers. This Devolution Deal is dependent upon the York and North Yorkshire Authorities establishing a Combined Authority for the area with an elected Mayor. The full detail of the Deal can be found here: https://www.gov.uk/government/publications/york-and-northyorkshire-devolution-deal/york-and-north-yorkshire-devolutiondeal#summary-of-the-devolution-deal-between-the-governmentand-the-local-authorities-of-york-and-north-yorkshire-comprisingcity-of-york-council-and-north-yorkshire-council
- 3. The Deal proposes the following benefits for the region:
 - £18 million per year in Investment Fund/gainshare funding over 30 years to invest in local priorities (35% capital and 65% revenue). This will be subject to a five yearly gateway review assessment;
 - Subject to a full business case, investment of up to £50 million to support and deliver the York Central brownfield

regeneration scheme which would generate additional GVA and associated benefits for the whole York and North Yorkshire region;

- £7 million investment to enable York and North Yorkshire to drive green economic growth towards the ambition to become a carbon negative region;
- Investment of up to £2.65 million of projects to deliver affordable, low carbon homes;
- £13 million for the building of new homes on brownfield land across 2023/24 and 2024/25;
- A commitment to establish a working group to support the development of BioYorkshire;
- New powers from Government to drive regeneration and build more affordable homes;
- New transport powers to improve and integrate the regional transport network.
- 4. The Secretary of State stated:

"The York and North Yorkshire deal will unlock significant long-term funding and give local leaders greater freedom to decide how best to meet local needs and create new opportunities for the people who live and work there. The government recognises that devolution is a journey, not a one-off event. This agreement is the first step in a process of further devolution. As institutions mature, they can gain greater responsibility, and York and North Yorkshire will be able to deepen their devolution arrangements over time, subject to government agreement. The government will continue to work with York and North Yorkshire on important areas of public service reform and infrastructure investment, to support inclusive economic growth in towns, cities and rural areas whilst tackling the climate emergency, on our journey to 2030.

As a mayoral combined authority, York and North Yorkshire will have an important role and voice across the Northern Powerhouse and will be a key partner of central government to drive regional growth and productivity, joining the existing mayoral combined authorities and engaging with the government as a mayoral combined authority from the date of this deal"

5. In September and October 2022, the two Councils agreed to publish a Scheme to describe the governance of a new Combined Authority and to consult upon the Scheme. A copy of the Scheme can be found at : <u>wtd4vzdl2sf8zsdaju0c.pdf (cloudinary.com)</u> The

consultation was held for 8 weeks from October to December. Both Councils considered the responses to the consultation and agreed to submit the Scheme for Devolution and a summary of responses to Government to allow the Secretary of State to consider putting in place the legislation needed to enable the creation of the Combined Authority.

- 6. Following a Full Council decision on 23 February 2023, City of York Council agreed to implement the proposed Devolution Deal for the region. Council agreed to "delegate authority to the Chief Operating Officer, in consultation with the Leader of the Council, to undertake any action necessary to provide consent to the Order facilitating the creation of the Combined Authority in line with the scheme submitted to Government".
- 7. Subsequently Civil Servants from the Department of Levelling Up, Housing and Communities have been working with officers from the two Councils to draft the relevant regulations which will implement the Devolution Deal. On 2 November 2023 the Department provided a copy of the final draft of the York and North Yorkshire Combined Authority Order 2023 to both Councils asking for consent from the constituent authorities to the making of the Order. Both Councils provided the requested consent on 3 November 2023. A copy of the decision record can be found at: <u>https://democracy.york.gov.uk/ieDecisionDetails.aspx?ID=6968</u>

Working Assumption on Future Timetable

- 8. The Order was laid before Parliament on 7 November 2023 and advice from DLUHC is that, subject to the debate timetable, the working assumption is that the Order is due to be made during the week commencing 8 January 2024. A copy of the draft Order can be found at: https://www.legislation.gov.uk/ukdsi/2023/9780348253252/contents
- 9. Once the Order is signed, the Combined Authority is legally created. It is therefore proposed that an agenda for the inaugural meeting of the new Combined Authority is published immediately the Order is made and the meeting will take place once the statutory publication period has expired. Certain funding will then become available to the Combined Authority at that stage, prior to the Mayor being appointed (namely Mayoral Capacity Funding, a proportion of the annual gainshare/Investment Fund, and, subject to the conditions being met, funding for the York and North Yorkshire

Brownfield Housing Fund and Net Zero Funds). The Combined Authority will therefore operate with one of the constituent members chairing the meetings. It is then proposed for the Mayoral elections to take place on the 2 May 2024 and additional funding and powers will be received once the Mayor is in place, who will then chair the meetings of the Combined Authority.

Governance Issues

10. A draft constitution is being worked upon by officers and a draft is due to be considered by the Joint Devolution Committee on the 15 December 2023. A copy of the draft constitution will be circulated to members of the Corporate Services, Climate Change and Scrutiny Management Committee as soon as it is available. However, it is important for the Scrutiny Committee to consider the proposed governance arrangements of how the new Mayoral Combined Authority will operate and for its views to be taken into account in any future drafting of the Constitution and governance arrangements. The Devolution Deal proposed the following governance arrangements for the Combined Authority and this is being included within the proposed future Constitution of the Combined Authority:

Membership

- 11. The Order proposes to implement the Scheme to provide that the Membership of the Combined Authority will be:
 - a) The Mayor (who will Chair the Authority) (voting Member).
 - b) Two Members from each of the Constituent Authority (voting members).
 - c) The Constituent Authorities will nominate one of these Members as a "Lead Member" who gets special voting rights in certain circumstances.
 - d) Each Authority will nominate four substitute members.
 - e) The Secretary of State stated that one member would be appointed by the York and North Yorkshire LEP which would be non-voting, unless the Combined Authority resolved to give them a vote on any issues. The LEP Board would then become the Business Committee of the Combined Authority subject to the LEP integration process.

Voting

- 12. The Mayor and Combined Authority are the primary decision makers. The Statutory Order creating the Combined Authority specifies that certain decisions must be taken by the Elected Mayor and that some decision rest with the Combined Authority. The Constitution will reflect these legal requirements. In addition, Schedule 1 to the Order sets out specific voting and consent requirements which must also be reflected in the Constitution. Attached at Appendix A is a table which summarises the main parts of the Order and how decisions will be made.
- 13. The Mayor will provide overall leadership and chair Combined Authority meetings. The Combined Authority's remit is the strategic economic development, housing, carbon reduction, skills, transport infrastructure and strategic and operational transport functions. The Mayor can choose to delegate certain functions to members of the Combined Authority. The Mayoral Combined Authority can therefore appoint portfolio leads from its membership.
- 14. As shown in Appendix A, the Mayor can exercise certain of their functions autonomously as these have been devolved directly from Central Government to that post, namely:
 - Functional power of competence.
 - Housing and planning:
 - Power to designate a Mayoral Development Area and then set up a Mayoral Development Corporation (see consent requirements in Appendix A).
 - Housing and land acquisition powers (see consent requirements in Appendix A) to support housing, regeneration, infrastructure and community development and wellbeing.
 - Finance:
 - Power for the mayor to set a precept on council tax to fund mayoral functions (resulting from the setting of the mayoral budget subject to the potential veto provisions set out in Appendix A).
 - Power to charge business rate supplement (subject to ballot).
 - Transport:

- Power to draw up a local transport plan and strategies (the combined authority will be able to amend the mayor's transport strategy if 3 out of 4 constituent council members agree to do so).
- Bus franchising powers.
- The Mayor will be responsible for a devolved and consolidated integrated local transport budget, consisting initially of the local highways maintenance funding and integrated transport block.
- Police, Fire and Crime Commissioner functions.
- 15. Subject to the above, the Combined Authority will be responsible for any function of the Combined Authority which is not the responsibility of the Mayor. Proposed decisions can be put forward by the Mayor or any Combined Authority member. Generally the Mayor will have one vote as will other voting members. Examples of Combined Authority functions (which are non-Mayoral functions) are:
 - Local Transport Authority functions.
 - Transport-related powers to set up and co-ordinate a Key Route Network on behalf of the Mayor (operational responsibility for Key Route Network roads will remain with the constituent councils subject to local agreement or national legislation).
 - To operate a permit scheme on the Key Route Network.
 - Housing and land functions.
 - Economic development duty to prepare assessment of economic conditions etc.
- 16. Any matters that are to be determined by the Combined Authority are to be determined by a simple majority and that majority must include the vote of the Mayor, except as identified in Appendix A. When approving the Combined Authority's budget (but not the Mayor's budget) and setting a levy, the lead member from each constituent council must be in the majority vote.
- 17. The Mayor will be required to consult the Combined Authority on their strategies and the Combined Authority will be able to amend the Mayor's budget and the Mayor's transport strategy if three out of the four members agree to do so.

Overview and Scrutiny Committee(s)

- 18. The Deal provides that the Mayor and the Combined Authority will be scrutinised and held to account by the Combined Authority's Overview and Scrutiny Committee(s). The Membership of each such Committee will be:
 - a) Six Members nominated from each constituent Council for each committee, reflecting the political balance of the constituent authorities (therefore 12 members in total),
 - b) The Chair and Vice-Chair will be appointed by the Combined Authority
 - c) The Chair and Vice-Chair shall not be a member of a registered political party of which the mayor is also a member.
- 19. Government have recently issued non-statutory guidance on a Scrutiny Protocol for Combined Authorities which can be found at: <u>Scrutiny Protocol - GOV.UK (www.gov.uk)</u>. This recognises that "Effective scrutiny is critical for ensuring there is appropriate accountability for the decisions made by local decision makers. When done well, local scrutiny should drive understanding, enhance the performance of services and improve the outcomes for those people affected by those decisions."
- 20. Scrutiny for a Combined Authority can be through a single Overview and Scrutiny Committee or through multiple committees. This guidance recommends that "a single committee model" for Scrutiny should be considered for Combined Authorities so that Scrutiny Committee members can develop a strategic overview across all portfolio areas and an understanding of the interconnection of key policies to effectively scrutinise cross cutting issues. In addition the guidance provides that authorities with devolution deals should look to incorporate the scrutiny of any new activity arising from the devolution deal into their existing scrutiny arrangements. The Guidance sets out 18 Key Principles for Good Scrutiny within a Combined Authority that the new authority may wish to consider:

1. Pool of Members – all members and substitutes should have access to the same resources

- 2. Politically balanced membership
- 3. Geographically balanced membership
- 4. Chair to be seen as an independent voice

5. Sustained appointments made on interest and skills

- 6. Well resourced training
- 7. Inviting Technical expertise where appropriate

8. Remuneration and Status – through the use of an Independent Remuneration Panel

Holding the Mayor and the Combined Authority to account
 Participation in pre-policy and pre-decision scrutiny – with a forward plan of key decisions

11. Provision to 'call in' decisions

12. Regular Performance monitoring

13.Robust Work Planning

- 14. Focused Task and Finish Exercises
- 15. Strong Relationships with Stakeholder
- 16. Regular Self-evaluation and reflection

17. Access to Data, research and analysis for committees to improve their knowledge

18. Strong relationship with Audit Committees.

- 21. The non-statutory guidance also recommends having additional scrutiny through the implementation of a question time process where the mayor takes questions from the public and for it to be chaired by an independent person.
- 22. It is therefore proposed to be recommended to the Combined Authority to create a single Overview and Scrutiny Committee, in line with the above guidance. The scrutiny of the Mayoral budget (and any Mayoral precept) will fall within the remit of the Overview and Scrutiny Committee.

Audit and Governance Committee

23. The Constitution will include the creation of an Audit & Governance Committee (which will have responsibility for the Standards function). The Audit & Governance Committee will focus on the audit, assurance and reporting framework underpinning the financial management and governance arrangements and it will also undertake the functions of the Standards Committee dealing with member conduct and ethical standards. The Audit & Governance Committee shall be appointed by the Combined Authority and the Scheme provided that the membership would be not less than eight members. It stated that there would be four members from each constituent council and at least one independent person appointed by the Combined Authority. The role of this Committee will be:

- reviewing and scrutinising the Combined Authority's financial affairs;
- reviewing and assessing the Combined Authority's risk management, internal control and corporate governance arrangements;
- reviewing and assessing the economy, efficiency and effectiveness with which resources have been used in discharging the Combined Authority's functions; and
- making reports and recommendations to the Combined Authority in relation to reviews the Committee has conducted.
- 24. The Audit & Governance Committee can include co-opted members but they would be non-voting members of the Audit & Governance Committee.
- 25. The governance arrangements for Policing, Fire and Rescue will need to be in place by May 2024 when those functions will be transferred upon the election of the Mayor and therefore there is potentially more time to resolve the governance structures for that part of the Combined Authority functions. However the Scheme did propose that there would initially be a separate Joint Independent Audit Committee for Policing and a separate Independent Audit Committee for Fire and Rescue.
- 26. It is proposed that the Committees referred to above shall in practice be the Committees already established by the PFCC and the Chief Constable of North Yorkshire Police (in respect of the Joint Independent Audit Committee for Policing) and the PFCCFRA (in respect of the Independent Audit Committee for Fire and Rescue) and that those Committees in place for the time being shall be adopted by the Combined Authority; and that the terms of reference of those Committees shall be amended so as to provide for their remit to extend to PCC Functions and FRA Functions, respectively, exercisable by the Mayor. It is then proposed that these arrangements can be reviewed during the initial term of the Mayor by the Combined Authority.

Business Committee

27. The Scheme provides that the York and North Yorkshire Local Enterprise Partnership Board will transition into the Business Committee of the Combined Authority which will be an advisory committee of the Combined Authority for the purposes of relevant economic decisions. The LEP member will become a non-voting member of the Combined Authority (unless the Combined Authority resolves to give them a vote). Considerable amount of work has been done in preparing the integration of the LEP into the Combined Authority.

Transport Committee

- 28. The Combined Authority is the Local Transport Authority for York and North Yorkshire. Given the remit of the Combined Authority consideration needs to be given as to whether there to establish a separate Transport Committee under the Combined Authority.
- 29. It is possible keep such functions within the main Combined Authority meeting or to create a number of thematic boards which can deal with specific areas such as transport, climate, energy and environment etc. As the Scheme was silent on the governance structure of considering transport matters through a committee, the Combined Authority has flexibility in determining on what would work best for York and North Yorkshire and the ability to review the operation of any proposals.

Remuneration

- 30. The Combined Authority may establish an Independent Remuneration Panel to recommend allowances payable to the Mayor and others as appropriate. Following a recommendation by the Panel an allowance may be paid to:
 - a. the Mayor;
 - b. the Deputy Mayor (provided that they are not a Leader of a constituent council);
 - c. the Deputy Mayor for Policing and Crime (provided that they are not a Leader of a constituent council);
 - d. Independent Persons.

31. A constituent council, following a recommendation of its own Independent Remuneration Panel, may make a special responsibility allowance to a member of the Combined Authority.

The First Meeting of the Combined Authority

32. At the inaugural meeting of the Combined Authority, it will need to approve the Governance Arrangements to put in place the framework which will set out how the Combined Authority is to operate, how decisions are to be made and the procedures to be followed to ensure that decisions are transparent. At this meeting it is envisaged the Combined Authority will be asked to approve the Constitution, appoint External Auditors, appoint to the Combined Authority Committees and approve the Budget.

PFCC Functions

- 33. The Mayor will exercise the PFCC functions for York and North Yorkshire once elected. Any PFCC function is to be taken to a function of the Combined Authority exercisable by the Mayor acting individually, or as delegated in accordance with the Scheme. The Office of the Police, Fire and Crime Commissioner are currently working diligently to ensure these functions are transferred to the Combined Authority in an appropriate manner.
- 34. The Mayor may appoint a Deputy Mayor for Policing and Crime and delegation of certain Fire and Rescue Authority functions.
- 35. The scrutiny of discharge of the PFCC functions will continue to be performed by the Police, Fire and Crime Panel. The Panel will scrutinise the actions and decisions of the Mayor and the Deputy Mayor for Policing and Crime and assist in supporting them in the effective exercise of PFCC functions and to enable them to be scrutinised in public. There will be some consequential changes in the operation of the Panel to reflect their role in scrutinising the Mayor and Deputy Mayor for Policing and Crime and Crime and opposed to the Police, Fire and Crime Commissioner.

Statutory Officers

36. The Mayor and the Combined Authority will appoint four Statutory Officers to discharge duties and obligations on behalf of the Combined Authority. The Statutory Officers ensure that the Page 50

Combined is acting in accordance with its legal duties and responsibilities, operating with the financial regulations and receiving appropriate advice on policy and governance. Until the Mayor is elected in May 2024 these roles may be undertaken on an interim basis by officers appointed by the Constituent Authorities or the Combined Authority and this will be kept under review as it may be necessary to permanently appoint certain roles earlier. The four statutory officers are:

- 37. Head of Paid Service It is proposed that the Chief Executive fulfils the role of Head of Paid Service who discharges the functions in relation to the Combined Authority as set out in section 4 of the Local Government and Housing Act 1989.
- Section 73 Officer Fulfils the role of Section 73 Officer in accordance with the Local Government Act 1985. The Section 73 Officer administers the financial affairs of the Combined Authority. The Section 73 Officer is equivalent to a Section 151 Officer.
- 39. Monitoring Officer The Monitoring Officer discharges the functions in relation to the Combined Authority as set out in section 5 of the Local Government and Housing Act 1989.
- 40. Scrutiny Officer The Scrutiny Officer provides independent and impartial advice to scrutiny members in relation to their role, constitutional and governance issues.

Alternative Options Considered

41. The report contains the proposals for the setting up of the Combined Authority which is legal requirement. There are a number of ways of creating committees and thematic boards that sit under the Combined Authority to assist the discharge of the Combined Authority functions. It is proposed to create a "safe and legal" approach in creating a governance structure for day 1 of the Combined Authority and then to review the initial structure on a periodic basis.

Financial Implications

42. The financial implications of creating the Combined Authority and the additional funding that the Devolution Deal provides has been considered in previous reports to the Executive and full Council. This report looks at the proposed governance structure for the operation of the Combined Authority and notes that allowances can be paid to members following a report from the Independent Remuneration Panel.

Legal Implications

43. The legal implications of the proposed Constitution are contained in the body of this report.

Other Implications

44. The climate change implications of the Combined Authority and obtaining additional funding and powers under the Devolution Deal have been considered in previous reports to the Executive and full Council articulated in the 'asks', which led to the Net Zero Fund. This report looks purely at the governance arrangements of the Combined Authority.

Recommendations

45. That the Corporate Services, Climate Change and Scrutiny Management Committee consider the contents of the report, notes the proposals in relation to the proposed governance of the Combined Authority and make recommendations on any comments they have on the proposal.

Reason: To ensure there is appropriate member oversight with regard to the governance issues in the creation of the Combined Authority.

Author:

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Chief Officer Responsible for the report:

Bryn Roberts Monitoring Officer

Date 29/11/23 Report Approved

Specialist Implications Officer(s):

Financial: Name: Debbie Mitchell Title: Chief Finance Officer Legal: Name: Bryn Roberts Title: Director of Governance

Wards Affected:

All

For further information please contact the author of the report

Background Papers:

York and North Yorkshire Combined Authority Scheme: wtd4vzdl2sf8zsdaju0c.pdf (cloudinary.com)

Council – 6 October 2022 - Agree the Devolution Deal and Commence Consultation:

https://democracy.york.gov.uk/documents/s162678/Executive%20Report. pdf

Budget Council – 23 February 2023 – Recommendations of Executive on York and North Yorkshire Devolution – Outcome of Consultation: https://democracy.york.gov.uk/documents/s165648/Recommendations% 20of%20Executive%20on%20Devolution%20Report.pdf

Appendices

Decision Making of the Mayoral Combined Authority Appendix A

APPENDIX A

DECISION-MAKING OF THE MAYORAL COMBINED AUTHORITY AS SET OUT IN THE DRAFT ORDER

Decision	Decision Taker	Comments
Each constituent council must appoint two of its members to the Combined Authority and one of these members shall be designated as the Lead Member.	Each constituent council.	Each constituent council must appoint two elected members for each member (ie four members in total). Once the Mayor is elected, the Mayor will chair the Combined Authority.
General Voting.	Mayoral Combined Authority	Subject to exceptions, all decisions to be made by a simple majority of the members present. The Mayor to be in the majority (ie the Mayor has a veto to decisions).
		Once elected, the quorum will be the Mayor and at least one member from each constituent council.
Special Voting: Voting which requires the Lead Member from each council to be in favour: (a) Approval or amendment of the Combined Authority's budget (excluding the Mayor's budget). (b) Issuing the Transport Levy. (c) Approval or amendment of the Constitution or Standing Orders.	Mayoral Combined Authority	The Lead Member from North Yorkshire Council and the City of York Council must vote in favour of the proposal in order for it to be passed.
Special Voting: Voting which requires the Lead Member for the relevant constituent council to vote in favour: (a) Functions in relation to compulsory purchase of land under Section 17 of the Housing Act 1985, Section	Mayoral Combined Authority	The Lead Member for the constituent council whose area contains any part of the land subject to the proposed compulsory acquisition must vote in favour of the proposal in order for it to be passed.

Decision	Decision Taker	Comments
9(2) of the Housing and Regeneration Act 2008 and Section 226 of the Town and Country Planning Act 1990.		
Special Voting: Decisions which require consent of the Lead Member of the constituent council: (a) Any decision of the Mayor which gives rise to a financial liability for the constituent council.	Lead Member to give consent of a Mayoral decision	Any decision of the Combined Authority which is made by a simple majority or otherwise, will require the consent of the Lead Member of the relevant constituent council if it gives rise to a financial liability to that council.
Special Voting: Decisions regarding designation of Mayoral development areas under Section 197 and functions in relation to town and country planning under Section 202 of the Localism Act 2011.	Mayor but subject to consent of the relevant Lead Member and the relevant National Park Authority	The Mayor can only exercise such functions with the consent of the Lead Member from the constituent council and any relevant National Park Authority.
Appointment of Mayor's Political Adviser	Mayor	
Mayoral functions (under Part 7) namely: (a) Section 17(3) Housing Act 1985; (b) Section 108 and 109 (Local Transport Plans) Transport Act 2000; (c) Section 112 (Supplementary Plans and Strategies) Transport Act 2000; (d) Section 154(1) (Grants to Bus Service Operators) Transport Act 2000; (e) Section 31 (Power to pay Grants) Local Government Act 2003; (f) Section 9(2) Housing and Regeneration Act 2008;	Mayor	Any decision of the Combined Authority to amend the Mayor's Transport Plan requires at least three of the members to vote in favour of the amendment.

Decision	Decision Taker	Comments
(g) Functions relating to the Business Rates Supplements Act 2009;		
 (h) Sections 197, 199, 200, 202, 204, 214 to 217 and 219 to 221, Schedule 21 Localism Act 2011. 		
Funding: Mayor's budget	Mayor	Under Combined Authorities (Finance) Order 2017 three quarters majority of the members of the Combined Authority may veto the Mayor's draft budget.
		The 2017 Order provides that the Mayor must notify the Combined Authority of his/her draft budget before 1 st February.
Funding: The constituent councils must ensure that the reasonable costs of the Combined Authority are met.	The Mayor must agree with the Combined Authority the total expenditure before spending that amount.	
	The cost to be shared by agreement between the constituent councils or in line with the total resident population.	
	The costs relating to transport must be met by means of a levy to the constituent councils.	
Funding: Costs reasonably incurred by the Mayor in the exercise of Mayoral functions, where the Mayor has not decided to meet these costs from other resources are to be payable by the constituent councils.	The Mayor must agree with the Combined Authority the total expenditure before spending that amount.	
Police and Crime Commissioner functions.	Mayor	The Mayor can make certain delegations to the Deputy Mayor for Policing and Crime (under Section 18 of the Police Reform

Decision	Decision Taker	Comments
		and Social Responsibility Act 2011).
Fire and Rescue functions.	Mayor	The Mayor can make arrangements for certain functions to be delegated to the Deputy Mayor for Policing and Crime, or a Fire Committee of the Combined Authority.

Scrutiny Work Plan

Meeting Date	Committee	Agenda Item
11/12/23	CSMC	 Finance & Performance Monitor Q2 Net Zero Fund Devolution
13/12/23	HHASC	 2023/24 Q2 Finance and Performance report for Health and Adult Social Care Breastfeeding and infant feeding Reducing smoking in pregnancy Oral Health Overview
15/01/24	EPAT	MIY performance updateGLLYork BID update
23/01/24	CCC	 SACRE Annual Report Attainment Gap Early Years Childcare Reforms
29/01/24	CSMC	 S106 agreements & CIL Organisational Development

The Forward Plan can be found here.

Committees

CSMC	Corporate Services, Climate Change and Scrutiny
	Management Committee
EPAT	Economy, Place, Access and Transport Scrutiny
	Committee
HHASC	Health, Housing and Adult Social Care Scrutiny
	Committee
CCC	Children, Culture and Communities Scrutiny Committee

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