

TRANSPORT AND INFRASTRUCTURE SCRUTINY COMMITTEE

MEETING TO BE HELD AT 10.00 AM ON FRIDAY, 15 MARCH 2024
IN CONFERENCE ROOM 1/2, WELLINGTON HOUSE, 40-50
WELLINGTON STREET, LEEDS, LS1 2DE

A G E N D A

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1. **APOLOGIES FOR ABSENCE**
To note apologies for absence and confirm the quorum of 11 members is met.
2. **DECLARATIONS OF DISCLOSABLE PECUNIARY INTERESTS**
3. **POSSIBLE EXCLUSION OF THE PRESS AND PUBLIC**
4. **MINUTES OF THE LAST MEETING HELD ON 26 JANUARY 2024**
(Pages 1 - 6)
5. **CHAIR'S COMMENTS AND UPDATE**
6. **AFFORDABLE HOUSING**
(Pages 7 - 16)
7. **LOCAL TRANSPORT PLAN 4**
(Pages 17 - 22)
8. **WORK PROGRAMME**
(Pages 23 - 32)

Signed:



**Chief Executive
West Yorkshire Combined Authority**



**MINUTES OF THE MEETING OF THE TRANSPORT SCRUTINY
COMMITTEE HELD ON 26 JANURAY 2024 IN CONFERENCE ROOMS
1/2, WELLINGTON HOUSE, 40-50 WELLINGTON STREET, LEEDS, LS1
2DE**

Present:

Cllr Amanda Parsons-Hulse (Chair)	Calderdale Council
Cllr Andrew Pinnock (Deputy Chair)	Kirklees Council
Cllr Anna Watson	Bradford Council
Cllr Joanne Dodds	Bradford Council
Cllr Dot Foster	Calderdale Council
Cllr Harry McCarthy	Kirklees Council
Cllr Izaak Wilson	Leeds City Council
Cllr Kayleigh Brooks	Leeds City Council
Cllr Tony Hames	Wakefield Council
Cllr Charlie Keith	Wakefield Council
Cllr Dave Merrett	City of York Council

In attendance:

Simon Warburton	West Yorkshire Combined Authority
Mick Bunting	West Yorkshire Combined Authority
Tim Lawrence	West Yorkshire Combined Authority
Andrew Fitzpatrick	West Yorkshire Combined Authority
Khaled Berroum	West Yorkshire Combined Authority
Katie Wright	West Yorkshire Combined Authority

17. Apologies for absence

Apologies for absence were received from Councillors Mark Thompson, Oliver Newton, Wyn Kidger, Joe Atkinson and Sabiya Khan.

The meeting initially began inquorate but became quorate with 11 members present (out of 11 needed for quorum) and restarted from the first item.

18. Declarations of Disclosable Pecuniary Interests

There were no declarations of disclosable pecuniary interests.

19. Possible exclusion of the press and public

There were no items requiring the exclusion of the press and public.

20. Minutes of the meeting held on 1 December 2023

Resolved: That the minutes of the meeting held on 1st December 2023 to be approved.

21. Chair's comments and update

The Chair invited the Executive Director for Transport to provide an update on the situation at Bradford Interchange:

- Bradford interchange was closed for safety reasons due to concrete falling in the basement.
- The basement was closed immediately on the 22 December and the whole bus station was closed on the 4 January.
- A structural survey is underway and will take place over the next two months.
- Further details on the damage and repairs are unavailable until the survey is complete.
- The concrete is not RAAC but a concrete slab used to reinforce and level the surface.
- The CA is focusing on service continuity and 16 staff were deployed to support customers outside the station alongside staff from bus operators.
- The rail station remains open and unaffected with a long-term passenger interface established in the rail ticket office.

Members were informed that they should contact Mick Bunting, interim director of transport operations, as the main contact if they had any issues to report or further questions.

Resolved: That the Chair's verbal update be noted.

22. Level 4 Devolution

The Executive Director of Transport presented a report providing an update on the government's newest devolution offer to combined authorities.

Following questions and discussions, the following main points were made:

Level 4 Devolution

- The Executive Director of Transport noted that the CA has a robust Assurance framework around the capital programme as well as strong audit processes and well-established governance processes to manage risk – and is, in his view, ready for deeper devolution.
- The Level 4 Devolution offer doesn't come with additional funding but instead gives the CA the ability to consolidate capital funding into two pots to allow for flexibility in moving funding between previously 'ringfenced' funds based on the source department: the Department of Levelling Up, Housing and Communities (DLUHC) and Department of Transport (DfT) funding.
- Transport powers under Level 4 Devolution have an "all or nothing" stipulation meaning the CA must apply for all powers available or none.
- The CA is working with the government to further understand the details and to negotiate if all transport powers are necessary, especially around taxi licensing and the highways elements of the key route network.

- There is no requirement for a public consultation regarding whether the CA should apply for Level 4 Devolution and which powers it should apply for.

Scrutiny Protocol

- A joint working group has been established under the Corporate Scrutiny Committee to review the Protocol and make recommendations to the CA regarding how scrutiny can be improved.
- The government has said that long-term compliance with the Scrutiny Protocol is required for deeper devolution.
- It was noted that the Scrutiny Protocol recommends a single, or overarching, committee structure for MCAs, but it is not a requirement.
- Some Members raised concerns that there may be too much CA activity for one scrutiny committee to cover and it may be challenging for members to keep up to date with and understand all areas of work within the CA.
- Other Members suggested a single or overarching committee structure may be more effective to look at interconnecting issues strategically where it goes beyond the committee's remit.

Resolved:

- (i) That the report be noted and the committee's feedback be considered further.
- (ii) That any Members who want to be part of the Scrutiny Protocol Working Group contact the Scrutiny Officer.

23. Bus Franchising and BSIP Update

A report providing an update on the consultation and next steps of bus reform and the Bus Service Improvement Plan was presented.

Following questions and discussions, the following main points were made:

Mayors Fares funding and next steps

- An additional £11 million for Mayors Fares is being made available to continue the scheme until 2025.
- This enables the CA to remain instep with the Department of Transport (DFT) national scheme which runs until the end of 2024.
- During this time the longer-term position and next steps will be considered further and reported back to committee.

Mayors Fares impact

- A Mayor's Fare Survey, which sits alongside the CA's annual Public Perception for Transport survey, was conducted to understand how effective the Mayors Fares scheme is.
- In conclusion, the survey showed that younger people (19-30) and those who identified as 'Black, Black British, Caribbean or African' and regular bus users were more likely to have increased bus use, which aligns to the national DFT findings.

- Further information on the impact of Mayors Fares on other existing ticket types like mcards will be provided to members.

Affordability vs Reliability

- There is a debate as to whether it is better to invest in affordability or reliability, as if buses are not reliable no amount of affordability will get people on them.
- As a result, BSIP Phase 3 funding intends to balance both affordable and reliability, with around £77 million of funding so far has been allocated fairly evenly between Mayors Fares (affordability) and improving the network, with network improvements to begin next month (reliability).

Punctuality

- Concerns were raised around the apparent drop in punctuality of buses and the impact this could have on modal shift and people's travel choices.
- The CA is working with operators to identify congestion hotspots and to identify alternative routes to avoid these hotspots which are the main contributors to the punctuality issues.

Concessionary ticketing costs

- Further information will be provided to the committee regarding the cost of possibly extending concessionary travel before 9:30 am as has been suggested in the past.

Resolved: That the report be noted and the committee's feedback be considered further.

24. Mass Transit

The Executive Director of Transport provided a report outlining the latest updates on the Mass Transit programme.

Following questions and discussions, the following main points were made:

Potential Mass Transit corridors and fleet

- Both rail and bus network will be needed alongside Mass Transit to provide a reliable Integrated Transport System.
- Mass Transit aims to build on existing services so improvements to bus stations which are already planned by the CA are a key part of Mass Transit.
- Assurance was provided that the CA is working closely with local authorities to understand the needs in each area.
- The CA is looking at all technology options as part of the first phase of work around the fleet.
- There will need to be the right balance between minimising the number of structures needed for Mass Transit (such as use of batteries instead of power lines) and ensuring plans are deliverable.
- It was confirmed that there was funding for the airport station at Otley through the West Yorkshire Plus Transport Fund and it is hoping to have the final business case developed in the next two to three months. The

CA is in discussion with Network Rail and Northern on how this project fits into the existing rail corridor.

- The CA is interested in any potential travel corridors, not just those currently included in the Mass Transit Vision. The first step is to develop the basis of a Mass Transit system which is based on the strongest corridors identified.
- There will be a one-off cost associated with this stage such as building depots and securing the fleet. Once this stage is completed then other areas could be considered.
- The decision regarding Bus reform, which the Mayor is due to take later this year, will also influence the overall shape of the Mass Transit network.

Challenges

- There several challenges with the programme, including the timeline which are a challenge in all major transport infrastructure schemes.
- This project will require the CA to receive funding from government in a timely fashion and coordinate closely on use of powers, especially around land acquisition.
- A new sponsor position has been established with the Department of Transport and the Treasury to help support delivery.
- Consultation is also needed to ensure the final plans deliver for communities with the least possible disruption.
- There is a need to learn from other programmes as well as developing realistic timescales and being clear up front there are significant capital costs required for Mass Transit.
- There is also a need to closely monitor the project's costs and is drawing on a range of expertise from around the country including project management, back office and legal skills.

Resolved:

- (i) That the report be noted and the committee's feedback be considered further.
- (ii) That further updates regarding the progress of the Mass Transit be provided to future Committee meetings.

25. Scrutiny Work Programme

Resolved:

- (i) That the work programme be noted.
- (ii) That the Bus Franchising paper which will be provided to the CA in March to be circulated to members once published.

26. Date of the next meeting – 15 March 2024

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Report to:	Transport and Infrastructure Scrutiny Committee
Date:	15 March 2024
Subject:	Affordable Housing
Director:	Liz Hunter, Director Policing, Environment and Place
Author:	Rebecca Greenwood, Head of Housing

1. Purpose of this report

- 1.1 The purpose of this report is to provide the Committee with an update on progress to boost the delivery of affordable housing in West Yorkshire.

2. Information

- 2.1 The Mayor set a headline pledge to deliver 5000 affordable, sustainable homes. The pledge is delivered across several workstreams led by the Combined Authority, Local Authorities and our partners. It is important to note that the statutory duties regarding housing provision are the responsibility of Local Planning Authorities.
- 2.2 The Combined Authority has worked with partners, including Local Authorities, Homes England and Registered Providers across a number of workstreams to support the delivery of affordable housing in West Yorkshire. This has supported the delivery of 1536 affordable homes in 2022/23 – the highest number of affordable housing completions in West Yorkshire since 2010.
- 2.3 On Friday 1st March, the Secretary of State for Levelling Up, Housing and Communities announced Level 4 devolution for West Yorkshire Combined Authority, writing to the Mayor to confirm that the Combined Authority meets the eligibility criteria for Level 4 devolution and setting out the Government’s offer and next steps. A copy of the letter can be found [here](#).
- 2.4 In terms of affordable housing, Level Four devolution, will include the ability for the Combined Authority to set the overall direction, objective and local leadership for the deployment of the Affordable Homes Programme, whilst the overall administration and management of the programme will remain with Homes England. When implemented, this power will provide greater local certainty over the delivery of affordable housing across the region. Combined Authority teams will work with our partners and DLUHC over the coming months to develop the details of how greater local leadership will work in practice. The Place, Regeneration and Housing Committee will provide the oversight of this work.

Affordable Housing Definition

- 2.5 Affordable Housing is defined in the National Planning Policy Framework (NPPF) as follows:

'Housing for sale or rent, for those whose needs are not met by the market (including housing that provides a subsidised route to home ownership and/or is for essential local workers); and which complies with one or more of the following definitions:

(a) Affordable housing for rent: *meets all of the following conditions: (a) the rent is set in accordance with the Government's rent policy for Social Rent or Affordable Rent, or is at least 20% below local market rents (including service charges where applicable); (b) the landlord is a registered provider, except where it is included as part of a Build to Rent scheme (in which case the landlord need not be a registered provider); and (c) it includes provisions to remain at an affordable price for future eligible households, or for the subsidy to be recycled for alternative affordable housing provision. For Build to Rent schemes affordable housing for rent is expected to be the normal form of affordable housing provision (and, in this context, is known as Affordable Private Rent).*

(b) Starter homes: *is as specified in [sections 2 and 3 of the Housing and Planning Act 2016](#) and any secondary legislation made under these sections. The definition of a starter home should reflect the meaning set out in statute and any such secondary legislation at the time of plan-preparation or decision-making. Where secondary legislation has the effect of limiting a household's eligibility to purchase a starter home to those with a particular maximum level of household income, those restrictions should be used.*

(c) Discounted market sales housing: *is that sold at a discount of at least 20% below local market value. Eligibility is determined with regard to local incomes and local house prices. Provisions should be in place to ensure housing remains at a discount for future eligible households.*

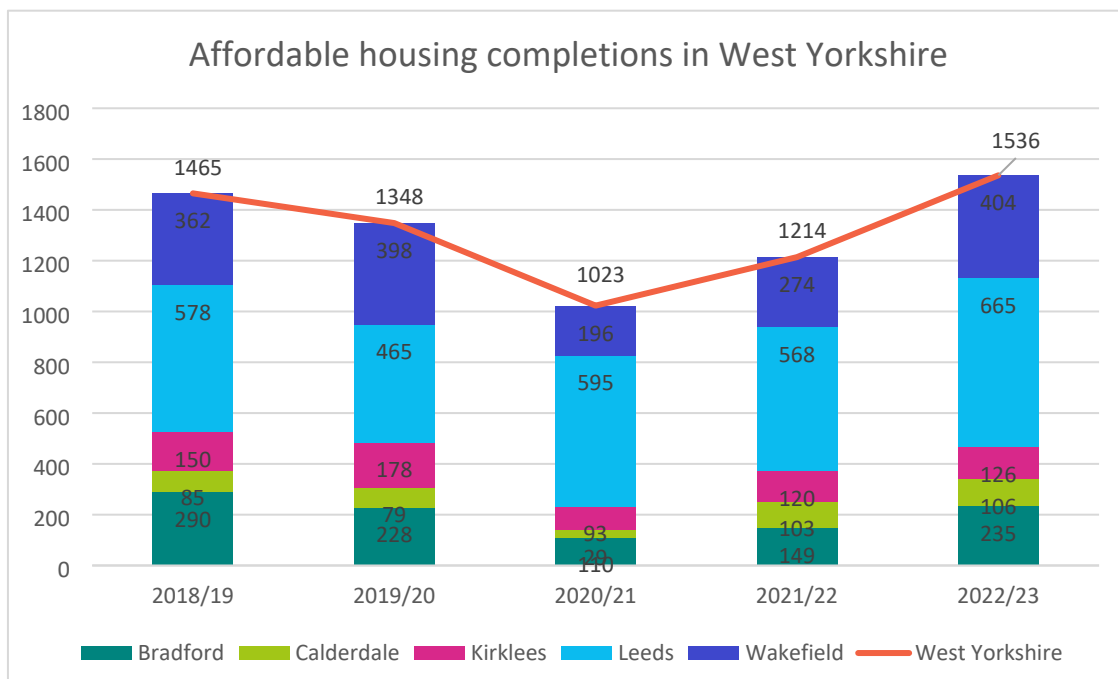
(d) Other affordable routes to home ownership: *is housing provided for sale that provides a route to ownership for those who could not achieve home ownership through the market. It includes shared ownership, relevant equity loans, other low cost homes for sale (at a price equivalent to at least 20% below local market value) and rent to buy (which includes a period of intermediate rent). Where public grant funding is provided, there should be provisions for the homes to remain at an affordable price for future eligible households, or for any receipts to be recycled for alternative affordable housing provision, or refunded to government or the relevant authority specified in the funding agreement.'*

- 2.6 West Yorkshire Combined Authority has adopted the NPPF definition of affordable housing as this is aligned to the definition used by Local Planning Authorities as part of their statutory duties to ensure a sufficient supply of affordable housing in their respective

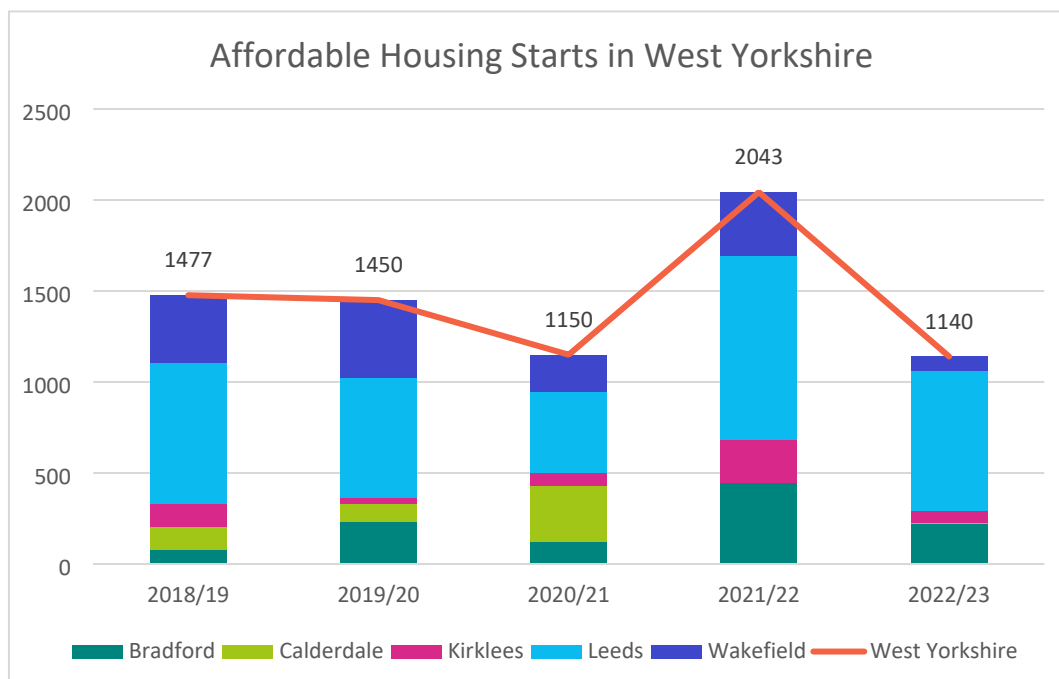
areas and is the definition used by Homes England in the delivery of the Affordable Homes Programme.

Affordable Housing Monitoring Indicators

- 2.7 West Yorkshire Combined Authority monitors the delivery of affordable homes across the region in terms of new housing starts on site and housing completions. This data is collected via the West Yorkshire Housing Annual Monitoring Report and aligned to the Department of Levelling Up Housing and Communities annual publication of affordable housing starts and completions. The Committee should note that affordable housing starts on site and completions for the reporting year 2023/24 will not be available until November/December 2024 due to a time lag in end of the reporting year and the DLUCH data publication.
- 2.8 Chart one shows the total number of affordable housing completions over the last five years in West Yorkshire. The year 2022/23 saw the highest number of housing completions in any year since 2010. The total number of affordable housing completions represented almost 25% of all net additional new homes in the region.



- 2.9 Chart two shows the total number of affordable housing starts over the last five years in West Yorkshire. The region saw a strong recovery from the Covid-19 pandemic in 2021/22, however has seen a slow down in housing starts in 2022/23, likely due to the impact of inflation, particularly on building material and construction costs as well as the subsequent interest rate rises, leading to increased borrowing costs slowing down overall housing delivery.



Role of the Combined Authority

- 2.10 The Combined Authority's role in affordable housing delivery is to support our local authority partners in delivering housing that meets the needs of people and communities in the region. An overview of the workstreams led by the Combined Authority to assist partners in maintaining their affordable housing delivery pipelines is provided below

Housing Accelerator Fund

- 2.11 The Housing Accelerator Fund (HAF) is the successor programme to the Housing Pipeline Revenue Fund programme that ended in March 2023. The Housing Pipeline Revenue Fund programme supported unlocking over 22,000 homes across 40 sites including accelerating 3 sites to market and securing developer partners on 5 sites. The programme also leveraged in additional revenue funding from Homes England to support pipeline development work and was critical to securing the Strategic Place Partnership.
- 2.12 The aim of the programme is to develop projects within the housing pipeline from concept to feasibility, preparing projects for investment and delivery. The programme is strongly aligned to the Strategic Place Partnership with Homes England and includes a cross cutting theme of improving affordable housing delivery in the region.
- 2.13 The HAF programme was approved by the Combined Authority in October 2023 and the pipeline of projects are currently being developed by the Combined Authority working closely with Local Authority teams.

Brownfield Housing Fund

- 2.14 The Brownfield Housing Fund is an £89million programme to support the development of 5,400 homes on Brownfield sites in West Yorkshire that have market failure, with homes to be started on site by March 2025. The aim of the BHF programme is to boost the delivery of homes by bringing more brownfield land into development through easing the viability issues that many brownfield land projects face often due to high remediation and abnormal costs.
- 2.15 The Brownfield Housing Fund has so far approved 27 schemes, 12 of which are being provided by Housing Associations and Local Authorities. Across those approved schemes approximately 35% of homes are expected to be affordable, representing a high proportion of the overall programme in supporting and maximising the delivery of affordable homes. It is important to note as many of these schemes have recently been approved they will not be counted in the housing starts data for 2022/23.

West Yorkshire Strategic Place Partnership

- 2.16 The West Yorkshire / Homes England Strategic Place Partnership (SPP) sets out the shared ambition of West Yorkshire Combined Authority, Homes England and the five West Yorkshire Local Authorities to realise the untapped potential of West Yorkshire to further contribute to the delivery of much needed new homes as part of a co-ordinated approach to the regeneration and transformation of its places.
- 2.17 The SPP sets out an ambition to deliver 40,000 new homes across the region over the next decade across 16 focus area projects. Since the inception of the SPP at UKREiiF in May 2023, the Combined Authority, Local Authorities and Homes England have been progressing at pace in developing the delivery plans across the strategic focus area projects.
- 2.18 Strategic Objective three of the SPP is to *'improve the supply of good quality and affordable homes providing greater choice and opportunity for people to access a home in West Yorkshire that meets their housing need'*. We have worked closely with Homes England West Yorkshire Housing Partnership to establish the pipeline of affordable housing across the region and are working with our local authority teams on a commission to explore affordable housing delivery models across West Yorkshire (building on the Leeds Affordable Housing Growth Plan). This work is expected to finalise and report in June 2023.

West Yorkshire Housing Strategy 2040

- 2.19 The West Yorkshire Housing Strategy is an opportunity to present a regional trajectory to 2040 which links to and mirrors our wider focus on inclusive growth, sustainability, equality, diversity and inclusion.
- 2.20 The Housing Strategy is an evidence-led document, which draws upon extensive research and intelligence surrounding the housing related challenges and opportunities

across the region. The strategy is grounded in partnership working, recognising that the objectives and outcomes can only be realised through working together.

- 2.21 The Place, Regeneration and Housing Committee have been integral to the development of the strategy from the evidence base through to the development of the final version of the strategy that was endorsed by the Committee on 29th February 2024. The Strategy will be presented to Combined Authority for approval on 14th March 2024.
- 2.22 The Housing Strategy sets out an overall mission statement for housing in West Yorkshire and four objectives that have been agreed with partners:

Our ambition is to create safe and inclusive places to live that meet the needs of our residents.

We will do this by working with our partners to deliver sustainable and affordable homes in well-connected communities where people choose to live.

Ensuring that West Yorkshire is a place we are proud to call home.



- 2.23 Our work to achieve this mission will focus on the four thematic objectives centred around the key challenges that our region faces. These objectives are underpinned by two guiding principles, **sustainability** and **equality and inclusive growth**, which will act as golden threads to connect and guide our various strands of activity. Following feedback from partners, we have spent time reviewing and simplifying our objectives to more clearly reflect the activity each will likely entail.
- 2.24 In terms of structure, each objective within the strategy document is divided into two parts. The first, **rationale**, brings together the evidence base built upon the challenges our region faces within the scope of that objective. This section is important as it aims to articulate the current baseline position across the region, which the Combined Authority and partners can then use as evidence to construct programmes, interventions and communicate with external stakeholders. The second part, **outcomes**, sets out in broad terms what we would

like to achieve through our activity and that of our partners in relation to the challenges identified under the objective.

- 2.25 Appended to the Housing Strategy is our emerging delivery plan, which sets out existing activity under each objective as well as our planned actions for years 1 to 5 of the strategy. We also set out our asks of central government and other key stakeholders, specifying the additional resources and powers that we need in order to succeed.
- 2.26 We are also developing a suite of monitoring indicators, which build on the high-level indicators reported annually in the State of the Region and presented periodically to the Committee within the Monitoring Indicators report. These will allow us to monitor progress against the outcomes proposed in the strategy. We are working with our Research and Intelligence Team to consider the most appropriate approach to monitoring and reporting, which we will share with the Committee at a future meeting.
- 2.27 The Housing Strategy that was shared with Place, Regeneration and Housing Committee is available for members to view [here](#).

Partnerships

- 2.28 Partnership working is key to the delivery of affordable housing across the region, the Combined Authority is just one partner in the development of more affordable homes in West Yorkshire.

Local Authorities

- 2.29 Local Authorities identify the need for affordable housing and specify the type of affordable housing required in their respective areas as part of Local Plans. Local Planning Authorities have a duty to work with developers to ensure the provision of affordable homes where it is viable to do so. In addition, Local Authorities also hold statutory duties in relation to addressing homelessness and managing social housing waiting lists across England.
- 2.30 Across West Yorkshire, our local authority partners are leading the delivery of affordable housing through the implementation of planning policy, relationships held locally with affordable housing providers and where Local Authorities retain social housing stock, the direct delivery of affordable housing. Each of the West Yorkshire Local Authorities also publishes their own housing strategy which will set out the priorities for housing within the respective local authority area. The West Yorkshire Housing Strategy sets out the respective local housing strategies and priorities in the region and seeks to add value to the delivery of those strategies.

West Yorkshire Housing Partnership

- 2.31 The West Yorkshire Housing Partnership (WYHP) is made up of 15 members, including 13 housing associations and two stock-holding local authorities. It provides a focus for

social housing related ambition, policy and collaboration across the region. As not-for-profit organisations, Housing Associations invest their funding back into local communities, building more affordable homes and improving existing homes.

- 2.33 The WYHP delivered 2018 affordable homes since 2021 and have rehoused 11,100+ households in West Yorkshire. The partnership also have plans in place to build significantly more affordable homes over the next five years. It is important to note that WYHP does not represent all Housing Associations that are active across the region. As an independent body, it is at the discretion of WYHP and individual organisations if they wish to join the partnership.

Homes England

- 2.34 Homes England are the Government's housing and regeneration agency. Homes England's mission is to *'drive regeneration and housing delivery to create high-quality homes and thriving places. This will support greater social justice, the levelling up of communities across England and the creation of places people are proud to call home.'*
- 2.35 Through the Affordable Homes Programme 2021-26, Homes England provide grant funding to registered providers of social housing and local authorities to help them build new homes for shared ownership, social rent and affordable rent. Providers across WYHP engage with Homes England through the AHP to deliver affordable homes. It is important to note that AHP funding cannot be used to purchase Section 106 developed properties from private developers as S106 properties are already marketed to registered providers at a subsidised rate and are an expectation of planning policy.
- 2.36 The Strategic Place Partnership lays the foundations for greater local control of the Affordable Homes Programme included within the Level 4 devolution offer from Government. The Combined Authority will be working closely with Homes England in the coming months to develop and establish the detail of increased local leadership of the programme, aligned to our work on the SPP.

Sustainable Housing

- 2.37 In addition to supporting the delivery of affordable housing, the Combined Authority has worked with partners to increase the delivery of sustainable homes. The Brownfield Housing Fund programme for example is explicitly focussed on the reuse of underutilised, previously developed land, to bring this back into use for residential purposes. In terms of energy performance of new build homes, ONS analysis shows that 93% of all dwellings classified as new have an EPC of C or above in West Yorkshire. While this is lower than the national average (96% of new dwellings in England), this is likely due to a relatively high proportion of change of use (conversions) in some parts of the region, where it is more challenging to achieve higher EPC ratings yet conversions support the reuse of existing buildings.

2.38 In terms of existing homes, 38% of all dwellings in West Yorkshire have an EPC of C or above (As of October 2023). Housing is responsible for 3.4 million tonnes (around 30%) of carbon dioxide each year in West Yorkshire, the majority of which come from using fossil fuels to heat homes. Through the Combined Authority's work on the Better Homes Hub programme, a series of schemes are being delivered and developed to retrofit homes, ranging from the One Stop Shop, Social Housing Decarbonisation Fund, lost-cost loan and area based schemes for example. A comprehensive update was provided to the Climate, Energy and Environment Committee on 13th February across these themes. The papers for the meeting can be found [here](#).

3. Tackling the Climate Emergency Implications

3.1 Sustainability is one of the guiding principles of the West Yorkshire Housing Strategy and underpins our activity. The activity to support the Mayor's housing pledge seeks to maximise opportunities to deliver net zero carbon housing where possible. In some circumstances that is directly through exploring retrofit solutions to existing stock and in other circumstances that is through our revenue and capital programmes which prioritise projects that will have a low carbon impact.

4. Inclusive Growth Implications

4.1 The focus on affordable housing will support inclusive growth across the region. Supporting pipeline development and delivery through capital programmes will enable faster delivery of much needed new homes including a proportion of affordable and higher quality, better insulated homes with subsequently lower running costs for residents. Particularly in the context of the current cost of living crisis, ensuring housing is affordable is a key priority across the region and for our Local Authority partners.

5. Equality and Diversity Implications

5.1 Many of the most challenging housing market areas in the region are within the most deprived locations. A focus on delivering affordable and sustainable homes in the right places means that our investment and strategies are focussed on delivering outcomes to ensure good quality housing is available for all. To that extent, equality and diversity implications are embedded within the pledge delivery and integrated across the items outlined in this report to ensure fairer access to housing across the region.

6. Financial Implications

6.1 There are no financial implications directly arising from this report.

7. Legal Implications

7.1 There are no legal implications directly arising from this report.

8. Staffing Implications



8.1 The housing workstreams are led collectively between the Combined Authority, Homes England, Local Authorities and private sector partners. Local Authorities have each contributed officer time and commitment to developing the workstreams alongside the Combined Authority and Homes England which is key to ensuring the strategic outcomes and actions are embedded and supported across the region. Officer time and support is gratefully received.

9. External Consultees

9.1 Specific external consultation took place in the development of the West Yorkshire Housing Strategy.

10. Recommendations

10.1 That the scrutiny committee notes the report and provides any comments or feedback.

11. Background Documents

Background papers are linked throughout the report.

[WY Housing Strategy 2040](#)

12. Appendices

None.

Report to:	Transport and Infrastructure Scrutiny Committee
Date:	15 March 2024
Subject:	West Yorkshire Local Transport Plan
Director:	Simon Warburton, Executive Director for Transport
Author:	Megan Reilly, Project Manager

1. Purpose of this report

- 1.1 To provide an update to the Transport and Infrastructure Scrutiny Committee on the new West Yorkshire Local Transport Plan which is currently being co-developed with District Partners.

2. Information

Background – Local Transport Plan Renewal

- 2.1. A new West Yorkshire Local Transport Plan (LTP) is being co-developed by the Combined Authority and District partners. This will be the new statutory LTP4 for the region, the last plan being the 2040 Transport Strategy adopted in 2017.
- 2.2 Since our current LTP was adopted in 2017, a lot has changed in West Yorkshire. A devolution deal was agreed with government in 2020 and in May 2021, Tracy Brabin was elected Mayor of West Yorkshire, with responsibility for transport, housing and planning, and finance powers. A number of key plans have also been developed including our Mass Transit Vision, Bus Service Improvement Plan, Local Cycling and Walking Infrastructure Plan, Rail Strategy. As well as the Climate and Environment Plan 2021-2024.
- 2.3 The LTP programme builds on the recent engagement and consultation undertaken on both bus, mass transit and rail, as well as climate and the environment. Central to the LTP programme is the intention of the Combined Authority and the five West Yorkshire district partners to pursue one integrated transport strategy for West Yorkshire. The LTP is a co-developed transport plan for which formal District endorsement will be sought prior to adoption.
- 2.4 Transport Committee at its meeting February 2023 approved the development of a new West Yorkshire Local Transport Plan, and subsequently at the meeting of November 2024, endorsed a two-stage approach to engagement and consultation and noted the continued co-development of the Local Transport Plan with the district partners led by the Combined Authority to be presented for adoption later in 2025.



Progress update

- 2.5 The first phase of the LTP co-development is currently underway with district partners, focussing on the strategic ambition and building consensus on the vision and objectives of the new LTP.
- 2.6 The key output from the current phase of work is a proposed, co-developed West Yorkshire LTP vision, objectives, and high-level policy public engagement document for mid-2024. This will form the basis of the public and stakeholder engagement exercise taking place in summer 2024. This document will connect with the people of West Yorkshire, whilst building on the West Yorkshire Plan, Bus Reform and Mass Transit programmes.
- 2.7 Integral to the co-development of the new LTP will be a people first, outcome-based approach, which responds to our diversity of place, and embeds equity, diversity and inclusion, health and our 'Vision Zero' approach to road safety throughout the plan. The key building blocks under development for this period of engagement include the LTP evidence base, proposed vision, objectives and the logic model to understand the types and scale of outcomes required to achieve the proposed vision and objectives.
- 2.8 Understanding people, communities and function of places now and into the future is key to planning an effective and efficient transport system. The new LTP vision will help deliver a transport network that serves the real needs and wants of the people who live in West Yorkshire. The Department for Transport have not published guidance for development of LTPs, however the draft guidance promotes use of the 'Theory of Change logic mapping for future planning. This 'vision and validate' approach to transport planning is good practice and is being used to guide development of the LTP.

Renewing the LTP Vision

- 2.9 The proposed LTP vision statement will be strongly aligned to and is subsidiary to the recently adopted West Yorkshire Plan, which identifies that transport is a crucial component in supporting our vision for a brighter West Yorkshire. The LTP vision statement will be underpinned by the West Yorkshire Plan missions which include;
- A prosperous West Yorkshire built on an inclusive economy with well-paid jobs.
 - A happy West Yorkshire, full of great places and healthy communities.
 - A well-connected West Yorkshire, held together by a strong transport system.
 - A sustainable West Yorkshire, rich with greener lives and communities.
 - A safe West Yorkshire, free of the fear of crime so everyone can flourish.
- 2.10 The Vision will be supported by a set of network principles that enable the development of a better, more efficient and affordable transport network. West Yorkshire's transport

network should be oriented around the real wants and needs of the people who live here and businesses who operate here. So everyone can all benefit from it together.

Spatial themes and Place-Based approach

- 2.11 Spatial themes and a Place-Based approach have emerged as a method through which the LTP will be articulated.

Spatial Themes: The proposed approach to the new LTP is to deliver an integrated transport network where everyone can easily choose a sustainable option. All helping to create a more joined up, properly connected West Yorkshire community, with improved links to destinations beyond West Yorkshire, a network that brings people together, provide access to opportunity and reduces isolation and inequality.

Understanding the different types of journeys, and the modes that are most suitable for them, as well as the different contexts of the places where these trips will be undertaken, is a really important element of an effective integrated transport network. It is proposed that the engagement exercise in June – July 2024 also includes the opportunity for stakeholder and public feedback on a spatial approach to the development of a new LTP. This will use the following potential journey themes (northern, national and international journeys, inter – urban journeys, radial journeys and local journeys).

Place Based approach: How the new LTP responds to our diverse communities and geography, is a key element in helping to ensure the proposed new vision is one we can collectively support across West Yorkshire. It will need to recognise that some places are harder or more expensive to get to by public transport in West Yorkshire than they should be right now, and that transport solutions are likely to look and feel different in more rural areas than towns and cities. It is proposed that the engagement exercise also includes the opportunity for stakeholder and public feedback on the importance of place within the LTP.

Delivering our BSIP Objectives and Mass Transit

- 2.12 The LTP will provide the policy framework to help deliver our BSIP Objectives, which are centred on the following strategic priorities: A safe and inclusive bus system – a bus service that is fully accessible which is designed with passengers in mind. Better connected communities – a bus service which connects communities across the region – particularly areas of high deprivation and rural areas – ensuring access to employment, education and leisure opportunities. Decarbonisation and integrated, sustainable travel – supporting the Combined Authority’s net zero carbon economy by 2038 through enabling modal shift and embedding a zero-carbon transport network.
- 2.13 The LTP will also provide a new statutory transport policy framework to help facilitate the benefits of the Mass Transit programme alongside the development of planning policy related to Mass Transit, e.g. Local Plan polices, route alignment Area Action Plans and Supplementary Planning Documents. Mass Transit will provide the missing link in our

transport system, providing fast, high capacity and direct connectivity that reflects our 21st century footprint for growth. It will link major current and future employments sites, areas of significant new housing, Park and Ride sites and areas of regeneration, as well as connecting with other modes within the network.

3. Tackling the Climate Emergency Implications

- 3.1 One of the aims of the updated West Yorkshire LTP is to help facilitate the decarbonisation of the transport sector, as well as encourage more travel by walking, cycling, bus and other sustainable modes in order to help tackle the climate emergency.

4. Inclusive Growth Implications

- 4.1 One of the key aims of the updated West Yorkshire LTP will be to improve connectivity and support the region's inclusive growth ambitions.

5. Equality and Diversity Implications

- 5.1 Supporting Equality and Diversity through ensuring the transport is attractive, inclusive and accessible for all is a key aim of the updated West Yorkshire LTP. Public engagement will prioritise engaging with seldom heard groups and, where possible, obtaining data on protected characteristics from participants, in order to strengthen the insights, it provides to support Equality and Diversity.

6. Financial Implications

- 6.1 There are no financial implications directly arising from this report.

7. Legal Implications

- 7.1 There are no legal implications directly arising from this report.

8. Staffing Implications

- 8.1 There are no staffing implications directly arising from this report.

9. External Consultees

- 9.1 No external consultations have been undertaken.

10. Recommendations

- 10.1 That the scrutiny committee notes the report and provides any comments or feedback.

11. Background Documents

There are no background documents referenced in this report.

12. Appendices

None.

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Report to:	Transport and Infrastructure Scrutiny Committee
Date:	15 March 2024
Subject:	Work Programme 2023/24
Director:	Alan Reiss, Chief Operating Officer
Author:	Katie Wright, Scrutiny Support Officer

1. Purpose of this report

- 1.1 To note the current Work Programme.
- 1.2 To consider any additional agenda items, formal referrals to scrutiny, reviews, call in, and any other tasks, issues or matters the Committee resolves to undertake or consider further.

2. Information

Work Programme 2023/24

- 2.1 The Work Programme is set at the beginning of the year and considered at each meeting where it can be amended and changed as the year progresses. It outlines the work the Committee has agreed to undertake, investigate, and focus on in the municipal year (June 2023 – June 2024) within the resources, remit, and powers available.
- 2.2 The Work Programme was decided over the summer following an initial work planning meeting between Members in July, and subsequent discussions between the Scrutiny Chairs, Scrutiny Members, scrutiny officers and the lead directors and officers for each committee. During discussions, amongst other things, they considered:
 - The Committee's remit and terms of reference
 - Combined Authority's main strategic priorities and the Mayors Pledges
 - The committee's work last year and what should be rolled over
 - Major ongoing and upcoming challenges for West Yorkshire residents
 - Members' areas of expertise and interests
 - The number of meetings: three, excluding Mayors Question Time, each being two hours long
- 2.3 The joint work programme (as of the date of publication), including the other two scrutiny committees, is attached as **Appendix 1**.

Referrals to scrutiny

- 2.4 Under Scrutiny Standing Order 7, any CA Scrutiny Member, any Combined Authority Member, or any elected Member of a West Yorkshire council (or the City of York Council) may formally refer a matter to a scrutiny committee for consideration. The referral must be in writing to the Statutory Scrutiny Officer. The relevant scrutiny committee must then consider and discuss the referral and respond to the referrer explaining whether or not it will consider the matter further and why.
- 2.5 There are no formal referrals for this committee to consider at this meeting.

Key decisions and call in

- 2.6 Scrutiny members may call in any decision of the Mayor, Combined Authority, a decision-making committee, and any key decisions taken by an officer (with the exception of urgent decisions). Key decisions are defined as any decision incurring a financial cost or saving of £1 million or more, or a decision likely to have a significant effect on two or more wards.
- 2.7 Decision-makers (both committees and officers) have two days to publish notice of a decision, at which point scrutiny members have five working days to decide whether to call in the decision, delaying its implementation while it is under scrutiny.
- 2.8 Any five members of a scrutiny Committee – including at least one member from two different constituent councils (West Yorkshire) – may call-in a decision by notifying the Statutory Scrutiny Officer in writing by 4.00 pm on the fifth working day following publication of a decision notice. The relevant scrutiny chair must then decide whether to delay the implementation of the decision, and the committee has 14 days to meet, scrutinise the decision and make any recommendations.
- 2.9 Further information is set out in Scrutiny Standing Order 14.
- 2.10 The latest key decisions and forward plans of key decisions are published and available for viewing on the [key decisions section of the Combined Authority's website](#).

Changes in membership

- 2.11 Since the last meeting, no changes to memberships have occurred.

Actions for the Statutory Scrutiny Officer

- 2.12 As outlined in Scrutiny Standing Order 17, the statutory scrutiny officer provides support to a scrutiny committee's work programme and all scrutiny members in exercising their scrutiny duties and fulfilling their objectives.

3. Tackling the Climate Emergency Implications

3.1 There are no climate emergency implications directly arising from this report.

4. Inclusive Growth Implications

4.1 There are no inclusive growth implications directly arising from this report.

5. Equality and Diversity Implications

5.1 There are no equality and diversity implications directly arising from this report.

6. Financial Implications

6.1 There are no financial implications directly arising from this report.

7. Legal Implications

7.1 There are no legal implications directly arising from this report.

8. Staffing Implications

8.1 There are no staffing implications directly arising from this report.

9. External Consultees

9.1 No external consultations have been undertaken.

10. Recommendations

10.1 That the Committee notes or amends the Work Programme and forward plan.

11. Background Documents

[Scrutiny Standing Orders](#)

[Key Decisions Forward Plan \(as of this month\)](#)

12. Appendices

Appendix 1 – Joint Scrutiny Work Programme (as of the date of publication)

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Scrutiny Work Programmes 2023/24

Summary of main topics and meeting dates

Committee	Main topic areas	Meetings
Corporate	<ul style="list-style-type: none"> • Corporate performance monitoring • Budget, finances and resources (incl staff capacity) • ‘Deeper devolution’ • Decision making and governance • Projects: ICS, Wellington House refurbishment, MCA Digital Programme, Procurement and social value 	<ul style="list-style-type: none"> • 22 September 2023 • 24 November 2023 • 19 January 2024 (Mayors Questions) • 8 March 2024 (PM)
Transport & Infrastructure	<ul style="list-style-type: none"> • Bus franchising and service improvement (incl BSIP+) • Mass Transit • Strategy, policy and Local Transport Plan 4 pre-scrutiny • Performance monitoring of transport network, bus services, passenger experience and transport projects • Affordable Housing (achievement of mayoral pledge) • Projects: Flexi Bus 	<ul style="list-style-type: none"> • 29 September 2023 • 1 December 2023 (Mayors Questions) • 26 January 2024 • 15 March 2024
Economy	<ul style="list-style-type: none"> • Economic outlook/data • Economic strategy development: strategic challenges, current / future challenges • Adult Education Budget and adult learning • School engagement, apprenticeships and youth learning • Approach to business support and investment, including culture / creative industries • Economics services performance/outputs monitoring 	<ul style="list-style-type: none"> • 15 September 2023 • 17 November 2023 • 12 January 2024 • 1 March 2024 • 8 March 2024 (PM) (Mayors Questions)

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Corporate Scrutiny Committee

Topic	Sub-topics/focuses	Date
Strategic focus and performance monitoring	<ul style="list-style-type: none"> How is performance monitored – how does the process work? (Who monitors it? What data is collected and how is it presented?) Logic and assumptions behind deciding the actual KPI/target/objective numbers; evidence based, need based, capacity based? Is it 'arbitrary'? Focus on long term progression 'journey of delivery' for greater context – past KPIs, current, future. What impact is the CA actually making? What 'levers' does it actually have? Is there proof of 'additionality'? Strategic alignments: Region-first thinking, avoiding local parochialism; Levelling up within WY vs Leeds centricity (inclusion in KPIs and performance monitoring of it?); Competition between districts and in district priorities (especially in bidding)? 	22 September 2023
Budget and resources (including staff capacity)	<p><u>Budget and finances:</u></p> <ul style="list-style-type: none"> Usual budget monitoring and pre-scrutiny. Gainshare spending + Gateway Review 2023/2024. Reserves policy/level – Audit's view of risks and viability. Corporate borrowing – possibility, rules, amount. Revenue raising and additional sources of funding. Use of past data to contextualise current budget against past budgets and future projected budgets. <p><u>Staff capacity:</u></p> <ul style="list-style-type: none"> Does the organisation have the staff to deliver? Pressures between efficiency savings (e.g. vacancy management, lower pay awards in competitive market) and delivery capacity. Recruitment and retention challenges in local government – what are the areas of concern, what can be done, where can the five authorities work together (e.g. pooling resources). Progress and changes since the last staff survey analysis (and historic context). 	<p>24 November 2023 (+ Gateway Review as separate item)</p> <p>19 January 2024 (workshop after committee meeting)</p>
Deeper devolution	<ul style="list-style-type: none"> Current status of promised powers that have not yet been devolved e.g. planning. (Autumn update?) Future expected further devolution, including 'single settlement' funding model. 	19 January 2024
Decision making and governance.	<ul style="list-style-type: none"> Governance rules and structure etc. How are decisions made – from the origin point (inception) of an idea (or need) to policy/service development, to scrutiny/discussion, to decision, to monitoring delivery, to evaluation. 	22 September 2023 (Assurance Framework)

	<ul style="list-style-type: none"> • Role of members and level of control and influence over process. • Role of officers and internal decision-making structures – when do officers decide, when do members decide. • How each stage is communicated to stakeholders (members, public) and how they are involved. • The Assurance Framework and role of PAT in project decisions/management/scrutiny/evaluation etc. • Scrutiny system. 	<p>element and project decision-making)</p> <p>TBC – other elements, possibly after/alongside deeper devolution item.</p>
Project: Integrated Corporate System (ICS)	Update on progress since last year.	TBC – when the system is live
Project: Wellington House refurbishment	Post-project Evaluations report.	TBC – when evaluations report is complete. Chair to advise.
Project: MCA Digital Programme	Briefing on project and progress.	1 March 2023, as part of Cyber Security
Project: Procurement and social value	Update from last year: methodology, risks, real value.	TBC – Chair to receive briefing and suggest way forward
Scrutiny Protocol	Review of government’s newly published Scrutiny Protocol, which WYCA must be compliant with to receive additional powers and funding through Level 4 Devolution. Review will assess WYCA’s current compliance level and recommend changes to a) be compliant and b) improve scrutiny in general.	Working Group report to 1 March meeting

Transport & Infrastructure Scrutiny Committee

Topic	Sub-topics/focuses	Date
Bus reform and improvement	<p>Overview of long-term bus reform plans (Franchising) and short-term efforts to improve bus services in the meantime (BSIP, etc)</p> <p>Long term reforms – Bus franchising:</p> <ul style="list-style-type: none"> • Background and update on bus franchising and upcoming consultation (<i>to be approved at 28 Sept CA meeting, held the day before TSC</i>) <p>Short term improvements – BSIP update and performance:</p> <ul style="list-style-type: none"> • Update/changes in BSIP since 2021/22 (<i>when the committee last looked at it</i>) 	<p>22 September 2023 – Overview, background and update (ahead of bus franchising consultation)</p> <p>26 January 2024 – Further update on franchising consultation and BSIP</p>

	<ul style="list-style-type: none"> • Most updated quarterly report and KPIs – including update on RTI accuracy (<i>considered by committee last Sept</i>). • Bus network performance and passenger experience data <p>Areas of interest:</p> <ul style="list-style-type: none"> - Current bus service / operator performance issues - Effects of service cuts and possible solutions - Public engagement, customer service quality re complaints, consultations and service changes 	TBC – look at consultation report and results around March 2024 final approval
Mass Transit	Overview of the background to the Mass Transit scheme, level of funding, short term and long-term timelines, main challenges and risk assessment, legal questions, type of transit systems being considered and how future proof it is, public consultation, and multi-modal connectivity.	26 January 2024 Any further update based on timelines
Overview and Monitoring – transport services and projects/schemes	<ul style="list-style-type: none"> • KPI, projects, objectives – performance and achievement. • Understand transport schemes, funding/bidding, strategic and ROI criteria, impact assessments on non-transport areas. 	29 September 2023 – buses/passenger experience
Strategy/policy and Local Transport Plan 4	<ul style="list-style-type: none"> • Decarbonisation (and government assessment toolkit) • Behaviour Change and Active Travel (including bikes, e-bikes/e-scooters, and motorbikes) • Freight and waterways as a resource • Current and future transport trends; the pandemic and beyond (bus/rail footfall, homeworking positives vs rise in deliveries) • Infrastructure, energy and sustainability challenges and opportunities of future proof transport system (electricity demand vs sources, lithium dependency and mining, effect on other industries and sectors)] • Pollution, health and clean air zones 	15 March 2024 (LTP4 consultation in Summer 2024, for adoption in 2025)
Housing	<ul style="list-style-type: none"> • Achievement of 'affordable' and 'sustainable' targets • Challenges and solutions (target vs need in region) • Available funding and what it is being spent on 	1 December 2023, at MQT 15 March 2024
Projects: Flexi Bus	Review July Transport Cttee report and reason for non-viability and early termination, and circumstances of decision	Workshop for working group, 26 January 2024 (PM)

Economy Scrutiny Committee

Topic	Sub-topics/focuses	Dates
Economic outlook and strategic challenges	<p><u>Current situation/data:</u></p> <ul style="list-style-type: none"> • Latest data and economic outlook since last year e.g. economic figures, inflation, cost of living effects • Any comparisons with neighbouring regions with overlapping economic footprints e.g. NY and GM. <p><u>Current/persistent challenges:</u></p> <ul style="list-style-type: none"> • Continuing post-pandemic challenges: effects on town centres / hospitality businesses and plans to deal with this (e.g. shopfront grants, cultural exhibitions, IT/study areas); changes in work habits and effects of people being able to work remotely on local economies and other areas. • Persistent economic challenges: NEETs, people 'missing' from data, part time work trends, over-50s/retirees returning to work, green sector/skills growth and preparation, manufacturing in need of support, inter-regional imbalances in economic growth/jobs within WY, and retention of talent within WY. <p><u>New/Future challenges:</u></p> <ul style="list-style-type: none"> • AI, automation, green/decarbonisation (+ any other disruptions?) which have accelerated recently and their potential consequences on the regional economy, businesses and jobs. • Are we prepared for these challenges? Can we get ahead of other MCAs/areas and position ourselves as leaders in these emerging markets? • Potential conflict between productivity/growth/tech advancement vs job creation/community/place/diversity considerations. <p><u>Economic Strategy update:</u></p> <ul style="list-style-type: none"> • How we are addressing the above challenges through the economic strategy + current thinking/progress + timeline for finalisation and adoption 	<p>15 September 2023 – intro and main discussion</p> <p>8 March 2024 – update on economic strategy</p>
Adult Education Budget, Schools and Training Providers	<ul style="list-style-type: none"> • Update on last year's AEB performance and this year's spending and outputs. • School engagement and young people opportunities and apprenticeships • Apprenticeships and non-university career routes 	17 November 2023
Business investment and outcomes (including culture + creative industries) and	<p><u>Business investment:</u></p> <ul style="list-style-type: none"> • How we are investing in businesses and generating outcomes <p><u>Culture and creative industries:</u></p>	8 March 2024

<p>performance monitoring/outputs/funding</p>	<ul style="list-style-type: none"> • A mayoral objective, an increasing percentage of the region’s economy and upcoming/recent city of culture events (in Bradford and Leeds) <p><u>Performance monitoring and KPIs</u></p> <ul style="list-style-type: none"> • Monitoring achievement of economy targets/KPIs from the corporate plan. • “Follow the money”: where is funding coming from, how is it spent, what are the revenue opportunities. • Inter-regional levelling up, avoidance of Leeds-centricity, ensuring certain areas/towns are not forgotten, place-based element of targets/KPIs e.g. number of jobs/houses/businesses supported in different districts 	
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Minutes from all scrutiny committee meetings 2023/24:

Economy:

- 15 September 2023- <https://westyorkshire.moderngov.co.uk/ieListDocuments.aspx?CId=228&MId=1342&Ver=4>
- 17 November 2023- <https://westyorkshire.moderngov.co.uk/ieListDocuments.aspx?CId=228&MId=1343&Ver=4>
- 12 January 2024- <https://westyorkshire.moderngov.co.uk/ieListDocuments.aspx?CId=228&MId=1344&Ver=4>

Corporate:

- 22 September 2023- <https://westyorkshire.moderngov.co.uk/ieListDocuments.aspx?CId=226&MId=1346&Ver=4>
- 24 November 2023- <https://westyorkshire.moderngov.co.uk/ieListDocuments.aspx?CId=226&MId=1347&Ver=4>
- 19 January 2024- <https://westyorkshire.moderngov.co.uk/ieListDocuments.aspx?CId=226&MId=1348&Ver=4>

Transport:

- 29 September 23- <https://westyorkshire.moderngov.co.uk/ieListDocuments.aspx?CId=227&MId=1338&Ver=4>
- 1 December 2023- <https://westyorkshire.moderngov.co.uk/ieListDocuments.aspx?CId=227&MId=1339&Ver=4>
- 26 January 2024- <https://westyorkshire.moderngov.co.uk/ieListDocuments.aspx?CId=227&MId=1340&Ver=4>