

SHEFFIELD CITY
REGION MAYORAL
COMBINED
AUTHORITY OVERVIEW
AND SCRUTINY
COMMITTEE

Annual
Report
2018-2019

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1. Foreword from the Chair

I'm delighted to provide the introduction to the Sheffield City Region Mayoral Combined Authority Overview and Scrutiny Committee's Annual Report.

Much progress has been made in the past 12 months in developing a strong and effective scrutiny function and I am confident that this will continue in coming years.

The election of the first Sheffield City Region Mayor in May 2018 has resulted in changes in the way the combined authority functions and the Overview and Scrutiny Committee has worked alongside this change offering independent, effective and constructive challenge to ensure decisions taken represent best value for money and are in the best interests of residents and businesses across the City Region.



The much-anticipated publication of Statutory Scrutiny Guidance from the Ministry of Housing, Communities and Local Government (MHCLG) occurred in May 2019. The guidance seeks to ensure that local and combined authorities are aware of the purpose of overview and scrutiny, what good scrutiny is and how to conduct scrutiny so as to contribute positively to decision-making with a particular focus on:

- Culture and mindset
- Resourcing
- Selecting committee members
- Power to access information
- Planning work and engaging the public
- Evidence sessions

All of these elements contribute to effective scrutiny and I have every confidence that the SCR OSC's implementation of the requirements set out by MHCLG will be fully compliant.

I'd like to thank the Mayor, Leaders, Members, Officers and indeed everyone who has been involved in supporting and assisting the Overview and Scrutiny process over the past 12 months.

I hope you find this report helpful and insightful into the workings of our committee.

Cllr Chris Furness
Chair of SCR Overview and Scrutiny Committee 2018/19

2. Introduction

- 2.1 The Sheffield City Region Mayoral Combined Authority's Overview and Scrutiny Committee's Annual Report summarises the activities of the OSC over the reporting year 2018/19.
- 2.2 Overview and Scrutiny is a function performed in all Local and Combined Authorities; it was first introduced in 2000 by the Local Government Act 2000 which created separate Executive and Overview and Scrutiny functions within councils.
- 2.3 The Combined Authorities (Overview and Scrutiny Committees, Access to Information and Audit Committees) Order 2017 gives direction on the minimum requirements of scrutiny within a Combined Authority setting. It gives members of scrutiny committees enhanced rights to relevant information under the control of the combined authority or the Mayor.
- 2.4 Overview and Scrutiny functions differently within a Mayoral Combined Authority setting in that its main function is to focus on priorities and strategic planning compared to a high level of scrutinising operational delivery of services as is found in a Local Authority setting.
- 2.5 The role of Overview and Scrutiny is to hold the MCA to account and to ensure that decision-making is transparent, efficient and accountable. Overview and Scrutiny can also look at broader issues such as reviewing SCR policies and also review issues of concern which will affect local people.
- 2.6 Overview and Scrutiny has an important contribution to the effective governance of Local Enterprise Partnerships (LEPs) following the Review of Local Enterprise Partnership Governance and Transparency, published by MHCLG in October 2017.
- 2.7 Overview and Scrutiny Committees do not have any decision-making powers and contribute to improving decision-making and policy development through debate and evidence.
- 2.8 For scrutiny to be effective, the process must be open, fair, constructive and positive. The aim is to challenge so improvements can be made, not apportion blame when things go wrong.
- 2.9 Scrutiny has the power to:
 - Review or scrutinise actions taken, or decisions made by the Mayoral Combined Authority, LEP and SYPTTE;
 - Make reports or recommendations on the above;
 - Make reports or recommendations on any issue affecting the area or inhabitants.
- 2.10 The MHCLG have cite that effective overview and scrutiny should:
 - Amplify the voices and concerns of the public
 - Provide a constructive "critical friend" challenge
 - Drive improvement in public services
 - Be led by independent people who take responsibility for their role

3. Sheffield City Region Overview and Scrutiny Committee

- 3.1 Sheffield City Region's OSC consists of 15 members who are elected in accordance with The Combined Authorities (Overview and Scrutiny Committees, Access to Information and Audit Committees) Order 2017 (from now on referred to as The Order).

The order states that "*the committee must appoint such a number of members of each of the constituent councils to an overview and scrutiny committee, so that members of the committee, taken as a whole, reflect (so far as reasonably practicable) the balance of political parties for the time being prevailing among members of the constituent councils.*"

- 3.2 Each member has a one-year term of office on the OSC.

- 3.3 The 15 members of the Sheffield City Region OSC in 2018/19 were:

Name	Party	Area represented
Cllr Chris Furness (Chair)	Conservative	Derbyshire Dales DC
Cllr Allan Jones (Vice Chair)	Conservative	Doncaster MBC
Cllr Penny Baker	Liberal Democrat	Sheffield City Council
Cllr Jeff Ennis	Labour	Barnsley MBC
Cllr Peter Innes	Labour	Chesterfield MBC
Cllr Shaffaq Mohammed	Liberal Democrat	Sheffield City Council
Cllr Gerry Morley	Labour	NE Derbyshire DC
Cllr Zahira Naz	Labour	Sheffield City Council
Cllr Sandra Peake	Labour	Bolsover DC
Cllr Ken Richardson	Labour	Barnsley MBC
Cllr Ian Saunders	Labour	Sheffield City Council
Cllr John Shephard	Labour	Bassetlaw DC
Cllr Peter Short	UKIP	Rotherham MBC
Cllr Brian Steele	Labour	Rotherham MBC
Cllr Austen White	Labour	Doncaster MBC

- 3.4 During the 2018/19 municipal year the OSC met quarterly on a formal basis at Barnsley Town Hall. From May 2019, meetings will relocate to the SCR office's new, purpose-built meeting room and web casting facilities.

- 3.5 Committee clerk services were provided by South Yorkshire Joint Secretariat Services.

- 3.6 May 2018 saw the election of Dan Jarvis MP as the first Mayor of Sheffield City Region.

Mayor Jarvis has been a regular attendee at OSC meetings, recognising the importance of Scrutiny's role in ensuring effective challenge and support to the Mayoral Combined Authority.

4. Performance Management Information

4.1 Meeting Quoracy

The overarching legislation for Mayoral Combined Authorities specifies that for an Overview and Scrutiny Committee to be quorate, two-thirds of the members must be present at the meeting; this equates to 10 members for Sheffield City Region OSC.

4.2 Historically, achieving quoracy has been particularly challenging for the Committee, for example in 2017/18 of the 6 OSC meetings held none of them were quorate. The Committee is now however on an improved trajectory.

4.3 In January 2018 CfPS published the findings of their research in relation to how scrutiny systems were operating within Mayoral Combined Authorities since May 2017.¹

The report revealed that Sheffield City Region were not the only OSC experiencing challenges in terms of achieving quoracy. Some MCAs had experimented with a substitute system but subsequent concerns in relation to continuity were raised. No further outcomes or findings of consequent research have been published to validate these concerns.

4.4 CfPS have strongly emphasised that “the need for members (and the councils nominating them) to **fully understand the implications of the quoracy requirements** is vital.”

The SCR Scrutiny Officer has accordingly communicated the need for this commitment on the part of Members resulting in a positive upturn in regular attendance since July 2018.

The MHCLG statutory guidance also emphasises the need for the continued commitment of OSC Members in representing their Local Authority at the Sheffield City Region scrutiny committee.

The Scrutiny Officer has been specific when requesting nominations for the 2019/20 municipal year that Members must be able to attend each meeting in order to provide stability and continuity.

4.5 In addition, a substitute system was introduced in October 2018. Each of the substantive OSC members, with the exception of RMBC members, has a substitute who can be called upon to attend in the place of substantive member in the event that they cannot attend.

4.6 Substitute Members are encouraged to attend meetings as observers wherever possible and also invited to workshops and training sessions to enable continuity and consistency of the approach to scrutiny at Sheffield City Region.

¹ Scrutiny in Mayoral combined authorities: six months on
<https://www.cfps.org.uk/wp-content/uploads/2018-01-05-ca-scrutiny-report.pdf>

4.7 Since implementing the steps above, the OSC has been quorate for 3 out of 4 meetings held in 2018/19. The April 2019 OSC meeting received a high number of apologies from substantive members and their substitutes due to the forthcoming local elections and the need to fulfil electioneering commitments.

4.8 Member attendance

Table 1 below provides data in relation to substantive member attendance at OSC meetings in 2018/19.

Title	First Name	Surname	Party	Area	26/07/18	18/10/18	17/09/19	11/04/19
Cllr	Penny	Baker	Lib Dem	Sheffield CC	Apols	Apols	Present	Apols
Cllr	Jeff	Ennis	Lab	Barnsley MBC	Present	Present	Present	Present
Cllr	Chris	Furness	Con	Derbys Dales DA	Present	Present	Present	Present
Cllr	Peter	Innes	Lab	Chesterfield DC	Present	Apols	Present	Apols
Cllr	Allan	Jones	Con	Doncaster MBC	Present	Present	Present	Present
Cllr	Shaffaq	Mohammed	Lib Dem	Sheffield CC	Present	Present	Present	Present
Cllr	Gerry	Morley	Lab	NE Derbys DC	Apols	Apols	Apols	Apols
Cllr	Zahira	Naz	Lab	Sheffield CC	Present	Present	Apols	Apols
Cllr	Sandra	Peake	Lab	Bolsover DC	Apols	Apols	Present	Apols
Cllr	Ken	Richardson	Lab	Barnsley MBC	Apols	Present	Present	Present
Cllr	Ian	Saunders	Lab	Sheffield CC	Present	Present	Present	Apols
Cllr	John	Shephard	Lab	Bassetlaw DC	Present	Apols	Apols	Present
Cllr	Peter	Short	UKIP	Rotherham MBC	Apols	Apols	Present	Present
Cllr	Brian	Steele	Lab	Rotherham MBC	Present	Present	Present	Present
Cllr	Austen	White	Lab	Doncaster MBC	Present	Apols	Present	Apols
Total Present (to reach quoracy requirements)					10	8	12	8
Quorum reached?					Yes	No	Yes	No

Table 1: Attendance of substantive members

4.9 Table 1 shows the consistency of attendance, and non-attendance, of Members. It demonstrates the need to explain to Local Authorities the commitment required when selecting members to represent their authority/area at the Mayoral Combined Authority.

4.10 Table 2 below demonstrates the effectiveness of the substitute system, especially on 18 October 2018 when quoracy was met through the attendance of substitute members.

Table 2 also illustrates the commitment of our Labour substitute representative from Doncaster MBC in ensuring that their local area is represented at the Mayoral Combined Authority.

Title	First Name	Surname	Member Type	26/07/18	18/10/18	17/09/19	11/04/19
Barnsley MBC - Labour Representation							
Cllr	Jeff	Ennis	Substantive	Present	Present	Present	Present
Cllr	Ken	Richardson	Substantive	Apols	Present	Present	Present
Cllr	Malcolm	Clements	Substitute	n/a	n/a	n/a	n/a
Cllr	Phillip	Lofts	Substitute	n/a	n/a	n/a	n/a
Cllr	Sarah	Tattersall	Substitute	n/a	Observer	n/a	n/a
Bassetlaw MBC - Labour Representation							
Cllr	John	Shephard	Substantive	Present	Apols	Apols	Present
Cllr	Dave	Challinor	Substitute	n/a	n/a	Apols	n/a
Bolsover DC - Labour Representation							
Cllr	Sandra	Peake	Substantive	Apols	Apols	Present	Apols
Cllr	Karl	Reid	Substitute	Present	Apols	Observer	Apols
Chesterfield MBC - Labour Representation							
Cllr	Peter	Innes	Substantive	Present	Apols	Present	Apols
Cllr	Kate	Sarvent	Substitute	Observer	Apols	Observer	Apols
Derbyshire Dales DC - Conservative Representation							
Cllr	Chris	Furness	Substantive	Present	Present	Present	Present
Cllr	Susan	Hobson	Substitute	n/a	n/a	n/a	n/a
Doncaster MBC - Conservative Representation							
Cllr	Allan	Jones	Substantive	Present	Present	Present	Present
Cllr	Martin	Greenhalgh	Substitute	n/a	Observer	n/a	n/a
Doncaster MBC - Labour Representation							
Cllr	Austen	White	Substantive	Present	Apols	Present	Apols
Cllr	Duncan	Anderson	Substitute	n/a	Present	n/a	Present
North East Derbyshire DC - Labour Representation							
Cllr	Gerry	Morley	Substantive	Apols	Apols	Apols	Apols
Cllr	Jane	Austen	Substitute	n/a	Apols	Apols	Apols
Cllr	Derek	Skinner	Substitute	n/a	Apols	Apols	Apols
Cllr	Christine	Smith	Substitute	n/a	Apols	Present	Apols
Rotherham MBC - Labour Representation							
Cllr	Brian	Steele	Substantive	Present	Present	Present	Present
Rotherham MBC - UKIP Representation							
Cllr	Peter	Short	Substantive	Apols	Apols	Present	Present
Sheffield City Council - Labour Representation							
Cllr	Zahira	Naz	Substantive	Present	Present	Apols	Apols
Cllr	Ian	Saunders	Substantive	Present	Present	Present	Apols
Cllr	Dawn	Dale	Substitute	n/a	n/a	Apols	n/a
Cllr	Peter	Rippon	Substitute	n/a	n/a	Apols	n/a
Sheffield City Council - Lib Dem Representation							
Cllr	Penny	Baker	Substantive	Apols	Apols	Present	Apols
Cllr	Shaffaq	Mohammed	Substantive	Present	Present	Present	Present
Cllr	Colin	Ross	Substitute	n/a	Present	n/a	Apols

Number of substantive members present	10	8	12	8
Number of substitute members present	1	2	1	1
Total Number of Present	11	10	13	9

Table 2: Member attendance/quoracy with substitute members

4.11 Gender Balance

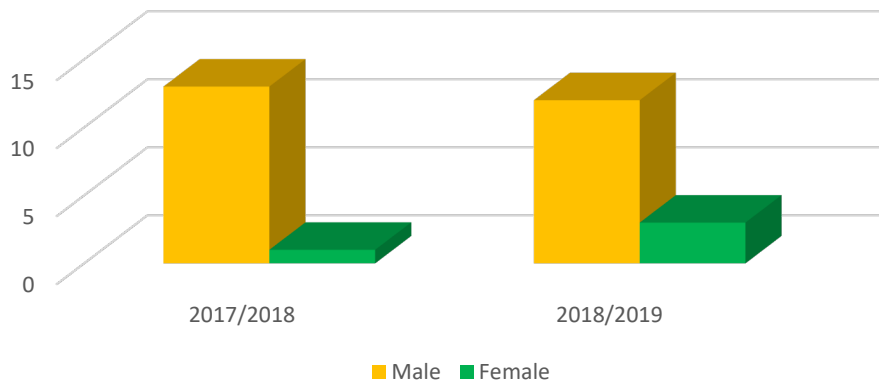
There was a significant gender imbalance during the 2017/18 municipal year with only 1 female Member of the OSC in a 14-person committee. This was reported upon by CfPS in June 2017².

4.12 During 2018/19, efforts were made to address this imbalance; and these are continuing.

	Male		Female		Total No of OSC Members
	No of Male OSC Members	% of Male OSC Members	No of Female OSC Members	% of Female OSC Members	
2017/2018	13	93%	1	7%	14
2018/2019 (substantive members only)	12	80%	3	20%	15
2018/2019 (including substitute members)	21	70%	9	30%	30

Table 3: male and female membership of OSC

Comparison of Male and Female Members
(not including substitute Members)



² <https://www.cfps.org.uk/combined-authority-scrutiny-gender-balance/>

5 Call-In Procedure

5.1 OSC is empowered to call in a decision made by the Mayoral Combined Authority but not yet implemented within 5 days of the decision being made/published.

If a decision is called in, implementation of that decision is placed on hold for a maximum of 14 days to allow the OSC to meet and review the decision.

5.2 After further debate at a formal OSC meeting, the committee has two options:

- To offer no advice, in which case the decision may be implemented immediately; or
- To make recommendations back to the Mayoral Combined Authority with a request that the decision be reconsidered – with reasons and justification put forward by the OSC.

5.3 If the OSC makes a recommendation(s), the Mayoral Combined Authority or Mayor must then hold a meeting to reconsider, which the Chair of OSC may attend.

5.4 The Mayoral Combined Authority can still decide to go ahead with implementing the decision, but a reason for this must be published on Sheffield City Region's website.

5.5 During 2018/19, no decisions made by the Mayoral Combined Authority were called-in for discussion at the OSC.

6 Public Engagement

6.1 The Forward Plan of Key Decisions is published on the SCR website on a monthly basis.

The Forward Plan has contact information for the Scrutiny Officer and the Senior Governance and Compliance Manager to facilitate members of the public being able to raise any queries regarding the items on the Forward Plan.

6.2 During 2018/19, no members of the public attended a Sheffield City Region Mayoral Combined Authority Overview and Scrutiny Committee meeting.

6.3 Similarly, whereas questions are routinely tabled and asked by members of the public at MCA meetings, no questions were received from members of the public to put forward to officers or members at an OSC meeting.

6.4 OSC meetings are now being more actively promoted across SCR's social media channels in an effort to increase awareness in addition to which OSC meetings are now to be live streamed on the SCR's website.

6.5 All OSC meetings are webcast and can be accessed via the SCR website after each meeting.

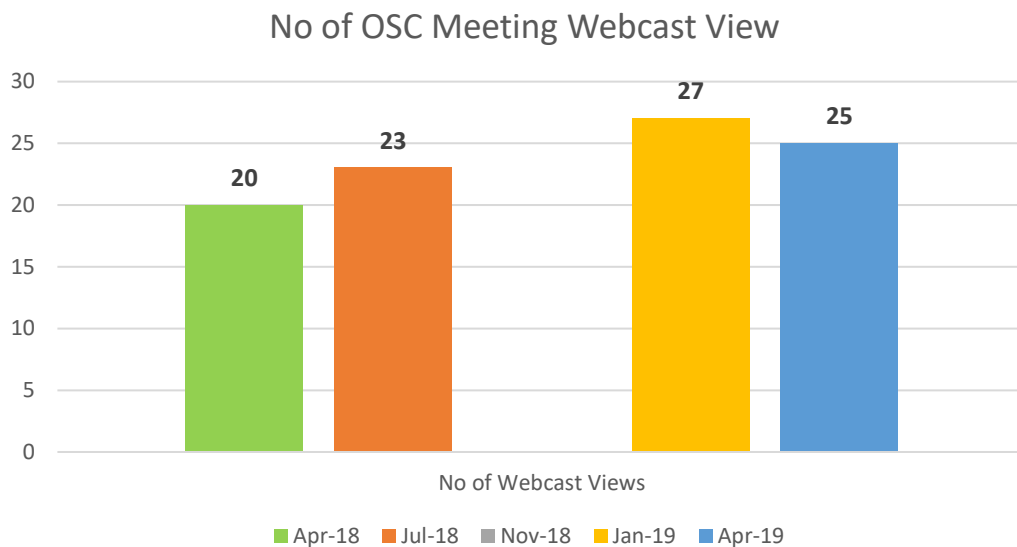


Table 4: Number of webcast views of OSC meetings

6.6 Table 4 above shows the number of times the recording of the meeting was viewed in full or in part.

7 2018/19 Achievements and Outcomes

7.1 The OSC continues to make an important contribution to the scrutiny of decisions made at MCA, LEP, thematic boards and SYPTE. The outputs, outcomes and achievements of the OSC in 2018/19 include:

- Mayor Dan Jarvis' regular attendance to respond to questions.
- A Forward Plan of Key Decisions taken at the Mayoral Combined Authority Board now published on a regularised basis on the SCR website.
- The OSC Committee's having been quorate at all meetings since the introduction of the substitute system.
- Regular agenda setting meetings now being held with the Committee deciding and its own agenda and taking ownership of the process.
- Members receiving regular communications relating to the work of the MCA and LEP.
- Regular workshops having been held for Members to enhance their knowledge and capability, subjects including:
 - Governance Framework
 - Assurance Framework
 - Local Growth Fund
 - Capability - Guest speaker, Ian Parry from the Centre for Public Scrutiny attended the SCR to deliver a workshop, 'Delivering Combined Authority Scrutiny'.

7.2 Topics discussed at Committee in 2018/19 included:

- Superfast South Yorkshire Broadband Programme
- Mayoral Election
- Housing Investment Fund
- Community Transport Budget
- Co-ordination of Roadworks and public transport diversions
- Proposal for Mayoral scrutiny arrangements
- Devolution
- Health Led Employment Trial
- Active Transport
- Bus Review
- Potential Effects of Brexit on SCR
- SCR Budget

7.3 All outcomes from topics discussed by the Committee in 2018/19 resulted in the committee 'noting' the papers or asking for further updates.

No recommendations or reports back to the Mayoral Combined Authority Board have been made.

8 Looking Ahead

- 8.1 The Committee will focus on the implementation of the recommendations made in MHCLG's Statutory Guidance on Overview and Scrutiny in Local and Combined Authorities.

An action/implementation plan will be developed after a base line assessment of the current position has been performed.

All changes relating to the duties of the OSC will be reflected in the constitution of the SCR.

- 8.2 In the event of agreement being reached by the MCA to implement the SCR devolution deal offered by the Government, it is anticipated that the Committee's role will increase to reflect the associated increased in the duties and responsibilities of the MCA and LEP.