

Five Cities:  
Drivers of Economic Growth

Scrutiny  
Enquiry 4

## Acknowledgements

The Yorkshire and Humber Assembly would like to thank all the organisations and individuals who contributed to the *Five Cities as Drivers of Economic Growth Scrutiny Review*, particularly members of the Assembly and Yorkshire Forward Panels and those who kindly agreed to be interviewed.

# Foreword

This is an exciting time to be involved in a scrutiny enquiry into the role of Yorkshire and Humber's key cities (Bradford, Hull, Leeds, Sheffield and York) as drivers of economic growth in the region. The panel has worked through a rigorous process which has ranged from investigating the policy context at the international, national and regional levels, to public hearings with stakeholders and Yorkshire Forward Board members.

The scrutiny process has given the panel the opportunity to look forward and make positive recommendations. We strongly hope that partners across the region will use our recommendations as they work together to support the key cities as drivers of economic growth in the region. This in turn will help deliver the vision and objectives set out in the Regional Economic Strategy.

Finally I would also like to take this opportunity to thank both my fellow panel members for all their hard work, and all those who submitted written evidence to the enquiry or attended scrutiny hearings. In an evidence-based process such as scrutiny, the input we receive from partners is vital to ensuring a transparent process and robust findings and recommendations.

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# 1. Introduction

This report contains the findings and recommendations of the fourth scrutiny review carried out by the Yorkshire and Humber Assembly.

The purpose of the Review was to consider how effectively the key cities identified in the Regional Economic Strategy (Bradford, Hull, Leeds, Sheffield and York) are being used as drivers of economic growth in Yorkshire and Humber. The review was also a pilot to consider how sustainable development can be integrated into the scrutiny process.

The report begins with an outline of the context in which the five cities review is set, looking at the policy context nationally and regionally, the five cities themselves and a number of definitions which underpin the enquiry, including economic growth.

Section 4 looks at Yorkshire Forward, the five cities and the cities' areas of influence in terms of the policies, roles and inter-relationships which are relevant to supporting the five cities as drivers of economic growth in Yorkshire and Humber.

Section 5 considers the relationship between Yorkshire Forward's thematic priorities and the five cities using three examples: clusters, urban renaissance and knowledge institutions.

Section 6 briefly outlines the process used to integrate sustainable development into the five cities review and evaluates its effectiveness.

The final section of the enquiry report highlights the relationship between spatial and thematic policy as a key piece of regional learning from this review.

The action plan drawn up by Yorkshire Forward in response to the findings and recommendations in this scrutiny report can be found in section 8.

## 2. Summary of Recommendations

### Context

The policy context underpinning the development of the five cities as drivers of economic growth is both new and dynamic. Yorkshire and Humber appears well positioned to play an influential role at national level, as well as being able to translate the lessons and best practice from national work to the region via the Key Cities policy group.

### Definitions

#### Recommendation 1

The Panel believes that GDP/GVA alone is not a satisfactory indicator of sustainable economic growth in the key cities. The Panel therefore recommends that Yorkshire Futures leads on agreeing a range of current indicators which could be used as a 'basket' of indicators to measure sustainable economic growth across the cities, their areas of influence, sub-regions and the region.

### Yorkshire Forward, the Five Cities and their areas of influence: policy, roles and inter-relationships

#### Recommendation 2

The Panel welcomes the widespread support for a polycentric approach to developing the key cities as economic drivers. It recommends that Yorkshire Forward and the key cities continue to develop the polycentric approach, building on the outcomes of the Amion study.

#### Recommendation 3

The Panel recommends that Yorkshire Forward:

- communicates to stakeholders how it is co-ordinating its responses to five cities issues
- explores appropriate mechanisms for tracking the impact of policy mechanisms and interventions on the five cities

#### Recommendation 4

The Panel recommends that Yorkshire Forward works with local authorities and other stakeholders, through the Key Cities policy group, to agree Yorkshire Forward's role in supporting the five cities as economic drivers across the region and communicates the outcomes widely.

#### Recommendation 5

The Panel recommends that Yorkshire Forward should ensure that investment planning includes clear mechanisms to identify and fund projects which cross sub-regional boundaries and support the development of the key cities and their areas of influence.

#### **Recommendation 6**

The panel recommends that within the context of Regional Spatial Strategy, the Yorkshire and Humber Assembly, Yorkshire Forward and local authorities work with partners as appropriate, to develop a mechanism to take account of the positive and negative spatial impacts of development within the area of influence of each key city.

#### **Recommendation 7**

The panel recommends that each key city should make clear references to its role as a key economic driver for the region in relevant policy documents and explicitly consider any positive or negative impacts its policies may have on its area of influence.

### **Applying thematic policies in the Five Cities**

The panel supports the current policy of thematic priorities. It believes that it is also important to think about the impact of thematic policies on the key cities explicitly, to ensure that the key cities are able to act as drivers of economic growth.

### **Clusters**

#### **Recommendation 8**

The panel recommends that Yorkshire Forward and the key cities identify the current and potential use of the assets and advantages of the cities in the future development of clusters policy.

### **Urban Renaissance**

#### **Recommendation 9**

The Renaissance programme is a national example of good practice and the Panel welcomes the focus on the physical environment of urban areas. The Panel recommends that Yorkshire Forward continues work to identify and explore the impact of the renaissance programme on quality of place/liveability, the physical environment and sustainability, and relates this to the sustainable economic growth of the key cities and their role as economic drivers.

#### **Recommendation 10**

Urban renaissance is about the range of urban areas across the region, not just the five cities. Yorkshire Forward should be aware of the danger of spreading resources across too many areas and so leaving insufficient resources to make individual projects successful.

#### **Recommendation 11**

Yorkshire Forward, Yorkshire and Humber Assembly and local authorities need to ensure that the overall urban renaissance programme adds up to a coherent regional picture, with complementarity in the developments planned for the key cities and also for other urban areas.

## Knowledge Institutions

### Recommendation 12

Yorkshire Forward has undertaken positive work with knowledge institutions in the region to date, particularly the Universities. The panel would like to see Yorkshire Forward, the key cities and the knowledge institutions, both HE and FE, continuing to build upon and broaden their links and relationships both locally and regionally.

## Sustainable Development Pilot

### Recommendation 13

The panel found that the Regional Sustainable Development Framework (RSDF) and its associated sustainability appraisal is not well embedded in strategy and policy development in areas related to the Five Cities at present. Yorkshire and Humber Assembly should lead on championing consideration of sustainability issues through the RSDF and sustainability appraisal.

### Recommendation 14

All future scrutiny reviews should explicitly consider how they will tackle sustainable development as the brief for the review is developed. One way to do this may be to identify crunch issues during the initial development of the brief.

## Regional Learning

### Recommendation 15

The panel recommends that spatial impact should be a consideration in the development of all thematic policies, within the framework set by Advancing Together and the Regional Spatial Strategy (when produced). Yorkshire and Humber Assembly should lead on this, with support from Yorkshire Forward, Government Office for Yorkshire and the Humber and the region's local authorities.

## 3. Context

This scrutiny review considers how effectively the key cities identified in the Regional Economic Strategy (RES) - Bradford, Hull, Leeds, Sheffield and York - are being used as drivers of economic growth in Yorkshire and Humber.

### 3.1. Policy Context

It is important to set this Scrutiny Review in its wider context by looking at existing and emerging national policy developments relating to economic policy, urban renaissance, the role of cities as drivers of regional economic growth, polycentric development and the relationship between cities and their 'areas of influence', or 'city-regions'. This review provides an overview of the policy context in which Yorkshire Forward developed its key cities approach, rather than an evaluation of that policy.

#### Central Government Economic Policy Framework

The Government's overarching economic policy objective is 'to achieve high and stable levels of growth'. In order to achieve this goal, productivity and employment needs to increase across the country. Government policy is built around a framework of five key factors, or drivers, of productivity (HM Treasury, 2000):

- Skills
- Investment
- Innovation
- Enterprise
- Competition

which will drive up employment and productivity and therefore growth. This is based on work by Michael Porter (for example Porter, 1990).

At a regional level this framework has been extended to highlight the vital role of quality of place and transport as the "drivers behind the drivers" (Yorkshire and Humber submission to the Public Service Agreement (PSA) task group, 2003).

#### Urban Renaissance

The government published the Urban White Paper 'Our Towns and Cities: the Future' in November 2000. Its purpose is to improve urban areas through a range of initiatives and policies which will ease 'the pressure on our countryside by bringing people back into town and city centres' (ODPM, 2000).

The White Paper detailed the key tools to be used to achieve an 'urban renaissance' making cities and towns attractive, vibrant and sustainable areas where people choose to live and businesses locate. Initiatives included changing Planning Policy Guidance, setting up Urban Regeneration Companies (URCs), a 10-year Transport Plan, programmes relating to open spaces and an increased focus on the role of Regional Development Agencies (RDAs).

The concept of urban renaissance was drawn from the work of the Urban Task Force led by Lord Rogers. The Urban Task Force championed a high-level vision approach to achieving sustainable cities, based on high quality design and innovation, a balanced economy and urban customised public services.

The recent Communities Plan (ODPM, 2003) focused on the need for decent homes and a good quality local environment in all regions, within the context of enhancing quality of life and urban renaissance. This will require joining up economic, social and environmental policy spatially to be successful.

### Cities as Regional Economic Drivers

There are long-standing, significant and persistent differences in economic growth between the English regions. Central Government regional economic policy focuses on 'levelling up' the regions, closing the gap between the weakest performing and the strongest, exemplified by the Government's Economic Growth Public Service Agreement (PSA) Target announced as part of the 2002 Spending Review, which is to.

"Make sustainable improvements in the economic performance of all English regions and over the long term reduce the persistent gap in growth rates between the regions, defining measures to improve performance and reporting progress against these measures by 2006."

Increasingly, cities are being seen as key to driving economic growth within regions. The Office of Deputy Prime Minister (ODPM) has endorsed this view by setting up a 'Core Cities' Working Group comprising the eight Core Cities, the main Government departments and the Regional Development Agencies:

*"To make recommendations for policy changes and practical actions to enable the major regional cities to fulfil their potential as drivers of the urban renaissance and the economic competitiveness of their regions - and thereby strengthen the national economy's capacity for growth."*

*Cities, Regions and Competitiveness Working Group terms of reference, April 2002*

The Core Cities are Birmingham, Bristol, Leeds, Liverpool, Manchester, Newcastle-upon-Tyne, Nottingham and Sheffield. The Core Cities Group commissioned Professor Michael Parkinson to produce a report on the "critical drivers" of urban competitiveness. This has resulted in two preliminary reports on "Cities, Regions and Competitiveness" and a final report, produced in January 2004. The first preliminary report identified ten key ingredients to enable a major city to compete

effectively with leading cities elsewhere in Europe. These are (Core Cities Working Group, 2002):

- Transport and IT connections to markets
- City centre of European distinctiveness
- Nationally and internationally recognised facilities
- Research, development and innovation
- Highly educated workforce
- Effective governance and efficient services
- Cultural infrastructure and services
- Wide range of high quality residential choices
- Reputation for environmental excellence and responsibility
- An inclusive and diverse society

These elements were explored in more detail in the second preliminary report (Core Cities Working Group, 2003) which considered the pivotal role of cities in advanced economies and incorporated the latest policy thinking from Porter and Will Hutton's "ideopolis", amongst others.

*"Ideopolis represents a 21st century metropolitan version of what we first saw in Italian renaissance city-states. The key elements are the airport, the university and the capacity to create new ideas - either within or outside existing companies - that buoyant demand, intellectual capital and business self-confidence help to sustain."*

The final report of this work "Competitive European Cities: Where do the Core Cities Stand" (ODPM, 2004) explored success factors in continental regional cities, highlighting key drivers of city competitiveness. The report concluded:

- **Government Expectations:** Government expectations and subsequent supporting policy instruments and resources are highly influential at a city level in determining how cities set their own goals and develop their strategies.
- **Central-Local Relationship:** Cities given more discretion and autonomy have responded by being more proactive, entrepreneurial and successful.
- **Degree of Fiscal Independence:** relates directly to cities' ability to be proactive and experiment. The key issue is not the level of resources which come from the centre but the degree of control exercised by the centre.
- **Competitiveness and Social Inclusion** should not be seen as conflicting goals. The highest performing city economies often have the lowest rates of unemployment achieved through effective approaches to education, training and employability.
- **City-Region Collaboration:** city-region collaboration and relationships between cities and their

economic hinterlands are a key factor contributing to competitiveness and sustainable economic growth.

The findings show that the most important elements of success are:

- Economic diversity
- Innovation in firms and organisations
- Connectivity (internal and external)
- Strategic capacity to mobilise and implement long term development strategies
- Quality of Life

These reports look at actions which will enable the major regional cities to fulfil their potential as drivers of economic growth and performance. In particular they highlight the importance of the combination of productivity and urban renaissance in developing cities which can compete internationally.

### Yorkshire and Humber and 'Core Cities' related Policy

The Yorkshire and Humber region has been able to influence national Core Cities policy development. Leeds and Sheffield, the region's designated Core Cities, have been drivers of this policy agenda at a national level and have each developed a 'Core City Prospectus' with Yorkshire Forward involvement. In addition both Yorkshire Forward and Government Office for Yorkshire and the Humber (GOYH) sit on the Core Cities group, representing Regional Development Agencies and Government Offices respectively.

There is considerable interest from the other three key cities in the region (Bradford, Hull and York) in the emerging findings of the national Core Cities work. The five Yorkshire and Humber 'Key Cities' have recently set up a policy group, consisting of representatives of each city along with Yorkshire Forward, Yorkshire and Humber Assembly and Government Office for Yorkshire and Humber. The Key Cities group aims to promote and strengthen the key cities as the main drivers of regional competitiveness, in order to make a significant contribution to the development of an internationally competitive region. The 'Key Cities' and Yorkshire Forward have also commissioned a study, led by Amion Consulting, to look at the connectivity and complementarity between the cities, supporting a polycentric approach to regional economic and urban development. This work will assess the opportunities for joint action and produce an action/delivery plan for the key cities and Yorkshire Forward to consider within the context of the individual cities' action plans and the future Investment Plan for the region.

Other centres in the region are also interested in the regional key cities policy agenda. For example Doncaster has argued the case for consideration as a key city in Yorkshire and Humber, based on an assessment against the national Core Cities Working Group definition of the key characteristics of cities (Doncaster MBC written evidence).

## Polycentric development and areas of influence

Polycentric development is a spatial planning policy being driven primarily at a European level, although it is becoming an increasingly important economic development concept at a regional and sub-regional level in the UK. The European Spatial Development Perspective (1999) outlined the European Commission's future direction and approach in spatial development. It highlighted three key policy areas, one of which relates to the development of a balanced, polycentric urban system and related urban-rural relationship.

Polycentric development is defined in the Polycentric Scoping Study (Hague and Kirk, 2003) as:

*"A spatial and functional form of development in which there are many centres not just one large city/region that is dominating all the others. The centres are linked in networks and complement each other functionally, and co-operate together. Through this process they are likely to generate a greater 'critical mass' than by operating in isolation, and so increase their overall competitiveness."*

Related to this is the concept of a polycentric urban region, defined in the same study as:

*"A region having two or more separate cities, with no one centre dominant. The various cities that constitute the polycentric urban regions must be in reasonable proximity and well connected to each other as an urban network."*

The polycentric approach is a relatively new way of understanding how cities can act together as drivers of economic growth. Applied in Yorkshire and Humber, it highlights the complementarity of the key cities: they have strengths which complement each other and they should seek to build on these diverse strengths rather than competing against one another. Working together, the five cities should form a stronger economic driver for the region than the sum of the individual economic impact of each city.

There is growing interest at an international, national and regional level in the impact of cities on their surrounding city-regions or areas of influence. The Core Cities Working Group reports acknowledge this impact and there is also reference to this city-region relationship in Productivity in the UK: the regional dimension (HM Treasury, 2001). Regionally the impact of a city on its surrounding area is at the heart of the Leeds and Environs Study commissioned by Yorkshire and Humber Assembly in association with Government Office for Yorkshire and the Humber, Yorkshire Forward, Barnsley MBC and the local authorities in West and North Yorkshire. Issues related to polycentric development underpin the South Yorkshire Spatial Study (South Yorkshire Forum, 2003).

The impact of the cities on their hinterlands can be both positive and negative. Positively, cities can drive economic growth by attracting inward investment, maintaining a high profile for the area and providing a focal point for knowledge transfer. At the same time, cities can have a negative impact by creating an uneven pattern of demand for housing, generating high levels of commuter car journeys leading to congestion, pollution and disturbance to surrounding areas and the negative impact of focusing on developing city centres at the expense of sub-regional town centres.

The national Core Cities Working Group emphasises the need for positive partnership working to ensure full benefits for the cities and their regions.

*“Successful regions have successful ‘Core Cities’ at their heart - but the ‘city-region’ relationship is mutually reinforcing and requires positive partnership in order to gain the full benefits.”*

*Cities, Regions and Competitiveness, June 2003, Core Cities Group*

This report identifies the benefits cities generate for their areas of influence, for example in providing a critical mass of public and private knowledge institutions, national and international profile, as well as highlighting factors for which the cities rely on their regions, like a wider workforce and skills base and space for major economic and infrastructure projects.

During 2004 a draft Regional Spatial Strategy (RSS) for Yorkshire and Humber will be developed. RSS, which will have statutory backing, will replace Regional Planning Guidance (RPG) and will set a regional framework that addresses the spatial implications of a broad range of issues, including economic policy. It will also specifically address the spatial impact of the development of Leeds on its area of influence, which extends from Harrogate and Craven in North Yorkshire to Barnsley in South Yorkshire (through the Leeds and Environs study), as well as patterns of polycentric development across South Yorkshire (through the South Yorkshire Spatial Study).

## Summary

The policy context which underpins the development of the five cities as drivers of economic growth is both new and dynamic. Yorkshire and Humber appears well positioned to play an influential role at national level, as well as being able to translate the lessons and best practice from national work to the region via the Key Cities policy group.

## 3.2. The Five Key Cities

Each of the key cities, Bradford, Hull, Leeds, Sheffield and York, is very different. Progress in the Region 2003, which assesses the region’s performance across a comprehensive range of indicators, highlights that cities are increasingly being seen as drivers of economic development for two key reasons:

- As preferred locations for internationally significant investors
- As generators of new growth knowledge based businesses

Each sub-region has one key city, with the exception of West Yorkshire, which contains both Bradford and Leeds. The cities’ economic fortunes have been mixed, with Leeds, Sheffield and York having a better recent track record of economic growth than Bradford or Hull. Each city has distinctive or unique characteristics that set it apart from the others. Annex 1 highlights some key facts about each city.

Together the five cities account for just under 50% of the region's GDP (Yorkshire Forward, Public Hearing).

### 3.3 Definitions

Within this policy context, the panel felt it was important to define clearly the scope of the Five Cities scrutiny review. The Regional Economic Strategy (RES) highlights "the region's five cities as drivers of economic and employment growth" (RES, 2003, page 10), although the specific deliverable under Objective 5 is to "boost the role of the region's five key cities as drivers of employment growth". The panel felt that the role of the five key cities should be considered within the wider context of sustainable economic growth, because employment growth is just one, albeit very important, element of the sustainable economic growth which is required to deliver the aspirations laid out in the RES.

Since it is concerned with the five cities, this review is by definition spatial. However activity to stimulate economic development does not always have an explicit spatial focus. One area for consideration by this review therefore is the inter-relationship between spatial and thematic policies which aim to stimulate economic growth. Yorkshire Forward has acknowledged the increasing importance of this spatial dimension both within the RES and at the public hearing for this enquiry.

The enquiry has used the relevant local authorities as the "voice" of each of the key cities. Local authorities have a vital role in ensuring that the cities are able to act as economic drivers for the region, particularly in light of their power to promote the economic, social and environmental well-being of their area.

Given the decision to examine the role of the five cities as drivers of sustainable economic growth rather than employment growth and in line with the brief, the panel then considered the definition of economic growth to underpin this enquiry.

In its simplest form economic growth is an increase in output and real income, and is usually measured using GDP, or the slightly different GVA.

Whilst GDP/GVA can be useful for national comparisons, they have a number of significant shortcomings when used at a regional or local level.

- GVA/GDP does not give an indication of the social and environmental factors which sit alongside economic growth ie sustainability.
- At a city level GVA/GDP does not reflect 'travel to work' patterns, i.e. many people work in the city but live outside it.
- At city level a single figure for GDP/GVA can hide significant disparities within that city.
- There is a time lag between the recording of the information necessary to produce the GVA/GDP statistics and their publication (although at the Public Enquiry Yorkshire Forward stated that it

hopes to overcome this to some extent using local and regional data interrogated through the Regional Econometric Model).

- GVA/GDP does not reflect the full economic picture underlying the overarching indicator.

*“High level indicators, e.g. GDP, do not accurately reflect the true economic conditions of cities and their economic and employment linkages with their hinterland. Real-time indicators and indicators per household are required to promote effective forward planning and policy evaluation.”*

*Hull City Council, written evidence*

Considerable work has taken place nationally to develop baskets of indicators of sustainable economic growth, for example based on the key factors of productivity and the Audit Commission Quality of Life and Economic Indicators.

Whilst the panel had considerable concerns about measuring economic growth using GDP, it was felt that since there was no agreed definition of sustainable economic growth within the region, the panel could not arbitrarily adopt a particular set of indicators for this review. As one written response noted:

*“...there has to be consistency across the region...”*

*North East Lincolnshire Council, written evidence*

The panel therefore decided that, given the scope and timescale of the enquiry, it would adopt GDP, which is Yorkshire Forward’s preferred definition of economic growth, to ensure consistency. However the panel felt that given the significance of the concerns raised, which are beyond the terms of this review, the issue is worthy of further consideration.

#### **Panel Recommendation:**

##### **Recommendation 1**

The Panel believes that GDP/GVA alone is not a satisfactory indicator of sustainable economic growth in the key cities. The Panel therefore recommends that Yorkshire Futures leads on agreeing a range of current indicators which could be used as a ‘basket’ of indicators to measure sustainable economic growth across the cities, their areas of influence, sub-regions and the region.

## 4. Yorkshire Forward, the Five Cities and their Areas of Influence: policy, roles and inter-relationships

### 4.1. Yorkshire Forward

A key element of this review has been to understand and evaluate the approach of Yorkshire Forward, Yorkshire and Humber's Regional Development Agency, to the five cities as drivers of economic growth in the region. This has involved investigating a range of perspectives from Yorkshire Forward, the key cities, sub-regional partners and other stakeholders.

#### Regional Policy Context

The Yorkshire and Humber Regional Economic Strategy (RES) was revised in February 2003. As outlined in section 3.3, this latest version included a specific reference in the explanatory text to 'the five key cities as key economic drivers' with a more specific reference under Objective Five in Deliverable E: Boost the Role of the Region's Five Key Cities as Drivers of Employment Growth. Within this deliverable a number of very specific actions were laid out, namely investing in Urban Regeneration Companies (URCs) in Bradford, Hull and Sheffield, Science City in York and Leeds City Centre and Aire Valley.

The majority of the RES is focused on thematic areas, such as business start-up and survival rates, which cut across the geographical boundaries within Yorkshire and Humber. The delivery of these thematic priorities impacts upon all the key cities.

At the Public Hearing, Yorkshire Forward stated that there was an implicit acknowledgement of the role of the five cities in the original Regional Economic Strategy. However, in response to the consultation and to counteract a feeling in some quarters that the Core Cities' agenda in some way conflicted with the regional agenda, the acknowledgement of the key cities' role was made explicit in the revised document.

This suggests an evolving regional policy area to which the RES has responded, reflecting emerging national and international interest in the role of cities as drivers of economic growth in their regions.

#### Yorkshire Forward Funding

To date Yorkshire Forward Single Pot funding has been allocated through the Regional and Sub-Regional Action Planning processes. The key cities are recipients of significant amounts of Single Pot funding, ranging from infrastructure investment to former Single Regeneration Budget (SRB) funding for "softer" economic and social interventions. A number of stakeholders felt that Yorkshire Forward did not support or encourage the key cities to work with stakeholders in their area of influence to ensure Single Pot funding was used in a coherent way to achieve economic benefits across that area of influence.

“I think we have been left pretty much to ourselves in the sub-regions to work it out for ourselves. We are given a starting point which is city X is your growth motor and then left to work out what the mechanisms are and left to have that dialogue about how you actually do capture the economic benefits in the rest of the sub-region.”

*South Yorkshire Forum, Stakeholder Public Hearing*

During the life of this Scrutiny Review, Yorkshire Forward has begun the introduction of a new Investment Planning process to replace action planning. This aims to be more strategic and cohesive. It consists of three key elements:

- (1) Strategic Economic Assessments (SEAs) of each sub-region
- (2) Priority project commissioning based on the outcomes of the SEAs
- (3) A five-year programme of project development and delivery starting in June 2004.

Yorkshire Forward sees investment planning as important in supporting the key cities as economic drivers and ensuring that the benefits of their growth are felt across their area of influence. It will also help in pulling together diverse funding sources and facilitating cross-boundary investment:

*“...this is where investment planning really does need to pick up. Because there are very sophisticated relationships and responses required to maximise the impacts of this [the key role that cities have to play in driving the regional economy] on the hinterland.”*

*Yorkshire Forward, Public Hearing*

Yorkshire Forward stated that it is already making a substantial investment in the key cities. There will be a similar level of spend in the cities over the next four years as there has been over the last four, although there may be a change in emphasis. This is likely to include changes resulting in a greater degree of collective working, such as attending the MIPIM property fair under a regional umbrella rather than as separate cities. There is also going to be a shift, not in the scale, but in the way investment is undertaken:

*“It’s how we build linkages and have much more holistic approaches in our core business, but also through the way we interface with partners through the investment planning process...so we maximise our interventions in a way that perhaps we haven’t done...in the past.”*

*Yorkshire Forward, Public Hearing*

Yorkshire Forward will not be looking at the cities in isolation but will also continue to invest in the region’s towns and market towns.

### The Choice of Five Key Cities

The Regional Economic Strategy identified five cities as key drivers of economic growth, but there are other cities in the region, such as Wakefield and Ripon, which were not chosen.

Other locations are also aware of the potential benefits of being a key city. For example Doncaster has carried out an analysis of its own strengths against the national Core Cities Group characteristics of a city and argues the case for its inclusion as the sixth regional key city.

**“Although Doncaster is much smaller than Bradford, Sheffield and Leeds in terms of both of population and employment, it is comparable to both Hull and York with respect to these variables. Also, between 1996 and 2000, Doncaster experienced stronger employment growth than both Hull and Bradford.”**

*Doncaster Metropolitan Borough Council, written evidence*

The key cities collective written evidence supported Doncaster’s case in the following terms:

**“The Key Cities group would also like to take this opportunity to support Doncaster’s view that for some purposes such as contributing to the success of the Regional Economic Strategy in Yorkshire and Humber, the inclusion of Doncaster as an economic growth pole would have significant benefits. This is a view which has been further reinforced by both the Spatial Study and by the approval of plans for the airport and business park at Finningley.”**

*Key Cities group, written evidence*

This enquiry has not explicitly considered which cities should be the region’s key cities. However the panel feel that if there are to be additional key cities, they should be identified following an assessment of whether the key cities policy has been successful and whether increasing the number of key cities will support the region in achieving the objectives set out in the RES.

### **Polycentric development: Complementarity and Competitiveness**

The review established that there is broad agreement over the need to use the polycentric approach to driving economic growth in the region, i.e. the region will become a stronger competitor in the global economic market if the five cities are working together cohesively.

**“...polycentricity is right at the leading edge of economic thinking, and not a lot of people understand it, if Yorkshire Forward can develop as a centre of excellence in knowledge about how public institutions can earmark it, I think this region could actually...leap ahead....Looking at the region outside in, what do you need to develop, ... [if] we are going to have things that are noticeable on the other side of the world, in Yorkshire. All of us would need to be contributing assets to that. And it needs a body like Yorkshire Forward to advance beyond where Yorkshire Forward currently is to be able to play that collective...role, about what would make this region distinctive on the other side of the world.”**

*Sheffield City Council, Stakeholder Public Hearing*

Yorkshire Forward emphasised two key issues in relation to polycentric development:

**“The polycentric approach, at a macro level, is absolutely vital, because we have a polycentric region.”**

*“But at the end of the day there’s always going to be some competition between these cities. And that’s not a bad thing sometimes...because it creates energy and drive and flair.”*

*Yorkshire Forward, Public Hearing*

An essential element of making the polycentric approach work is firstly to understand and maximise the strengths and assets of the different cities “their real added value”, secondly provide the framework by which the different cities can complement each other, “search for common ground” to provide synergy and thirdly ensure a positive impact on the sub-regions and region.

These three elements were highlighted throughout the review. It was generally agreed that it is vital to have an in-depth, evidence based, understanding of the potential of each of the cities whilst at the same time ensuring that the mechanisms and tools are in place to enable the cities to work together. The final element reflects current concerns over the negative impact which economic success in the cities can have and also the need for consideration to be given to how to maximise opportunities of economic growth and minimise negative impact, i.e. ensure sustainable economic development aimed at reducing disparities across the region.

In the past city development has tended to take place with little regard for the wider regional context or the role of neighbouring cities or towns. However this is now changing. The research lead by Amion Consulting, is investigating the potential for a cohesive polycentric approach. The brief includes mapping the strengths and niches of the five cities and brings together key players within those cities to consider current assets and future developments. The Panel welcomes this action as a significant step forward in understanding and enabling the five key cities to act as economic drivers for the region.

**Panel Recommendation:**

**Recommendation 2**

The Panel welcomes the widespread support for a polycentric approach to developing the key cities as economic drivers. It recommends that Yorkshire Forward and the key cities continue to develop the polycentric approach, building on the outcomes of the Amion study.

**External Relationships**

*“...I think we...need...to work out what the different distinctive...roles are, and I think because it’s so heavily political...between local authorities and all the rest...that if there was anything Yorkshire Forward could do, it would be to try to...shake that particular difficulty...grasp that nettle and get us all sorted out....”*

*University of Leeds, Stakeholder Public Hearing*

Yorkshire Forward see their role as brokers, able to bring partners together and potentially help overcome political difficulties as well as leveraging in substantial private sector resources. At the Public Hearing Yorkshire Forward also used the words ‘leadership’ and ‘catalyst’ to describe its role in the region.

Yorkshire Forward also highlighted their desire to be seen less as a funder and increasingly as an organisation able to influence national policy and have a “longer term, mature, strategic relationship with each of the local authorities”.

Whilst many stakeholders have praised the work of Yorkshire Forward to date, they are also keen to see Yorkshire Forward’s role develop, particularly around co-ordination and facilitation across administrative boundaries and organisations. There was agreement between cities and their neighbours that Yorkshire Forward’s unique position at the regional level gives it the potential to influence key stakeholders to work effectively together across administrative boundaries, in a way which draws together each city’s area of influence, for the benefit of all the region’s communities.

**“Yorkshire Forward should facilitate discussions between Leeds and other sub-regional partners to identify how the growth of the Leeds economy can be spread more evenly.”**

*Wakefield Metropolitan District Council, written evidence*

**“A key role for Yorkshire Forward is communicating the five cities focus to other agencies and ensuring it is reflected in their strategies and plans.”**

*City of Bradford, written evidence*

**“...there is...a development phase...that we maybe need to enter into with Yorkshire Forward, around how they support us...in a regional dimension, to help us move forward...”**

*Hull City Council, Stakeholder Public Hearing*

The review highlighted that economies do not necessarily fit neatly into administrative boundaries and a number of examples were given of the key cities’ economic relationships both outside their administrative sub-regions and the regional boundaries of Yorkshire and Humber.

**“If you were saying what is Sheffield’s natural city-region in terms of its economic influence, you wouldn’t know that the answer is South Yorkshire. It is arguable that we have many stronger economic links with places in Derbyshire and Nottinghamshire....[But] I don’t know East Midlands people at all, because all the pressures on me have been to relate to organisations in South Yorkshire and Yorkshire and Humber region. Nobody has ever put any pressure on me to relate to East Midlands organisations.”**

*Sheffield City Council, Stakeholder Public Hearing*

Facilitating these links is seen as an important role for Yorkshire Forward by partners and Yorkshire Forward is beginning to address this, for example by developing its relationship with the East Midlands Development Agency (EMDA).

### **Yorkshire Forward Internal Relationships**

At the Public Hearing Yorkshire Forward outlined its current approach to the five cities as key economic drivers in the region. It is seen as a cross cutting policy area, as the thematic priorities

identified in the Regional Economic Strategy all impact in some way on the key cities. Yorkshire Forward stated that a high level of emphasis was placed on the key cities. Yorkshire Forward felt that they took “a holistic look at what goes into creating economic value in those cities”.

Yorkshire Forward was clear that there would be no internal five cities unit, group or co-ordinator. They felt the key was “that that’s joined up at Executive level in Yorkshire Forward” through both the Executive Team and at Board level.

The Panel felt that this approach should ensure effective joining up of key cities related policy, but was concerned that this should be effectively communicated to stakeholders and regularly assessed to ensure a consistent approach and effective championing of the key cities as economic drivers for the region.

#### ***Panel Recommendation:***

##### **Recommendation 3**

The Panel recommends that Yorkshire Forward:

- communicates to stakeholders how it is co-ordinating its responses to five cities issues
- explores appropriate mechanisms for tracking the impact of policy mechanisms and interventions on the five cities

## 4.2 Five Cities

As well as looking at Yorkshire Forward’s approach to the key cities as economic drivers, it is also important to consider the approach of the cities themselves. The Panel did this by identifying the policies adopted for the economic growth of each of the five cities and assessing how far the wider sub-regional and regional impact of these policies is taken into account in their development, as well as through hearings with local authority representatives and other stakeholders.

The key local economic policies explored included Community Strategies, Neighbourhood Renewal Strategies, Economic Development Strategies, Development Plans and locality specific planning documents, such as those produced by Urban Regeneration Companies, the two Core Cities Prospectus’ and the Leeds and Environs Study.

Each city operates within a local context and has different drivers and motivations to position itself within its area of influence, sub-region and region. Policies have been developed across a range of timescales, formats, partnerships and cultures. The most important aspect for this review is the overall positioning of the cities throughout their policies and the linkages which are being made to the sub-region, area of influence, region and the Regional Economic Strategy.

## Linkages to the sub-region and region within policy documents

There is a varied level of attention to the sub-region and region within the key policy documents. There is also increasing recognition of the role of the cities as drivers of economic growth in the sub-region and region from other stakeholders, including neighbouring local authorities.

**“Greater recognition of the regional impact of the five cities’ economies is welcome. The economic growth of Leeds has had a particular impact for Calderdale, both positive and negative.”**

*Calderdale Forward (LSP), written evidence*

**“Currently, 1 in 3 of Rotherham’s workforce actually works in Sheffield. Very crudely, of 1,000 jobs created in Sheffield, potentially 333 of those will be taken by people in Rotherham.”**

*Rotherham Metropolitan Borough Council, Stakeholder Public Hearing*

It is important to acknowledge the timescales in which policies have been developed. For example the first Leeds Community Strategy was being developed at the same time as the original Regional Economic Strategy and so although attempts were made to link, it would have been difficult to make them integral and comprehensive. However, a review of the Community Strategy is currently taking place and a consultation draft highlights Leeds’ role in the region:

**‘Our vision for Leeds is of an internationally competitive European city at the heart of a prosperous region where everyone can enjoy a high quality of life. The role of the city within the region is therefore established as being at the heart of the vision’**

*Vision for Leeds II Consultation Document 2003-2018, Leeds Initiative*

Yorkshire Forward is a member of the Leeds Local Strategic Partnership and has been able to play a role in shaping the Leeds Community Strategy. Conversely, Leeds has been able to influence the Regional Economic Strategy.

Sheffield positions itself as a Core City and as a sub-regional driver in its economic strategy vision:

**‘Sheffield becoming the Core City of a balanced and sustainable high growth economy in South Yorkshire by 2010, recognised as a growing European centre for high-technological manufacturing and knowledge based services and offering opportunities for the whole community’**

*Sheffield Economic Strategy, Sheffield First*

York’s comprehensive vision includes many references to its position in the region including:

**‘York playing a full regional and sub-regional role as one the region’s Core Cities and economic generators’**

*Economic Development Strategy, York*

Hull has also recognised its role as a driver of growth within its city-region.

**“This Prospectus focuses firmly on the future and the City-region’s contribution to the competitiveness and sustainability agenda in the UK. Kingston upon Hull is a City to be proud of; it is highly regarded in European and can lead the City-region to a connected and competitive future. The relationship between Hull and the surrounding area is mutually reinforcing - both have particular assets and advantages which create a dynamic symbiosis.”**

*Hull Prospectus Consultation Draft, Hull City Council*

Bradford reflects Regional Economic Strategy objectives throughout its economic strategies, but does not explicitly position itself as a sub regional/regional driver within the vision or overarching statements.

All the cities are now using the Regional Economic Strategy as a key document in developing economic policies and are attempting to marry regional and local objectives. It is important to acknowledge that each city will have local issues which are important to address, but which may not be regional priorities. For example Hull is using the Scottish Enterprise model which targets both high level industries and lower level ‘sponge’ industries, encouraging both high value industries (a regional priority) alongside industries like ports or logistics which provide jobs requiring low skills. Lower skilled jobs are not a regional priority, but are important for Hull in ensuring jobs are available now for local people.

In terms of developing the framework and visions for using the key cities to drive economic growth, there is a great deal of policy ‘thinking’ and ‘steer’ from a local level, in particular through the two Core Cities in the region and the Key Cities policy group.

However the panel found little evidence that in the past the key cities explicitly considered the impact of their policies on their area of influence or the region. Yorkshire Forward highlighted that this is now beginning to change with the development of sub-regional partnerships, investment planning and the work to develop Regional Spatial Strategy and sub-regional spatial studies. Cities increasingly recognise the need to look outside their own boundaries in order to achieve their aspirations.

### **Relationships between Yorkshire Forward and the key cities**

Relationships between Yorkshire Forward and the key cities are found at a number of levels:

- Yorkshire Forward is involved at a senior level in key city partnerships, for example it is a member of both the Executive and Board of the Leeds Initiative, Leeds’ Local Strategic Partnership.
- Yorkshire Forward is involved on working groups relating to key investment projects, e.g. the Hull, Bradford and Sheffield URCs, Leeds Aire Valley and York Science City.
- Yorkshire Forward sub-regional offices and the five cities work together on sub regional action plans and now investment planning.

- Central (Leeds based) Yorkshire Forward teams and the five cities are involved in specific thematic initiatives like urban renaissance and clusters.
- There are also 'safety net' style meetings at a senior level as and when necessary.

***Panel Recommendations:***

**Recommendation 4**

The Panel recommends that Yorkshire Forward works with local authorities and other stakeholders, through the Key Cities policy group, to agree Yorkshire Forward's role in supporting the five cities as economic drivers across the region and communicates the outcomes widely.

**Recommendation 5**

The Panel recommends that Yorkshire Forward should ensure that investment planning includes clear mechanisms to identify and fund projects which cross sub-regional boundaries and support the development of the key cities and their areas of influence.

**Recommendation 6**

The panel recommends that within the context of Regional Spatial Strategy, the Yorkshire and Humber Assembly, Yorkshire Forward and local authorities work with partners as appropriate, to develop a mechanism to take account of the positive and negative spatial impacts of development within the area of influence of each key city.

**Recommendation 7**

The panel recommends that each key city should make clear references to its role as a key economic driver for the region in relevant policy documents and explicitly consider any positive or negative impacts its policies may have on its area of influence.

## 5. Applying Thematic Policies in the Five Cities

### 5.1 Introduction

There is an inherent tension between a spatial focus on the cities and the thematic nature of much of Yorkshire Forward's activity, which the panel felt was valuable to explore. The second element of the review therefore considered how a number of thematic priorities have impacted on the Five Cities.

Based on initial research, the Panel identified a long list of ten thematic areas which would be useful to examine in relation to the Five Cities. These were narrowed down to three through the application of prioritisation criteria based on whether the topic had been subject to previous scrutiny review, the nature of Yorkshire Forward's role, priority attached to the issue in the Regional Economic Strategy and its regional impact. The aim was to identify areas which were not covered by a previous review, had a high regional impact and in which Yorkshire Forward was a key regional partner.

The three themes chosen were Clusters, Urban Renaissance and Knowledge Institutions. In each case an overview of the general picture was obtained, rather than an in-depth study being undertaken.

### 5.2 Clusters

Clusters are central to the Regional Economic Strategy, with Objective One being: *To grow the region's businesses, focusing on key clusters to create a radical improvement in the competitiveness, productivity and value they add to the region's wealth.* Yorkshire Forward's five initial clusters are advanced engineering and metals, digital industries, food and drink (including agriculture), chemicals and bioscience.

In this case the panel was interested in how clusters relate to the Five Cities, rather than clusters policy itself, which will be the subject of a separate scrutiny enquiry.

When considering linkages between key cities and clusters there are a number of difficulties, particularly that clusters may not necessarily be spatially focused.

**"York...there's...[a] clear link between city economic growth and...bioscience, a more obvious case ...where it is working, where you can see the Core City...and the clusters...working very much in tandem, closely together. It's not so clear in other parts of the region..., where the clusters...are not spatially focused as such...they are...more regionally spread..., not necessarily tying to one particular area."**

*South Yorkshire Forum, Stakeholder Public Hearing*

There were different views between stakeholders and Yorkshire Forward on the extent to which stakeholders were involved in discussions about the identification and development of clusters.

Yorkshire Forward felt that they are:

*"...talking to these five cities all the time about current plans, current implementation, future policy"*

Yorkshire Forward also noted that "cluster managers...have regular dialogue and feedback on what the present state of play actually is" with representatives of the key cities.

However representatives of the cities did not feel they had been fully consulted on clusters policy.

**"Only [consulted in relation to clusters] as part of the annual consultation on the "RES". It was one of the specific questions."**

*Leeds City Council, Stakeholder Public Hearing*

One reason for this perceived lack of consultation, particularly in terms of the identification of the five clusters, could be that clusters policy was developed early, ahead of the establishment of sub-regional partnerships or robust consultation mechanisms. Yorkshire Forward's responses suggest that communication has improved subsequently.

Leeds felt that its most important cluster, business and financial services, should have been selected as one of Yorkshire Forward's cluster priorities.

**"...if there is one [cluster] in the region, there is only one, and that's financial and business services, and that's not recognised by Yorkshire Forward...Cambridge Econometrics...are forecasting...that Leeds would provide around a third of the region's additional jobs in the next ten years, but that 85% of those jobs would be in financial and business services."**

*Leeds City Council, Stakeholder Public Hearing*

Yorkshire Forward stated that the clusters were identified through a

*"...very much a...bottom up approach...we identified where we thought the best returns were... They represented the strengths of the region, at the time we came into being, and the maximum opportunity...the best returns for our intervention."*

*Yorkshire Forward, Public Hearing*

In addition

*"Our clusters policy is not about saying that there are only five clusters that are important in Yorkshire and Humber. Our clusters policy is about where can the RES make a difference in terms of its interventions in its first three years in helping business growth in those clusters. Its not to say that some of these, particularly the cross-cutting clusters, like financial and professional services, aren't absolutely critical to the future of the economy...but they don't lend themselves to the cluster approach, so there's a communication issue here sometimes as well..."*

*Yorkshire Forward, Public Hearing*

The Panel found that clusters policy appears to have been developed without maximising the full consideration, involvement and influence of the cities. The panel felt that there appears to be

potential for developing a stronger interface between the five cities and clusters policy, building on and enhancing communication channels. The panel welcomes Yorkshire Forward's commitment to inclusivity in identifying future clusters for the region.

## 5.3 Urban Renaissance

Urban renaissance focuses on the physical environment of urban areas. Yorkshire Forward's strategic approach to delivering the urban renaissance agenda is based on creating world-class urban centres, which are able to attract and retain businesses, people and jobs. This commitment is outlined in the Regional Economic Strategy and reinforced by the Urban White Paper. Yorkshire Forward is spearheading a range of strategic innovative interventions designed to help create vibrant urban economies, promote best practice and innovation in urban design and the delivery of accessible and attractive urban environments.

Urban Renaissance is a significant element of Objective Five of the Regional Economic Strategy, both in terms of deliverable (e) relating to the five cities and in a further specific deliverable (f) *restoring civic pride and engagement through integrated renaissance programmes in the region's major towns*.

The Urban Renaissance programme is an integral element of the development of the key cities, particularly those with Urban Regeneration Companies (Bradford, Hull and Sheffield) focusing on the development of city centres. However there is also a strong focus in urban renaissance activity on smaller urban centres/ market towns.

It was generally recognised that the Urban Renaissance programme makes a strong and positive contribution to developing the potential for driving economic growth.

**...we have throughout our work with government, highlighted urban renaissance with the...subtitle Quality of Life, because if you want to be a competitive city and a competitive region, it's got to be a place very mobile people and institutions choose over and above other quite attractive places they could choose to be. So urban renaissance has always been very important to us.**

*Sheffield City Council, Stakeholder Public Hearing*

Yorkshire Forward explained at the Public Hearing that it had wanted to "do things differently" and learn from the lessons of the pepper-potting of regeneration funding which took place before 1999. Yorkshire Forward sees renaissance as holistic with masterplanning bringing together the social, economic and environment elements with a physical development focus. Within this framework stimulating property markets is seen as crucial.

Yorkshire Forward is clear about its role as a leader and catalyst in the renaissance programme, working with a wide range of local stakeholders including the local authorities and URCs and helping to lever in private sector investment. Their role also involves identifying and overcoming barriers to

development, for example investment, site assembly and helping support the improvement of the public realm.

This also involves investing, often in expectation of a return later, to signal public sector confidence in and support for a scheme.

Investment planning is seen as a key factor pulling together the thematic and spatial at a local level.

Yorkshire Forward also recognises the importance of developing relationships with local authorities: *“The next phase is about a much deeper and stronger partnership between local government and Yorkshire Forward, in actually making these things happen...”*

*Yorkshire Forward, Public Hearing*

However some stakeholders were unclear as to how the renaissance market towns programme links to the key cities work.

*“I don’t see quite how [the renaissance programme] is supposed to dovetail with the key cities...I think the two can perhaps live together but...I don’t think anybody’s sat down and quite worked out...how the two theories work together.”*

*Wakefield MDC, Stakeholder Public Hearing*

It was also acknowledged that there continues to be a significant challenge to quantify and evidence the renaissance programme using standard economic development measures.

Yorkshire Forward did not feel that they were spreading the resources for renaissance too thinly by targeting key cities as well as market towns. Although a number of locations were receiving investment, this was staggered over a period of time and “focused on a particular issue at a particular time”. In addition many projects were intended to generate a return in the longer-term, and these returns will be reinvested in Yorkshire Forward activity.

The Panel was keen to explore the future potential and direction of the programme in relation to the five cities as economic drivers and how this relates to the role and priority attached to other renaissance towns. The panel feels it is important that renaissance programmes in market towns and other urban areas complement activity in the key cities to ensure a coherent regional picture. However little evidence of this coherent picture was found during the enquiry. Stakeholders felt that the development of the Regional Spatial Strategy would be helpful in establishing a regional framework to ensure complementarity.

## 5.4 Knowledge Institutions

In the right conditions, knowledge institutions have the capacity to provide the foundation and catalyst to support economic growth through research, innovation and skills development. They have

a pool of resources, such as technical expertise, graduates, and research being carried out, which, if linked to businesses in the region, could significantly improve innovation and productivity.

Research highlights the importance of proximity between centres of Research and Development and Knowledge and the businesses that can benefit from that expertise (Porter, 1990). Most spin-offs locate close to the original company or university because entrepreneurs live there and have established relationships. Using knowledge institutions in key cities is therefore vital in driving economic growth in the region.

Given that Will Hutton cited knowledge institutions as a major factor in a successful city and the fact that each of the five cities has major knowledge institutions, the Panel was keen to explore the links between cities as key drivers and policies to develop and exploit their asset base of knowledge institutions.

The Panel found that there is potential to further engage knowledge institutions in a variety of ways to enable the five cities to act as economic drivers. In their written evidence, Bradford College suggested that the Further Education (FE) and Higher Education (HE) sectors could be further involved in both the sub-regional action planning and in the development of Urban Regeneration Companies, whilst the Leeds Federation of Colleges highlighted the benefit of including them in regional developments due to their specialist knowledge.

**“The regional influence of Leeds colleges is important because the specialist nature of much of their provision requires a cohesive and comprehensive skills development strategy.”**

*Leeds Federation of Colleges, written evidence*

It is important to understand how knowledge institutions operate in terms of culture, geographical function and resources.

**“...universities don’t necessarily relate to geography, because that’s not our function. Our old style traditional functions, mainstream core business has been teaching and research, and the students come from anywhere...in the globe, and the research benefits [anywhere] in the globe...The West Yorkshire economy... was invisible to us, until about a year ago, ...it didn’t exist, and we don’t understand it....I think all the universities probably have to some degree worked with their own local town...and certainly we have in Leeds, but the kind of things that you can do at all those levels are very different.”**

*University of Leeds, Stakeholder Public Hearing*

## 5.5 Key Issues and Recommendations

The panel supports the current policy of thematic priorities. It believes that it is also important to think about the impact of thematic policies on the key cities explicitly, to ensure that the key cities are able to act as drivers of economic growth.

**KEY ISSUE:** *Cluster and City Policy Interface*

The key issue to emerge from the findings relating to the application of clusters policy across the cities is the need to maximise the opportunities that cities bring to the development of clusters, for example by looking at concentrations of skills in the labour market.

**Panel Recommendation:**

**Recommendation 8**

The panel recommends that Yorkshire Forward and the key cities identify the current and potential use of the assets and advantages of the cities in the future development of clusters policy.

**KEY ISSUE:** *Impact and Complementarity of Urban Renaissance*

The panel investigated how the urban renaissance programme inter-relates with the key cities.

**Panel Recommendations:**

**Recommendation 9**

The Renaissance programme is a national example of good practice and the Panel welcomes the focus on the physical environment of urban areas. The Panel recommends that Yorkshire Forward continues work to identify and explore the impact of the renaissance programme on quality of place/liveability, the physical environment and sustainability, and relates this to the sustainable economic growth of the key cities and their role as economic drivers.

**Recommendation 10**

Urban renaissance is about the range of urban areas across the region, not just the five cities. Yorkshire Forward should be aware of the danger of spreading resources across too many areas and so leaving insufficient resources to make individual projects successful.

**Recommendation 11**

Yorkshire Forward, Yorkshire and Humber Assembly and local authorities need to ensure that the overall urban renaissance programme adds up to a coherent regional picture, with complementarity in the developments planned for the key cities and also for other urban areas.

**KEY ISSUE:** *Maximising the potential of the asset base of knowledge institutions in the five cities*

The relationship between the role of learning institutions in skills development, graduate retention and knowledge transfer residing in knowledge institutions in the region and the development of the key cities would benefit from further enhancement. The involvement of knowledge institutions in investment planning is an opportunity to develop these relationships further.

***Panel Recommendation:***

**Recommendation 12**

Yorkshire Forward has undertaken positive work with knowledge institutions in the region to date, particularly the Universities. The panel would like to see Yorkshire Forward, the key cities and the knowledge institutions, both HE and FE, continuing to build upon and broaden their links and relationships both locally and regionally.

## 6. Sustainable Development Pilot

As part of an English Regions' Network (ERN) project to incorporate sustainable development into scrutiny work, the Five Cities Scrutiny Review was used as a pilot to test how sustainable development could be integrated into YHA Scrutiny Reviews. The decision to use Five Cities as the pilot enquiry was taken after the project brief had been prepared and agreed.

Sustainable development considerations were incorporated into the review in a number of ways:

- Asking questions related to sustainable development during the informal interviews at the research stage
- Applying an informal assessment of the extent to which relevant strategy and policy documents had taken account of sustainability principles
- Discussion of the implications of sustainable development at both the stakeholder and Yorkshire Forward public hearings

All three exercises highlighted that whilst people may understand sustainable development in principle, it is not at present coherently applied at an early stage in strategy and policy development at regional or local level. There is still a challenge to ensure that sustainable development is explicitly incorporated as part of economic development policy and practice.

It is clear from training undertaken by the panel and officers early in the enquiry, and from subsequent experience, that sustainable development cannot be added on to a scrutiny enquiry in this way. Sustainable development has to be an integral part of developing the brief for the enquiry. Specialist training provided via the English Regions' Network has suggested that the identification of crunch issues to be followed-up through the enquiry ensures that a consistent approach is taken.

### *Panel Recommendations:*

#### **Recommendation 13**

The panel found that the Regional Sustainable Development Framework (RSDF) and its associated sustainability appraisal is not well embedded in strategy and policy development in areas related to the Five Cities at present. Yorkshire and Humber Assembly should lead on championing consideration of sustainability issues through the RSDF and sustainability appraisal.

#### **Recommendation 14**

All future scrutiny reviews should explicitly consider how they will tackle sustainable development as the brief for the review is developed. One way to do this may be to identify crunch issues during the initial development of the brief.

## 7. Regional Learning

The panel felt that a key piece of regional learning from this scrutiny review was the importance of the relationship between spatial and thematic policies. This relationship is key to many developments across the region, for example in terms of how clusters relate to the five key cities, particularly in the context of the development of the new Regional Spatial Strategy.

### *Panel Recommendation:*

#### **Recommendation 15**

The panel recommends that spatial impact should be a consideration in the development of all thematic policies, within the framework set by Advancing Together and the Regional Spatial Strategy (when produced). Yorkshire and Humber Assembly should lead on this, with support from Yorkshire Forward, Government Office for Yorkshire and the Humber and the region's local authorities.

## 8. Yorkshire Forward Action Plan

Recommendations	Actions	Timescale
<p><b>Definitions</b></p>	<p>1) The Panel believes that GDP/ GVA alone is not a satisfactory indicator of sustainable economic growth in the key cities. The Panel therefore recommends that Yorkshire Futures leads on agreeing a range of current indicators which could be used as a 'basket' of indicators to measure sustainable economic growth across the cities, their areas of influence, sub-regions and the region.</p>	<p>1.1 Ongoing</p>
<p><b>Yorkshire Forward, the Five Cities and their areas of influence: policy, roles and inter-relationships</b></p>	<p>2) The Panel welcomes the widespread support for a polycentric approach to developing the key cities as economic drivers. It recommends that Yorkshire Forward and the key cities continue to develop the polycentric approach, building on the outcomes of the Amion study.</p> <p>3) The Panel recommends that Yorkshire Forward:</p> <p>3.1 communicates to stakeholders how it is co-ordinating its responses to five cities issues</p> <p>3.2 explores appropriate mechanisms for tracking the impact of policy mechanisms and interventions on the five cities</p>	<p>2.1 Continue and complete work to reinforce and track delivery of RES;</p> <p>2.2 Build on the outcomes of the Amion Key Cities Action Plan study through the investment planning process and through discussions with the Key Cities Group to develop a polycentric approach to economic development;</p> <p>2.1 Meetings and tracking work during 2003</p> <p>2.2 Start date: May 04.</p> <p>3.1 Disseminate resultant action from the Key Cities Action Plan study in subsequent RES "progress reports"</p> <p>3.1 Next RES progress report</p> <p>3.2 Yorkshire Futures to lead</p> <p>3.2 Ongoing</p>

Recommendations	Actions	Timescale
<p><b>Definitions</b></p> <p><b>Yorkshire Forward, the Five Cities and their areas of influence: policy, roles and inter-relationships</b></p>	<p>4) The Panel recommends that Yorkshire Forward works with local authorities and other stakeholders, through the Key Cities policy group to agree Yorkshire Forward’s role in supporting the five cities as economic drivers across the region and communicates the outcomes widely.</p> <p>5) The Panel recommends that Yorkshire Forward should ensure that investment planning includes clear mechanisms to identify and fund projects which cross sub-regional boundaries and support the development of the key cities and their areas of influence.</p> <p>6) The panel recommends that each key city should make clear references to its role as a key economic driver for the region in relevant policy documents and explicitly consider any positive or negative impacts its policies may have on its area of influence.</p> <p>7) The panel recommends that Yorkshire Forward and the key cities identify the current and potential use of the assets and advantages of the cities in the future development of clusters policy.</p>	<p>4.1 Ongoing work - resultant action from Key Cities Action Plan study to pick this up. Yorkshire Futures and RES progress reports to communicate outcomes.</p> <p>5.1 Recommendation will be picked up by the outcomes of the Key Cities Action Plan study;</p> <p>6.1 Does not apply to Yorkshire Forward</p> <p>7.1 Recommendation will be picked up by the outcomes of the Key Cities Action Plan study;</p> <p>4.1 Ongoing</p> <p>5.1 Implementation from May 04</p> <p>7.1 Implementation from May 04</p>

	Recommendations	Actions	Timescale
<p><b>Applying thematic policies in the Five Cities</b></p>	<p>8) The panel recognised that partners' interests will not always coincide - there will be national or organisational drivers which will make alignment difficult in some cases. However, this should not stop all partners continuing to work to make it happen.</p> <p>9) The Renaissance programme is a national example of good practice and the Panel welcomes the focus on the physical environment of urban areas. The Panel recommends that Yorkshire Forward continues work to identify and explore the impact of the renaissance programme on quality of place/ liveability, the physical environment and sustainability, and relates this to the sustainable economic growth of the key cities and their role as economic drivers.</p> <p>10) Urban renaissance is about the range of urban areas across the region, not just the five cities. Yorkshire Forward should be aware of the danger of spreading resources across too many areas and so leaving insufficient resources to make individual projects successful.</p> <p>11) Yorkshire Forward, Yorkshire and Humber Assembly and local authorities need to ensure that the overall urban renaissance programme adds up to a coherent regional picture, with complementarity in the developments planned for the key cities and also for other urban areas.</p>	<p>8.1 Review operation of action planning processes and develop an investment planning approach that engages with key partners in all sectors and sub-regions and ensures good alignment of public investment in delivering the RES. Recommendation will be picked up by the outcomes of the Key Cities Action Plan study;</p> <p>9.1 Build on work to align EU Objective 1 and 2 project appraisal processes with Yorkshire Forward Performance Management Framework by refining operation, making European alignment central to Investment Planning, and seeking to extend alignment to cover monitoring and evaluation.</p> <p>10.1 A review of the Renaissance Towns Programme is planned to consolidate progress to date and ensure there is capacity to deliver projects as the programme moves from implementation to delivery.</p> <p>11.1 Renaissance highlighted in the revised RES as providing the strategic context and framework for Yorkshire Forward's intervention - investment planning process and the production of business plans in the key cities, renaissance towns and rural settlements will deliver a complementary prospectus of opportunities for investment in the Region.</p>	<p>8.1 Investment Planning under initial development to June 2003.</p> <p>9.1 Review of EU/PMF alignment processes and future development by end 2003</p> <p>10.1 Review start date: May 04</p> <p>11.1 Ongoing</p>

Recommendations	Actions	Timescale
<p><b>Applying thematic policies in the Five Cities</b> <i>(Continued)</i></p>	<p>12) Yorkshire Forward has undertaken positive work with knowledge institutions in the region to date, particularly the Universities. The panel would like to see Yorkshire Forward, the key cities and the knowledge institutions, both HE and FE, continuing to build upon and broaden their links and relationships both locally and regionally.</p>	<p>12.1 Recommendation will be picked up by the outcomes of the Key Cities Action Plan study.</p>
<p><b>Sustainable Development Pilot</b></p>	<p>13) The panel found that the Regional Sustainable Development Framework (RSDF) and its associated sustainability appraisal is not well embedded in strategy and policy development in areas related to the Five Cities at present. Yorkshire and Humber Assembly should lead on championing consideration of sustainability issues through the RSDF and sustainability appraisal.</p> <p>14) All future scrutiny reviews should explicitly consider how they will tackle sustainable development as the brief for the review is developed. One way to do this may be to identify crunch issues during the initial development of the brief.</p>	<p>13.1 No action for Yorkshire Forward</p> <p>14.1 No action for Yorkshire Forward</p>
<p><b>Regional Learning</b></p>	<p>15) The panel recommends that spatial impact should be a consideration in the development of all thematic policies, within the framework set by Advancing Together and the Regional Spatial Strategy (when produced). Yorkshire and Humber Assembly should lead on this, with support from Yorkshire Forward, Government Office for Yorkshire and the Humber and the region's local authorities</p>	<p>15.1 No action for Yorkshire Forward</p>

## References

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Yorkshire Futures	2003	Progress in the Region 2003

# Annex 1 Key Facts: Five Cities

	Bradford	Hull*	Leeds	Sheffield	York
Population <sup>1</sup>	468,000	243,600	717,000	513,000	181,000
GVA per head <sup>2</sup>	£11,895	£13,143	£16,904	£12,634	£16,833
Unemployment <sup>3</sup> • ILO • Claimant	10% 3.8%	11% 5.8%	4% 2.9%	6% 3.5%	4% 1.6%
Main industries/ sectors (by employment)	Food and beverage, textiles, printing and publishing, manufacture of machinery and equipment	Public Administration, education and health, Distribution, hotels and restaurants, Manufacturing and Banking, insurance and finance	Most diverse economy of any UK City: engineering, printing and publishing, chemicals and food; financial and business services; public sector (including health and education); media and communications	Innovative producer city Metals & glass technology, bio-sciences, medical technology and creative industries	Public administration, health and education; distribution, hotels and restaurants; retail; business services; rail and engineering, food
No of wards in 10% most deprived nationally <sup>4</sup>	9/30	10/23	7/33	10/29	0
Sub-region	West Yorkshire	Humber	West Yorkshire	South Yorkshire	North Yorkshire
Key or Core City	Key City	Key City	Core and Key City	Core and Key City	Key City
Knowledge institutions	University of Bradford Bradford College	University of Hull Hull Campus, University of Lincoln Hull College Wilberforce College Wyke College	University of Leeds Leeds Metropolitan University Trinity and All Saints College Leeds Federation of Colleges including: Park Lane College; Leeds College of Building; Leeds College of Technology; Leeds College of Music; Leeds College of Art & Design; Joseph Priestley College; Notre Dame Sixth Form College; Park Lane College; and Thomas Danby College. Northern School of Contemporary Dance	University of Sheffield Sheffield Hallam University Sheffield College Rother Valley College	University of York College of Ripon and York St John York College Askham Bryan College

Notes:  
 \*The data in this table is based on local authority boundaries, as this is the scale at which information was readily available to the panel.  
 The statistics do not reflect the wider area of influence of Hull, which has very tightly drawn administrative boundaries.

1. Population: from 2001 census
2. 2001 Figure
3. April 2003
4. 8414 wards in total

## Annex 2

### Glossary

FE	Further Education
GDP	Gross Domestic Product
GOYH	Government Office for Yorkshire and the Humber
GVA	Gross Value Added
HE	Higher Education
LSP	Local Strategic Partnership
ODPM	Office of the Deputy Prime Minister
PSA	Public Service Agreement
RDA	Regional Development Agency
RES	Regional Economic Strategy
RPG	Regional Planning Guidance
RSDF	Regional Sustainable Development Framework
RSS	Regional Spatial Strategy
SEA	Strategic Economic Assessment
SRB	Single Regeneration Budget
URC	Urban Regeneration Company
YHA	Yorkshire and Humber Assembly

# Annex 3

## Scrutiny Review Process

Yorkshire and Humber Assembly



## Annex 4

### Participants in the Scrutiny Review Process

#### 1. Yorkshire and Humber Assembly

##### YHA Panel

Gary Topp, Yorkshire Culture  
 Stefan Sykes, Yorkshire Universities  
 Cllr Dick Fordham, North Lincs Council  
 Ian Hughes, Engineering Employers' Federation  
 Liz Wright, Association of Colleges

Chair  
 Vice Chair  
 Panel Member  
 Panel Member  
 Panel Member

##### YHA Supporting Officers

Karen Hill  
 Hannah Howe

Economy and Skills Policy Manager  
 Development Manager

#### 2. Yorkshire Forward

##### Yorkshire Forward Public Enquiry Hearing

Richard Gregory  
 Paul Jagger  
 Tom Riordan  
 Don Stewart  
 Simon Foy

Chair  
 YF Panel Member  
 YF Panel Member  
 YF Panel Member  
 YF Panel Member

##### Yorkshire Forward Co-ordination

Ruth Redfern/Simon Holyoake

Gateway Officer

##### Yorkshire Forward Research Interviewees

Ian Gray, Head of Property Development  
 Les Newby, Head of Strategy

Interviewee  
 Interviewee

#### 3. Stakeholders

##### Stakeholder Public Enquiry Hearing

Andrew Towleron, Rotherham MBC  
 Graham Joyce, South Yorkshire Forum  
 Roger Kojan, Wakefield MBC  
 Patrick Wiggins, Bradford MBC  
 Mick Binns, Bradford MBC  
 Malcolm Relph, Kingston upon Hull Council  
 Matthew Brunt, Leeds City Council  
 Chris Tebbut, Leeds City Council  
 Helen Williams, Sheffield City Council  
 Hugh Sharp, Sheffield City Council  
 Tony Bennett, City of York Council

Stakeholder: LAs in the Region  
 Stakeholder: Sub-Regional Partnership  
 Stakeholder: LAs in the Region  
 Stakeholder: Five Cities  
 Stakeholder: Five Cities  
 Stakeholder: Five Cities  
 Stakeholder: Five Cities  
 Stakeholder: Five Cities  
 Stakeholder: Five Cities  
 Stakeholder: Five Cities  
 Stakeholder: Five Cities

Gill Holt, University of Leeds  
Michelle Faulks, University of Sheffield  
Kamran Rashid, University of Sheffield

Other Stakeholders  
Other Stakeholders  
Other Stakeholders

### Written Evidence Submissions

Bradford College  
British Waterways  
City of Bradford Council  
Calderdale Forward (LSP)  
Doncaster MBC  
East Riding District Council  
Five Cities  
  
Hull City Council  
  
Leeds City Council  
Leeds Federation of Colleges  
METRO (West Yorkshire Passenger Transport Executive)  
Mid Yorkshire Chamber of Commerce  
North East Lincolnshire Council  
Selby District Council  
Sheffield City Council  
Sport England  
South Yorkshire Forum  
Strategic Rail Authority

Alan Hodgson, Principal and Chief Executive  
Graham Ramsden, Regional Planner  
Mark Clayton, Senior Policy Officer  
David Smith, Director  
Mayor Martin Winter  
Tom Barnes, Forward Planning Manager  
Helen Williams, Corporate Policy Officer, Sheffield City Council (on behalf of Five Cities)  
Jan Didrichsen, Acting Chief Executive,  
Mark Jones, Head of Regeneration  
Matthew Brunt  
Kath Thomas, Chair  
David Hoggarth, Assistant Director  
Oliver Berryman, Policy and Representation Adviser  
Cllr Keith Brookes, Leader  
Nyear Yaseen, Economic Development Officer  
Helen Williams, Corporate Policy Officer  
David Gent, Regional Director  
Graham Joyce, South Yorkshire Forum  
Steff Whitfield, Yorkshire and Humber Regional Manager  
Roger Kojan, Economic Development Strategy Manager  
Tony Bennett, Assistant Director, Economic Development  
Rachel Chandler, Policy Information Manager

Wakefield MBC

City of York Council

Yorkshire Culture

### Research Interviewees

City of Bradford Council  
  
Kingston-upon-Hull City Council  
Leeds City Council

Mark Clayton  
Jamie Saunders/Peter Redfern  
Mark Jones  
David Smethurst/Steve Speke  
Kathy Kudelnitzky/Neil Evans  
Matthew Brunt  
Paul Stephens/Chris Tebbutt  
Hugh Sharp  
Vince Taylor  
Tony Bennett/Nigel Burchell

Sheffield City Council

City of York Council

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