

# Developing Local Economic Resilience

The Role of Local Enterprise  
Partnerships (LEPs)

# LEPS AND ECONOMIC RESILIENCE

**For LEP areas to be resilient, their economic performance needs to be predicated upon an approach to composition and social strategy, which considers both economic and social growth.**

This CLES think-piece looks at Local Enterprise Partnerships (LEPs) and the extent to which they are creating local economic resilience. Resilience is about the extent to which an area can both bounce back from adversity and respond to opportunity. In this, we introduce an approach which investigates how the LEPs through their composition and social strategy are triggering wider economic and place resilience. We seek to create a baseline, and thus gauge the resilience of LEPs across the 39 areas of England. Our approach assesses LEPs against two factors and component set of indicators (factor 1 – LEP composition and social strategy; and factor 2 – LEP area economic performance). It is important to note that this work is a starting point and there is a wider array of indicators against which the resilience of LEPs can be measured.

The performance and resilience within the LEP areas, is linked to the governance and activities of LEPs, hence the two counter set of factors. For LEP areas to be resilient, their economic performance needs to be predicated upon an approach to composition and social strategy, which considers both economic and social growth. By social growth, we are talking about social inclusion, improvement in health outcomes, and

reduction in poverty and general development of social capital. Without this social dimension, matched with a focus on economic success, LEP areas will lack resilience. Social growth and anti-poverty has not been a significant consideration of LEP activity, to date; and for resilience we believe they must be.

In this report we baseline each LEP against the indicators contained in both factors 1 and 2, before making an assessment of each LEP area's resilience based upon a combination of the factors. Before we do that, the following sections set out the policy context to LEPs and CLES' framework for assessing place resilience.

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# THE LEPS TO DATE

In 2010, the Government set out a plan for local economic growth in the White Paper Local growth: realising every place's potential<sup>1</sup>. This White Paper aimed to shift powers to local communities and businesses: principally through the closure of the Regional Development Agencies (RDAs) and the introduction of Local Enterprise Partnerships (LEPs). The Government invited local business and civic leaders to form LEPs.

The LEPs are all very different, some are new partnerships, some were pre-existing, some are central to local economic development thinking, whilst some are more peripheral. Initially, the government seemed to view LEPs as light touch. However, their role has developed. A key trigger to their development was a review by Lord Heseltine in October 2012<sup>2</sup>, commissioned by the Chancellor and Secretary of State for Business, Innovation and Skills. This work explored ideas to stimulate economic growth at the local level. His report made 89 recommendations, some of which were accepted by government in March 2013<sup>3</sup>. As such, Heseltine's report and the incremental

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development and augmentation of LEPs role means LEPs now have responsibility over the Growing Places Fund, the Enterprise Zones, the Local Growth Deals - where partnerships will take responsibility for growth funding from 2015-16 (via the recently completed Strategic Economic Plans (SEPs)) - and the development of European Structural and Investment Fund Strategies (SIFs) and the subsequent allocation of associated European resource.

## The Performance of LEPs

The performance of LEPs to date, has been mixed<sup>4</sup> with some confusion<sup>5</sup> and with partnerships making progress at different speeds. Indeed some LEPs have been superseded by the setting up of Combined Authorities (in Gtr Manchester, Sheffield city region, Leeds city region, Liverpool city region and the North East likely to follow). These areas are advancing new relationships with central government and recalibrating local economic development, accordingly. LEPs in these areas, could arguably be seen as increasingly irrelevant, merely serving as a means to fit in with Government policy and accommodate the drawing down of Whitehall and EU funds, rather than being at the heart of local economic thinking and strategy.

This patchy picture, is highlighted in a recent report by the National Audit office which suggested the progress of Local Enterprise Partnerships has been affected by limited resources and capacity<sup>6</sup>. A report by the Smith Institute and Regional Studies Association, highlighted the messy and artificial geographies of LEPs<sup>7</sup>.

Perhaps due to the identified difficulties, any assessment of LEPs has focussed on process, rather than their central role in improving economic performance in local areas. The All Party Parliamentary Group (APPG) on Local Growth, Local Enterprise Partnerships and Enterprise Zones initial enquiry and a report by CEDOS focused on what was needed to make them functioning better as entities<sup>8</sup> and the importance of local authority support<sup>9</sup>. Furthermore a team from the Centre for Urban and Regional Development Studies (CURDS) at the University of Newcastle indicate in a survey based report that LEPs have a 'lack of

long-term vision and strategy for their strategic development' with some 'fundamental tensions yet to be resolved'<sup>10</sup>.

The government has responded to these ongoing concerns. Central government extended the initial pot of £5 million (across LEPs) for start up with a further £4 million to develop action plans. In addition Central government also provided a pot of £44 million up to 2014-15 to enable partnerships to build capacity and produce business plans and strategy. Government has also set up a local growth 'What Works Centre' to provide decision-makers with better evidence around effective economic development intervention whether that be generally or in relation to themes such as business support and skills.

Actual performance in terms of real added value of the LEPs - in the absence of any standard indicators of performance, is difficult to discern. The BIS Select Committee in its report indicated the need for clear indicators of performance to enable accountability, monitoring and scrutiny of the use and value of public resources by the LEPs<sup>11</sup>; indeed these themes are reflected in the criteria for Local Growth Deals.

As regards the actual performance of the areas which LEPs operate in, this has been subject to work by the LEP Network<sup>12/13/14</sup>. This work comprehensively details performance, through a range of growth and economic performance indicators. However, this work makes only an implicit reference on how the work and effectiveness of LEPs as a body (including composition), relates to the area's economic and social performance. To date there is no direct work on possible attribution of LEPs to outcomes.

# 'WHOLE PLACE' LEPS

Local economies operate within a challenging context. However, the LEP strategies for local economic growth, SEPs and SIFs, are often grounded in perceived certainties, with definitive targets. However, undoubtedly the wider national, European and global economic context, in which their work sits is unpredictable. Because of this inevitable unpredictability, LEPs should be building local economic strength which sees them through any possible adverse times. Similarly environmental change creates a need for LEPs to plan and adapt to mitigate effects - shifting the economy onto new ways of sustainable living. LEPs must be part of the means by which local areas move toward greater levels of local environmental and energy security. Furthermore, LEPs, are about public resources and they should play into the ongoing need to reduce demand on public services, easing the pressure on public finances.

LEPs are undoubtedly part of a wider place network and are in themselves networks. Ideas about resilience borrow from system thinking, as regards how different things in a network influence one another. Perhaps the most fundamental element of a good system is that it is not about independent elements. Such a system, demonstrating a lack of connectedness, will suffer through lack of coherence. For example, in nature, a typical ecosystem includes air, water, flora and fauna - the importance is how it all works work

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together as a system. This is the same for the LEP areas. It's not just about business, labour, capital or infrastructure such as transport, but rather how they relate as a whole.

We cannot simply assume simple and linear cause and effect or focus on one thing on its own. Good economies which advance virtuous social ends, are not the result of any one thing, but a result of many things interconnecting. We therefore need whole-place thinking, which ensures we nurture and sustain the place and its people in good times through bad times and reduces the possibility of negative events. Places are interconnected systems of relationships.

Inspired by initial global research, CLES has been thinking of places and cities as systems for a number of years now - defined by how they respond and adapt their places to new challenges, whether these are economic, social, or environmental. Those systems able to exude these qualities are generally the most resilient. We believe the same principles should be applied to LEPs and both their composition and social strategy relates to resilient economic performance.

## **Economic and social growth**

In previous research, CLES indicated that many of the local economic strategies across England were generic and place unspecific. They also tended to focus on 'hard' economics - business start-ups, inward investment, availability of land and premises for business - rather than social aspects of place, labour market skills, social capital, education, environmental sustainability, and levels of community empowerment and participation<sup>15</sup>.

Economic development which is resilient, is not just about how a rising economic tide will lift all boats, or reliance on trickle down, but is about more actively securing an improvement in the fortunes of its citizens and businesses. Local economic policy needs to absorb the qualitative aspects of place development,

accommodating the breadth of social, cultural, economic and environmental facets that are part of the local whole<sup>16</sup>.

It is CLES' assertion that any debate about local growth and LEPs, and resilience should seek to place social, human and cultural growth<sup>17/18/19</sup>, alongside economic growth.

In this, economic success is about policies which support local economies, business growth and private gain, but simultaneously, strengthens local economic infrastructure, builds enduring social and civic institutions for the future and helps in the aim of providing a decent standard of living for all. Social growth and development is both an outcome and an input to economic success. Local economic and business success, must go hand in hand with social growth. This is what a resilient LEP area must strive for. Therefore, in this work we focus on the resilience of the LEP areas and the ability of LEPs to:

- assist economic growth, which is sustainable and resilient in the long term;
- improve an areas ability to be resilient in the face of economic, social or environmental change; and
- improving social conditions of local populations.

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# THE CLES APPROACH TO RESILIENCE

## The resilience model

CLES through its place resilience research programme has been working with a number of local authorities and their partners across the UK and in Australia. This has incorporated assessing the resilience of systems at a range of geographical levels – including city, county, sub-regional, district, town centre and individual neighbourhoods. The model's principal assumption is that through improving the quality of the multitude of relationships within activity, that synergies and innovative responses to the key challenges can be tackled.

Using the CLES resilience model tool we develop a qualitative assessment of how strong relationships between the sectors currently are and the impact that these relationships have on resilience. To do this, we explore the relationships between the three core spheres of the economy (the public, social and private sectors). These measures relate to the different relationships which exist within an area. An implicit assumption within the model is that resilience develops as a result of the strength and effectiveness of the relationships, so if these relationships are strong, a LEP area is more likely to be resilient.

The framework was designed to ensure all parts of the economy are represented. The commercial economy is often seen as the priority, but resilience is about the public sector influencing the economy of place through procurement spend, planning and employment opportunities. Likewise, the social economy does not regularly feature in economic thinking, but plays a crucial role in providing the foundations for any healthy and effective economy both directly through

local employment, local supply chains, volunteering and social enterprise, but also indirectly through development of social capital and promotion of civil engagement and participative democracy.

Our approach does focus on 'traditional' elements of the economy, including growth, jobs etc. However, additionally, it hones in on the collaborative role that the commercial, social and public sector play in their development. For instance, advanced manufacturing growth requires a series of relationships for success, including links with capital, land and labour as well as links between higher education, public agencies, policy and commerce. Any assessment of resilience, must ensure it provides an understanding of the health of this dynamic interplay and point to what the LEP – as a key connector or maven in the network – could do to improve these relationships.

Our work around resilience has allowed us to determine a number of key concepts for the governance of local economic areas:

- **Collaboration:** The strongest and most resilient areas are those with strong leadership that is not based purely on a top down approach, but encourages and inspires self determination from a range of sectors and innovative collaboration and crossover between networks. This increases synergy and the potential to develop innovative solutions to address challenges and grasp opportunities.
- **Adaptability:** Adaptability involves making the decisions to leave a path that may have proven successful in the past, towards new, related or alternative structures and processes. Some areas are more effective than others at this – the ability to adapt can depend on individual and institutional behaviours, and the rigidity or

flexibility of organisations to accept and be able to instigate change.

- **Synergy:** This is a central element of a successful local economic system, and those areas which evidence a strong synergy across different sectors showcase that a cohesive group is greater than the sum of its parts.
- **Social capital:** Areas with strong social capital will be those which have a strong social sector and where considerations for social benefit pervade throughout the whole area.

Some approaches to economic resilience have viewed this resilience narrowly, seeing it in economic terms only and not as an element within a wider place development. Where elements of place have been included they have been used as outcomes of economic success, rather than inputs, in their own right. Importantly, in 2012, as part of a LEP network report, Experian carried out their interpretation of 'resilience', making an assessment of the resilience of LEP areas. This looked at wider 'place elements'. However, it did not make connection between the governance, social strategy and activities of LEPs AND the performance of the LEP areas; two factors which CLES believe constitute a resilient LEP.

## Assessing the resilience of LEPs to date

This analysis is designed to provide a snapshot of the resilience of LEPs. It is not a full resilience assessment of LEP areas. Instead it is merely framed within the principles of the above and involves two factors - LEP composition and social strategy and LEP area economic performance. For each factor and component indicator, we describe the reasoning behind the indicator, outline the means of developing the score, and detail a

ranking for each LEP. It is important to note that for each of the two factors a range of further indicators of resilience could be explored.

### Factor 1 - LEP composition and social strategy

The first of the two factors of assessing LEP resilience is related to composition and social strategy. Our previous work has evidenced that the most resilient partnerships are those which have representation and collective engagement from organisations across the public, private and commercial sectors. Our work has also highlighted that resilient partnerships need a focus in their economic strategy around both economic growth priorities and those priorities associated with social growth. The following four indicators assess LEP resilience in relation to these composition and social strategy considerations. It is important to note that across the first three indicators we have looked exclusively at the overarching LEP board. Upon further interrogation, it may be evident that LEP sub-groups are more reflective of social and SME representation in particular.

#### Indicator 1 Voluntary and community sector representation - Percentage of LEP Board representatives being 'social sector' organisations

The involvement of social sector organisations on LEP Boards is important in that it brings a community perspective to the development of priorities and activities and additionally the social sector are key contributors to local economies. To identify the percentage of social sector organisations

### 22 LEPs (56%) had at least one social sector organisation represented on their Board.

on LEP Boards, CLES explored the structures of LEP Boards as detailed on LEP websites. LEPs with the greatest number of social organisations as a



percentage of their total Board composition were ranked highest with those with no social organisations ranked lowest. A LEP Board which sets a basis to greater resilience within the LEP area would include representation from at least one social sector organisation.

22 LEPs (56%) had at least one social sector organisation represented on their Board. 17 LEPs however had no social sector representation. The top three ranked LEPs for social sector representation were (A full ranking table is detailed in Appendix 1):

- 1) The Marches (14% of Board social organisations);
- 2) Dorset (11% of Board social organisations);
- 3) Gloucestershire, Greater Cambridge and Peterborough, Northamptonshire, Thames Valley Berkshire (all 10% of Board social organisations).

### **Indicator 2 SME representation - Percentage of private sector representatives on LEP Board being Small to Medium Sized Enterprises (SMEs)**

The involvement of SMEs on LEP Boards as part of the private sector composition is important in that SMEs often make up the largest proportion of businesses within places and operate across a diversity of sectors. A LEP Board which sets a basis to greater resilience within the LEP area would include a mix of multi-national and large organisations and small business. To identify the percentage of private sector organisations on LEP Boards being SMEs, CLES explored the structures

## **On average, 30.3% of the private sector composition of LEP Boards is SMEs.**

of LEP Boards as detailed on LEP websites and used business databases to understand the size of businesses which individuals represented. LEPs

with the greatest number of SMEs as a percentage of their total private sector composition were ranked highest with those with smaller percentages ranked lowest. A resilient LEP would have at least a third of its private representatives being SMEs.

36 LEPs (92.3%) had at least one SME forming part of their private sector composition. 3 LEPs however had no SME representation. On average, 30.3% of the private sector composition of LEP Boards is SMEs. The top three ranked LEPs for SME representation were (A full ranking table is detailed in Appendix 1):

- 1) Cumbria (66.7% of private composition is SMEs);
- 2) York, North Yorkshire and East Riding (57.1% of private composition is SMEs);
- 3) Northamptonshire (54.5% of private composition is SMEs).

### **Indicator 3 Public sector representation - Percentage of public sector representatives on LEP Board being Elected Members and subsequent balance of representation across sector**

The involvement of a range of organisations on LEP Boards as part of the public sector composition is important in that it brings a diversity of democratically elected individuals and organisations with specialisms in particular themes such as health and education which are important to the functioning of LEP areas and wider thriving places. Local government is imperative to the function of LEPs. Resilience is about having a public sector which includes a strong cadre of elected local government members and wider public sector representation. In this we have assessed LEPs composition to reflect both strong local government representation and participants from other parts

of the public sector including higher education and health. LEPs with the greatest number of Elected Members as a percentage of their total

public sector composition were ranked lowest with those with smaller percentages and thus a better mix of public sector representation ranked highest.

A resilient LEP would have at least a third of its public representatives being non Elected Members.

### **On average, 71.4% of the public sector composition of LEP Boards were Elected Members.**

13 LEPs (33.3%) had more than 80% of their public sector composition comprising of Elected Members. On average, 71.4% of the public sector composition of LEP Boards were Elected Members. The top three ranked LEPs for a mix of public sector representation were (A full ranking table is detailed in Appendix 1):

- 1) Dorset (44.4% of public composition is Elected Members);
- 2) Humber, Oxfordshire and The Marches (each with 50% of public composition is Elected Members);
- 3) Stoke and Staffordshire (53.8% of public composition is Elected Members).

#### **Indicator 4 Building Social Inclusion - Percentage of European Investment Framework funding allocated to social inclusion activities**

The mix of emphasis between economic and social priorities and activities is important if LEPs are to deliver sustainable growth. A resilient LEP strategic approach is one where social priorities are evident in strategy and where resource is being allocated to social inclusion activities. To identify the percentage of European Investment

### **On average LEPs allocated 12.7% of their European pot for social inclusion priorities**

Framework funding allocated to social inclusion activities, CLES explored the draft Frameworks of each LEP and identified the amount of funding allocated to the social inclusion theme as a percentage of the total European funding pot. LEPs with high percentages of allocation for

social inclusion were ranked highest with those with smaller percentages ranked lowest.

On average LEPs allocated 12.7% of their European pot for social inclusion priorities (5 LEPs had not yet drafted their allocations, so they were given the average percentage). The top three

ranked LEPs for social inclusion allocation were (A full ranking table is detailed in Appendix 1):

- 1) Liverpool (34.1% of allocation for social inclusion);
- 2) Gloucestershire (25.8% of allocation for social inclusion);
- 3) The Marches (24.7% of allocation for social inclusion).

#### **Factor 2 - LEP area economic performance**

The second of the two factors of assessing LEP area resilience is related to the economic performance of the LEP area. The core priorities for Government around LEPs are that they achieve both economic and jobs growth. Assessments of LEP performance to date undertaken by the LEP Network have therefore ranked LEPs against change in such performance related indicators. To enable a balanced assessment of resilience to be undertaken, our approach also examines each LEP in relation to the economic performance of their area. The following two indicators therefore assess LEPs in relation to these resilience of area considerations (there will be a range of further indicators against which LEP

economic performance can be measured, including in relation to unemployment, earnings, and inward investment).

#### **Indicator 5 - Change in employment rate**

A key indicator of jobs growth within a LEP area is change in employment rate. A well performing LEP area is one where the employment rate is increasing. To identify the change in employment rate, CLES

explored the Annual Population Survey for each LEP and the change in employment rate for the period September 2012 to September 2013. LEPs with high change in employment rate were ranked highest with those with smaller change ranked lowest.

### **On average employment rate had increased by 1% across the LEPs over the period September 2012 to September 2013.**

On average employment rate had increased by 1% across the LEPs over the period September 2012 to September 2013. The top three ranked LEPs for employment rate change were (A full ranking table is detailed in Appendix 1):

- 1) Hertfordshire (3.5% employment rate change);
- 2) Greater Cambridgeshire and Peterborough (3.2% employment rate change);
- 3) Dorset (3.1% employment rate change).

### **Indicator 6 – Change in growth rate**

A key indicator of economic growth within a LEP area is change in GVA per capita. A well performing LEP area is one where the growth rate is increasing. To identify the change in growth rate, CLES explored ONS GVA per capita data detailed in the LEP Network's review of LEPs for the period 2009 to 2011. LEPs with high change in GVA per capita were ranked highest with those with smaller change ranked lowest.

On average GVA per capita had increased by 4.5% across the LEPs over the period 2009 to 2011. The top three ranked LEPs for growth rate change were (A full ranking table is detailed in Appendix 1):

### **On average GVA per capita had increased by 4.5% across the LEPs over the period 2009 to 2011.**

- 1) Cumbria (10.4% growth rate change);
- 2) Thames Valley Berkshire (7.3% growth rate change);
- 3) Buckinghamshire Thames Valley (6.5% growth rate change);

### **Combined resilience of LEPs**

The rankings used for each indicator described above can be used to derive a combined

rank for each of the 2 factors of composition and social strategy and area economic performance; and then subsequently to offer an overarching assessment of the resilience of each LEP.

### **Factor 1 – LEP Composition and social strategy**

By adding together the rankings of each LEP on indicators 1, 2, 3 and 4, we can derive an overarching resilience ranking for composition and social strategy. A resilient LEP area will have a low combined cumulative rank and have characteristics where there is social representation on their Board, SME representation as part of their private composition, a mix of public organisations as part of their public composition, and higher than average spend on social inclusion activities. On that basis the top 3 and bottom 3 LEPs are detailed in table 1 (A full ranking table is detailed in Appendix 1).

**Table 1: Overall LEP Rank for Composition and Social Strategy**

LEP	Cumulative Rank Score (indicators 1,2, 3, 4)	Overall Rank for Composition and Social Strategy
The Marches	10	1
Gloucester	21	2
Northamptonshire	24	3
Leeds	111	37
Enterprise M3	114	38
Lancashire	116	39

**Factor 2 - LEP area economic performance**

By adding together the rankings of each LEP on indicators 5 and 6, we can derive an overarching resilience ranking for area economic performance.

A well performing LEP will have experienced an increase in employment rate and an increase in

growth rate. On that basis the top 3 and bottom 3 LEPs are detailed in table 1 (A full ranking table is detailed in Appendix 1).

**Table 2: Overall LEP Rank for area economic performance**

LEP	Cumulative Rank Score (indicators 1,2, 3, 4)	Overall rank for area economic performance
Worcestershire	9	1
Thames Valley Berkshire	11	2
Cheshire and Warrington	11	2
Leicester and Leicestershire	62	37
North Eastern	63	38
Derby, Derbyshire, Nottingham and Nottinghamshire	67	39

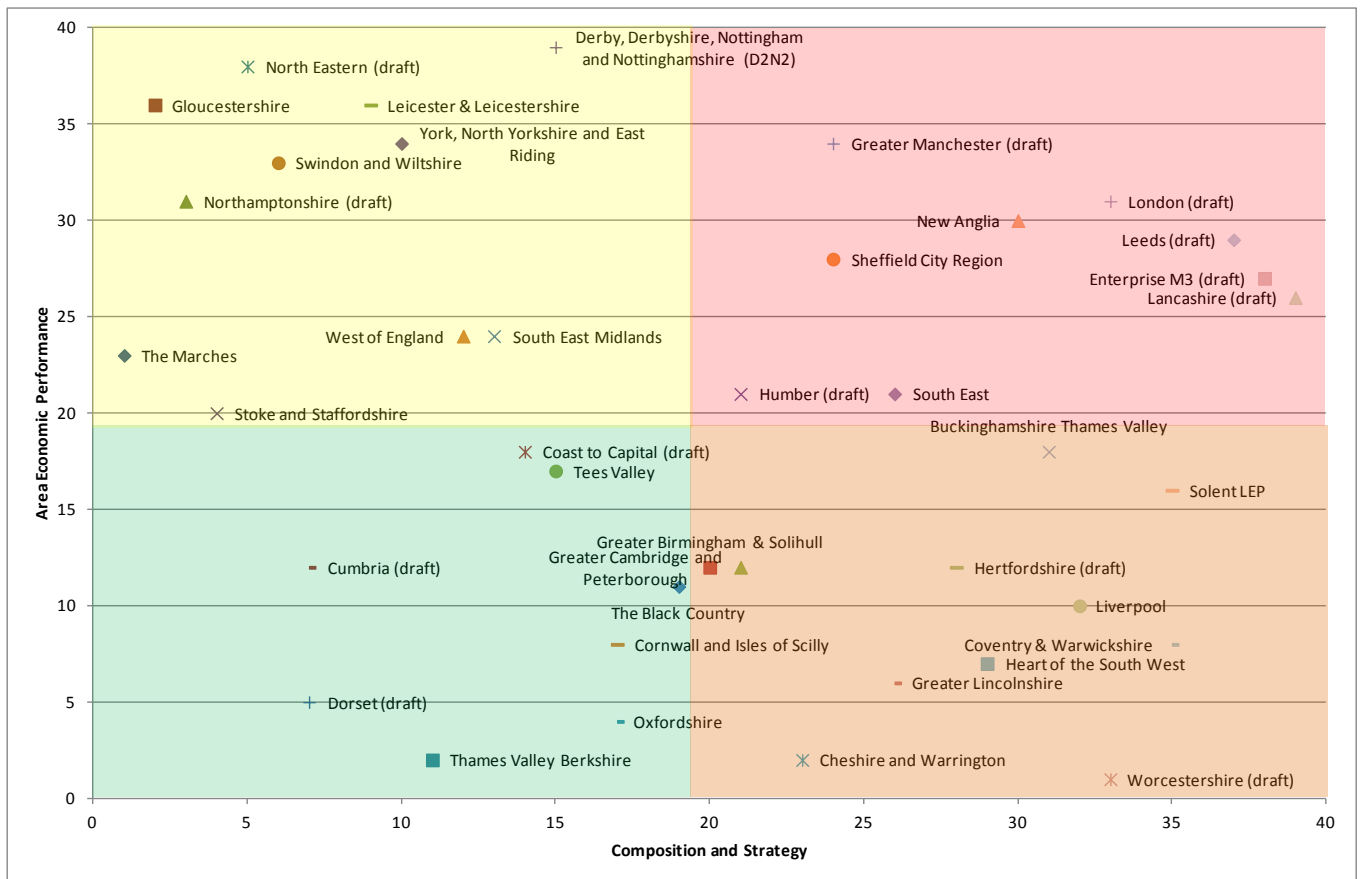
## Overarching resilience

The above two tables have ranked each LEP area on their composition and social strategy and their area economic performance. As a way of exploring the overarching resilience of each LEP, we can plot the rank of each LEP for each factor on a scatter chart as detailed in figure 1 (overleaf). LEP composition and social strategy should have a relationship to economic performance. The overarching assessment and ranking is based upon the following categories:

- Good composition and social strategy and good performance (green - resilient). These areas should expect to maintain this position;
- Good composition and social strategy but poor performance (yellow - stable). There should be expectation that these areas should improve, as LEP activity starts to build. However, those at the lower end of performance may wish to consider how they could learn from the composition of some of those LEPs.
- Good performance and social strategy but poor composition (orange - vulnerable). These areas may see a drop in performance, unless composition is improved. However, in some areas, it could be argued that that economic buoyancy is such that the LEP is of little import. In those cases, we would argue that the existing poor composition, leaves them un-resilient in times of economic change and stress. Less equipped to anticipate and deal with change.
- Poor composition and social strategy and poor performance (pink - brittle). In this category there are some large city regions (actual and imminent combined authorities) and London. We believe LEPs in these areas are of less importance (and arguably a growing irrelevance- see below), as there are a range

of other governance mechanisms, already or imminently in place. However, for those other areas in this category, there is a need to adopt some of the composition and social strategy lessons from those the in first two categories above.

**Figure 1: Overarching baseline resilience by LEP**



On that basis there are eight LEPs which are described as having good composition and social strategy and good performance namely: Dorset, Cumbria, Thames Valley Berkshire, Cornwall and Isles of Scilly, Oxfordshire, Tees Valley, The Black Coast and Coast to Capital.

placed upon more local authority driven activities to stimulate economic development, with partnerships fostered across other vehicles. This is also reflected in the statutory footing of these organisations when compared to LEPs which do not have a statutory footing.

It should however be noted that there are different types of LEPs and for some localities LEPs are not actually imperative to economic development. In

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localities, with existing Combined Authorities (Greater Manchester) or newly formed Combined Authorities (Liverpool City Region, Sheffield City Region, Leeds City Region, and the North East), there is a much broader responsibility

# CONCLUSION

LEPs should be a key vehicle for local economic resilience; operating as a key hub in a wider place based network. However, generally they operate as a traditional economic body operating as a mere vehicle for the allocation of government and EU funds. In this, the extent to which they are focussed on resilience is at the narrow, short term interpretation of economic development, with little appreciation of social growth and the importance of the LEP as a whole place network.

For CLES, comprehensive resilience is predicated on an area achieving economic and social growth, through an effective network of activity with a clear social focus. For change in growth and employment rate to be resilient, there must be a focus and commitment to social inclusion in strategy and funding commitments; representation from social sector organisations on LEP Boards; a mix of private sector organisations represented and engaged in activities, including SMEs; and a public sector make-up which is not overly reliant on elected members.

The set of indicators developed as part of this work has sought to assess the baseline resilience of LEPs in their composition and social strategy and of LEP area economic performance. We feel that these factors need to become more

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correlated across the vast majority of LEPs to enable improvement on the baseline. Combined, these two factors detail the LEPs which have good composition and social strategy and good performance; and importantly those where there is scope for improvement. Those LEPs which are

identified as having poor composition and social strategy and poor performance in particular need to work on their composition and social strategy and focus to enable change in performance and accelerate resilience. It should also be noted that there are a wider set of indicators which could be assessed, particularly around social outcomes which would further demonstrate the link between composition and social strategy and area economic performance.

## Recommendations

This work has sought to identify the LEPs and LEP areas which are resilient in relation to CLES' thinking around whole place. Using two factors of composition and social strategy and economic performance and associated indicators, we have portrayed an initial picture of resilience.

As way of conclusion we offer two types of recommendations which we believe need to happen to enable more resilient LEPs and more resilient LEP areas. There are recommendations for future policy makers in relation to LEPs and wider growth and economic development strategy; and there are specific recommendations for LEP areas. Across both sets of recommendations we consider our dual factors of composition and social strategy and economic performance.

## Recommendations for policy makers

### Think 'whole place'

The policy agenda for LEPs needs to shift from an overarching emphasis upon business and predominantly large business being the driver of LEPs to an emphasis which reflects the balanced nature of economics, social growth and wider place resilience. The public economy and the social sector both have key roles in delivering economic growth and creating jobs. Additionally, activities designed to stimulate local economic growth (through LEPs) need to become more fully wedded to the ongoing reform of public services, managing demand and social issues. Public services and the activities of local government in particular are inputs to economic success as is addressing poverty. As such, the composition and social strategy emphasis of LEPs generally needs to become more tuned to those which are demonstrating good composition and social strategy AND good economic performance on our ranking matrix.

### Develop a national industrial strategy

LEPs have been driven forward by Government without a strong, directional national economic development or national industrial strategy. LEPs have been seen by Government as fitting under the auspices of the localism agenda with localities taking responsibility for their own strategy, their own asks of government and their own delivery. This fails to appreciate the systemic underpinning inequalities and vast differences in economic and social performance across the country. There is a need for a national industrial strategy which a priori distributes and directs resources for growth more effectively and twins macro policy with issues of fairness. There is a need for a more

balanced argument from the centre about how economic growth does and can link to addressing poverty and inequality.

### Bespoke is more resilient

A few weeks ago (March 2014), the Government wrote to all 39 Local Enterprise Partnerships (LEPs) saying that their EU structural and Investment Fund Strategies (SIFs), were too 'generic and must be made more 'distinctive to local areas'. This is no surprise, and is confirmed in this work. Firstly the government itself has been very prescriptive, and thus tram-lining composition of the LEPs and detailing what types of things should be contained

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within the plans. Secondly, cuts to local government and public sector more generally, has served to reduce capacity and hollow out knowledge. Economic development staff have been made redundant and knowledge and skills have been lost. As such a number of private consultancies have been used, often working on more than one LEP area. In this it is evident, that local authorities coupled to wider place players, should play a greater role; serving to reflect the exact nature and needs of the LEP area. LEPs and wider partners need to have greater flexibility to move beyond economic growth and job creation as being determinants of addressing poverty and embed the issue of addressing poverty as a key element of LEP strategy.



## Recommendations for LEPs

### Create bespoke structures and advance wider representation and input

The analysis undertaken as part of this work has identified that LEPs have been relatively rigid in the composition of their LEP Board and in their development of priorities. LEPs need to think more strategically about their composition and have a more balanced make up across all of the public, commercial and social sectors which are reflective of the whole place and expertise. The social sector for example has a key and often under-reported role in local economic output and job creation. Similarly, at the sub-group level, structures and representation needs to be reflective of the challenges facing place and linked effectively to the priorities of local authority corporate and community strategies

### Embed a deeper understanding of the link between growth and poverty

There is a natural inclination for LEPs as a result of the central government defined objectives to adopt a 'trickle-down' approach to strategy and delivery. LEPs operate on the assumption that job creation and economic growth will

### **Instead, CLES would argue that LEPs need to have a richer understanding of the links between growth and poverty, understanding intrinsically the importance of economic AND social growth.**

lead to reductions in poverty and less unequal localities. Growth cannot and should not be the only output or the core driver of LEP activities. Instead, CLES would argue that LEPs need to have a richer understanding of the links between growth and poverty, understanding intrinsically the importance of economic AND social growth.

This needs to be reflected in the ways in which LEPs develop strategy, deliver and importantly monitor performance. Indicators which LEPs could be measuring performance against include: gross disposable income per head; percentage of workers who are underemployed; participation rates in further education for 19-24 year olds. As detailed in this work, social inclusion monies make up a relatively small proportion of the total allocation of EU funding. A richer understanding of the links between growth and poverty would mean an organic flow of social issues through all LEP activities.

### Align to place based priorities

The language of LEPs has been somewhat traditional; develop infrastructure and that will lead to growth and jobs. This top down economic growth plan driven narrative is not joined up with some of the other more place based activities and issues around public service reform, welfare reform, and commissioning and procurement of services. CLES would argue that there is a need for a new emphasis which drives forward both LEPs and the stewardship role of local government for their places. This needs to include creating 'jobs rich' local economies, ones where the jobs created are decent

and accessible to all; using growth to re-distribute wealth and address social inequality, and using public service reform to reduce demand for provision and enable efficiencies and effectiveness. As highlighted in this work, LEPs on the whole,

are not achieving the required balance between good composition and social strategy and good performance. Alignment across wider priorities and engagement of wider stakeholders would enable this to happen.

### Align place based resource

The resource allocated to LEPs through European funding and Growth Deals will be used in very particular ways. Like their predecessors, the regional development agencies, the emphasis will largely be upon creating physical space for inward investment through development funding and creating labour market supply through skills programmes. At the same time there are a number of nationally driven, 'payments by results' focused initiatives such as the Work Programme and efficiency driven initiatives such as Community Budgets which are designed to address particular issues such as worklessness. LEPs need to marry the two far more effectively; investment in growth must also address social issues and enable social inclusion. This means working collectively across a wider range of stakeholders and organisations with a remit and role in enabling local economic growth. This should also apply to the criteria of the resource channelled through the LEP with spend and award determined by potential to achieve both economic AND social outcomes.

### Maximise the potential of the voluntary and community sector

The analysis undertaken as part of this work suggests that voluntary and community sector organisations and social enterprise involvement in LEP Boards has been relatively minimal, with some LEP Boards not having any social sector representation. Whilst this emphasis in composition is not necessarily critical, LEPs need to recognise the contribution the voluntary and community sector make to social outcomes and their role in local economic growth. There are a number of ways in which LEPs can impact on the VCS to deliver outcomes. This includes:

- Social Enterprise, including:
  - Use European resource to develop Local Impact Funds focused upon supporting the development of new and existing social enterprises.
  - Developing social enterprise zones to provide structures and resource through which social enterprise can be developed.
  - Working with local authority commissioners and procurers to encourage use of social enterprise in contracting.
- Social innovation, including:
  - Facilitating seed investment to promote social innovation and facilitate alternative finance models;
  - Focusing investment and support on new models of providing social care which in turn creates new jobs;
- Employment and skills, including:
  - Connecting voluntary and community sector organisations to public and private sector agencies working on employment and skills agendas;
  - Using Big Lottery opt-in match funding to fund voluntary and community sector organisations to support specific target groups to improve skills and employability;
- Social inclusion, including:
  - Undertaking mapping exercises of the types of services and products being delivered by the voluntary and community sector across the LEP area.

**Whilst this emphasis in composition is not necessarily critical, LEPs need to recognise the contribution the voluntary and community sector make to social outcomes and their role in local economic growth.**

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# APPENDIX 1

## Rankings for each indicator

### Factor 1 - LEP Composition and Social Strategy

#### Indicator 1 Social Representation - Percentage of LEP Board representatives being social sector organisations

LEP Name	% Social	Rank
The Marches	14	1
Dorset (draft)	11	2
Gloucestershire	10	3
Greater Cambridge and Peterborough	10	3
Northamptonshire (draft)	10	3
Thames Valley Berkshire	10	3
London (draft)	9	7
The Black Country	8	8
Cheshire and Warrington	7	9
Derby, Derbyshire, Nottingham and Nottinghamshire (D2N2)	7	9
Swindon and Wiltshire	7	9
Tees Valley	7	9
Coast to Capital (draft)	6	13
Heart of the South West	6	13
Lancashire (draft)	6	13
Leeds (draft)	6	13
Leicester & Leicestershire	6	13
North Eastern (draft)	6	13
South East Midlands	6	13
York, North Yorkshire and East Riding	6	13
Enterprise M3 (draft)	5	21
Stoke and Staffordshire	5	21
South East	2	23
Buckinghamshire Thames Valley	0	24
Cornwall and Isles of Scilly	0	24
Coventry & Warwickshire	0	24
Cumbria (draft)	0	24
Greater Birmingham & Solihull	0	24
Greater Lincolnshire	0	24
Greater Manchester (draft)	0	24
Hertfordshire (draft)	0	24
Humber (draft)	0	24
Liverpool	0	24
New Anglia	0	24
Oxfordshire	0	24
Sheffield City Region	0	24
Solent LEP	0	24
West of England	0	24
Worcestershire (draft)	0	24

**Indicator 2 SME Representation – Percentage of private sector representatives on LEP Board being Small to Medium Sized Enterprises (SMEs)**

LEP Name	% SME	Rank
Cumbria (draft)	66.7	1
York, North Yorkshire and East Riding	57.1	2
Northamptonshire (draft)	54.5	3
Buckinghamshire Thames Valley	50	4
Gloucestershire	50	4
Leicester & Leicestershire	50	4
North Eastern (draft)	50	4
Stoke and Staffordshire	50	4
Tees Valley	50	4
The Marches	50	4
New Anglia	42.9	11
South East Midlands	42.9	11
Swindon and Wiltshire	40	13
West of England	40	13
Oxfordshire	37.5	15
Cornwall and Isles of Scilly	33.3	16
Derby, Derbyshire, Nottingham and Nottinghamshire (D2N2)	33.3	16
Humber (draft)	30	18
Dorset (draft)	28.6	19
Greater Lincolnshire	28.6	19
Greater Manchester (draft)	28.6	19
Sheffield City Region	28.6	19
Coventry & Warwickshire	25	23
Coast to Capital (draft)	22.2	24
Greater Birmingham & Solihull	22.2	24
Heart of the South West	22.2	24
Thames Valley Berkshire	20	27
Worcestershire (draft)	20	27
Greater Cambridge and Peterborough	16.7	29
The Black Country	16.7	29
Hertfordshire (draft)	14.3	31
Solent LEP	14.3	31
Cheshire and Warrington	12.5	33
Liverpool	11.1	34
London (draft)	11.1	34
South East	11.1	34
Enterprise M3 (draft)	0	37
Lancashire (draft)	0	37
Leeds (draft)	0	37

**Indicator 3 Public sector representation – Percentage of public sector representatives on LEP Board being Elected Members and subsequent balance of representation across sector**

LEP Name	% Elected members	Rank
Dorset (draft)	44.4	1
Humber (draft)	50	2
Oxfordshire	50	2
The Marches	50	2
Stoke and Staffordshire	53.8	5
Greater Lincolnshire	57.1	6
Cheshire and Warrington	60	7
Cumbria (draft)	60	7
Hertfordshire (draft)	60	7
Leicester & Leicestershire	62.5	10
Northamptonshire (draft)	62.5	10
Gloucestershire	66.7	12
Heart of the South West	66.7	12
Swindon and Wiltshire	66.7	12
The Black Country	66.7	12
West of England	66.7	12
Coast to Capital (draft)	71.4	17
Greater Cambridge and Peterborough	71.4	17
Tees Valley	71.4	17
Derby, Derbyshire, Nottingham and Nottinghamshire (D2N2)	75	20
Thames Valley Berkshire	75	20
Worcestershire (draft)	75	20
South East	76	23
Greater Birmingham & Solihull	77.8	24
North Eastern (draft)	77.8	24
South East Midlands	77.8	24
Cornwall and Isles of Scilly	80	27
Greater Manchester (draft)	80	27
York, North Yorkshire and East Riding	80	27
Sheffield City Region	81.8	30
Buckinghamshire Thames Valley	83	31
Lancashire (draft)	83	31
Enterprise M3 (draft)	83.3	33
Solent LEP	83.3	33
Coventry & Warwickshire	85.7	34
Liverpool	85.7	34
New Anglia	85.7	34
Leeds (draft)	88.9	38
London (draft)	90	39

**Indicator 4 Building Social Inclusion – Percentage of European Investment Framework funding allocated to social inclusion activities**

LEP Name	% allocated social inclusion	Rank
Liverpool	34.1	1
Gloucestershire	25.8	2
The Marches	24.7	3
North Eastern (draft)	20	4
South East	15.6	5
Greater Birmingham & Solihull	15.3	6
Cornwall and Isles of Scilly	14.6	7
Northamptonshire (draft)	14.1	8
Sheffield City Region	14	9
Stoke and Staffordshire	13.6	10
Thames Valley Berkshire	13.6	10
Greater Manchester (draft)	13	12
Solent LEP	13	12
Coast to Capital (draft)	12.7	14
London (draft)	12.7	14
Swindon and Wiltshire	12.7	14
West of England	12.7	14
York, North Yorkshire and East Riding	12.7	14
South East Midlands	12.5	19
Coventry & Warwickshire	12.2	19
New Anglia	11.5	21
Cumbria (draft)	10.3	22
Worcestershire (draft)	10.1	23
Derby, Derbyshire, Nottingham and Nottinghamshire (D2N2)	10	24
Enterprise M3 (draft)	10	24
Hertfordshire (draft)	10	24
Leeds (draft)	10	24
Leicester & Leicestershire	9.9	28
The Black Country	9.9	28
Greater Cambridge and Peterborough	9.7	30
Cheshire and Warrington	8.9	31
Dorset (draft)	8.8	32
Buckinghamshire Thames Valley	8.7	33
Oxfordshire	8.7	33
Humber (draft)	8.1	35
Greater Lincolnshire	8	36
Lancashire (draft)	8	36
Heart of the South West	7.5	38
Tees Valley	7.4	39



## Factor 2 – LEP Area Economic Performance

### Indicator 5 – Change in employment rate

LEP Name	% change (2012-2013)	Rank
Hertfordshire (draft)	3.5	1
Greater Cambridge and Peterborough	3.2	2
Dorset (draft)	3.1	3
Liverpool	2.9	4
Worcestershire (draft)	2.8	5
Cheshire and Warrington	2.6	6
Cornwall and Isles of Scilly	2.5	7
Oxfordshire	2.2	8
Greater Birmingham & Solihull	2.0	9
Tees Valley	2.0	9
Thames Valley Berkshire	2.0	9
Leeds (draft)	1.9	12
Sheffield City Region	1.9	12
West of England	1.9	12
London (draft)	1.7	15
Greater Lincolnshire	1.6	16
Coventry & Warwickshire	1.4	17
South East Midlands	1.3	18
Heart of the South West	1.2	19
Greater Manchester (draft)	0.7	20
Northamptonshire (draft)	0.5	21
The Black Country	0.5	21
Coast to Capital (draft)	0.4	23
Humber (draft)	0.4	23
Solent LEP	0.4	23
Stoke and Staffordshire	0.4	23
The Marches	0.4	23
South East	0.3	28
Swindon and Wiltshire	0.3	28
North Eastern (draft)	0.0	30
Cumbria (draft)	-0.1	31
Derby, Derbyshire, Nottingham and Nottinghamshire (D2N2)	-0.3	32
Leicester & Leicestershire	-0.3	33
York, North Yorkshire and East Riding	-0.4	34
Buckinghamshire Thames Valley	-0.6	35
Lancashire (draft)	-0.5	35
Enterprise M3 (draft)	-0.8	37
New Anglia	-1.8	38
Gloucestershire	-2.8	39

## Indicator 6 - Change in growth rate

LEP Name	% change (2009-2011)	Rank
Cumbria (draft)	10.4	1
Thames Valley Berkshire	7.3	2
Buckinghamshire Thames Valley	6.5	3
Worcestershire (draft)	6.3	4
Heart of the South West	6.0	5
Cheshire and Warrington	6.0	5
Greater Lincolnshire	5.8	7
Oxfordshire	5.5	8
Coventry & Warwickshire	5.3	9
The Black Country	5.3	9
Lancashire (draft)	5.2	11
Enterprise M3 (draft)	5.1	12
Solent LEP	5.0	13
South East	5.0	13
Coast to Capital (draft)	4.9	15
New Anglia	4.9	15
Stoke and Staffordshire	4.8	17
Humber (draft)	4.6	18
Cornwall and Isles of Scilly	4.5	19
Dorset (draft)	4.5	19
The Marches	4.5	19
York, North Yorkshire and East Riding	4.3	22
Gloucestershire	4.1	23
Greater Birmingham & Solihull	4.1	23
Liverpool	4.0	25
South East Midlands	4.0	25
Swindon and Wiltshire	3.9	27
Tees Valley	3.8	28
Leicester & Leicestershire	3.7	29
Greater Cambridge and Peterborough	3.6	30
Hertfordshire (draft)	3.5	31
West of England	3.5	31
North Eastern (draft)	3.3	33
Northamptonshire (draft)	3.3	33
Derby, Derbyshire, Nottingham and Nottinghamshire (D2N2)	2.9	35
Greater Manchester (draft)	2.8	36
Sheffield City Region	2.7	37
Leeds (draft)	2.3	38
London (draft)	-0.3	39

## Combined resilience of LEPs

### Factor 1 - LEP Composition and Social Strategy

LEP Name	Cumulative rank score	Rank
The Marches	10	1
Gloucestershire	21	2
Northamptonshire (draft)	24	3
Stoke and Staffordshire	40	4
North Eastern (draft)	45	5
Swindon and Wiltshire	48	6
Dorset (draft)	54	7
Cumbria (draft)	54	7
Leicester & Leicestershire	55	9
York, North Yorkshire and East Riding	56	10
Thames Valley Berkshire	60	11
West of England	63	12
South East Midlands	67	13
Coast to Capital (draft)	68	14
Tees Valley	69	15
Derby, Derbyshire, Nottingham and Nottinghamshire (D2N2)	69	15
Oxfordshire	74	17
Cornwall and Isles of Scilly	74	17
The Black Country	77	19
Greater Birmingham & Solihull	78	20
Greater Cambridge and Peterborough	79	21
Humber (draft)	79	21
Cheshire and Warrington	80	23
Sheffield City Region	82	24
Greater Manchester (draft)	82	24
Greater Lincolnshire	85	26
South East	85	26
Hertfordshire (draft)	86	28
Heart of the South West	87	29
New Anglia	90	30
Buckinghamshire Thames Valley	92	31
Liverpool	93	32
Worcestershire (draft)	94	33
London (draft)	94	33
Coventry & Warwickshire	100	35
Solent LEP	100	35
Leeds (draft)	112	37
Enterprise M3 (draft)	115	38
Lancashire (draft)	117	39

## Factor 2 – LEP area economic performance

LEP Name	Cumulative rank score	Rank
Worcestershire (draft)	9	1
Thames Valley Berkshire	11	2
Cheshire and Warrington	11	2
Oxfordshire	16	4
Dorset (draft)	22	5
Greater Lincolnshire	23	6
Heart of the South West	24	7
Cornwall and Isles of Scilly	26	8
Coventry & Warwickshire	26	8
Liverpool	29	10
The Black Country	30	11
Cumbria (draft)	32	12
Greater Birmingham & Solihull	32	12
Greater Cambridge and Peterborough	32	12
Hertfordshire (draft)	32	12
Solent LEP	36	16
Tees Valley	37	17
Buckinghamshire Thames Valley	38	18
Coast to Capital (draft)	38	18
Stoke and Staffordshire	40	20
Humber (draft)	41	21
South East	41	21
The Marches	42	23
West of England	43	24
South East Midlands	43	24
Lancashire (draft)	46	26
Enterprise M3 (draft)	49	27
Sheffield City Region	49	28
Leeds (draft)	50	29
New Anglia	53	30
Northamptonshire (draft)	54	31
London (draft)	54	31
Swindon and Wiltshire	55	33
York, North Yorkshire and East Riding	56	34
Greater Manchester (draft)	56	34
Gloucestershire	62	36
Leicester & Leicestershire	62	36
North Eastern (draft)	63	38
Derby, Derbyshire, Nottingham and Nottinghamshire (D2N2)	67	39



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