

WEST YORKSHIRE COMBINED AUTHORITY

**MEETING TO BE HELD AT 12.00 PM ON TUESDAY, 9 MARCH 2021
DUE TO COVID-19, THIS MEETING WILL BE HELD REMOTELY AND
WILL BE LIVESTREAMED HERE:**

**<https://www.youtube.com/channel/UCazjNSGpqZZT41Vibn2ZK9A/live>
(COPY AND PASTE THE LINK IN YOUR BROWSER)**

A G E N D A

Please note that this meeting will be filmed for live or subsequent broadcast via the Combined Authority's internet site. If you have any queries regarding this, please contact Governance Services on 0113 251 7220.

- 1. APOLOGIES FOR ABSENCE**
- 2. DECLARATIONS OF DISCLOSABLE PECUNIARY INTERESTS**
- 3. EXCLUSION OF THE PRESS AND PUBLIC**
- 4. MINUTES OF THE MEETING OF THE COMBINED AUTHORITY
HELD ON 4 FEBRUARY 2021**
(Pages 1 - 16)

For Decision

- 5. COVID-19 AND ECONOMIC RECOVERY**
(Lead Member: Cllr S Hinchcliffe, Director: Alan Reiss)
(Pages 17 - 80)
- 6. THE SINGLE INVESTMENT FUND AND THE WEST
YORKSHIRE INVESTMENT STRATEGY**
(Lead Member: Cllr S Hinchcliffe, Director: Alan Reiss)
(Pages 81 - 96)
- 7. WEST YORKSHIRE BUSINESS ACCELERATOR FUND**
(Lead Member: Cllr S Hinchcliffe, Director: Brian Archer)
(Pages 97 - 100)

- 8. CARBON IMPACT ASSESSMENT**
(Lead Member: Cllr S Hinchcliffe, Director: Alan Reiss)
(Pages 101 - 106)
- 9. INCLUSIVE GROWTH FRAMEWORK**
(Lead Member: Cllr S Pandor, Director: Alan Reiss)
(Pages 107 - 166)
- 10. EMPLOYMENT & SKILLS PLAN REFRESH**
(Lead Member: Cllr S Hinchcliffe, Director: Alan Reiss)
(Pages 167 - 202)
- 11. INNOVATION FRAMEWORK**
(Lead Member: Roger Marsh, Director: Alan Reiss)
(Pages 203 - 234)
- 12. MCA PREPARATIONS - GOVERNANCE ARRANGEMENTS**
(Lead Member: Cllr S Hinchcliffe, Director: Angela Taylor)
(Pages 235 - 302)
- 13. FUTURE SCRUTINY ARRANGEMENTS**
(Lead Member: Cllr S Hinchcliffe, Director: Angela Taylor)
(Pages 303 - 312)
- 14. GOVERNANCE ARRANGEMENTS**
(Lead Member: Cllr S Hinchcliffe, Director: Angela Taylor)
(Pages 313 - 316)
- 15. INDEPENDENT REMUNERATION PANEL – WEST YORKSHIRE
MAYOR’S ALLOWANCE**
(Lead Member: Cllr S Hinchcliffe, Director: Angela Taylor)
(Pages 317 - 336)

For Information

- 16. MINUTES FOR INFORMATION**
(Pages 337 - 338)

Signed:



**Managing Director
West Yorkshire Combined Authority**

MINUTES OF THE MEETING OF THE WEST YORKSHIRE COMBINED AUTHORITY HELD REMOTELY ON THURSDAY, 4 FEBRUARY 2021

Present:

Councillor Susan Hinchcliffe (Chair)	Bradford Council
Councillor Tim Swift MBE (Deputy Chair)	Calderdale Council
Councillor Andy D'Agorne (Substitute)	York Council
Councillor Judith Blake CBE	Leeds City Council
Councillor Stewart Golton	Leeds City Council
Councillor Denise Jeffery	Wakefield Council
Councillor Steven Leigh MBE	Calderdale Council
Roger Marsh OBE DL	Leeds City Region Local Enterprise Partnership
Councillor Peter McBride (Substitute)	Kirklees Council
Councillor Rebecca Poulsen	Bradford Council

In attendance:

Councillor Kim Groves	Chair, Transport Committee
Councillor Peter Harrand	Chair, Overview & Scrutiny Committee
Ben Still	West Yorkshire Combined Authority
Caroline Allen	West Yorkshire Combined Authority
Brian Archer	West Yorkshire Combined Authority
Melanie Corcoran	West Yorkshire Combined Authority
Dave Pearson	West Yorkshire Combined Authority
Alan Reiss	West Yorkshire Combined Authority
Angela Taylor	West Yorkshire Combined Authority
Liz Hunter	West Yorkshire Combined Authority
Alexander Clarke	West Yorkshire Combined Authority
Heather Waddington	West Yorkshire Combined Authority
Seamus McDonnell	West Yorkshire Combined Authority
Justin Wilson	West Yorkshire Combined Authority
Ruth Chaplin	West Yorkshire Combined Authority

77. Chair's Comments

The Chair advised Members that this was Councillor Judith Blake's last meeting as she had become a Peer in the House of Lords and was now officially Baroness Blake of Leeds. Members and officers passed on their good wishes and congratulations to Baroness Blake on her achievement

and thanked her for the hard work she had done for the Leeds City Region and nationally.

In response, Baroness Blake thanked the Chair, Members and officers for their kind comments and looked forward to continue working closely with the Authority in the future.

78. Apologies for Absence

Apologies for absence were received from Councillors Keith Aspden and Shabir Pandor.

79. Declarations of Disclosable Pecuniary Interests

Councillor Stuart Golton declared a non-pecuniary interest in Agenda Item 11, MCA Preparations, as he was the Liberal Democrat candidate for the role of West Yorkshire Mayor.

80. Exempt Information - Possible Exclusion of the Press and Public

Resolved: That in accordance with paragraph 3 of Part 1 of Schedule 12A to the Local Government Act 1972, the public be excluded from the meeting during consideration of Appendices 1-3 to Agenda Item 13 on the grounds that it is likely, in view of the nature of the business to be transacted or the nature of the proceedings, that if members of the press and public were present there would be disclosure to them of exempt information and for the reasons set out in the report that in all the circumstances of the case, the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

81. Minutes of the Meeting of the Combined Authority held on 10 December 2020

Resolved: That the minutes of the meeting of the West Yorkshire Combined Authority held on 10 December 2020 be approved.

82. COVID-19 Update

The Combined Authority considered a report of the Directors of Economic Services and Policy, Strategy and Communications which:

- Provided an update on developments around the COVID-19 crisis, including economic intelligence and the delivery and development of products and services in response.
- Provided an update on progress on the West Yorkshire Economic Recovery Plan.

- Sought approval for £5 million of immediate local recovery funding across West Yorkshire resulting from the local Economic Recovery Plans.

Members discussed the work being undertaken to support the region to respond to COVID-19. This included the business, employment and skills support being provided and the longer-term planning for West Yorkshire's economic recovery. Further information in respect of the support being given to businesses and the impact of the investments being made to them would be circulated to Members. It was reported that an independent evaluation of business support activities was being undertaken and a report would be brought to a future meeting.

It was reported that further work has been undertaken in partnership with the five West Yorkshire Local Authorities and the report outlined a request for the funding of key cultural and local economic initiatives to support recovery using £5 million from the gainshare part of the Single Investment Fund (SIF). It was proposed that given the urgent need to support the recovery, delivery will take place at the earliest opportunity, in advance of the SIF being established. It was acknowledged that this is an exceptional arrangement and that all future gainshare/SIF proposals will be approved through the route defined in the Assurance Framework.

It was noted that it has not been possible to provide the statutory 28 days' notice of this key decision being considered due to the need to approve immediate local recovery funding as a priority action to support the local Economic Recovery Plans. However, in accordance with the Combined Authority's Access to Information Annex to Procedure Standing Orders (part 1 section 7C – General Exception), the Chair of the Overview and Scrutiny Committee had been notified and notification has been published on the Authority's website. Accordingly, as set out in the rules of General Exception, the Combined Authority may still make the decision.

A report on further funding proposals for business support, focussing on start-ups, entrepreneurship and innovation will be prepared for the next meeting.

Resolved:

- (a) That the Combined Authority approves £5 million gainshare for local COVID-19 recovery to support the delivery of local recovery plans.
- (b) That the latest update around the economic impacts of COVID-19 and progress on the delivery and development of the response to the crisis, including on the economic recovery plan be noted.

83. Capital Spending and Project Approvals

The Combined Authority considered a report of the Director, Delivery on the progress and funding for the following schemes through the Combined Authority's assurance process:

- MCA Digital
- A64 Regent Street Bridge – Leeds City Centre Package
- Thorpe Park Rail Station

In addition, it was noted that the following decision points and change requests had been assessed and approved through the agreed delegation process:

- One City Park, Bradford
- Corridor Improvement Programme Phase 1, Huddersfield Southern Corridors
- Parry Lane Enterprise Zone
- Strategic Inward Investment Fund (SIIF) Pipeline Projects
- Leeds Public Transport Investment Programme (LTPTIP) Review 2020 – Part One
- Bradford 'City Village' Phase 1
- Knottingley Skills, Business and Services Hub
- Leeds City Centre Grey to Green
- White Rose Rail Station
- A647 Corridor
- Leeds City Region Employment Hubs – supporting the Economic Recovery Plan
- [re]boot – Adult Retraining Programme

It was reported that a second review of the West Yorkshire plus Transport Fund had been undertaken and had been considered by the Investment Committee on 7 January 2021. The Authority approved the recommendations of the Investment Committee which included the proposed funding allocations which were set out in Appendix 1 and the revised programme dates for each project provided in Appendix 2

Members were advised that at their meeting held on 3 February 2021, the Investment Committee had considered an extension of the [re]boot Adult Retraining Programme as part of the West Yorkshire Economic Recovery Plan. Details were provided in the submitted report and it was agreed that approval be delegated to the Investment Committee in order to ensure preparations can be made so the programme can start in line with Government's delivery timeframe.

Details of all the schemes were provided in the submitted report.

Resolved:

- (a) In respect of the West Yorkshire plus Transport Fund Review –

That following a recommendation from the Investment Committee, the Combined Authority approves:

- (i) That the proposed revised funding allocations as set out in Appendix 1 of the submitted report be approved.

- (ii) That following a number of requests for funding being received for projects within operational programmes, costs should be managed within the operational programme allocation. It is proposed that any changes to individual projects should be considered by each operational programme board and final recommendations brought for approval to the Investment Committee as and when required. These requests must remain within the envelope of each operational programme.
- (iii) That it be noted that the original purpose of the Corridor Improvement Programme was to provide small to medium scale measures to road corridors to improve traffic flow and bus access. Informal agreement was that costs per project should not exceed £15 million and it was agreed that this should be formalised to help to ensure that the programme budget can be managed within the current funding envelope.
- (iv) That the revised programme dates for each project as set out in Appendix 2 to the submitted report be approved.
- (v) That in future:
 - Over-programming will be capped at the current level (£115.19 million or 11.5%).
 - All indicative funding levels will be capped, except:
 - a. Where projects are part of an operational programme in this case funding can move between projects or take up unallocated programme headroom funding (all amendments to allocations within operational programmes must be approved by the Investment Committee).
 - b. In exceptional circumstances - officers of the Combined Authority and partner councils will work together to set out the events that would trigger this consideration. Any additional funding requirement will be subject to the availability of headroom within the overprogramming and would need to be agreed before the business case can be approved.
 - c. The Transport Fund will continue to be reviewed annually (commencing in August each year to inform the annual budget setting process). The scope of the review will include: any increased requirement for funding; actual spend and forecast spend; review of overall progress (number of projects in development, delivery and complete); monitoring of the level of over-programming and the estimates of QRA /contingency; and project timetable dates. (Note: decreases in funding can be agreed at any time).

- d. An interim review will also be undertaken in the spring of 2021 to consider any urgent requests for increases or decreases in project indicative allocation. This review will have a turnaround time of one month and will be undertaken following closure of the annual accounts in May each year and be considered by the Investment Committee at its meeting in July.
 - e. Within the year each operational programme boards will consider requests for changes to funding allocations. Any changes to indicative funding allocations will be reported back to the Investment Committee.
 - f. Underspend on completed projects or completed operational programmes will be returned to the Transport Fund central pot to address overprogramming.
- (b) In respect of the Digital Skills Programme -
 - (i) That the retrospective approval to accept and spend the funding for the £1.3 million Digital Skills pilot be delegated to the Investment Committee so that delivery can commence in line with government's delivery timeframes.
 - (ii) That approval, to accept and spend the additional funding for the Digital Skills Programme bid, of up to £3 million (West Yorkshire bid), or up to £9 million (joint bid), subject to the successful outcome of the funding bid, be delegated to the Investment Committee so that delivery can commence in line with government's delivery timeframes.
- (c) In respect of MCA Digital –

That following a recommendation from the Investment Committee, the Combined Authority approves:

 - (i) That the MCA Digital project proceeds through decision point 2 and work commences on activity 5 (full business case with finalised costs).
 - (ii) That an indicative approval to the total project value of £1.97 million is given, to be funded by the Combined Authority from borrowing or the use of capital receipts with full approval to spend being granted once the scheme has progressed through the assurance process to decision point 5 (Full business case with finalised costs).
 - (iii) That development costs of £0.156 million are approved in order to progress the scheme to decision point 5 (full business case with finalised costs).

- (iv) That future approvals are made in accordance with the assurance pathway and approval route outlined in the submitted report, which will be subject to the scheme remaining within the tolerances outlined in the report.

(d) In respect of A64 Regent Street Bridge – Leeds City Centre Package

That following a recommendation from the Investment Committee, the Combined Authority approves:

- (i) That the A64 Regent Street Bridge – Leeds City Centre Package scheme proceeds through decision point 5 and work commences on activity 6 (delivery).
- (ii) That approval be given to the Combined Authority's contribution of £12 million to be funded from the West Yorkshire plus Transport Fund (WY+TF). The total scheme value is £31 million.
- (iii) That approval be given to increase the Leeds City Centre Package programme budget by £12 million from £66.8 million to £78.8 million.
- (iv) That the Combined Authority enters into a funding agreement with Leeds City Council for expenditure of up to £12 million from the WY+TF.
- (v) That future approvals are made in accordance with the assurance pathway and approval route outlined in the submitted report subject to the scheme remaining within the tolerances outlined in the report.

(e) In respect of Thorpe Park Rail Station –

That following a recommendation from the Investment Committee, the Combined Authority approves:

- (i) That the Thorpe Park Rail Station scheme proceeds through decision point 3 and work commences on activity 4 (Full business case).
- (ii) That an indicative approval be given to the Combined Authority's contribution of £13.9 million (£3.8 million from the Leeds Public Transport Investment Programme and £10.1 million from the West Yorkshire plus Transport Fund), with full approval to spend being granted once the scheme has progressed through the assurance process to decision point 5 (Full business case with finalised costs). The total scheme cost is £31.642 million.
- (iii) That development funding of £3.8 million is approved from the Leeds Public Transport Investment Programme to enable the scheme to progress to decision point 4 (Full business case).

- (iv) That development funding of £0.936 million is approved from the West Yorkshire plus Transport Fund to enable the scheme to progress to decision point 4 (Full business case), bringing the total development costs from the WY+TF to £1.436 million.
- (v) That the Combined Authority enters into a legal agreement with Leeds City Council to secure land required for the delivery of the scheme.
- (vi) That future approvals are made in accordance with the assurance pathway and approval route outlined in the submitted report subject to the scheme remaining within the tolerances outlined in the report.

84. Covid Bus Funding

The Combined Authority considered a report of the Director Transport and Property Services on COVID bus funding.

The report provided an update on the current position regarding bus service funding and the uncertainties and cost pressures the ongoing situation was creating in managing the budget for 2021/22.

It was noted that the uncertainty around the continuation of funding to offset the reduced passenger revenues will be a significant financial issue for the Combined Authority in 2021/22. A letter had been sent to the Secretary of State for Transport, jointly signed by all political leaders on the Combined Authority. This had set out the issues and sought assurance that the Government will work closely with the Leeds City Region to support the recovery of bus services essential in rebuilding the economy. A copy of the letter was attached at Appendix 1 to the submitted report. The Authority was advised that an additional letter had also been sent from the Conservative Group and a positive response received.

At this stage, the budget for bus funding will be based on expenditure in 2020/21 and will be kept under review when further clarification on the recovery funding is received. It was expected that further details would become available, possibly in March 2021, when the Government's National Bus Strategy is published and a report would be brought to a future meeting.

Resolved: That the report be noted.

85. Budget and Business Plan 2021/22

The Combined Authority considered a report of the Director, Corporate Services which:

- Sought approval to the proposed revenue budget and transport levy for 2021/22, the indicative capital budget and programme and treasury management statement.

- Sought approval to the summary business plan for 2021/22 that sets out the services, activities and priorities for the organisation in the coming year.
- Sought approval for the revised forecast outturn revenue position for 2020/21.

Revenue Budget Position 2020/21

Members noted the final forecast position which was set out in Appendix 1. This included, as previously approved, some use of gainshare to support the costs of transition to becoming a mayoral combined authority, including early election costs and legal and project resources.

Business Plan 2021/22

It was reported that all directorates had produced a detailed business plan and a summary of the overarching business plan for the organisation for 2021/22 was attached at Appendix 2. A public facing corporate plan was being developed, and this would draw on the information in the business plans to demonstrate what the Combined Authority and LEP intend to deliver for people in the region in the coming year.

Revenue Budget 2021/22

Members considered the draft baseline revenue budget which was set out in Appendix 3. This assumes that the transport levy is maintained at the current level. It was noted that the budget for 2021/22 will be the first for the Combined Authority as a 'mayoral combined authority'. It was recognised that the budget was not without risks and challenges and these were set out in the report. The future funding position for local authorities, combined authorities and LEPs was still unclear and the pressures and demands to support the region following the exit from the EU and the pandemic were acknowledged.

Details of the Reserves Policy were outlined in the submitted report and the workings for this year's reserves policy were set out in Table 1.

Transport Levy

Details of the net and gross levy by population were provided in Table 2. It was noted that local authorities will be notified of the transport levy by mid-February 2021.

Capital Strategy

It was noted that the capital strategy was currently being reviewed/revised and will be brought to a future meeting for approval.

Capital Budget

The Authority noted the capital funding available to the Combined Authority for 2021/22 and the subsequent years and the indicative capital programme expenditure which were outlined in the submitted report. The capital expenditure and funding budget estimates for the period 2020/21 to 2023/24 were set out in Appendix 4.

It was reported that the Investment Committee would continue to be a key part of the process whereby programmes and projects are considered and recommended for progression. It was also proposed that the arrangement for the Transport Committee to approve Integrated Block funded projects up to a value of £3 million is continued.

Treasury Management

Members noted the Treasury Management Statement which was attached at Appendix 5 and had been endorsed by the Governance & Audit Committee.

It was reported that the draft budget had been produced following scrutiny and input from the Authority, with the Budget Working Group overseeing the detail. In addition, members of the public have been provided with information on the budget position via an engagement campaign on the internet and social media.

Further reports on budgets and changes arising as progress is made on introducing the mayoral powers and functions will be brought to future meetings.

Resolved:

- (a) That the Combined Authority proposed revenue budget for 2021/22 be approved.
- (b) That the indicative capital programme and budget for 2020/21 – 2023/24 be approved.
- (c) That progress on the 2021/22 business plan be noted.
- (d) That £1.5 million of the 2021/22 gainshare to meet the costs of both the Mayor's Office and mayor readiness costs that are incurred in 2021/22, including final costs of the election process be approved.
- (e) That approval be given to use the 2021/22 Mayoral Capacity Fund of £1 million to meet the additional capacity/support costs as set out in the submitted report.
- (f) That the Transport Committee be delegated to approve individual schemes within the integrated transport block of the 2021/22 capital programme up to a maximum cost of £3 million.
- (g) That in accordance with the powers contained in the Local Government Finance Act 1988 (as amended) and by virtue of article 9(6) of the West Yorkshire Combined Authority Order and the

Transport Levying Bodies Regulations 2015 (as amended) a levy of £103 million be determined for the year ended 31 March 2022.

- (h) That the Director, Corporate Services be authorised to issue the levy letter in respect of the financial year ending 31 March 2022 to the five District Councils in West Yorkshire.
- (i) That a payment of £5.09 million be made to the five District Councils in accordance with Table 2 of the report.
- (j) That authorisation be given to the Director, Corporate Services to arrange appropriate funding for all expenditure in 2020/21 and 2021/22 subject to statutory limitation, including the most appropriate application of capital funding as set out in the report.
- (k) That once funding is received, approval be given for the Director, Corporate Services to approve payment of highways maintenance funding and the pothole action fund, to be paid quarterly to the West Yorkshire local authorities in accordance with the DfT formula.
- (l) That approval be given to the continuing of the policy, effective from 2017/18, for recovering the Combined Authority costs of managing the capital programme against the capital programme spend being mainly West Yorkshire plus Transport Fund, Transforming Cities, Getting Building Fund, Brownfield Housing, Local Transport Plan Integrated Transport and any schemes developed in year. For 2021/22 the estimated total value is £9.6 million (2% - 3% of the total capital programme).
- (m) That the adoption of the CIPFA Code of Practice for Treasury Management in Public Services be reaffirmed.
- (n) That the treasury management policy as set out in **Appendix 5** be approved.
- (o) That the prudential limits for the next three years as set out in **Appendix 5** be adopted.

86. EU Exit

The Combined Authority considered a report of the Director, Policy, Strategy and Communications which provided an update on EU exit, including the implications of the EU-UK Trade and Cooperation Agreement.

Members discussed the support being provided to businesses as many were finding it difficult to adjust to the changes. It was recognised that the volume of EU Exit-related enquiries was rising and some required specialist support because they were complex. The Department for Business, Energy and Industrial Strategy (BEIS) had allocated c.£250,000 to assist in the delivery of business support up to 31 March 2021. Enterprise Growth Solutions (EGS) have been appointed to deliver an EU Exit support service which will

provide advice via a team of experts and this facility will be initially available until the end of March 2021. It was also proposed to appoint two delivery partners to provide advice with legal and finance issues related to EU Exit and it was expected that additional support in respect of marketing and communications would be provided in the near future

It was noted that as a result of the EU-UK Agreement further financial resources may be required to support businesses in maximising the opportunities and minimising any potential negative impacts of the deal's implementation. This would be subject to further analysis and intelligence relating to key issues.

Resolved:

- (a) That the initial analysis of the EU-UK Trade and Cooperation Agreement be noted.
- (b) That the business support activity being undertaken in West Yorkshire be noted.

87. Strategic Rail

The Combined Authority considered a report of the Director, Policy, Strategy and Communications which provided an update on strategic rail matters affecting the Leeds City Region.

Members discussed and noted the updates which included

- Rail Strategy
- Rail Needs Assessment and Integrated Plan
- Spending Review and Impact on rail budget
- Northern Powerhouse Rail Strategic Outline Case
- Union Connectivity Review
- Rail Industry Reform

It was noted that the Rail Needs Assessment had been published by the National Infrastructure Commission (NIC) and the West Yorkshire Leaders had written to the Secretary of State for Transport highlighting their concerns. It was considered that the report did not sufficiently address the economic consequences if the rail projects for the region did not go ahead. Whilst there was a focus on regional connectivity and an attempt to look at the packaging of schemes their conclusions were considered to be insufficient to address the levelling up agenda for the North and that the future of the region's long-awaited rail schemes were being compromised because of other projects such as HS2 going over budget elsewhere in the country.

It was reported that an initial preferred Northern Powerhouse Rail network had been endorsed by TfN and they would submit the Strategic Outline Case (SOC) in Spring 2021.

Members expressed their concern regarding the delay to the publication of the Williams Rail Review and associated White Paper and its treatment of rail devolution. This had originally been expected to be published in Autumn 2019 but was now expected early in 2021.

An independent review on connectivity in the UK was being undertaken by Sir Peter Hendy. An interim report was due to be published in the near future and a final report setting out recommendations in Summer 2021.

Resolved: That the report be noted.

88. MCA Preparations

The Combined Authority considered a report of the Managing Director on Mayoral Combined Authority (MCA) preparations which:

- Provided an update on work underway to become an MCA and to implement the 'minded to' devolution deal agreed between West Yorkshire Leaders and Government on 11 March 2020.
- Sought approval on the decision-making arrangements for new Non-Mayoral Functions.
- Sought approval on the proposals to recruit and appoint an additional Director post to accommodate the extra functions that will result from the move to an MCA.

It was reported that the Mayoral Order had been debated and passed in both the House of Commons and House of Lords. Members welcomed the confirmation of the landmark West Yorkshire devolution deal. It was noted it had taken many years to finalise and the Chair thanked both Members and officers for the achievement.

Progress across the three areas of the MCA Ready Programme – Partnerships, Organisational Readiness and Deal Implementation was outlined in the report. It was noted that Combined Authority officers are working closely with the Electoral Services Manager at Leeds City Council in order to prepare for the election of the Mayor in May 2021. It was agreed that the Chief Executive of Leeds City Council be appointed as the Combined Authority Returning Officer (CARO), supported by the Combined Authority's Managing Director as one of the Deputy Combined Authority Returning Officers.

The Authority considered and approved the recommendations in respect of the decision-making arrangements for the new non-mayoral functions and MCA governance which were set out in the report. It was reported that the Assurance Framework had been revised to include the Mayoral Combined Authority's role and remit including the Mayor's role in decision-making and this had now been formally approved by Government.

Members considered the review of the organisational structure which had been undertaken and discussed the proposed amendments which included an additional Director post. The Authority approved the proposed amendments and endorsed the role profiles and approach to recruiting to the additional Director position.

Resolved:

- (a) In respect of MCA Governance, the Combined Authority approves:
 - (i) That decision-making in respect of the Non-Mayoral Functions be carried out under current arrangements, subject to the outcome of any future general review of committee arrangements, and any amendments to be made by the Head of Legal and Governance Services under delegated authority and in consultation with the Chair of the Combined authority to facilitate their implementation.
 - (ii) That authority be delegated to the Head of Legal and Governance Services, in consultation with the Chair of the Combined Authority, to make any amendments to existing governance arrangements to facilitate the implementation of the new Non-Mayoral Functions.
 - (iii) That the Head of Legal and Governance Services be authorised to extend the remit of the Independent Remuneration Panel to include any other allowances should such a review be needed at any time in the next 12 months, and to determine and pay an allowance or expenses to the members of the Independent Remuneration Panel.
- (b) In respect of the organisational structure:
 - (i) That an amendment to the Combined Authority's establishment be approved to create an additional Director position and separate out the current Policy, Strategy and Communications Directorate.
 - (ii) That the proposed role profiles and approach to recruiting to the subsequent vacant position be endorsed, delegating finalisation to the Combined Authority's Managing Director, in consultation with Members as set out in paragraph 2.54 of the submitted report.
 - (iii) That authority be given to the Combined Authority's Managing Director to implement interim arrangements if required.

89. Corporate Planning & Performance

The Combined Authority considered a report of the Director, Corporate Services which provided an update on corporate performance including progress against corporate plan priorities and risk management.

Members noted the summary of the performance against the key performance indicators and strategic organisational risks which were provided in Appendix 1.

In respect of the revenue budget position 2020/21, the Authority had considered a separate report on the agenda which provided full information on the revenue budgets for 2020/21 and 2021/22.

Resolved: That the information provided on corporate performance be noted.

90. European Structural and Investment Funds (ESIF) – Sustainable Urban Development (SUD)

The Combined Authority considered a report of the Director, Corporate Services on the European Structural and Investment Funds (ESIF) – Sustainable Urban Development (SUD).

It was reported that the Investment Committee had considered the detail and endorsed the advice and decision provided in the two full assessment forms which were attached as Exempt Appendices 2 and 3.

In its role as the Intermediate Body (IB), the Combined Authority discussed and agreed the recommendations and advice provided in the exempt appendices. Members raised the importance of the flood risk authorities being involved in the assessment of the Erringden Hillside Flood Alleviation Scheme. Confirmation of this would be sought and Members' comments reflected in the assessment. The Ministry of Housing, Communities and Local Government (MHCLG), as Managing Authority (MA), will finalise its assessment and make its decision based on a reconciliation to the available budget.

Resolved: That the Combined Authority, in its role as the Intermediate Body for the SUD part of the ESIF programme, approves the advice included in the full assessment forms at part 2 of exempt Appendices 2 and 3 to allow the Managing Authority to now issue a funding agreement subject to the proposed conditions set out in the full assessments being fully met.

91. Minutes for Information

The Combined Authority noted the minutes of the committees and panels that have been published on the West Yorkshire Combined Authority's website since the last meeting.

Resolved: That the minutes of the Combined Authority's committees and panels be noted.

DRAFT



Report to: West Yorkshire Combined Authority

Date: 9 March 2021

Subject: **COVID-19 and Economic Recovery**

Director: Alan Reiss, Director, Policy, Strategy and Communications

Author: Alex Clarke, Policy Manager, Business Productivity and Resilience

Is this a key decision?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Is the decision eligible for call-in by Scrutiny?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Does the report contain confidential or exempt information or appendices?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
If relevant, state paragraph number of Schedule 12A, Local Government Act 1972, Part 1:	

1. Purpose of this report

- 1.1 To provide the Combined Authority with an update on developments concerning the COVID-19 crisis, including on the development of products and services in response to the economic impacts of the pandemic.
- 1.2 To provide an updated version of the West Yorkshire Economic Recovery Plan, including a proposition about culture, for endorsement by the Combined Authority.
- 1.3 To outline three proposals for programmes to implement as part of the Economic Recovery Plan, on entrepreneurship, health innovation initiatives, and programmes in support of net zero carbon; to support the overall package in principle; and to delegate to the Investment Committee the approval to progress the package of programmes and funding through Decision Point 2 of the Assurance Framework.

2. Information

- 2.1 Since the last Combined Authority meeting in February 2021, the local authority areas of West Yorkshire have remained in Tier 4 (Stay at Home) as part of a national lockdown. Tier 4 measures include more mandatory

business closures than under the Tier 3 restrictions, including of non-essential retail and leisure and sports facilities. On the 23 February, Government announced its roadmap out of lockdown, setting out four steps for lifting restrictions, with restrictions due to be in place until at least 21 June.

2.2 Although it is still highly uncertain what will happen to the economy over the coming months as restrictions could be lifted, our response work and recovery planning to date has responded to evidence and intelligence on the key issues:

- Implications for employment, self-employment, and the skills system, with particular links to the furlough situation moving forward.
- Cash flow and immediate access to finance for businesses
- The impact of local and national restrictions on output and activity
- Pressures for the transport system and on town/city centres
- Safe return to work as restrictions are eased.

Business Support and Engagement

2.3 Government support to individuals and businesses has been made available through each stage of the pandemic, and this section outlines the progress made on delivering that support since the last Combined Authority meeting. The support available brings together both nationally and locally funded projects, ensuring comprehensive support for businesses.

2.4 As things stand, all support is in place until 31 March 2021. At the time of writing, an announcement about future support is expected at the Government's budget on 3 March. An update on this will be provided at the meeting. The Combined Authority will continue to make the case for additional support as is required to ensure the future recovery of the West Yorkshire economy. Discussions continue with Government and partners on extending several of the schemes.

Project	Funding	No. of Businesses Supported	Delivery Partners
Local Authority Grants (Nov 20 onwards – end linked to ongoing restrictions)	£150m actual	65,000 payments	Local Authorities
Additional Restrictions Grant	£12m actual	3,000 payments	Local Authorities
COVID-19 Recovery Grants (ERDF & LGF)	£1m actual £2.8m committed	400 actual 800 committed	Umi Commercial

Digital Resilience Vouchers (up to £5,000)	£1.06m	400 actual Project complete	Leeds City Council
Peer Learning Project	£90,000	59 actual	University of Leeds Business School
Small Business Membership Scheme – allowing access to legal, HR, financial and wellbeing support	£300,000	700 actual	W&NY Chamber, Mid-Yorkshire Chamber, FSB
Cyber Security Support Scheme	£100,000	130 actual	North East Business Resilience Centre
Business Resilience Webinars	£15,000	60 actual	Biskit

2.5 The discretionary elements of the grants schemes have been used across West Yorkshire to support a broader range of firms and sectors, informed by a framework developed by the Combined Authority with council partners. This has included supporting private day nurseries, suppliers to retail, leisure and hospitality (e.g. events companies and food & drink wholesalers and manufacturers), some other parts of manufacturing reliant on leisure and hospitality, some sections of the self-employed community (i.e. those unable to access meaningful support from the Self-Employed Income Support Scheme or Universal Credit), businesses not within the Business Rates system e.g. those in shared service centres and managed workspace, and larger SMEs that can evidence a significant impact on income.

2.6 Businesses across the City Region are also being impacted by the need to adjust to the new requirements brought about by the end of the transition period of the UK's exit from the European Union at the beginning of the year. The Combined Authority has put in place a wide range of support for businesses, all in place for an initial period to 31 March 2021, the progress of which is summarised in the table below.

Project	No. of Businesses Supported	Delivery Partner
EU Transition support service (Yorkshire and Humber service, commissioned by the CA/LEP)	172	Enterprise Growth Solutions (EGS), & other Y&H LEPs
Telemarketing outreach service (Leeds City Region, Y& NY)	298 referrals 1183 surveys completed	Blueberry Ltd
EU Exit legal advice & support (Leeds City Region, Y&NY)	4 (delivery began 22 Jan, more promotion being done)	Squire Patton Boggs

EU Transition webinars (Yorkshire and Humber)	63	Greenborough Management Ltd
Webinars to help businesses internationalise marketing activity (Yorkshire and Humber)	44 (Delivery began 23 Feb).	UMi Commercial
Trade related documentation support and advice (Leeds & Bradford, plus Y&NY)	165	Chamber International
Trade related documentation support and advice (Wakefield, Calderdale & Kirklees)	79	Mid Yorkshire Chamber of Commerce

Employment and Skills Support

- 2.7 The Combined Authority and LEP also has a range of support available to individuals to better equip them in the labour market during a period when unemployment, having already risen to 5.1%¹, is expected to rise much further once Government furlough support ends – potentially resulting in around 2.5 million being unemployed before the situation improves.
- 2.8 The repurposed ‘Employment Hubs’ are a key part of the Combined Authority and LEP response to COVID-19, providing a ‘one stop shop’ for job seekers of any age and for employers recruiting or making redundancies. As of 29 January, the Combined Authority has supported 602 individuals and 114 businesses (59 of these business enquiries were regarding the Kickstart scheme). The repurposed element of Hub programme is being continued with the support of part of a £13.5m strategic employment and skills package agreed by the Combined Authority on 27 November 2020 to respond to the impacts of the crisis. Discussions with local authorities and other stakeholders are progressing to ensure the approach being developed provides the right support to the increasing number of individuals who are unemployed, at risk of redundancy or seeking alternative employment/career routes to access training/retraining and employment support.
- 2.9 The adult re-training programme, [re]boot, is another key part of the Combined Authority’s response to the crisis, giving adults the chance to upskill, gain new skills/qualifications and improve their employment options particularly within key regional sectors, focused on construction, digital, manufacturing and engineering and the fast-growing creative sector. Since its launch in November 2019, the programme has supported over 450 individuals to upskill, and in December alone the [re]boot careers changers page received 1,117 page views; 12.66% of all website traffic. This service is also in the process of

¹ Unemployment rate for those aged 16 and over (seasonally adjusted), based on the [ILO definition](https://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/unemployment/timeseries/mgsx/lms), between October and December 2020.
www.ons.gov.uk/employmentandlabourmarket/peopleinwork/unemployment/timeseries/mgsx/lms

being extended and expanded as part of the £13.5m package agreed by the Combined Authority.

Economic Recovery Plan Refresh

- 2.10 As has been reported previously, the longer-term planning for economic recovery for West Yorkshire is being overseen by a West Yorkshire Economic Recovery Board², which is a working group of the Combined Authority and brings together the five West Yorkshire Leaders and LEP Chair with partners from the private sector, trade unions, business representative organisations, public bodies and the third sector, to develop robust plans for the region's economic recovery and to help build an inclusive and sustainable economy for the future.
- 2.11 A draft plan was produced with input from a wide range of stakeholders and was endorsed and adopted by the Combined Authority on 4 September 2020. In light of the changes that have taken place since, and the further impacts on the economy as a result, the Economic Recovery Plan has been refreshed and is being presented to the Combined Authority for endorsement (see Appendix 1). A summary version, similar to the one produced in September (see background documents), will also be produced. Key updates to the plan include:
- The addition of a fifth West Yorkshire distinct proposition on Culture and Creative Industries – recognising the important contribution they make to our places, quality of life and the economy (see 2.14).
 - An update of the underpinning evidence – reflecting on the progress against our original scenarios, and the impact of Government interventions in relation to business performance, employment and household income.
 - A greater focus on the need to stimulate job creation
 - On Priority 1: Good Jobs and Resilient Businesses – an increased focus on the need for support for job creation, including through inward investment, following announcements of significant new programmes to work with those out of employment
 - Priority 2: Skills and training for People – preparing for the potential implications of the end of the furlough scheme, and the implications of a number of additional new government skills and employment interventions, and particularly the need to support young people
 - Priority 3: Accelerating Infrastructure and Capital Projects – incorporating further shovel ready flood infrastructure projects which can both help to increase community resilience and stimulate the economy.
 - Recognition of the funding that has already been allocated from local resources to deliver elements of the plan – as detailed in the next section of the paper.

² Further details on the full membership and terms of reference: <https://www.westyorks-ca.gov.uk/erb>

- 2.12 As referenced above, as part of the refresh, a fifth distinct proposition on Culture and Creative Industries has been produced, in partnership between the Combined Authority and culture leads of the five West Yorkshire councils. The full proposition is provided at Appendix 2, and the Combined Authority is asked to endorse this proposition alongside the recovery plan. Key features of the Culture and Creative Industries proposition are:
- The offer of our distinct proposition - building on our assets and scale of the creative & cultural sectors in West Yorkshire (employing 47,000 people across 7,000 businesses, which increased by 30% between 2015 and 2018)
 - Linking to local commitment – the West Yorkshire cultural framework sets a clear ambition for culture in the region, and through devolved funding we have already committed to a number of local recovery culture projects through a £5m fund.
 - Asks of Government totalling £52.9m:
 - **Maximising Creative Business Potential:** £5m to create a dedicated network of culture growth managers routed in local areas, and a mentoring and peer support programme, with improved links to mainstream business support including access to finance.
 - **Creative Skills:** linked to wider skills and training support under priority 2, £8.6m for a dedicated creative skills package focussed on re-imagining opportunities for young people, and ensuring creative industries have the skills to grow.
 - **Visitor and Citizen Experience:** £39.3m to catalyse large scale festivals (including Leeds 2023 and Bradford 2025) and cultural interventions in empty spaces, including through extending the successful Producers Hub and stimulating community led culture groups.
- 2.13 The West Yorkshire Economic Recovery Plan, and the connected distinct propositions, will remain live documents and be updated as required. The Combined Authority will continue to work with the Economic Recovery Board and local authorities to refine as necessary, and to ensure ongoing complementarity to local recovery plans.

Economic Recovery Plan Implementation

- 2.14 Alongside the recovery plan update, work continues on implementing elements of the recovery plan within existing local and regional resources. This follows from the November Spending Review announcements, which did not detail any Government funding to support the delivery of regional and local economic recovery plans. As prior to the Spending Review, a submission making the case for Government funding to deliver the programmes set out within the Economic and Transport Recovery Plans was submitted to Government in January 2021, to inform the budget announcement expected on 3 March. An update on the 3 March announcements will be provided at the meeting.

- 2.15 On 27 November, the Combined Authority approved £13.5m from gainshare funding to support immediate priority recovery programmes around skills and retraining to support people to re-enter the workforce quickly. On 4 February, a further £5m of funding was approved by the Combined Authority to support the delivery of projects (e.g. on culture and local economic initiatives) within local recovery plans.
- 2.16 The following are three additional proposals aimed at creating jobs and supporting a more inclusive, resilient, and sustainable economy, building on the region's strengths and opportunities set out in the West Yorkshire Economic Recovery Plan. It is proposed that the Combined Authority delegates to the Investment Committee, as appropriate, the approval for these programmes to enable delivery to commence at pace in order to accelerate delivery of economic recovery. They build on the investments above by stimulating sustainable jobs and business opportunities:

Proposal 1: Entrepreneurship

- 2.17 The proposal is to encourage individuals from all our diverse communities to explore establishing their own enterprise and providing the right opportunity and support if they decide to do so - leading to the creation of new businesses and jobs. The proposal builds on experience and best practice from other programmes and would be integrated with existing support in the region to offer a genuine 'ladder of enterprise support' for all potential entrepreneurs, no matter where they are on their journeys or what type of new venture they plan to start. The following three proposals for additional support result from a multi-stakeholder workshop, and these have been further reinforced at discussions at the Economic Recovery Board, the LEP Board and the Business Innovation and Growth Advisory Panel.
- 2.18 In the same way as with a range of other business support products, the proposed role of the Combined Authority and the LEP will be to act as commissioner/procurer of new products to fill gaps in market provision, both in terms of social economic groups and across the West Yorkshire geography. Procurement will take place to ensure a range of appropriate and experienced providers are delivering the package of support across the region. This will ensure that those with the right local expertise are delivering the programmes, against a contracted output and outcome framework. These will be contract managed to ensure overall value for money and programme performance.

	Activities	Rationale
Promoting entrepreneurship	Regional targeted campaign, exploring enterprise course, workshops, awareness programmes etc. Particular focus on those in harder to reach communities and extended across West Yorkshire.	Creating the demand for the other two workstreams – acting as the funnel for the other two offers below.

New business start up programme	High volume low intensity support; general practical advice and support to start up a business, regardless of sector. Community engagement included – to encourage start-ups who otherwise would not consider or engage with support available.	Current gap in the market. Would complement existing growth focussed provision, such as Ad:venture ³ , to provide value for money and progression routes for already established start-ups
Creating more high growth – innovation driven start ups	Low volume high intensity support: mentoring; investment support; ideas development, testing and validation	A small number of these businesses have significant growth potential. Would build on existing pilots such as the BUILD ⁴ programme.

Proposal 2: Net Zero Carbon Pipeline

- 2.19 To be fully able to accelerate deployment of measures and to capitalise on current and future funding streams to tackle the climate emergency and maximise job creation potential, West Yorkshire needs to develop a long-term pipeline of investment ready projects. This proposal formed part of the Net Zero Carbon proposition within the economic recovery plan.
- 2.20 The exact nature of the projects to initially be included in the pipeline is yet to be defined, however the work to develop it will be split into four broad stages: evidence gathering; project identification; project development; and promotion. Areas considered will include energy, buildings, infrastructure, business support and retrofitting homes, building on the Carbon Emission Reduction Pathways study.
- 2.21 External support will be needed initially for the pipeline to ensure it can mobilise quickly.

Proposal 3: Health Innovation

- 2.22 Supporting health innovation brings both economic benefits (business start-ups, scale ups, inward investment and new products/services to market) and end use/patient outcomes through the effective and rapid deployment and integration of those innovations into the health system.
- 2.23 The health innovation proposal looks to maximise those benefits, rooted in the health innovation distinct proposition of the Recovery Plan. The proposal focusses on the need to build capacity across the system to support ambitions to make West Yorkshire the leading health tech cluster nationally.

³ <https://ad-venture.org.uk/>

⁴ <https://idealeedscityregion.com/build/>

- 2.24 There is an opportunity for the region to bring together a significantly more coherent offer around health innovation focused around three ambitions of Discover (ideas generation), Develop (testing and commercialisation) and Deploy (adoption into the health system). Resources are therefore required to bring both some coordination and leadership to the entire journey.
- 2.25 The proposed programme is to begin the journey: to help establish of the structures needed to drive the City Region forward as a regional, national and international healthtech cluster. The aspiration ultimately, is to develop a team, sitting across partner organisations to work together to support the healthtech innovation lifecycle, but initial funding will ensure momentum with a Health Innovation Lead (and support) as a minimum resource.
- 2.26 Early indications show a pipeline of potential projects in excess of £10m (although not yet appraised or evaluated for strategic fit). Many of these schemes are in development but will need an injection of capital to kick start delivery and scale up. These will be subject to separate funding decisions.

Conclusion

- 2.27 All of the above proposals will be subject to the Combined Authority's Assurance Framework as appropriate. The Combined Authority is asked:
- to support the programmes in principle.
 - to delegate to the Investment Committee the approval for programmes to pass through Decision Point 2, totalling no more than the £7m revenue that remains unallocated from the Combined Authority's 2020-21 gainshare allocation.
- 2.28 All the proposals are consistent with the themes set out in the draft West Yorkshire Investment Strategy priorities. Further programmes and approvals will be brought forward in due course.

3. Tackling the Climate Emergency Implications

- 3.1 Clean Growth will continue to be supported through the products delivered in response to COVID-19 and is at the heart of the Economic Recovery Plan as an overarching goal.
- 3.2 Businesses will continue to be supported to apply innovation and digital technologies to adapt their products and services to meet current and future demand and reduce their carbon emissions.
- 3.3 The net zero carbon pipeline proposal (see paragraph 2.19) is a critical building block of our plans to achieve net zero by 2038.

4. Inclusive Growth Implications

- 4.1 As part of the West Yorkshire Inclusive Growth framework, any businesses that receive grants from the above products would be required to contribute to Inclusive Growth actions and outcomes via their funding agreements.

- 4.2 Inclusive Growth is embedded as an overarching goal in the Economic Recovery Plan. The package of entrepreneurship proposals (see paragraph 2.17) envisages a 'ladder of enterprise support' for potential entrepreneurs, with one part of the proposals focussing on harder to reach communities, to ensure everyone is able to access support appropriate to where they are on the business development journey.

5. Financial Implications

- 5.1 New recovery products will require either increased flexibility on the use of current funding streams (e.g., grants awarded for capital investment to be used for working capital, or the procurement of professional advice with recovery/contingency planning), or new funding altogether.
- 5.2 The Combined Authority is asked to support the programmes in principle and to delegate next steps as set out at paragraph 2.27; approval to spend is to a total value of £7m using 2020-21 gainshare. This will be confirmed when the projects' full proposals come forward to Investment Committee at Decision Point 2 as appropriate.

6. Legal Implications

- 6.1 Delivery of some of the proposed products will require contractual approvals from Government, and/or new funding allocations that would result in new contractual obligations for the Combined Authority.

7. Staffing Implications

- 7.1 Delivery of the products included in the Economic Recovery Plan may require changes to current staff roles and/or additional staff to be recruited, which will be considered through the detailed development of individual proposals.

8. External Consultees

- 8.1 No specific or official external consultations have been undertaken in relation to this report. However, it has been informed by ongoing dialogue and consultation with LEP Panels and wide range of partners, including local authorities, the West Yorkshire Economic Recovery Board, universities and colleges, business representative and membership bodies, and direct with some individual businesses.

9. Recommendations

- 9.1 That the Combined Authority supports in principle the programmes outlined above.
- 9.2 That the Combined Authority delegates to the Investment Committee the approval for programmes to pass through Decision Point 2, totalling no more

than the £7m revenue that remains unallocated from the Combined Authority's 2020-21 gainshare allocation.

- 9.3 That the Combined Authority endorses the redrafted West Yorkshire Economic Recovery Plan, as contained in Appendix 1; and the related Culture and Creative Industries proposition, as contained in Appendix 2.
- 9.4 That the Combined Authority notes progress on the delivery of products and services in response to the economic impacts of the pandemic.

10. Background Documents

- 10.1 West Yorkshire Economic Recovery Plan – September 2020 Summary
<https://www.westyorks-ca.gov.uk/media/4380/west-yorkshire-combined-authority-economic-recovery-plan-summary.pdf>

11. Appendices

- 11.1 Appendix 1: West Yorkshire Economic Recovery Plan refresh draft
- 11.2 Appendix 2: Culture and Creative Industries proposition

This page is intentionally left blank

DRAFT: West Yorkshire Economic Recovery Plan

Contents

1. Foreword
2. Update – February 2021
3. Plan on a Page
4. Introduction & Vision
5. The West Yorkshire Economy
6. Scenarios & Forecasts
7. Three Stages to Recovery
8. Inclusive Growth
9. Environment and Carbon
10. Priority Areas for Action
 - Priority 1: Good Jobs and Resilient Businesses
 - Priority 2: Skills and training for People
 - Priority 3: Accelerating Infrastructure and Capital Projects
11. Summary of Five West Yorkshire Propositions
12. Summary of Transport Recovery Plan
13. Links to Other Plans – Health and Local Authority partners

1. Foreword

The people of West Yorkshire are the lifeblood of its economy. That is why our regional plan for economic recovery from COVID-19 is focussed on our people. They have demonstrated over the last year of living with COVID-19 the resilience and sense of community that makes our region a great place to live, learn, work, visit and do business. And now we need a recovery that delivers for them, in the short term and in the years to come.

The impacts of the COVID-19 global pandemic have affected everyone and every place in the region. It is a health crisis that is producing a further economic crisis across the UK, but that could last longer in some parts than others. It is a pandemic that also underlines inequalities in our national economy, that is having a disproportionate impact on our most disadvantaged communities and strengthens the call for desperately needed levelling-up of the North.

That is why, as an economic recovery board in West Yorkshire, bringing together the five West Yorkshire Leaders and LEP Chair with partners from the private sector, trade unions, public bodies and the third sector, we have set our economic recovery plan firmly around two main goals. We must deliver an inclusive recovery that reduces inequalities. And we must deliver a recovery that is environmentally sustainable, recognising that we entered COVID-19 already in a climate emergency.

To get there, we have set three priority areas of focus. Firstly, we want people to have good jobs in resilient businesses that offer opportunities for pay and progression. Secondly, we want skills and training that give people the tools they need to get those good jobs. And thirdly, we want to deliver accelerated infrastructure, that gives people access to those jobs and to improved local communities. These connect to separate plans around health, transport and in each local authority for their own communities.

Whilst these priority areas recognise the central importance of economic recovery in terms of employment, we also know that jobs without community, without culture and without quality of life will not be enough. West Yorkshire is already a vibrant, welcoming and exciting place to be, and as detailed in our West Yorkshire cultural framework, as the new home of Channel 4, with Leeds 2023 and the bid for Bradford to be UK City of Culture in 2025, our cultural and creative places have even more to give.

We know that the full impacts of COVID-19 are still not known, and we will work together in partnership to ensure our regional and local recovery plans adapt. But we are certain whatever happens that the recovery efforts must be led locally if they are to be successful - focused on our local needs and led by local leaders who know the West Yorkshire people and its economy.

2. Update – February 2021

Since the West Yorkshire Combined Authority endorsed a first version of this plan in September 2020, the region has seen its progress to recovery impeded by further local lockdowns and spikes in cases, with restrictions still in place at the time of writing. During this time the people of West Yorkshire have demonstrated incredible resilience. However, with the process of vaccinations now taking pace, it is now more important than ever that we set out an effective regional plan for recovery.

Although the central goals and priorities remain the same, the plan has been updated in a number of ways to take account of changes and further work since September 2020:

- The addition of a fifth West Yorkshire distinct proposition on Culture and creative industries – recognising the important contribution it makes to our places, quality of life and the economy.
- An update of the underpinning evidence – reflecting on the progress against our original scenarios, and the impact of Government interventions in relation to business performance, employment and household income.
- A greater focus on the need for stimulating job creation
- On Priority 1: Good Jobs and Resilient Businesses – an increased focus on the need for support for job creation, including through inward investment, following announcements of significant new programmes to work with those out of employment
- Priority 2: Skills and training for People – preparing for the potential implications of the end of the furlough scheme, and the implications of a number of additional new government skills and employment interventions, and particularly the need to support young people
- Priority 3: Accelerating Infrastructure and Capital Projects – incorporating further shovel ready flood infrastructure projects which can both help to increase community resilience but also stimulate the economy.

The plan has also been updated to reference where progress has already been made on implementation. Whilst Government are still asked to provide sufficient funding to deliver the entire plan as part of their March Budget, regional resources have been committed to permit the following interventions to begin delivery:

- **Employment Brokerage** to support those at risk of redundancy or unemployed, £7.5m to support 5,500 individuals through local Employment Hubs
- **Adult re-training / upskilling courses** to help people retrain quickly whilst in work or on furlough, £6m to support 4,500 individuals through the ReBoot programme
- **Business support** – 1,200 COVID resilience grants, 400 Digital resilience vouchers, 400 businesses supported to join

membership bodies for specialist support, 300 businesses supported on cybersecurity, peer to peer networks and resilience webinar programmes, 2000 growth manager engagements.

- **Local recovery projects** to support initiatives in each of the West Yorkshire local authority areas, £5m committed to projects proposed by local authorities, with a particular focus on culture.

Further programmes of support funded through regional resources are also being brought forward to the West Yorkshire Combined Authority for approval in March 2021, with a particular focus on support for initiatives that can create new employment opportunities.

3. Plan on a Page

West Yorkshire Economic Recovery Plan – Plan on a Page

1 Vision

To grow a more inclusive, resilient, sustainable economy with more productive businesses, better levels of skills and entrepreneurialism, less inequality, and environmental sustainability.

2 Goals

Inclusive Growth

Wellbeing, connectivity and accessibility, relevant and transferable skills and good work

Sustainable Environment

Capitalise on pro-environmental behaviours, accelerate shovel ready programmes to tackle the climate emergency

3 Action Areas

Good Jobs
& Resilient
Business

Skills &
Training

Accelerated
Infrastructure

5 West Yorkshire Propositions

6-12
months

Rescue

Acting now – supporting communities, saving key industries & getting people into jobs, infrastructure projects ready to go

1-2 years

Re-imagining

Setting the aspiration for the future – skills & retraining, supporting growth industries, low carbon infrastructure and transition

2-5 years

Resilience

Delivering future prosperity – skills & career pathways, innovation, stronger communities, greener environment

Health tech (£25m)

Build on city region strengths (industry, R&D + public), delivering investment opportunities, jobs & better health outcomes for local communities

Lives Transformed by Digital (£159m)

Cementing existing strengths in digital and manufacturing, addressing digital skills and access gaps, infrastructure pipeline

Culture (£53m)

Re-stimulating culture in communities, building on strengths in creative industries and leaving a lasting impact on our towns and cities

Entrepreneurship (£340m)

Unlocking entrepreneurs from diverse communities, building on MIT REAP, reuse of empty spaces, innovative start-up, training

Transition to Net Zero (£194m)

Tackling climate emergency, build on clean growth strengths, infrastructure opportunities, jobs and skills for the future

4. Introduction and Vision

This is an economic recovery plan for the people of West Yorkshire. It is focussed on supporting jobs for people in resilient businesses, on helping people get the skills they need to get jobs, and on the infrastructure so people can access opportunities. It is about reducing inequality and increasing inclusivity, and about creating the resilient and sustainable environment for our shared future. Both this and the linked transport recovery plan are a result of collaboration with partners committed to leading by example in promoting health, wellbeing, inclusivity and diversity, and working together to further these values by fostering our long-term regional partnerships.

The Covid-19 pandemic is a global health and economic emergency, that has affected all of us. In our collective efforts to stop the spread of the virus, businesses have been required to stop or reduce trading, travel into our cities, towns and rural areas has vastly decreased and our world class culture put mostly on pause. While the full impact on the West Yorkshire economy is still unknown, the economic impact on many people and their families has already been significant and, if action is not taken, potentially long term.

We have already seen large increases in unemployment and applications for Universal Credit, and with West Yorkshire in higher tiered restrictions for longer than other areas of the UK, a significant increase in the number of businesses that are struggling to survive despite support mechanisms locally and nationally. It is clear that this will have a lasting impact on livelihoods across our region, and substantial investment and action is required to support people and businesses to recover and to build a more sustainable, inclusive economy. We must rescue, but only so we can re-imagine a better economy from that foundation – one that builds long term resilience for our communities, that delivers good jobs and meets our net-zero carbon targets.

The West Yorkshire economic recovery plan is about setting out what is required at a regional level to deliver a successful recovery, based on our regional strengths. To support that we have outlined initial asks of Government totalling £1.43bn, emphasising a focus on our local needs and providing strong accountability led by local leaders who know the West Yorkshire people and its economy. However it cannot wait only for Government funding, and so delivery has already begun to implement elements of the plan locally with existing resource.

Integrating with local authority plans and regional transport and health plans, it recognises the specific regional challenges and opportunities to the economy that are best dealt with in partnership across West Yorkshire. It is underpinned by a West Yorkshire Economic Recovery Board, bringing together local authority leadership, public partners, trade unions and the private and third sector.

The Board's **vision** for recovery sits at the heart of this plan: To grow a more inclusive, resilient, sustainable economy with more productive businesses, better levels of skills and entrepreneurialism, less inequality, and better environmental sustainability.

- A recovery that produces resilient and thriving businesses, boosted by innovation, high skills and entrepreneurialism

- A clean growth recovery that grasps the opportunity to deliver sustainability across all our places
- A recovery that delivers inclusive growth and a decent standard of living, where good work and wellbeing allow as many as possible to contribute to, and benefit from the region's economy.

1 Plan, 2 Goals, 3 Action Areas & 5 West Yorkshire Propositions for Rescue, Re-imagining, and Resilience

We do not know everything that will be needed for our economic recovery. Our original forecasts suggested the impact on the West Yorkshire economy would be between £5bn and £12bn in 2020, and evidence suggests we could be in the mid-range of that. We are clear however on what recovery must achieve. Recovery must actively reduce inequalities and contribute to a sustainable environment. These are the goals at the heart of our vision. To achieve them, the plan focusses on what is required across three action areas: Good Jobs, Skills and Infrastructure. For each action area the plan focusses on the Must Win Battles that will unlock the vision over the rescue (short), re-imagining (medium) and resilience (long) phases of recovery.

These action areas are critical for West Yorkshire but should also apply to the whole UK. That is why in each section of this plan we outline what is required at both national and regional level, setting out specific asks of Government. However, we believe there are also distinct contributions that West Yorkshire can make to national recovery, building on our diverse communities, industry strengths and institutions. These 5 propositions – health innovation, digital, culture, entrepreneurs and transition to net zero carbon – are our initial offer¹ to drive recovery and deliver Government's levelling up, with a collective ask of £770m. They too, are focussed on delivering our two goals of inclusive and environmentally sustainable growth.

West Yorkshire Economic Recovery Plan

1 Vision	To grow a more inclusive, resilient, sustainable economy with more productive businesses, better levels of skills and entrepreneurialism, less inequality, better environmental sustainability.				
2 Goals	Inclusive Growth		Sustainable Environment		
3 Action Areas	Good Jobs & Businesses		Skills		Infrastructure
5 West Yorkshire Propositions	Health Innovation	Digital / Made Smarter	Culture	Entrepreneurship	Transition to Net Zero Carbon

¹ We know more will need to follow as the recovery develops. Depending on how the economic scenarios progress, there could also be further sector-based proposals, such as the one added to this version of the plan on culture. PERN (Place based Economic Recovery Network) a partnership with regional universities will support this with academic insight.

5. The West Yorkshire economy



An **internationally significant economy** with output of £55.4 billion – bigger than 9 EU countries - 2.3 million people, 90,000 businesses and a workforce of 1.1 million alongside 7 universities, 91,000 students and 30,000 graduates. But West Yorkshire has been **underinvested in as a region**, meaning recovery begins from a more challenging position than other parts of the UK.

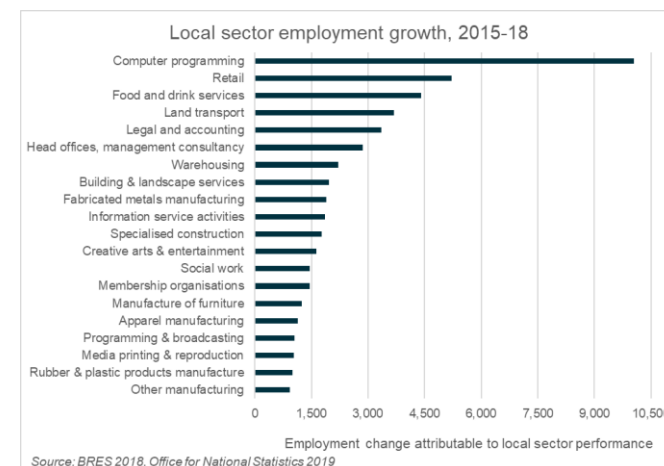
A **mix of distinct places**, with cities, towns, and significant rural areas. These places are essential to the region's cultural and tourism offer, attracting millions of visitors each year. The core city of Leeds is the largest economic centre, contributing 43.8% of West Yorkshire's GVA.

A **highly diverse population**, with 18% of people coming from BAME backgrounds (14.5% nationally). One in nine (11%) business owners/directors is from a minority background in West Yorkshire. This reflects the area's diversity but also emphasises that people from

BAME backgrounds are under-represented in senior positions.

One of the **most diverse economies in the UK**, making it more resilient to sector-specific shocks but incorporating some key national **economic strengths**:

- UK's largest regional finance centre, with strengths in professional and digital services
- More manufacturing jobs than anywhere in the north (with specialisms in textiles, furniture, chemicals, machinery)
- The fastest growing digital sector in the country (e.g. computer programming), with areas of professional services seeing strong growth along with retail, hospitality and transport.



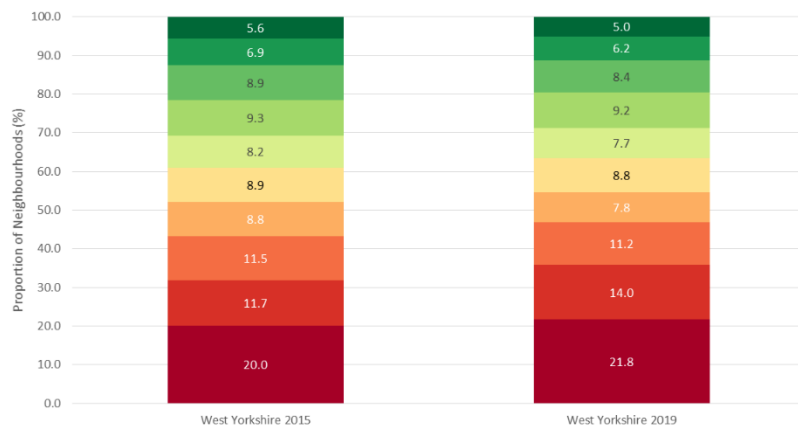
Employment by sector (WY, 2018 BRES)



While the region's economy is resilient through its diversity, it also has **challenges**:

- Although increasing in absolute terms, productivity is persistently below national levels at around 86% of the UK average, with implications for earnings and prosperity.
- **Labour market** - Strong recent improvement but employment rates remain below UK levels, with disadvantaged groups most at risk of being out of work.
- **Jobs and wages** - Higher level occupations have been the main source of job growth in recent years, but 21% of jobs pay less than the Living Wage Foundation's Living Wage rate and 29% of employees are not in good quality work.
- **Deprivation** - More than 1 in 5 people (517,000 people) live in areas defined as being amongst the most deprived 10% in England. Relative levels of deprivation in West Yorkshire have got worse between 2015 & 2019.

Proportion of Neighbourhoods in each Deprivation Decile - West Yorkshire

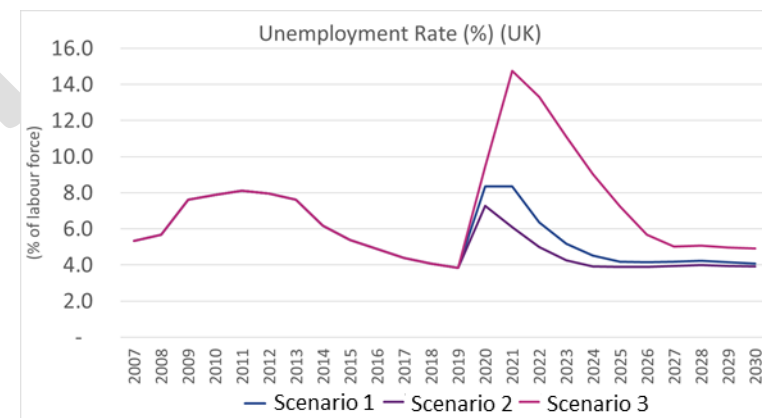


6. Headline results from the Health Crisis Scenario Development work and impacts to date (Recognising the level of uncertainty associated with the pathways to recovery in the economy, a set of scenarios were developed in spring 2020 to quantify the nature of the impact and sensitivities under a number of different assumptions. In broad terms, three key scenarios have been modelled (the infograph below sets the UK summary of the scenario):

- **Scenario 1:** consistent with the main OBR forecast, assumes that the national and local economy returns broadly to pre-crisis levels of activity by the end of Q3 2020.
- **Scenario 2:** flexes the OBR assumptions, assuming that recovery takes longer and isn't achieved until Q3 2021.
- **Scenario 3:** effectively a double dip recession based on the introduction of a second period of lockdown from Q4 2020, with similar restrictions and duration.

Headline UK Results

	GDP growth	Unemployment rate	Real disposable household incomes	Employment growth
Scenario 1	2020: -9.9% 2021: +14.1%	2020: 7.3% 2021: 6.1%	2020: -4.9% 2021: +4.8%	2020: -2.6% 2021: +1.4%
Scenario 2	2020: -15.4% 2021: +14.9%	2020: 8.3% 2021: 8.3%	2020: -5.8% 2021: +3.9%	2020: -3.7% 2021: +0.2%
Scenario 3	2020: -22.5% 2021: -8.9%	2020: 9.5% 2021: 14.7%	2020: -7.7% 2021: -6.9%	2020: -5.0% 2021: -6.0%



Headline West Yorkshire Results

- The contraction in the West Yorkshire economy across the 3 scenarios would be significant with **total GVA in 2020 contracting** by between 10% (£5.3bn) in scenario 1 and 22% (£12.1bn) in scenario 3. Whilst recovery begins in 2021 in scenarios 1 and 2, it declines by a further £3.5% in 2021 in scenario 3. All scenarios follow a similar trajectory in West Yorkshire to the national picture.
- The **fall in employment numbers** across the scenarios is greater the longer it takes for activity to recover, with between 30,000 and 58,000 jobs potentially lost in 2020 – a fall of between 2.5% and 4.8% across the scenarios. Local employment impacts are similar, though marginally smaller, than national impacts.
- The scenarios suggest the **unemployment rate would increase**, peaking at around 8% in scenario 1, 9.1% in scenario 2 and 10% in scenario three. These peaks are between 0.5 and 1 percentage point higher than UK levels, largely reflecting the different demographics in the respective labour markets at the start of the pandemic. Whilst unemployment rates would return to pre-pandemic levels in mid-2021 in scenario 1, this would not occur until mid-2023 in scenario 2 and 2027 in scenario 3.
- Per capita household income falls by a modest 1% in 2020, a number similar across all scenarios reflecting the varying effects of the income support provided by the government to households in different scenarios. Whilst it recovers quickly in 2021 to its pre-crisis level in scenario 1, this take longer in the other scenarios.
- The detailed modelling work provides local level insights across all the metrics shown above and shows differing impacts across West Yorkshire. For example, within **Scenario 2** with an overall GVA impact of 15% in 2020, local impacts vary between 14.6% and 17.7%. Differences in local GVA and labour market effects reflect differences in industrial structure and economic participation across the West Yorkshire local authorities. Those with higher concentrations of activity in sectors such as manufacturing and Business to Consumer sectors are seeing a slightly higher impact than those with higher representation in Business to Business sectors, such as finance, ICT and professional services.

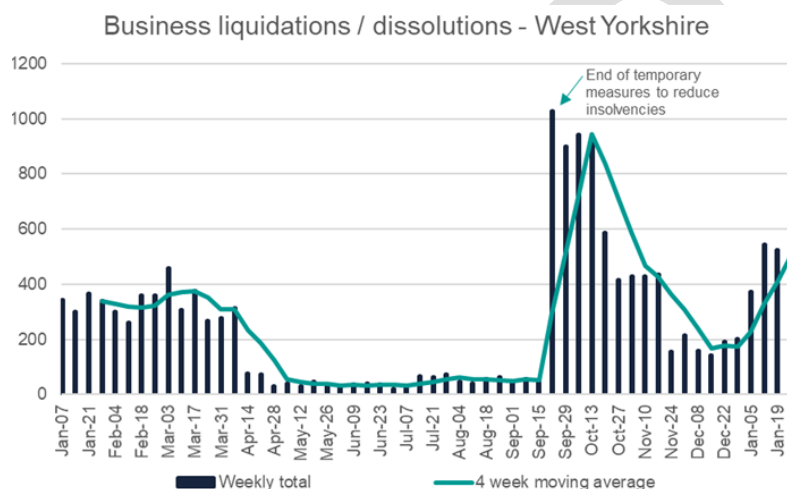
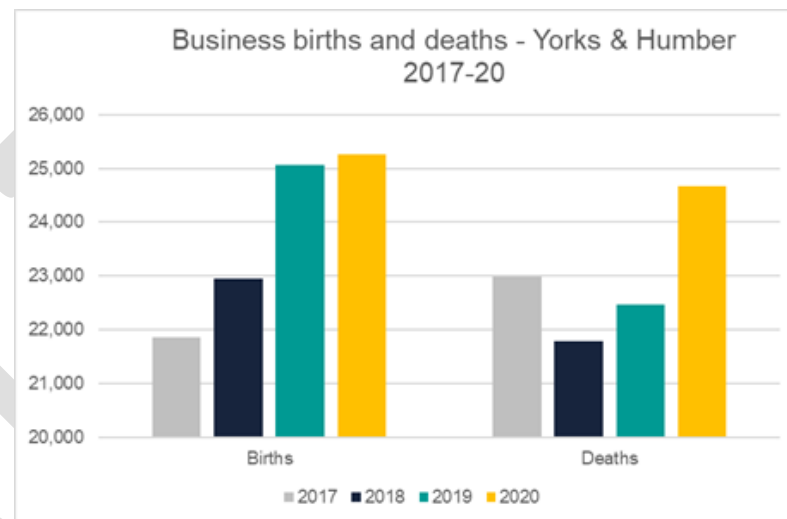
Impacts to date

These scenarios as developed at the time broadly aligned with the Office for Budget Responsibility's (OBR's) May forecasts. However, as the pandemic has progressed the impact on the economy over the course of 2020 has become clearer. Whilst it will be some time before official data is available to provide an assessment of impact on these official measures across the course of 2020, data is available to provide insight on how the pandemic has affected the economy, labour market and household finances.

Economy and business

Data from ONS suggests the UK economy contracted by 9% in the year to November. The majority of this fall came in the early months of the pandemic, followed by six consecutive monthly increases up to and including October. However, GDP fell by 2.6% in November as England entered a new lockdown, with contraction anticipated across Q4 2020 as a whole. The level of support available to businesses, and the time period for which this has been sustained, is longer than the scenarios initially anticipated. There is some evidence that this has helped to mitigate business failures.

Data from Bureau van Dijk's Fame business database shows 12,800 businesses were dissolved or liquidated in West Yorkshire in 2020. This is actually lower than the 15,300 seen in 2019, but this likely partly reflects the moratorium on liquidations in place over the summer, as well as potentially the impact of support measures in place.



Source: FAME, Bureau van Dijk, 2021

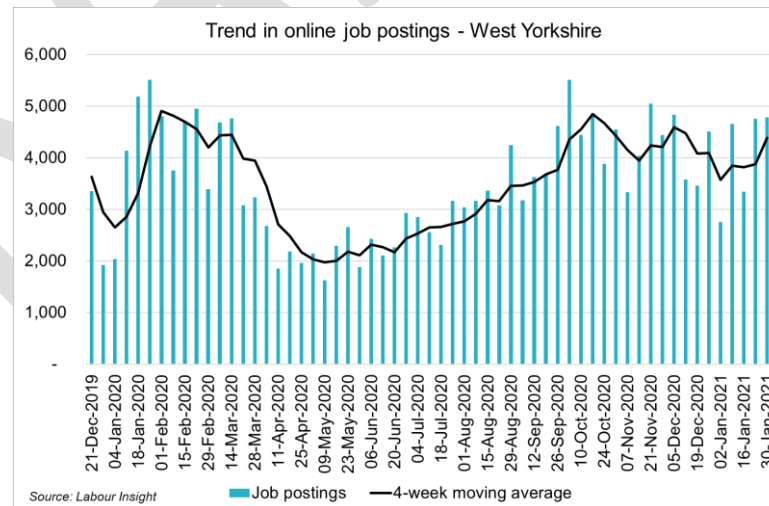
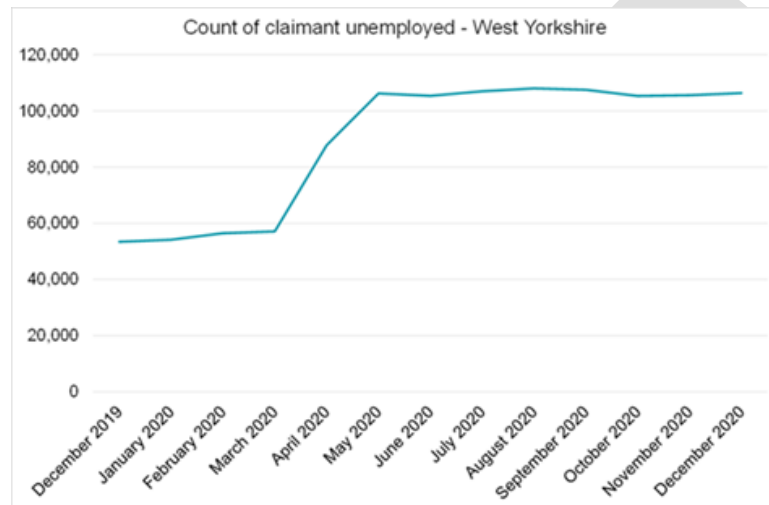
However, business failures in early 2021 are increasing, with failures in January 2021 45% higher than in January 2020. A third of West Yorkshire businesses said they had less than three months cash in reserve in January, a figure that had been fairly consistent since November but which still suggests significant challenges. Meanwhile separate data from the Office for National Statistics on business births and deaths, which is more limited in that it focuses more narrowly on businesses registered for VAT or PAYE, and has different conditions for removing businesses from the register (such as for reasons of inactivity), suggests business deaths were around 10% higher in Yorkshire & Humber and 13% higher nationally in 2020 when compared to 2019. This shows 24,670 business deaths in the Yorkshire & Humber region in 2020.

Labour market

The ILO unemployment has remained lower than many forecasters anticipated, reaching 5% nationally in December 2020. The job retention scheme is likely to have substantially reduced levels of unemployment, with around a third of all eligible jobs being furloughed at some point in the pandemic, peaking in the summer. The picture was similar in West Yorkshire with 320,000 jobs furloughed up to August – 31% of eligible roles. As of the end of December, almost 113,000 jobs in West Yorkshire were furloughed – 11% of the eligible total.

Although official unemployment figures are relatively low compared to historic economic crises, the current West Yorkshire claimant count is 106,300, 86% higher than in March of this year, with most of this increase seen in the early months of the pandemic. Some people claiming such benefits are likely to be in work but experiencing a reduction in income during the pandemic. West Yorkshire's claimant rate (claimants as % of working age population) is currently 7.3% compared with the national average of 6.4%.

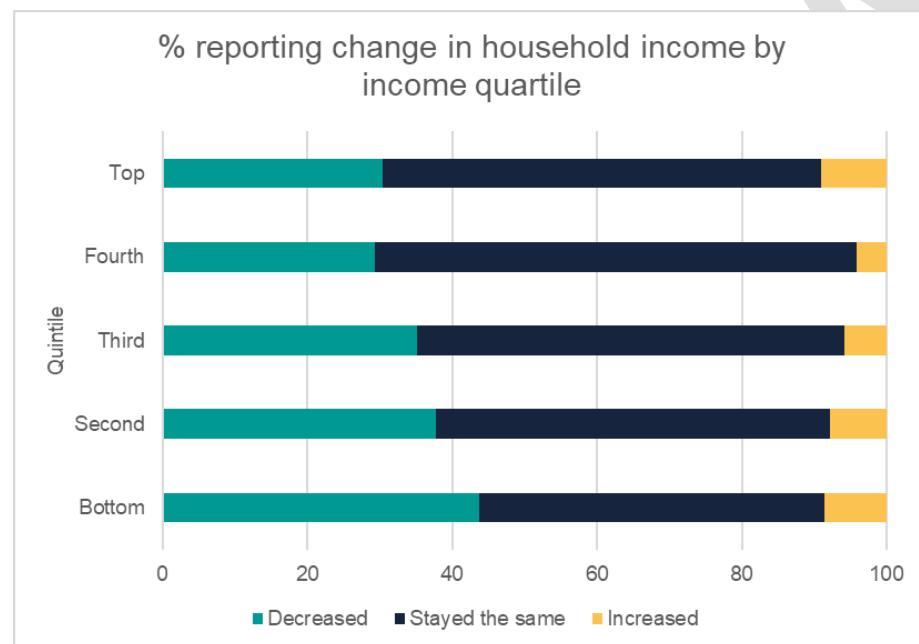
Job vacancies posted online also fell sharply during the spring and summer of 2020 before recovering to some degree. Although the subsequent lockdowns have dampened activity this has not fallen back to levels of the first lockdown. As of late January, postings are around 2% down on pre-lockdown level.



Household incomes

Data from the ONS Opinions and Lifestyle Survey suggests that the impact of the pandemic on household incomes has varied across different cohorts and demographics. 44% of those in the bottom quintile of the income distribution prior to the pandemic reported reduced income between April and October, compared to 30% in the two highest earning quintiles. Other groups who were more likely to report reduced incomes include people aged 30-59 (compared to older and younger age groups), parents (compared to non-parents) and the self-employed (compared to other employed groups). However, younger people and those on low income were more likely to have seen reduced hours and/or not be paid in full if hours are reduced. Of those who have not been able to work (either because of being on furlough or for another reason), 52% of people in the top income quintile continued to be paid in full, falling to 28% in the lowest income quintile.

The proportion of people borrowing more than usual increased over the course of 2020, whilst the proportion able to save decreased. By December, 9 million people nationally had had to borrow more than usual. The proportion borrowing money rose from 10.8% in June to 17.4% in December.



Future paths

There have clearly been substantial developments in the course of the pandemic since Experian's scenarios were developed. These have affected the direction of the health crisis and influenced its impact on the economy. It is anticipated that further work will be undertaken to review the scenarios developed in mid-2020 to account for these developments. Whilst little analysis is available which forecasts impacts and accounts for the latest developments such as the emergence of new variants in late 2020, the OBR's November scenarios present a more recent assessment of potential trajectories. Their latest assessments factor in more recent developments in the economy (prior to the third lockdown in January). These include the fact that government had taken a more accommodating position in terms of debt to support the economy through the pandemic than had previously been anticipated, but also considered the likelihood of restrictions remaining in place for a longer period. Their central forecasts now assumes that restrictive public health measures remain in place until Spring 2021, and the downside scenario assumes that vaccine ineffectiveness means these measures are extended yet further.

These scenarios suggest a drop in GDP in of between 11.3% and 15% in 2020 (in their central and downside scenarios). Numerically, this is broadly in the range of scenario 2 developed by Experian, though in terms of the course of the pandemic more closely resembles the W scenario. OBR's latest central forecast anticipates that activity will return to pre-pandemic levels in Q3 2022, but not until late 2024 in the downside scenario. Unemployment peaks at 7.5% in their central scenario, but rises to 11% in the downside estimates.

However, the future path clearly remains highly uncertain, and will be influenced by both the course of the pandemic, domestically and internationally, and the support measures in place to mitigate current impacts and support the recovery. Whilst data for 2020 suggests measures to date have mitigated some of the potential impacts so far, and this is reflected in the latest analysis by OBR, it is uncertain how long measures to retain jobs, sustain businesses and support the housing market. There are also additional factors to consider, like the impact of the pandemic on educational attainment and school and university leavers attempting to enter the labour market. Further work will be needed to refine and sensitivity test the local forecasts to account recent and ongoing developments with regard to the pandemic itself and its impact on the economy.

7. Three stages to recovery

Lasting economic recovery from COVID-19 is going to require moving in stages, particularly as the process of vaccination continues in 2021. Whilst these stages may take place, at times, simultaneously, they will provide a different focus to support recovery:



6-12 months

Rescue

Acting now whilst a vaccine is rolled out – supporting communities, saving key industries & getting people into jobs, infrastructure projects that can be delivered

1-2 years

Re-imagining

Setting the aspiration for the future – skills & retraining, supporting growth industries, low carbon infrastructure and transition

2-5 years

Resilience

Delivering future prosperity – skills & career pathways, innovation, stronger communities, better environment

8. Reducing Inequality / Inclusive Growth

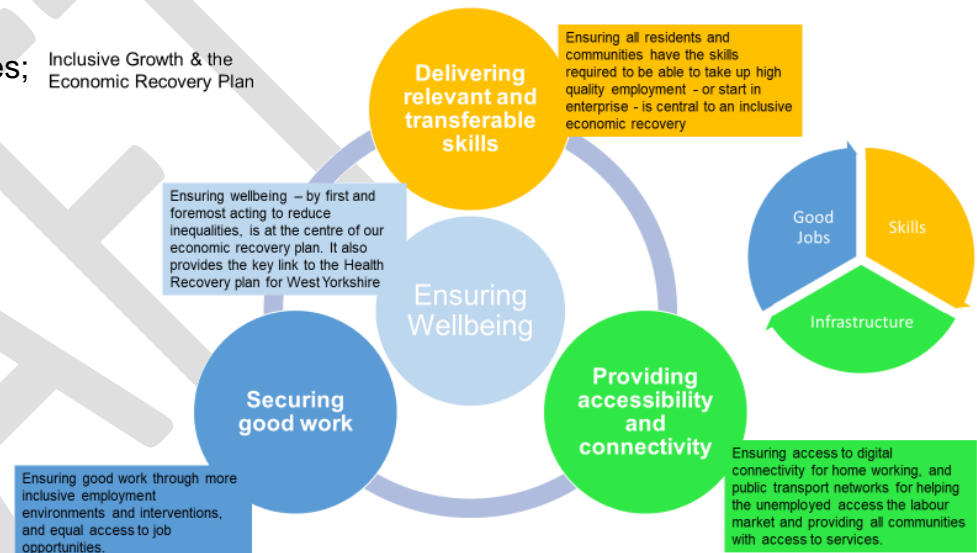
The impact of COVID-19 has demonstrated starkly the range of inequalities and injustices that permeate our region, as well as nationally and globally. We are determined that the interventions contained in this Plan make a positive impact in not just reducing, but eliminating, the unfairness individuals and communities in our region face in relation to the following Inclusive Growth goals:

- Wellbeing - including good physical and mental health;
- Connectivity and Accessibility – including to economic opportunities;
- Relevant and transferable skills - to enable social mobility; and
- Good work - which offers sustainable, high-quality employment

Our proposed measures of success will be critical in demonstrating what impact we have had. And the fulfilment of these goals is central to the achievement of our related Inclusive Growth ambitions, such that:

- Our Individuals and communities become Socially Mobile because they are inspired, confident, and engaged
- Our Employers provide Good Work because they: value and benefit from diversity (at all levels); actively promote employee welfare; and invest in their workforce.
- The region delivers an Inclusive Economic Recovery, for both regional and national benefit because delivery of our Goals ensures that economic and social disparities are not just reduced, but eliminated.

It is recognised that all sectors will play an important role in terms of delivering an inclusive economic recovery and ongoing resilience. For example, the crucial role played by the Voluntary, Community and Social Enterprise (VCSE) sector during the pandemic has been recognised in terms of connecting with the people and communities that have needed the most assistance. It is therefore proposed that the role of the third sector should be further enabled², to ensure (including by working with the private



² Supporting the approach described by Andy Haldane in [The Third Sector and the Fourth Industrial Revolution](#)

and public sector) that our most excluded individuals and communities benefit fully from recovery. This model is within proposed activities across each of our three priorities, including in employment and apprenticeship brokerage, in delivering entrepreneurship, and through intervention directly linked to our inclusive growth framework such as good work standard, coordinated employment, skills and health offer for long-term unemployed, social prescribing pilot, and community hubs capital projects.

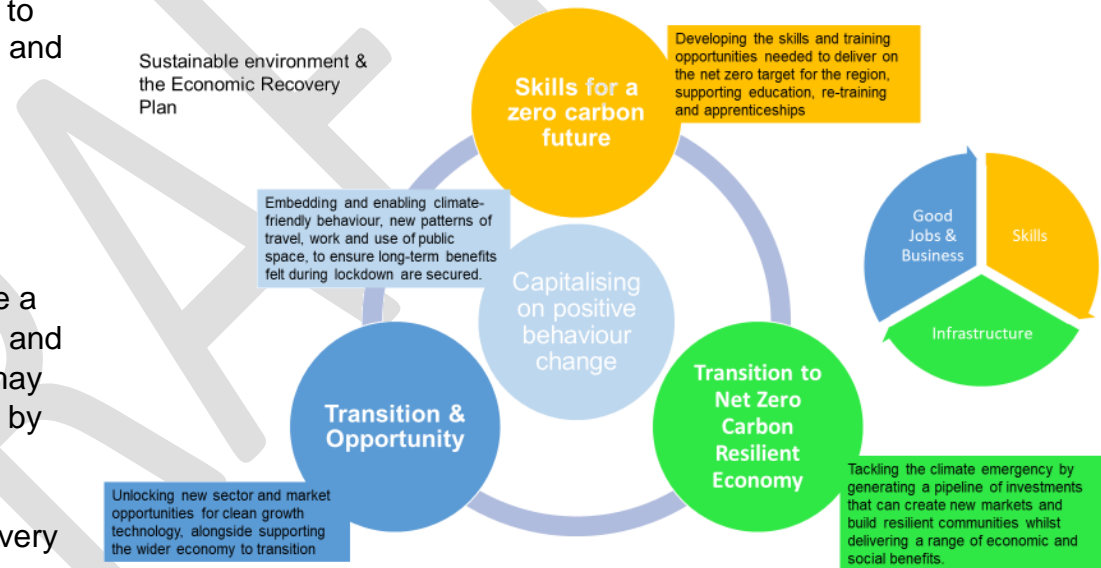
Culture and sports will also play a vital role to play in delivering an inclusive economic recovery. As recognised in our regional cultural framework, experiencing arts and culture and actively taking part can transform the quality of life for individuals and communities. Culture, cultural and sports-based organisations can assist in delivering inclusive growth through their ability to reach and benefit disadvantaged areas and to bring communities together. Community-led cultural and sports-based activity promotes a sense of belonging and social cohesion, which helps to inspire people and build a collective sense of identity and endeavour.

9. Tackling the Climate Emergency and Environmental Sustainability

Even before COVID-19, we were facing a climate emergency. Whilst lockdowns have temporarily made a significant positive contribution to reduced emissions and nature recovery, long term the impacts of Covid-19 may adversely affect achieving our net zero carbon target by 2038 with CO2 emissions (and wider emissions) not declining at a pace and scale to meet our target.

Therefore, it is essential that all elements of our recovery plan make positive long-term contributions to a tackling the climate emergency and wider environmental sustainability.

As is detailed in the proposition on Transition to Net Zero Carbon Resilient Economy, the transition will unlock significant economic benefits, new jobs, new training and upskilling opportunities and a range of new business opportunities. It will also reduce harmful emissions, help nature to recover and improve our region's longer-term climate resilience. Up to 70,000 new jobs in West Yorkshire could be created through climate investments by 2050 (LGA 2020).



Our planned measures:

- Create new business, jobs and training opportunities through accelerating a range of planned zero emission capital projects
- Development of an initial zero-carbon pipeline and funding proposition including low carbon, energy, flooding and nature recovery projects
- This pipeline will guide how to shape 1) new net zero skills programmes including a new partnership and workforce pilot 2) business support programmes including supporting over 150 businesses to decarbonise and bespoke support for industry.
- Setting up a home retrofit hub to support whole house retrofits with data, information, advice, assessments and promotion

These planned measures make up our Transition to Net Zero Carbon Economy proposition. This proposition is only part of the region's current and future plans to tackle the Climate Emergency. To fully achieve a net zero carbon economy by 2038 will require system level changes and billions of pounds of investment.

10. Priority Areas for Action

Priority 1: Good Jobs & Resilient Businesses

Part of the vision of the recovery plan is for a recovery that produces resilient and thriving businesses, boosted by innovation, high and diverse skills and entrepreneurialism and that takes advantage of the untapped opportunities decarbonisation of our economy can offer. This will be the foundation for Good Jobs. Our Must Win Battles for this action area describe what is needed to deliver this through recovery.

To achieve this will require significant national intervention, leadership from the private sector, and working closely across West Yorkshire with local authorities, trade unions and the LEP. We must start from the industry strengths we have already in manufacturing, financial services, digital, health tech and clean tech.

Must Win Battles

Rescuing and building resilience across strategic regional sectors

Whilst parts of our economy need support to thrive, many supporting and facilitating sectors (Retail, accommodation, transport, arts, entertainment & recreation and transport equipment) employing 262,000 people in West Yorkshire (24% of all jobs) have been hard hit by COVID-19 restrictions and must be rescued and supported to become more resilient. Depending on the scenario, this will look different across our key sectors. Whilst this resilience we be needed to safeguard existing jobs under ongoing restrictions, our major focus is on what can be done to generate the numbers of new good job opportunities that will be needed in rescue or re-imagining, which means looking at growth, inward investment and new market possibilities.

Support the under and unemployed back to work

Creation of new job opportunities is also essential to counter the rising numbers of those without employment, During the first lockdown in April and May 2020, jobless claimants increased by an unprecedented 87% in WY (94% in LCR) and have remained at this level over the course of the year. In scenario 3 of our modelling there could be up to 58,000 jobs lost in 2020 with the local job market not returning to its pre-crisis employment level until Q3 2025. With job postings down by almost two-thirds, further support will be required to stimulate demand for jobs through wage incentives, particularly during the rescue phase as the CJRS

Headlines

- The COVID-19 impacts to date on jobs and businesses have been severe, and could have a long-term impact on productivity
- In rescue, we need Government to support the safeguarding of our existing Good Jobs, and we will locally support businesses to create jobs that individuals can access. (Asks £85m)
- In re-imagining, we have opportunities to support new and growing strengths, and to boost entrepreneurialism in our communities (Initial asks £292m)
- In resilience, we can make jobs healthier and greener, with Government backing regional infrastructure (Initial asks £131m)

and furlough support tapers. This is already being seen to impact young (18-24) and older people (over 50s) more. As we move into re-imagining, this focus should increasingly look to promote social mobility by moving people into longer-term career progression pathways, offering support to access growing good employment opportunities in digital and clean growth roles.

Deliver levelling up through increased productivity in good work

The region had the fastest growing digital sector in the country prior to Covid-19 (employment growth of 48% between 2015 and 2018), and previously identified strengths in health tech and food production are at the forefront of work on the recovery. Yet output per hour worked is largely unchanged since 2010 in West Yorkshire once the impact of inflation is removed, and remains about 14% lower than UK levels. Productivity remains the key long-term route to improved living standards, but must be done in a way that unlocks good work - 271,000 WY employees (29% of the total) were not in good quality work (ONS definition based on Taylor Review) before COVID-19 and response has shown just how important relationships between employers and employees can be. Whilst rescue may focus on retaining the good work that already exists in the region, reimagining and resilience should encourage new employers who are committed to Good Work and support employers who currently don't to engage through more inclusive employment environments and interventions, recognising the role played by Trade Unions and other employee bodies.

Making supply chains more resilient

COVID-19 has meant disruption to supply chains across the West Yorkshire economy, impacting the ability of business to operate as lockdowns and restrictions have continued³. The end of the transition period for the UK's membership of the EU further reinforces the need for resilient supply chains both for businesses and consumers to thrive. Analysis of trade flows for West Yorkshire⁴ shows that electronic and industrial machinery is a key import and export for the region, emphasising our critical importance to supply chains in industries such as automotive, even with no OEM (Original Equipment Manufacturer). Medicinal and pharmaceutical products also feature in the top 10 commodities imported and exported, reflecting the area's role in the health supply chain. As the EU-UK Trade and Cooperation Agreement has now been signed, our focus for rescue must be to ensure supply chains can transition, and re-imagining and resilience must seek the opportunities West Yorkshire has within new trading policy.

Increasing digital & innovation driven entrepreneurialism

³ Leeds City Region / Chambers of Commerce Quarterly Economic Survey, Q2 2020

⁴ Yorkshire and the Humber trading relationships, MDST Transmodal, 2020

Entrepreneurialism has been a critical driver of economic growth out of difficult times, and West Yorkshire has the ingredients. Annually the region generates more than 10,000 start-ups. There are also more scale-ups in the wider Leeds City Region than anywhere in the North (258), according to data from Beahurst. Many of these businesses are already innovating in response to Covid-19, in sectors identified as local strengths pre-Covid, including food & drink, health tech, creative & digital and professional services. In a scenario where there may be higher levels of unemployment and fewer job opportunities initially, digital skills, mission led innovation and a renewed focus on pre-start and start-ups will be critical to kickstart the region, as will be attracting talent and investment into the region from elsewhere. Supporting survival beyond the first year will be a key success measure.

Must win Battles: Rescuing and building resilience across strategic regional sectors, Support the unemployed back to work, Deliver levelling up through increased productivity and good work, Making supply chains more resilient, Increasing digital & innovation driven entrepreneurialism

Rescue	Re-imagining	Resilience
<p>Government need to focus on: Financial support to the unemployed, finance to safeguard jobs and businesses in the most affected sectors, support post-Brexit transition for businesses facing new barriers.</p> <p>At West Yorkshire level we will deliver:</p> <ul style="list-style-type: none"> • Employment and apprenticeship brokerage supported by £7.5m invested in Employment Hubs to help 5,500 individuals • Re-training for people on furlough/at risk of redundancy (see skills section) • Business Support and access to advice to get SMEs operational safely and creating job opportunities • Support those trading internationally as part of the city region's major role as a UK manufacturer and service provider as we adapt to new trade relationships • Stimulate innovation and investment, and support new digital ways of working • Creative catalyst programme to support creative industries accelerate and grow 	<p>Government need to focus on: Providing patient capital for investment in industry and innovation, setting trade policy goals</p> <p>We will deliver (subject to funding):</p> <ul style="list-style-type: none"> • Regional support for businesses seeking investment to grow, innovate or explore new market opportunities particularly to grow jobs in areas of regional strength — like health and clean growth tech. • Support for retraining in sectors/occupations with growth potential (see skills section) • A Good Work Standard for West Yorkshire, focussing on commitments that drive positive employment, diversity & inclusion and productivity • Inward investment and skills packages to support on-shore and re-shore of industry that can unlock good jobs • Support to build innovation driven start up and scale-up enterprises (including social enterprises), particularly in disadvantaged communities 	<p>Government need to focus on: financial incentives to support industrial transition, unlocking key long-term infrastructure projects for the North e.g. NP Rail</p> <p>We will deliver (subject to funding):</p> <ul style="list-style-type: none"> • Support and access to finance to grow jobs and productivity in growth sectors • Deliver a coordinated West Yorkshire innovation ecosystem • Help businesses to develop more resilient supply chains, working to reduce carbon footprints of trade • Skills brokerage service to stimulate demand from employers • Support for those looking to become exporters, or to explore new opportunities beyond UK markets • Mission based challenges for solving key social and environmental issues • Support businesses to grow back greener to maximise new business opportunities and increase good jobs.
<p>Government ask: £60m to deliver employment support for 30,000 people (to 2025) £10m to support 9,000 business to get back operating, productively and innovatively, safeguarding 25,000 jobs in West Yorkshire in the process, flexible £15m Trade and Investment Fund</p>	<p>Government ask: £220m for a wide-ranging entrepreneurial revolution, £20m Made Smarter programme, £10m for ActEarly North, £15m for skills packages to create new jobs, £20m Digital Enterprise, £2m health accelerator, £5m creative industries network</p>	<p>Government ask: £30m flexible strategic business investment fund for growth sectors. £1.3m for green business support, £100m Innovation deal</p> <p>Note: Given the uncertain nature of COVID recovery, we will need to add and refine as impacts become clear. We urge Government to engage with us on this process.</p>

Priority 2: Skills and training for people

Depending on the eventual scenario, we face the risk of a perfect storm in the labour market – with elevated unemployment, a slow recovery in vacancies, winding up the CJRS leading to increased exits from work, a collapse in apprenticeship numbers related to overall labour market changes. Those in compulsory education have missed a significant part of a year's education and may need to 'catch-up', resit and stay in formal education for longer. Around 800,000 young people leave education and enter the labour market nationally each academic year. Our Must Win Battles for this area focus on making sure we have the training, re-skilling and education in place across partners in the region to be able to respond to these challenges.

Must Win Battles

Prevention of NEETs and youth unemployment

Youth unemployment increased by 109% between December 2019 and December 2020. Historically, unemployment has a greater negative impact for young people economically and on their wellbeing, particularly BAME communities. For example, Young British Pakistanis are 25% more likely to be NEET than their peers. Urgent action is required to prevent young people disengaging from employment, education and training ('NEET levels'), which had fallen significantly over the past few years. The impact on young people is likely to be greater if they are excluded from the labour market as competition for jobs increases. In rescue, there is an immediate need to protect apprenticeships as a route to employment for young people. Apprenticeship starts amongst young people have already seen a decline since the introduction of the levy. As we approach almost a year of disrupted formal education for students of all ages we need to build further capacity in the system to deliver a blended approach to learning and undertake preventative work that seeks to assure young people and their parents and carers about their future study, training and work options. This will help to ensure that there is intensive and targeted support available for those at risk of becoming NEETs as they leave the education system, with the aim of turning this risk into an opportunity to stimulate demand for apprenticeships and other high-quality skills and training programmes.

Address inequality of access to learning

Headlines

- Depending on the scenario, we may be facing unemployment levels up to 14.7% in 2021
- In rescue, we need Government to support financial support to the unemployed and to training providers, and regionally we will focus on support for employers and job seekers, retraining and skills for education leavers (Asks £65m)
- In re-imagining, we will build the regional skills offer for the future labour market (Initial asks £100m)
- In resilience, we need to see implemented the recommendations of the Future Ready Skills Commission (Initial asks £308m)

Disadvantaged / pupil premium learners in schools trail their peers by 18.1 months in attainment. Twice as many people in professional occupations undertake training as in manual occupations. Nearly a quarter of people in Yorkshire and Humber lack essential digital skills for life, with the elderly, low-skilled and those on low income highly represented in that group. The shift to online and small group learning has further highlighted the inequality of access as an issue that will worsen the divide. Significant action will be required to support individuals to access learning through different formats and settings, whether that be school age, college and universities or adult learning. This includes places of learning; community settings, buildings adapting to social distancing measures, as well as investment in the IT equipment, infrastructure and digital skills that allows a more equal access to blended learning.

Building a strong skills offer for the West Yorkshire labour

The lockdown has led to a collapse in participation in traditional skills programmes, with the first college redundancies and closure of a specialist training provider both announced in the region. Apprenticeship starts for under-25s were down 22% on the previous year, with Q3 start down by 49%, this is across all subject areas with the exception of construction. This could mean that many Independent Training providers may not survive financially at a time when we are seeing greater devolution of adult skills funding to Mayoral Combined Authorities. Providers need support to shift towards new ways of curriculum delivery, delivering a fast response to the sharply rising demand for online and flexible learning, including for new T-Level qualifications, traineeships and apprenticeship work placement elements are completed. There is an opportunity to reverse the sharp decline of adult participation in learning, and influence provision to respond to employer training needs. The devolution of the Adult Education Budget and delegation of L3 entitlements as part of Lifetime Skills Guarantee will bring opportunities to align provision with the skills needs of the Region.

Delivering relevant and transferable skills

Ensuring all residents and communities have the Skills required to be able to take up high quality employment - or start in enterprise - is central to an inclusive economic recovery. West Yorkshire is home to great, diverse communities. During the lockdown phase these communities, and the third sector, have been at the heart of response, coming together in positive ways to support, encourage and sustain, particularly the most vulnerable. This has taken different forms in our diverse West Yorkshire communities, and because recovery will also impact communities differently, it will be important that communities - and the third sector itself - are supported to become more resilient and sustainable.

Improved skills utilisation in the workplace

Around 9% of employers demonstrate high performing workplace practices nationally, a range of practices that lead to more productive workplaces. Employers will need support to identify opportunities to retain and increase the skills of their existing workforce to drive innovation and productivity, including diverse leadership and management, supporting individuals to stay in fulfilling work for longer, more inclusive employment practice so that they survive and come out of the crisis stronger and more resilient. Employers need to proactively manage job design and skills so that organisations can respond effectively to continuing challenges like automation.

Must win Battles: Prevention of NEETs and youth unemployment, Address inequality of access to learning, Building a strong skills offer for the West Yorkshire labour market, Improved skills utilisation in the workplace

Rescue	Re-imagining	
<p>Government need to focus on: financial support to the unemployed, supporting job retention and job creation, support to the education and training sector, national job guarantee scheme, free up ESF funding in order to maximise local investment, top-up AEB and offering careers support and advice</p>	<p>Government need to focus on: skills system reform, including alignment of skills funding including NRS, NSF and SPF, supporting transitions and well-being of young people & long term unemployed, capital investment</p>	<p>Government ask: £3m for skills utilisation pilot, £35m FE/post-16 implementation funding, £20m for careers destinations & work placements, £5m virtual careers infrastructure, £17m 3,000 Apprenticeship/work placements, £10m Enterprise Skills programmes & start-up support, £10m 100% Digital roll-out.</p>
<p>At West Yorkshire level we will deliver:</p> <ul style="list-style-type: none"> • Employment Brokerage to support those at risk of redundancy or unemployed [EH has £7.5m SIF for 5,500 + kickstart] • Adult re-training / upskilling courses to help people retrain quickly whilst in work or on furlough [£6m SIF for 4,500 + national bootcamps via NSF] • Coordination of Apprenticeship and work placement support for employers • Careers tools for summer graduate and school leaver programmes • Digital skills programme coordination for individuals and SMEs through Digital Skills Partnership • STEM skills / green recovery programme • Health workforce planning programme 	<ul style="list-style-type: none"> • Apprenticeship and job creation wage subsidies to complement national kickstart and restart - targeted at young people, and other disadvantaged / under-represented groups and to stimulate individual and SME business demand, • Upskilling / re-training in emerging sectors [national bootcamps and £6.5m SIF] • Strategic and responsive commissioning of Adult Education Budget and L3 Lifetime Skills Guarantee entitlements for 21/22 onwards, focussed on areas of unemployment need • Education/careers targeting disadvantaged learners, extended to EY and primary and build resilient virtual careers and skills development support • Skills and capacity building for entrepreneurs – focussed in communities • Pilot approaches to High Performing Working Practices • Digital/STEM/Green/HSC Skills Partnership delivery with workforce fund to support re-training / upskilling and new entrants • Support for older workers, aged over 50, to stay in fulfilling work for longer 	<p>Resilience</p>
<p>Government ask— e.g. £30m for 10,000 adults re-trained over lifetime of the plan, £10m for green skills partnership, £10m for digital skills partnership £15m for health and social care workforce and support for LT unemployed with complex health needs.</p>		<p>Government need to focus on: skills system reform, including alignment of skills funding including NRS, NSF and SPF high quality employer led technical training including digital, increase AEB funding</p>
		<p>We will deliver (subject to funding):</p> <ul style="list-style-type: none"> • Work with Government to implement the Future Ready Skills Commission recommendations • Deliver entitlements and commission ‘test pilots’ as part of AEB strategy to ensure equal access • A coordinated employment, skills and health offer for long-term unemployed
		<p>Government ask: Devolve work and health programmes, adults and careers funding, £8.6m creative skills programmes, £300m flexible skills fund (see also rescue)</p>
		<p>Note: Given the uncertain nature of COVID recovery, we will need to add and refine as impacts become clear. We urge Government to engage with us on this process.</p>

Priority 3: Accelerating Infrastructure and Capital Projects

Infrastructure has a critical role to play in recovery, both in unlocking economic opportunities with good jobs and skills, and in delivering longer term resilience for West Yorkshire, both for our communities and for our environment. Our Must Win Battles focus on moving quickly to deliver physical infrastructures in public realm, digital, flood risk management, transport, housing and low carbon and other supporting infrastructure. However, they also emphasise that we must ensure that this delivers for the people of our communities, and that we also retain and build the social infrastructure and culture that makes our distinct places environments where people want to live, work and visit.

Must Win Battles

Levelling up the City Region

Covid-19 has diverted attention from the levelling up agenda for the north but has now become even more acute in terms of deprived communities that already needed targeted investment to deliver resilience for the future. Public spending per head on economic affairs in Yorkshire was around 70% of UK levels in 2017/18 (£565 in Yorkshire vs. £802 in UK). This is down from 92% in 2015/16, and 81% in 2016/17. Meanwhile Gross Disposable Household Income is 81% of UK levels in West Yorkshire. Capital investment (including on transport) is needed in the north, providing confidence in a pipeline of West Yorkshire projects. But it must be done with existing communities, and address the needs of people both to have a role in the development (through design, jobs & training) and to genuinely benefit from its results (through healthier, inclusive and greener places).

Post Covid Ready Places

Recovery offers the opportunity to accelerate a process already begun to transform our towns and cities into successful, sustainable places. The challenges will be different for our major urban city centres Leeds, Bradford, Wakefield, compared to our smaller town and rural locations. Around three quarters of businesses expect measures such as social distancing to be in place for between three and twelve months⁵. In rescue, we will need to focus on addressing social distancing requirements as opening up of

Headlines

- 64% of people expect to work from home more after COVID-19
- In rescue, we need Government to take the rapid decisions needed to unlock our shovel ready capital projects, and we will support communities to utilise existing space (Asks £76m)
- In re-imagining, we can begin our work to healthier, digital and greener places, utilising our strengths in clean tech and MMC (Initial asks £94m)
- In resilience, we must secure the future prosperity of our communities, including through flood resilience (Initial asks £276m)

⁵ Leeds City Region / Chambers of Commerce Quarterly Economic Survey, Q2 2020

the economy proceeds and confidence in safe public places needs to be rebuilt. In the longer term, analysis by Cushman & Wakefield⁶, JLL⁷ and others suggests that whilst remote working and lower density office space will remain desirable, companies and workers will still demand spaces that promote collaboration, interaction and wellbeing. In re-imagining, therefore, Towns Fund, Future High Street and other programmes need flexibility to respond to a potential further rapid contraction of retail and commercial use in towns and cities using transitional uses to try and test what works best for different places, including how culture can be play a central role in making cities, towns and high streets places people want to be. And in resilience, some places will need large scale interventions to create future markets, with brownfield sites (largely within urban cores) brought forward to provide a good quality affordable housing offer, alongside the social infrastructure to make good places to live.

Resilient Communities

COVID-19 has reinforced powerfully the need for holistic approaches to developing resilient, healthy, safe communities with local green space for all communities to use. 64% of people expect to work from home more in the future than prior to lockdown according to our transport survey, whilst more than a fifth (22%) of businesses expect the move to home working to be in place permanently. We need to strengthen existing places, and we can build on learning from district Streets for People pilots, and the opportunity to increase flood resilience for the communities that have faced devastating impacts in the events of 2015 and 2019. But with building opportunities also central to recovery, we need to apply this also when creating new developments, giving priority to the design of future-proof homes, including space for working/study, and homes that allow individuals to be shielded when necessary.

Accessibility and Connectivity to Communities

COVID-19 has demonstrated what a radical shift in work, transport and community activity means for our current infrastructure. In the coming weeks 49% and 62% of respondents to our transport survey said they would use the bus and train less, respectively, and 34% said they will walk more. If positive behaviours for our environment of reduced car usage, more active travel, greater home working and more local spending are to be retained in a sustainable way, then our connectivity infrastructure needs to support that. Linking closely to the work in our regional transport recovery plan, we are committed to both the short term requirements in rescue to keep communities connected, particularly to work and training opportunities, and also to long term strategic planning and an integrated approach to investment to connect communities digitally, socially and through sustainable modes of transport. To reduce

⁶ The Future of Workplace, Cushman & Wakefield

⁷ The Future of Global Office Demand, JLL

inequalities, we must act specifically to tackle the fact that only 69% of properties in the 20% most deprived areas have access to Superfast Broadband and only 3% to Full Fibre.

Addressing New Challenges

Recovery offers a specific opportunity to both support the transition and meet our net zero carbon target and to stimulate jobs and skills opportunities, through addressing existing issues in our housing stock through public investment. Producing high performing energy efficient homes is an opportunity to build on the existing strengths of the region in Modern Methods of Construction (MMC), stimulating MMC home building programmes linked to training and investment in new technology. Alongside this, retro-fit energy efficiency programmes are needed for existing buildings, offering a long term solution to tackling fuel poverty in the region (fuel poverty affects more than 20% of households in 100 of our communities) and an opportunity to create high numbers of skilled jobs. Analysis by Ecuity for the Local Government Association suggests that West Yorkshire could have more green jobs than any other area by 2050 as the UK transitions to a net zero carbon economy (72,000 jobs), which we set out a route for in our proposition on Transition to Net Zero.

Must win Battles: Levelling up the City Region, Post Covid Ready Places, Resilient Communities, Accessibility and Connectivity to Communities, Addressing New Challenges

Priority 3: Infrastructure

09

Rescue	Re-imagining	Resilience
<p>Government need to focus on: rapid decision making on capital spend, facilitating regions to deliver infrastructure projects, protecting key culture assets, financial support for social infrastructure (including the third sector), support places which are adapting at pace</p> <p>At West Yorkshire level we will deliver:</p> <ul style="list-style-type: none"> £52m of our core plus proposition of shovel ready projects and delivery of the £67m Brownfield Housing Fund allocations – linked to protecting jobs and local job creation, supporting supply chains Provide support to help communities and businesses utilise suitable vacant space for temporary and transitional use Support for broadband access across the most deprived parts of the city region Facilitating regional social-infrastructure, including a regional social prescribing pilot Support for short-term green infrastructure initiatives, including cycling and walking Support shovel ready nature recovery and energy efficiency retrofit programmes <p>Government ask— £50m for shovel ready energy efficiency schemes, £25m extension of Towns Fund and vacant space pilot to support places undergoing rapid change, including arts and cultural activity, £1m social prescribing pilot</p>	<p>Government need to focus on: longer term funding programmes to deliver capital and green infrastructure pipelines, re-working the Green Book appraisal programme, devolve greater infrastructure decision making</p> <p>We will deliver (subject to funding)</p> <ul style="list-style-type: none"> Develop a net zero carbon pipeline of projects (including energy efficiency, GBI), implementation plan and skills offer Utilising the rail network to rapidly deliver full fibre broadband & 5G mobile coverage in rural areas Identify and/or develop a suitable framework to stimulate and advocate MMC home building programmes Deliver inclusive urban design, building on learning from district Streets for People pilots to produce high quality places to live Join up and maximise the opportunity between infrastructure requirements and local skills and training opportunities Deliver flood schemes with Yorkshire Water. Deliver a skills capital programme <p>Government ask: £680k develop an initial pipeline of low carbon / climate investments, with £3.3m skills programme. £80m skills capital investment, £10m healthtech capital</p>	<p>Government need to focus on: funding future community resilience, including flood alleviation, zero carbon housing programmes to provide long term regional capital programmes, delivering major national infrastructure to the benefit of West Yorkshire</p> <p>We will deliver (subject to funding)</p> <ul style="list-style-type: none"> Accelerating delivery of Flood Risk Management schemes Ensuring a long-term future proofed housing pipeline that delivers on the needs of West Yorkshire Using the ABCD model, support capital projects to develop and maintain community hubs A West Yorkshire Long Range Wide Area Network (LoRaWAN) to deliver smart city solutions for the region Rollout a 100% Digital West Yorkshire programme to support digital access and skills support <p>Government ask: £108m Digital Infrastructure, £120m Flooding Programme (2021-2027) and £5m for schemes delivered with Yorkshire Water, £3m Health innovation hub, £39m visitor and citizen experience.</p> <p>Note: Given the uncertain nature of COVID recovery, we will need to add and refine as impacts become clear. We urge Government to engage with us on this process.</p>

11. WY Kick-start Recovery Propositions

<p>19</p> <p>WY Proposition 1: Health Innovation (£25m)</p>	<p>Why West Yorkshire?</p> <ul style="list-style-type: none"> • National leadership and spending power – the decision-making centre for national policy and c.£130bn in funding • Industrial strength - there are substantially more value-adding med-tech firms here than in any other LEP area • Strength in innovation - some of the most accessible and forward thinking routes for businesses into the NHS • World-leading Research and Development – investing £100m plus for medical technology research, 8.9% of medtech patents submitted by UK • Strength in Data - distinctive longitudinal patient population cohorts (e.g. Born in Bradford) and the unique 'Leeds Care Record' <p><u>The Ask</u></p> <p>Levelling up: the rebalancing of public R&D spend to unlock private investment (£540m needed in Yorkshire and Humber to level up per person spending (Nesta, 2020)).</p> <p>Act Early: initial investment to unlock a new £10m institution of people-powered, data linked population laboratories to co-produce, implement and evaluate novel early life interventions to prevent disease, improve health and reduce inequalities, including a digital skills programme for young people.</p> <p>The place for healthtech & health innovation: £15m commitment to support the infrastructure needed for West Yorkshire internationally as the centre for health tech.</p>
<p>WY Proposition 2: Lives Transformed by Digital (£158.9m)</p>	<p>Why West Yorkshire?</p> <ul style="list-style-type: none"> • Unrivalled digital strengths - fastest growing digital sector in the country prior to Covid-19 (employment growth of 48% between 2015 and 2018) • Coordinated leadership – regional Made Smarter Board and Digital Board have identified key digital priorities, building on our existing assets and strengths • Delivery in progress - a new digital voucher scheme focused on remote working and cybersecurity for micro and smaller businesses, 100% digital pilot in Leeds, WY superfast broadband <p><u>The Ask</u></p> <p>Made Smarter Adoption Pilot - £20m to further scale up and exploit / capitalise on opportunities particularly linked to the region's manufacturing strengths.</p> <p>Digital Enterprise - £20m to scale the already successful programme delivering digital support to SMEs, including to meet demand for hardware and cybersecurity investments.</p> <p>Digital skills and exclusion: £10.5m over three years to roll out the successful 100% digital pilot in Leeds across West Yorkshire.</p> <p>£108.4m digital infrastructure fund – to unlock multiple shovel ready projects - Rural Gigabit Voucher, West Yorkshire Rail Network Fibre Delivery, Extension to West Yorkshire and York Superfast Broadband, West Yorkshire Long Range Wide Area Network (LoRaWAN).</p>

<p>29</p> <p>WY Proposition 3: Entrepreneurs (£340m)</p>	<p>Why West Yorkshire?</p> <ul style="list-style-type: none"> • Building on our diversity - One in nine (11%) business owners/directors is from a minority background in West Yorkshire, reflecting our area's diverse population • A vibrant scale up ecosystem - with more scale ups in the wider Leeds City Region than anywhere in the North • Innovation Driven Entrepreneurs – the region has been through the globally recognised MIT REAP programme – with a unique focus on solving societal challenges leading to two pilots ready for delivery – LEAP and BUILD • Capacity to do more - 7 universities, 91,000 students and 30,000 graduates, 10,000 new businesses formed each year, but only 1.4% of GVA spent on R&D <p><u>The Ask</u></p> <p>Kickstart Start-Ups: £20m to deliver an entrepreneurial revolution, beginning in the short-term with easily accessible entrepreneur support, with the long-term aim of doubling of annual start-ups (20,000) with £10m of skills support.</p> <p>Unlocking Innovation Driven Enterprises: building on the above, £200m for targeted and focussed support for high growth potential pre-start entrepreneurs (including seedcorn investment) and £100m for a LCR Innovation Deal.</p> <p>Transforming empty spaces: £10m funding to unlock capacity and support for identifying and utilising suitable vacant space for use by entrepreneurs, building on the findings of the WY One Public Estate Temporary Use commission and particularly the role of culture</p>
<p>WY Proposition 4: Transition to Net Zero Carbon (£192m)</p>	<p>Why West Yorkshire?</p> <ul style="list-style-type: none"> • Job opportunities - Climate investments can support 42,000 good jobs in West Yorkshire rising to 71,291 by 2050 (LGA 2020) • Industry strengths - West Yorkshire has unique strengths in low carbon transport, clean agri-tech, construction and circular economy that could support 40,000 jobs by 2036 • Climate challenges - Around 11 million tonnes of carbon produced annually, 1 million tonnes through energy intensive industry in West Yorkshire, and a range of energy inefficient, hard to treat housing stock and high levels of fuel poverty, Over 63,000 homes and more than 27,000 businesses with flood risk <p><u>The Ask</u></p> <p>Stage 1 £50 million to accelerate over 25 schemes (£30m energy efficiency schemes improving 3500 homes, £20m for over 150 public buildings by 2022).</p> <p>£680k to develop an initial pipeline of climate investments (including White Rose Forest, nature recovery)</p> <p>Stage 2 – Commence delivery of the pipeline (see stage 1) including £125m to support range of flood alleviation programmes over 6 years, with £21.5m to be provided for 'shovel ready' flood risk schemes by December 2022</p> <p>Maximising economic opportunities - £10m - develop a skills programme and £1.3m to deliver a net zero business support packages to over 150 businesses + energy and carbon intensive industry support.</p>

£9

WY Proposition 5: Culture and creative industries (£52.9m)

Why West Yorkshire?

- **Building on our assets** - a rich cultural heritage in textiles and world class sculpture to a more modern music, gaming and production chain of industries, with a young and vibrant population
- **Creative industries with scale** - the creative & cultural sectors employ 47,000 people across 7,000 businesses and has saw employment increase by 30% between 2015 and 2018
- **Local commitment** – our cultural framework sets a clear ambition for culture in the region, and through our devolved funding we have already committed to a number of local recovery culture projects through a £5m fund.

The Ask

Maximising Creative Business Potential: £5m to create a dedicated network of culture growth managers routed in local areas, and a mentoring and peer support programme, with improved links to mainstream business support including access to finance (see priority 1)

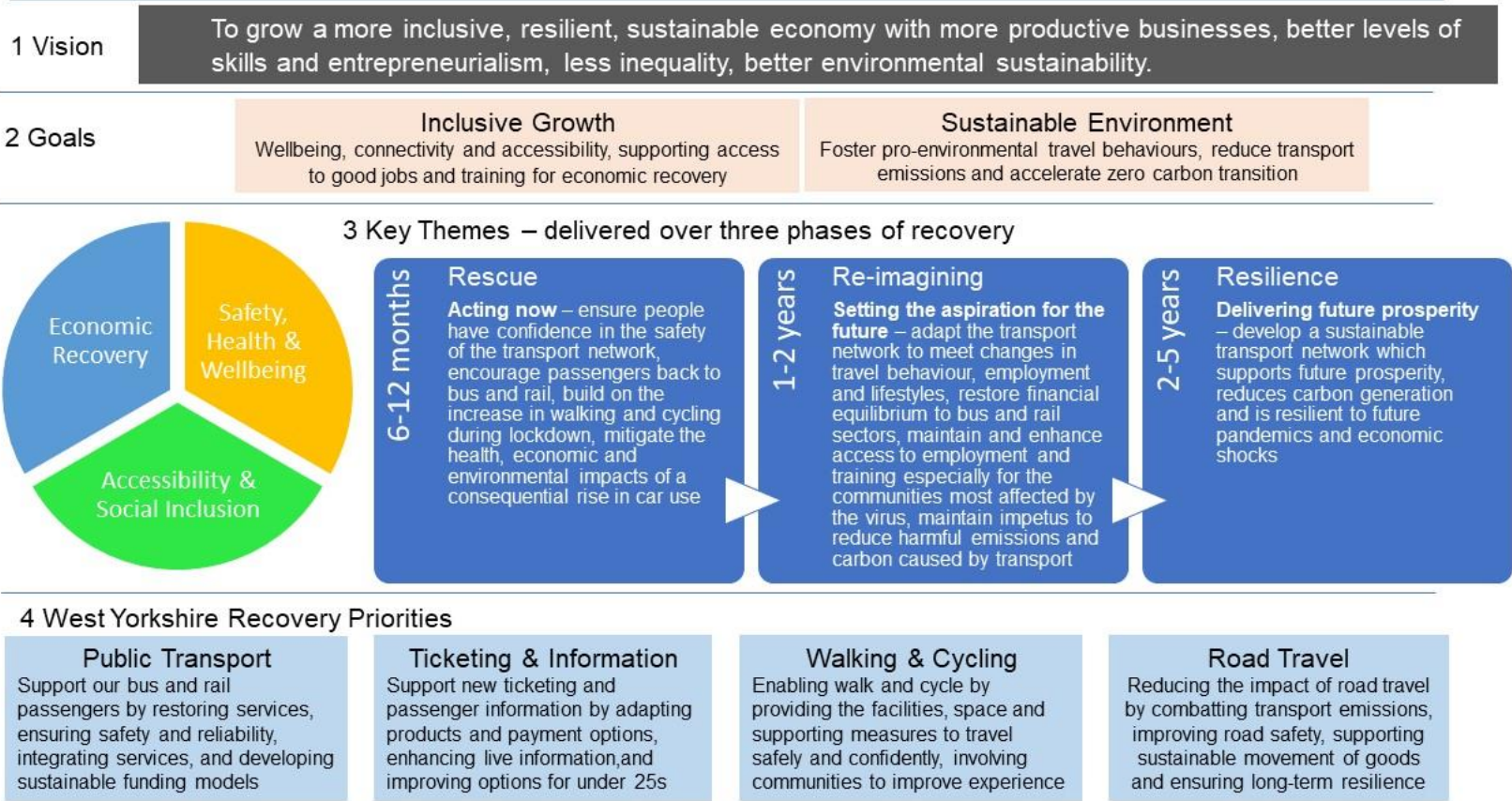
Creative Skills: linked to wider skills and training support under priority 2, £8.6m for a dedicated creative skills package focussed on re-imagining opportunities for young people, and ensuring creative industries have the skills to grow.

Visitor and Citizen Experience: £39.3m to catalyse large scale festivals (including Leeds 2023 and Bradford 2025) and cultural interventions in empty spaces, including through extending the successful Producers Hub and stimulating community led culture groups.

12. Summary of Transport Recovery Plan

Our approach to recovery recognises that for the people of West Yorkshire, our economic and transport recovery need to deliver against the same priorities. Therefore, alongside the economic recovery plan, at West Yorkshire level we have also developed a transport recovery plan that shares the same vision and goals.

West Yorkshire Transport Recovery Plan - 1, 2, 3, 4



13. Links to Other Plans

Public sector partners across West Yorkshire are working closely to ensure respective plans are aligned, complementary and not duplicative. As partner plans develop, this section will be updated to summarise the key interactions across:

Health: the health response to both this crisis and in planning for future crises is a fundamental consideration for the economic future of West Yorkshire. In addition, the crisis has highlighted and exacerbated already recognised health inequalities, often linked to economic and social inequalities, meaning partners across the region have a role in addressing for the future.

Local Authorities: the priorities in this plan need to be appropriately addressed through both regional and local plans and interventions, which need to complement each other.

Tourism - recognising the importance of tourism to the West Yorkshire and wider Yorkshire economies, this economic recovery plan is supportive of the plan developed by Welcome to Yorkshire for the sector and the need to reopen, recover and rebuild⁸

⁸ Welcome to Yorkshire's Recovery Plan for the tourism sector: <https://industry.yorkshire.com/media/79935/wty-covid-19-recovery-plan-full-report.pdf>

14. Measuring Success

The overall success of our approach to economic recovery will be seen through the indicators we are developing against our wider Strategic Economic Framework, for example relating to productivity and economic growth, incomes, quality of life, resident satisfaction and carbon emission.

This plan identifies the Must Win Battles in each of our priority areas for action. We will monitor progress against them through a range of indicators, aligned with our overall vision and goals.

	Economic indicators	Social indicators	Environmental indicators
Good Jobs and Resilient Businesses			
Increased Productivity	<ul style="list-style-type: none"> Output per hour worked Technology adoption 	<ul style="list-style-type: none"> Gross disposable household income 	<ul style="list-style-type: none"> Money saved through resource efficiency in businesses supported through REBIZ Reduction in CO2 and Emissions Intensity Ratio Reduction in energy consumption
Support for unemployed	<ul style="list-style-type: none"> Overall unemployment rate 	<ul style="list-style-type: none"> % of people unemployed for 6m+ % in good quality work [% of workers in insecure work] 	<ul style="list-style-type: none"> Jobs in the clean growth sector % attending green skills training sessions
Strategic sectors	<ul style="list-style-type: none"> Total employment / share of employment in relevant sectors 	<ul style="list-style-type: none"> Share of employment in disadvantaged groups Diversity in strategic sectors 	<ul style="list-style-type: none"> Jobs in low-carbon sectors Numbers supported through RE-BIZ/ Access Innovation
Supply chain resilience	<ul style="list-style-type: none"> Supply chain disruption risk 	<ul style="list-style-type: none"> Local/SME procurement spend 	
Entrepreneurialism	<ul style="list-style-type: none"> Number of start-ups / scale-ups % of healthtech start ups 1 year survival rate & confidence 	<ul style="list-style-type: none"> Diversity of start ups Number of innovations for social good, especially health innovation 	<ul style="list-style-type: none"> Start-ups tackling environmental challenges / innovation

	Economic indicators	Social indicators	Environmental indicators
Skills			
Relevant & transferable skills	<ul style="list-style-type: none"> • Employment and pay gap for disadvantaged groups • Working age without qualifications • Skills shortages and gaps • Economic activity rate • Claimant unemployment count for deprived neighbourhoods 	<ul style="list-style-type: none"> • Access to skills development for disadvantaged groups • Social mobility (attainment at KS4 by FSM eligibility and access to HE by social status) • Employers engaging with schools • Levels of digital exclusion 	<ul style="list-style-type: none"> • Access to net zero skills development for disadvantaged groups: apprenticeships, HE • Jobs in the clean growth sector • Attendance at green skills training
Prevention of NEETs	<ul style="list-style-type: none"> • Number of NEETs / post-education destinations • 16-24 / 50+ unemployment 	<ul style="list-style-type: none"> • NEETs in disadvantaged groups • 16-24 / 50+ unemployed in disadvantaged groups 	
Equal access to learning	<ul style="list-style-type: none"> • Participation in employment and skills programmes 	<ul style="list-style-type: none"> • Participation in disadvantaged groups 	
Strengthened skills offer	<ul style="list-style-type: none"> • Vacancies (online job postings) – level and occupational profile 	<ul style="list-style-type: none"> • Programme participation in demand / growth sectors 	<ul style="list-style-type: none"> • % with access to net zero / clean growth sector opportunities
Skills utilisation	<ul style="list-style-type: none"> • Prevalence of "flexible" employment modes • % qualified at L4+ or degree level employed in non-graduate roles 	<ul style="list-style-type: none"> • Variation across disadvantaged groups 	

	Economic indicators	Social indicators	Environmental indicators
Infrastructure			
Levelling up the City Region	<ul style="list-style-type: none"> Increased government investment Increased investment in R&D 	<ul style="list-style-type: none"> Earnings / GDHI per head gap to UK Other health and wellbeing metrics 	<ul style="list-style-type: none"> Homes and public buildings improved with energy efficiency measures Peatland restoration Number of trees planted. Innovation in clean growth sector Reduction in CO2 and NOx Emissions Intensity Ratio Properties with reduced flood risk Priority flood schemes delivered
Post-COVID ready places	<ul style="list-style-type: none"> New homes completion Commercial property occupancy 	<ul style="list-style-type: none"> New affordable homes completed Increase in stock available for rent 	<ul style="list-style-type: none"> Reduction in CO2 and NOx
Resilient Communities	<ul style="list-style-type: none"> % satisfaction with homeworking Number of days lost to sickness % workforce with chronic health condition 	<ul style="list-style-type: none"> Household access to green space Households living in fuel poverty Physical activity levels Wellbeing metrics 	<ul style="list-style-type: none"> See Levelling up metrics
Connecting communities	<ul style="list-style-type: none"> Number of premises connected to gigabit capable broadband. 	<ul style="list-style-type: none"> Jobs accessible by public transport from deprived communities Households in transport poverty Access to gigabit capable broadband in deprived areas % without basic digital skills 	<ul style="list-style-type: none"> Reduction in CO2 and NOx (other air quality where relevant) Increased mode share for active / sustainable modes
Addressing new challenges	<ul style="list-style-type: none"> Number / share of green jobs 	<ul style="list-style-type: none"> % of households in fuel poverty Health and wellbeing metrics 	<ul style="list-style-type: none"> Money saved through resource efficiency in businesses Reduction in CO2 and Emissions Intensity Ratio Reduction in energy consumption % of people working in the clean growth sector (new) Attendance at green skills training

Leeds City Region Culture and Creative Industries Proposition

West Yorkshire Economic Recovery Board

February 2021

Summary

This proposition aims to maximise the potential of culture and creative industries in driving economic recovery in West Yorkshire. It recognises the vital role of creative industries in West Yorkshire to the national economy, and the contribution of culture to our ambitions for reducing inequalities and improving quality of life through our economic recovery plan. The proposition asks for £53m to support a range of interventions that build on our existing strengths, closely aligned to our other four distinct propositions on health innovation, entrepreneurship, digital technology and transition to net zero carbon¹.

Background and context

In February 2020, just prior to the first COVID-19 lockdown, the Leeds City Region Local Enterprise Partnership and West Yorkshire Combined Authority endorsed a culture vision². That vision recognised that the City Region's attractiveness as a place to live, visit and invest depends on a great quality of life, and that culture can play a key role in delivering a stronger economy and more inclusive communities. Enhancing quality of life was therefore placed at the heart of our culture framework³, and is now at the heart of our economic recovery. The following culture and creative industries proposition draws from engagement in each of our distinct district culture ecosystems, and aligns with collaborations with wider partners from across the public, private and third sector of culture.

Quality of life, almost a year into COVID-19 restrictions, has never felt a more critical measure of success, and the vitality and creativity of our culture sector has been essential throughout the past year, making a positive impact in response to the lockdowns. Its ability to: 'create' communications: 'create' content (both serious and fun): 'create' wellbeing: 'create' and shape public realm and place.....and above all, 'create' solutions!

The COVID-19 Impact on the Creative Sector

Whilst much innovation has happened in response to COVID-19, large parts of our West Yorkshire cultural offer and creative industries⁴ have been nonetheless hit hard by the impact of Covid-19 and lockdowns. An early West Yorkshire regional survey on the impact of Covid-19 on the sector found that 82% said they had suffered financially and 25% were fearful of whether they would survive beyond the next month.

¹ All West Yorkshire Economic Recovery Plan propositions are available here: <https://www.westyorks-ca.gov.uk/about-us/governance-and-transparency/committees-and-meetings/economic-recovery-board/>

² <https://westyorkshire.moderngov.co.uk/documents/s14934/Item%2012%20-%20Appendix%202.pdf>

³ <https://westyorkshire.moderngov.co.uk/documents/s14933/Item%2012%20-%20Appendix%201.pdf>

⁴ The 'creative sector' included individuals and/or organisations which operate as creative businesses and/or deliver creative services. This included but is not limited to:

- * Advertising and marketing * Gaming and computer services
- * Architecture * Museums, galleries and libraries
- * Dance, Music, Theatre and cultural festivals * Literature, Poetry and Publishing
- * Design: product, graphic and fashion * Visual arts and crafts
- * Film, TV, video, radio and photography

The reliance of particular sections of the creative industries on in person attendance and footfall has been a critical factor, and partially explains why nationally almost half (47.2%) of arts, entertainment and recreation businesses reported that they were temporary closed or paused trading in January 2021. The sector also has the highest reported levels of workforce on furlough at almost 56% and are the least likely to report an increased turnover compared to normal expectations for the time of year (1.6%)⁵. Many creative small and medium enterprises (SMEs) and freelancers have seen their work dry up with few opportunities to begin the recovery process. Already at the beginning of the pandemic, The Creative industries Federation reported in April 2020 that more than 50% of creative organisations and professionals had already lost 100% of their income. A survey by creativehub in May 2020 also found that 56% of 'professional creatives' had no work booked in. The ongoing waves of restrictions and social distancing have seen this trend continue.

Whilst some of the central government support, recent emergency funds and the current £1.57 billion sector recovery schemes have been very welcome, they have provided much less support to large numbers of small community-based organisations and the very large freelance workforce. The sector is also minded that the emergency funding is only available to support organisations until March 2021 alongside an extended furlough scheme until the same date. Beyond this date, the real struggle may get worse.

We must re-stimulate the creative ecology; create the conditions to enable cultural and creative businesses to thrive; and maximise the impact of the cultural sector on our places. In the rescue phase, our immediate concerns are that creative businesses have the support to survive whilst working to regenerate sustainable operating models; but in re-imagining we must look further to ensure that our creative sector reflects and celebrates the strength of diversity and creativity in the region; that creativity can continue to enable, engage and empower our citizens enabling them to take full advantage of the region's rich cultural and creative offer and the opportunities this brings to enhance both life and work experiences.

The West Yorkshire Offer

A region rich in culture and creativity – a springboard for levelling up

Prior to COVID-19 West Yorkshire was placing culture at the centre of a vision for opportunities for the economy and people of our region. As well as looking to maximise the economic potential for job growth, visitors, skills and productivity (employment in creative and culture sectors increase by 30% between 2015 and 2018 in the region), culture was seen as imperative to place-based planning, in delivering key messages relating to climate change and improving resident's wellbeing. Our offer to Government is based on putting that plan back on track through economic recovery.

This will build on the solid foundations of a region rich in culture and creativity.

⁵

<https://www.ons.gov.uk/businessindustryandtrade/business/businessservices/bulletins/businessinsightsandimpactontheeconomy/28january2021>

Assets

The cultural assets of West Yorkshire stand out from a rich heritage in textiles and world class sculpture to a more modern music, gaming and production chain of industries. We also boast heritage and modern cultural assets, both rural and urban, which have together contributed to a growing and confident economy with some recent landmark moments, including the arrival of Channel 4 and the opening (or revitalisation) of World class creative assets (such as the Piece Hall in Halifax). Our Education Institutions also provide national specialisms in creative skills and talent development, including the Leeds Conservatoire and Leeds Arts University, but also across the wider breadth of courses at colleges and universities in the region. The region is also preparing for landmark culture events over the coming years, including Leeds 2023 and the bid for Bradford to be UK City of Culture in 2025. And the region has strong track record of successful delivery, for example through the work of Creative Wakefield supported by £4.38m from the Cultural Development Fund managed by Arts Council England on behalf of DCMS.

But it is not just cultural assets that make the region's offer so strong. The region has the health ecosystem to trial bold interventions that link wellbeing and culture. Leeds City Region is at the heart of national leadership and spending power on health (c.£130bn in funding), and this features as a distinct offer across many of our proposals. Our linked proposition on Health Innovation will support the role that culture can play in this growing sector.

Our communities are the third element of cultural asset base, and the driving force for this proposition. West Yorkshire has one of the youngest and fastest growing labour markets in the UK. It is also highly diverse, meaning our cultural offer is enriched by experiences. Our proposition seeks to grow a sector that amplifies the diversity of communities and involves engagement at grass root level to unleash the talent and skills of diverse individuals which continue to go under the radar.

Scale

Our cultural assets and forward thinking has reaped economic benefits, with 2,200 businesses and 25,000 jobs across West Yorkshire within the arts, culture and entertainment sector directly. The sector generated economic output (gross value added / GVA) of £835m in 2018. More broadly, the creative & cultural sectors as defined by DCMS employs around 47,000 people across 7,000 businesses and has seen employment increase by 30% between 2015 and 2018.

Our linked proposition on Entrepreneurship will help to catalyse this further in economic recovery, supporting more entrepreneurs from our diverse communities to build careers in creative industries or to apply their creative skills to other sectors. We know that creative industries have high proportions of self-employment and 94% of companies are microbusinesses and we want to increase the exciting talent pool of nimble and free-thinking entrepreneurial behaviour, to generate economic investment and innovation. Further, research from Nesta found that only 15% of jobs in the creative sector are likely to be replaced by automation – offering great potential for adding resilience to jobs in the city region.

Place making

The strength in creativity and culture has also manifested itself in wider place making: the region boasts world class events and local production supporting growth but equally has a quirkiness that creative industries provide. Creative industries are being put at the heart of Towns Fund developments in West Yorkshire and Future High Street interventions. This is reflected in our proposals for transforming empty spaces within the recovery plan, recognising that creative industries have traditionally been ‘early colonisers’ of regeneration projects, particularly in quirky premises, so the opportunity to revitalise highstreets and empty spaces for creative hubs and workspaces is more obvious than ever. Levelling up will rely on culture to create places in West Yorkshire and the North that are seen as viable places to live, invest and grow a business.

Local commitment

Our offer to the UK Government is underpinned by commitments already made in West Yorkshire to support economic recovery through investment in culture. As part of working together across five local authority areas, we have committed £5m of our devolved funding to support:

- Distinctively Calderdale – An Economic and Cultural Recovery Programme
- Economic & Cultural Recovery Bradford
- Cultural Recovery Fund in Leeds
- Kirklees Local Economic Recovery Programme
- Recovery Support for Independent Sector and marketing to support Town and City Centres, Hospitality, Tourism Destinations and Stimulate Inward Investment in Wakefield

This foundation of local commitment to culture's role in economic recovery should provide clear reassurances on the ambition and ability of the region to deliver this proposition with Government.

West Yorkshire Cultural Framework

The beginning of 2020 saw the West Yorkshire Combined Authority and Leeds City Region Enterprise Partnership, along with the City Region's partners including DCMS Arms-Length Bodies (ALBs), affirm their strong commitment and vision for culture in the region through the support for a Cultural Framework. The substantial pre-pandemic work to develop the priorities of the framework has provided the guiding principles for our proposition for culture in economic recovery:

- Culture is embedded within all place-based work and place planning and is used to deliver higher quality, more connected and sustainable places. Culture is recognised and developed for its role in supporting the visitor economy.
- Cultural and creative businesses and their supply chains are developed and supported to maximise their potential.
- More people are actively engaged and take part in cultural activity and there is a growth in audiences and participants of all cultural activity.
- There is an increase in employment in culture, sport and arts roles across the Leeds City Region.
 - Cultural activity that promotes clean growth and sustainability is developed and promoted including active travel, walking and cycling alongside programmes that deliver key messages relating to climate change and sustainability.

Ask of Government

Our asks of Government focus on 3 of the central elements of our Cultural Framework:

- Maximising Creative Business Potential
- Employment and Skills
- Visitor and Citizen Experience

All asks are aligned to the two goals of our economic recovery plan, achieving inclusive growth through tackling inequalities and tackling the climate emergency through environmental sustainability. They also are constructed around the three phases of our recovery plan – rescue, re-imagining and resilience. In many cases the specific asks to support culture form part of wider integrated actions, whether that be for good jobs and resilient businesses, skills and training, or accelerating infrastructure, and references are made below to how these proposals align with other actions.

Connected Asks within the wider West Yorkshire Economic Recovery Plan

Programmes	Link to the Culture Proposition	Timescale	Funding request
Strategic business investment fund – flexible business investment for growth sectors in the region	Ensuring creative businesses can access funding for: <ul style="list-style-type: none"> • early stages seed corn finance for starts ups and potential scale-ups, • to develop appropriate space for creative businesses – particularly existing empty spaces, • cluster development and product innovation 	5 years	£30 million
Entrepreneurship - a wide-ranging entrepreneurial revolution in West Yorkshire	Supporting the development of creative entrepreneurs, encouraging individuals from all our diverse communities to explore establishing their own enterprise, and providing the right opportunity and support if they decide to do so	5 years	£220m
Supporting 10,000 adults to be re-trained over lifetime of the plan	Providing skills and training routes for individuals to find good quality careers in creative industries	5 years	£30m
Social prescribing –a regional social prescribing pilot, building on a successful regional pilot in Calderdale	Explore enabling collaboration between culture as well as other non-clinical services with the NHS and regional primary care infrastructures to promote good health	3 years	£1 million
Extension of Towns Fund and vacant space pilot to support places undergoing rapid change	Supporting the opportunities of Towns Fund initiatives and high street regeneration to stimulate arts and cultural activity, or for cultural activity to be used as a means of transformation of space	3 years	£25m
Total			£306 million

The following section focusses on the specific cultural asks of this proposition, that recognise the unique opportunities of culture in West Yorkshire to deliver economic recovery.

Maximising Creative Business Potential

Outcome

Good jobs and resilient businesses is a priority of our West Yorkshire Economic Recovery Plan, and for the Creative industries sector, in particular, we want recovery to not only

rescue the existing strengths in the region, but use re-imagining to further establish the region as the best place to establish and grow a creative business.

Programmes	Timescale	Funding request
Network of sector specialist Growth Managers, one per local authority working collaboratively with each other and with the other Growth Managers in their localities, with connected research, data collection and evaluation support to ensure ongoing targeted delivery	5 years	£3 million
Mentoring and peer support programme linked to the Entrepreneurship proposition	5 years	£2 million
Total		£5 million

* The Strategic Business Investment Fund is a wider ask for key growth sectors, which includes creative industries

Rationale

The wider economic recovery plan for West Yorkshire provides a framework for working with strategic regional sectors to recover from COVID-19. Whether that be for getting operational again, sparking new entrepreneurial activity, employing those out of work, getting support to explore new markets or accessing investment to grow, we will make the measures in our recovery plan accessible to the creative sector, and work with the sector to encourage take up.

However, we also recognise that the sector does not often look to traditional business support models, and that experience tells us that some creative businesses find it difficult to see the applicability of more generic support.

Our ask therefore, is to support establishing a regional network of sector specific growth development managers to accelerate the sector's rescue, re-imagining and resilience. Plugged in to the wider business support ecosystem, this experienced team would ensure that the sector receives advice and support that speaks to their goals, challenges and opportunities, is evaluated regularly and responds to emerging needs, re-shaping it and adjusting as and when necessary. They would be charged with supporting links to programmes through our Entrepreneurship proposition. Growth managers would also seek to scale up successful models across the region, beginning with a mentoring and peer support programme which can draw from successful peer network pilots already running in the region.

Strong local presence is critical in this model. Whilst some generic support could be delivered on a wider, regional level (which itself could provide networking and business growth opportunities), local advocates/ambassadors would lead recruitment for their peer support networks in a similar model to a Community Associate in Creative England's Advance programme.

Employment and Skills

Outcome

A skilled creative workforce offering young people in particular a route in economic recovery into high quality jobs, whether that be directly in the creative industries or applying them to elsewhere in the economy. It is also vital that the creative sector is able to continue to grow and attract talent that will make it more resilient in the future.

Programmes	Timescale	Funding request
Sector Rescue & Re-imagining – re-skilling of the creative sector to develop more resilient business and delivery models and improve skills to produce and monetise digital culture, based on a clear mapping exercise of skills needs in the sector.	2 years	£2.1 million
Creative toolkit - equipping educators and careers advisers with tools to inspire young people and others from all backgrounds about the breadth of opportunities in our region and the wide range of skills needed in the creative industries plus deliver creative roadshows in communities***	3 years	£2.5 million
Beyond Brontës – extension of the programme to support young people from a diverse range of backgrounds and circumstances to overcome obstacles that may have prevented them from entering creative sector careers	5 years	£2 million
Cultural Passport – a collaboration with young people, cultural organisations and the gaming industry to research and develop a new creative app for young people (16-24 years) empowering them to design, curate and share their own creative and cultural experiences and engage with key cultural festivals in the region	3 years	£1 million
Young People's Volunteer and skills framework - develop a coherent regional volunteering framework, operating across culture and heritage, to engage young people in the planning and delivery of key cultural festivals	5 years	£1 million
Total		£8.6 million

***This forms part of a wider Economic Recovery Plan proposal on careers destinations

Rationale

Skills and training is a key priority of our West Yorkshire Economic Recovery Plan. In the rescue phase the focus must be on the support needed to help people access opportunities for employment, and to this end mapping the skills needs of the creative sector and ensuring the availability of training will be an important contribution to this.

Beyond this rescue phase, we must look to the transformative opportunities for the region's culture and creative industries to re-imagine sector growth achieve resilience through responding to the compelling potential to deliver wider social impacts. Our asks here are therefore focussed on particularly reaching and engaging young people, as well as those furthest from the labour market, through creativity and connecting citizens to opportunities to develop the skills required for future employment. This will be aligned to

our wider re-imagining work around skills and training. The ingredients in West Yorkshire are the right ones for Government to confidently invest:

1. **Leeds City Region has one of the youngest and fastest growing labour markets in the country.** The World Economic Forum tells us that creativity will be among the future ‘most in-demand skills. The cluster comprising ‘Creativity, originality and initiative’ is projected to rise from being in the top 5 soft skills required for future employment (2020) to the top 3 by 2022. We want to ensure that all children and young people across the region have access to culture and creative opportunities – as a social entitlement not a privilege – whilst, at the same time, we will strengthen our culture and creative industries and harness opportunities to deliver regional skills development toward future employment.
2. **We are making our region ‘investment ready’** for new Government initiatives such as the Secondary School Arts Premium and Kickstart to develop young people’s skills and supplement these opportunities with a greater depth and quality of experience led by our creative sector.
3. **We can capitalise on the burgeoning development of our region’s broadcasting industry stimulated by the relocation of Channel 4 to the region.** Plus we want to bring our regional industries together, enabling new collaborations to find innovative solutions for local social challenges and respond to new opportunities.

Visitor and Citizen Experience

Outcome

Harnessing a vibrant West Yorkshire cultural offer to drive a confident COVID-19 recovery of our places- creating a strong regional identity promoted globally, regenerating our places and ensuring our citizens can access quality experiences which enhance their lives.

Programmes	Timescale	Funding request
Catalyst funding to support large scale festivals which engage citizens whilst also appealing to international visitors, connecting regionally where possible plus a small grants fund for small community led culture and heritage festivals to enable their growth	5 years	£20m
Extending the pilot Producers Hub to the rest of the region to strengthen the live cultural offer, encourage collaboration and local production of ideas	5 years	£5 million
Cultivate - a programme of co-produced cultural interventions in town centres and cities e.g. public art, creatives using empty shops and live experiences, linked to the transforming empty spaces ask in the Entrepreneurship proposition.	5 years	£10 million

Investment in regional Destination Marketing	5 years	£3 million
VA – programme to support community led cultural groups recover from Covid-19 and contribute to their communities	2 years	£1.3 million
Total		£39.3 million

Rationale

All places can claim that it is essential to invest in and support the visitor economy in economic recovery. Where West Yorkshire is distinct is to go further, creating an equitable offer for citizen experience across our region, building on our unique and diverse landscape from our rural offer to our cities, towns and high streets. We see culture as being at the heart of post COVID ready places, unleashing the potential of the creative and cultural ecology to drive regeneration and confidence to cultivate, uncover and propagate.

Working towards and delivering key ‘moments’ is essential to how we bounce back as a region and following lockdown restrictions that in some places in West Yorkshire have continued without respite since July, moments to look forward to and celebrate our region will help build confidence in the future. And for Government, our offer contains ‘moments’ that are ready to go. Both Leeds 2023 and Bradford 2025 are “oven-ready” opportunities for demonstrating the commitment to levelling-up the North through cultural festivals that can catalyse economic and social renaissance and also build confidence. For West Yorkshire, not only will they attract visitors and promote our brand nationally and internationally, they will connect and engage with local citizens producing a sense of community pride, changing perceptions and enabling us to celebrate diverse cultures.

Whilst part of our ask is to support delivery of these events, this should be supported by resources to invest in new and local product research, design and development from innovative live performances and effects in music to street theatre and light, gaming and more, to build a lasting legacy.

This legacy must also extend to the places where culture takes place. Despite many great efforts to reimagine the high streets, the reality is Covid-19 will have accelerated the high street demise and even more urgency is required on alternatives. Building on the recent vacant use regional work and the recognised examples, we seek to scale up, coordinate and support a wider range of uses and applications all of which will add to the vitality and distinctive feel of our place. It’s not just about vacant spaces though; it’s about the use of our creativity to enhance accessibility, shaping public realm through wayfinding, citizen experience and how we promote place through good design.

And finally, but most importantly, we must harness the positive benefits for inclusive growth. Engagement in cultural activities transforms the lives of individuals, communities and place. By improving physical and mental well-being, individual resilience, connectivity, capacity and skills development, we will create a transformational and sustainable future for all. To do that we must invest to diversify the range of opportunities that empowers more people to be actively engaged, take part in cultural activities, increase participation and support community cohesion across the region through a robust cultural and connected infrastructure. For this reason it is vital that we support community led culture groups in economic recovery.

This page is intentionally left blank



Report to:	West Yorkshire Combined Authority
Date:	9 March 2021
Subject:	The Single Investment Fund and the West Yorkshire Investment Strategy
Director:	Alan Reiss, Director of Policy, Strategy and Communications Angela Taylor, Director of Corporate Services
Author:	Heather Waddington, Policy Manager, ESIF and Future Funding Policy

Is this a key decision?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Is the decision eligible for call-in by Scrutiny?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Does the report contain confidential or exempt information or appendices?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
If relevant, state paragraph number of Schedule 12A, Local Government Act 1972, Part 1:	

1. Purpose of this report

- 1.1 To provide the Combined Authority with an update on progress made on the development of the Single Investment Fund (SIF) and the design of a new West Yorkshire Investment Strategy (WYIS) which outlines the funding priorities for the SIF. This will facilitate the creation of an ambitious set of projects and programmes, based on core objectives to achieve far reaching outcomes in carbon reduction, inclusive growth and the reduction of inequality, connectivity and infrastructure.
- 1.2 For the Combined Authority to endorse the approach to the Single Investment Fund (SIF), the design of the West Yorkshire Investment Strategy and the proposed next steps.
- 1.3 This paper is concerned with the SIF framework and approach. It is not seeking funding approvals for any individual projects.

2. Information

- 2.1 In March 2020 West Yorkshire Leaders and Government signed a 'minded to' devolution deal for West Yorkshire, which sets out a raft of new powers and funding, including the requirement for the Combined Authority to create a Single Investment Fund (the "SIF").

- 2.2 At the Combined Authority in July 2020, the high-level operating principles of the SIF were agreed (**Appendix 1**). The proposed approach is designed to support delivery of the MCA's agreed strategic objectives and provides an opportunity to bring together all the MCA's funding (some of which is ring-fenced to a degree), including existing and new funding streams when secured. The aim is to give greater local freedom and flexibility over how to prioritise investments to maximise clean and inclusive growth in the region.
- 2.3 The Combined Authority agreed that the SIF should be outcome focussed, with local decision making clearly guided by the overarching Strategic Economic Framework (SEF).
- 2.4 Further work has been undertaken to develop the approach to the SIF and its operating principles and how to translate the priorities of the SEF into the investment priorities of the Investment Strategy. For the first investment period, it is proposed that the strategy focusses on economic recovery and resilience, including good jobs and skills, tackling the climate emergency, accelerating infrastructure and improving connectivity – all with the overarching aim of developing an inclusive economy which benefits everyone.

Designing a new approach to maximising local resources

- 2.5 The Single Investment Fund (the “SIF”) approach will:
- ensure the resources available regionally are used in a way to **maximise the achievement of the Combined Authority's objectives**, with a focus on supporting **inclusive growth, tackling the climate emergency and reducing inequalities**.
 - include a clear set of **agreed strategic investment priorities** that are policy, evidence and outcome led, to aid how choices are made and how resources are allocated,
 - develop and manage a **pipeline of schemes**, so that maximum advantage can be taken as other funding becomes available - including an agreed approach to funding necessary development costs.
 - Be led by the principle of achieving **the best outcomes against objectives**, by commissioning if required, not simply the allocation of funding against available projects.
 - introduce an early **check and challenge stage**, as part of the new Assurance Framework, to direct the right investments in line with investment priorities.
 - sequence investments over a **multi-year period**.
 - demonstrate to Government/taxpayers/stakeholders a **transparent** process for investment decisions to support the region, and the **impact** of those investments.

Building blocks to enable investment decisions

- 2.6 In order to realise the ambitions as set out in section 2.3, there are a number of key building blocks required. The next sections describe these building blocks in more detail. In summary they are:

- The Single Investment Fund (the SIF) – an overall ‘**single pot**’ which brings together the Combined Authority’s existing growth funding with new funding streams secured as part of the devolution agreement, to support shared regional objectives. This is required by Government as part of the devolution deal.
- The West Yorkshire Investment Strategy (WYIS) – the key single document which sets out **what** the Combined Authority’s Investment Priorities are for the SIF, used to direct resources over an agreed ‘investment period’, building on policies and strategies agreed as part of the Strategic Economic Framework. This is required by Government as part of the devolution deal.
- The Assurance Framework – the Combined Authority’s tool used to **appraise** the investment propositions. This is required by Government.
- The Financial Strategy – the Combined Authority’s plan which will set out **how** schemes will be funded, spending plans, financial rules - e.g. commercial approach, risk, underwriting, use of grants vs loan, return on investments, recycling funds.

The Single Investment Fund

- 2.7 The Single Investment Fund is the overall ‘single pot’ which brings together all of the Combined Authority’s funding (some of which is ring-fenced to a degree), including legacy and new funding streams secured as part of the devolution agreement.
- 2.8 The ‘Single Pot’ approach to funding provides a significant fiscal agreement¹ as part of the devolution deal. This pot will comprise a flexible, multi-year settlement providing the Combined Authority the freedom to deliver its growth priorities, including the ability to re-direct funding to reflect changing priorities, whilst upholding its statutory duties.
- 2.9 The SIF will apply to the public funding the Combined Authority receives or can access to generate economic growth and transformational change. The funding considered to be in scope for the SIF is based on the following principles:
 - given this is a new approach, time is required for the SIF to mature and be fully operationalised - it is expected over time other funding will be added to the ‘pot’ to address and realise the scale of growth and ambition.
 - some current funds held by the Combined Authority and/or the Local Enterprise Partnership are time bound and/or are coming to an end so have not been included.
 - the focus is on public funding the Combined Authority receives or can access, to generate economic growth and is in its control.

- accepting that several allocations have their own requirements and restrictions ringfenced to a set purpose, timing and economic objectives, and are split by “capital” and “revenue” etc.
- noting the need to carefully manage the individual ‘parts’ of the fund, whilst taking a holistic view of the total quantum of resources available to the area to help support its wider economic ambitions.

The design of the SIF and the resources considered also recognises the different levels of flexibility which will need to be taken into consideration in terms of their usage. Funding proposed to be considered in the SIF , (subject to further revision as the framework is firmed up) is as follows;

- **Flexible Funds**
 - £38m per year ‘gainshare’ for 30 years (25% capital, 75% revenue)
 - funding available to the Combined Authority through its ability to raise money
- **Ringfenced for a set purpose - but flexibility in deployment**
 - Brownfield Housing Fund £67m (5 year)
 - Adult Education Budget £42m 2021-22, thereafter £65m per annum
 - £3.2m to develop a pipeline of housing sites
 - Highways/pothole monies (est. £30m)
 - Local Transport Plan (est. £13.1m)
 - Enterprise Zone receipts (est. £2.3m)
 - Capital Receipts (including repaid Growing Places Fund) (est. £21m)
NB. Part of this has been allocated to create the new Business Accelerator Fund noted in Item 7 on the agenda.
- **Ringfenced – for a set purpose but with reduced flexibility as projects are pre-determined.**
 - £317m to invest in public transport, cycling and walking through the Transforming Cities Fund, with local flexibility on delivery
 - £25m for development of a British Library North
 - £75,000 to support the West Yorkshire Local Digital Skills Partnership
 - Transport Fund gainshare (from 21/22 £30m for the next ten years, plus Wy+TF Reserve (£38.3m)
 - Transport Levy – WY+ Transport Fund (5.2m p.a)

Future external capital and revenue funding is expected to be added over time.

The West Yorkshire Investment Strategy

- 2.10 The Investment Strategy is the key public facing document which will set out the Combined Authority’s investment priorities and ensure they are effectively targeted at interventions and opportunities that deliver the ambitious transformational change that the Combined Authority and its partners are seeking to achieve. It will build on policies and strategies agreed as part of the Strategic Economic Framework. It will provide a mechanism which will deliver significant economic, environmental and social benefits through well

targeted investment, and help to deliver a net zero carbon, inclusive economy through which everyone in the region can have a great quality of life.

- 2.11 The Investment Strategy and its investment priorities will be set out over an initial agreed investment period, with the first WYIS covering the period **1 April 2021 to 31 March 2024**. The strategy will be developed for consideration once the Mayor is in post.
- 2.12 The Investment Strategy will set out an agreed list of top investment priorities for regional investment, used to inform decisions about programmes and schemes, and future funding bids. For this investment period, the Investment Priorities (IPs) selected and proposed, are those which best drive an inclusive green recovery, whilst tackling inequality and the climate emergency. These priorities are subject to future change by the Combined Authority, including to take account of the views and priorities of a future Mayor of West Yorkshire.
- 2.13 The WYIS will set out the approach to delivery, identifying the role of the Combined Authority in how investment decisions are made through its, Government approved, Assurance Framework and supported by the new Carbon Impact Assessment tool. It will also include how schemes are selected, including the assessment criteria.
- 2.14 The Investment Strategy will be reviewed at least annually to take account of changing economic circumstances, integrate new funding and investment opportunities and determine the best use of the resources available to the Combined Authority to maximise their potential.

Draft Investment Priorities of the WYIS and funding routes

- 2.15 The Investment Priorities (IPs) for this initial period are proposed to be framed across five investment areas. In each a number of priority project/programme areas are identified that are the focus for intervention over the next three years – though each is set within a long-term ambition to achieve an inclusive, net zero carbon economy that works for everyone. The IPs have been proposed to maximise the achievement of our shared objectives, with a focus on supporting **inclusive growth, tackling the climate emergency and reducing inequalities**.
- 2.16 Further detail can be found on each IP at **Appendix 2**. Further refinement of the IP wording will be made as the final strategy is drafted ;

▪ Investment Priority 1	▪ Good Jobs and Resilient Businesses
▪ Investment Priority 2	▪ Skills and training for people
▪ Investment Priority 3	▪ Accelerated Infrastructure
▪ Investment Priority 4	▪ Connectivity – Transport
▪ Investment Priority 5	▪ Tackling the Climate Emergency and Environmental Sustainability

- 2.17 These investment priorities are multi-dimensional and may be applied in combination. There will be an expectation any investments will need to substantially reduce carbon or are able to be offset by carbon mitigation at programme level, in line with the target of achieving a net zero carbon economy by 2038.
- 2.18 As the new process evolves and matures, it will be important to manage how funding proposals come forward in response to the proposed Investment Priorities. The following routes are proposed (all subject to assurance);
- **Route 1 – Early-stage pipeline:** the potential to bring forward schemes from agreed existing pipelines in response to the proposed investment priorities e.g. the Connectivity Plan, regeneration (and former EZ sites), flooding, in a sequenced and prioritised manner.
 - **Route 2 – Commissioning :** commission strategically important projects to fill gaps by specifying desired outcomes and procuring from partner organisations to deliver the outcomes. The Combined Authority may also publish targeted calls for projects to fill gaps and encourage innovative solutions.
 - **Route 3 - Continue to identify projects/programmes from the Recovery Plans** which best address the Investment Priorities, and which best help address issues which need intervention and support.

It is expected that in order to meet our overall economic priorities a mix of the proposed routes will be required over time.

The Assurance Framework

- 2.19 The Assurance Framework was developed in 2015 as part of the Growth Deal with Government. Its purpose is to ensure that the necessary systems and processes are in place to manage funding effectively, and to ensure the successful delivery of the Strategic Economic Framework (SEF) ambitions. Its focus is to ensure that necessary practices and standards are implemented to provide the Government, Combined Authority, the LEP and local partners with assurance that decisions over funding (and the means by which these decisions are implemented) are proper, transparent and deliver value for money. It covers all projects and programmes funded from Government or local sources that flow through the LEP and Combined Authority. The Assurance Framework is prepared in accordance with HM Government National Assurance Framework Guidance (2019) builds on existing good practice.
- 2.20 As part of the West Yorkshire Devolution Deal, the Assurance Framework has recently been subject to an extensive in-year review in advance of the Mayoral arrangements to be adopted. The updated Assurance Framework has been developed in line with the approach taken to develop the SIF and the role of the WYIS in making investment choices and was formally approved by Government in January 2021.

The Financial Strategy/Plan

- 2.21 Further work is to be undertaken over the coming months to develop the Combined Authority's financial strategy/plan to support the SIF, including for example;
- consideration to how schemes will be funded in order to maximise the resources available to the Combined Authority and its partners, including a range of funding products eg. approach to grant funding, first loss instruments, guarantees, debt (whether senior, junior, corporate or other), quasi-equity, equity and other risk sharing instruments in any combination it considers optimal).
 - the spending plans over the immediate years of the Fund, including annual profiles, split of capital and revenue funding.
 - the Combined Authority's approach to risk, underwriting and borrowing.
 - how funding in the future can be recycled to create a more sustainable legacy fund.

Next steps

- 2.22 Over time devolution provides an opportunity for greater local control and decision-making over investments than previously. The creation of the Single Investment Fund (SIF) will give the Mayoral Combined Authority greater ability to prioritise investments in a way that will make a real difference to people and communities in West Yorkshire – including interventions on skills, businesses, inclusion, climate and infrastructure.
- 2.23 If the Combined Authority approves the approach outlined above, further work will be undertaken at speed to complete and present the Investment Strategy document at a future meeting of the Combined Authority for agreement.

3. Clean Growth Implications

- 3.1 Clean growth is at the heart of the objectives for the WYIS and tackling the climate emergency is a key investment priority. Decision making in respect of climate change is being strengthened through the development of a carbon impact assessment tool. This will strengthen how clean growth and climate change impacts are considered as part of all schemes that come through the Assurance Framework.
- 3.2 The WYIS and SIF will be key mechanisms for the delivery of the measures, policy considerations and action identified in the West Yorkshire Carbon Emission Reduction Pathways and will contribute to the region achieving its target of being net-zero carbon by 2038 with significant progress by 2030.
- 3.3 Clean growth, including climate change, impact assessment / considerations are all now included in all Capital Spending and Project Approvals reports. This ensures that the business cases now reflect the Leeds City Region Climate Emergency priority and evidence that they will reduce carbon emissions (both directly and indirectly).

4. Inclusive Growth Implications

- 4.1 Inclusive growth and reducing inequality are core and vital aims of both the SIF and in the process to identify key Investment Priorities to ensure everyone benefits from the investments made across the region. An inclusive growth framework is being considered in the March meeting of the Combined Authority, which will form a core part of the Strategic Economic Framework which guides the priorities of the WYIS.

5. Financial Implications

- 5.1 The investment strategy will allow the Combined Authority to take a new approach to capital and revenue projects/programmes, led by strategy rather than by specific funding pots. Financial reporting and monitoring will be re-shaped around this opportunity. Work is also underway within the Combined Authority to strengthen its commercial capability in line with the greater financial opportunities presented by the Devolution deal, and their incorporation into the WYIS.
- 5.2 With regard to the development of the SIF, at this stage, there are no direct financial implications contained within this report, although the report sets out broad propositions for the future management of funding available to the region and how it may be prioritised and deployed.

6. Legal Implications

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

7. Staffing Implications

- 7.1 As this report seeks agreement to the current way of working across the Combined Authority, further work, following the meeting will be required to consider the resource implications fully.

8. External Consultees

- 8.1 There are no direct external consultation implications contained within this report.

9. Recommendations

- 9.1 For the Combined Authority to approve the approach to the Single Investment Fund (SIF), the design of the West Yorkshire Investment Strategy (WYIS) and the proposed next steps.

10. Background Documents

- The previous July 2020 paper can be found [here](#)
- The West Yorkshire Devolution Deal March 2020 can be found [here](#)

11. Appendices

- 11.1 Appendix 1 - West Yorkshire Investment Strategy - Investment Priorities.
- 11.2 Appendix 2 – Key SIF principles agreed at previous Combined Authority meeting.

This page is intentionally left blank

Appendix 1

At the Combined Authority in July 2020, the high-level operating principles of the SIF were agreed as follows:

- The MCA agree priority strategies and policies, both regionally and locally.
- The MCA agree pipeline of investments, programmes, and products to be delivered in priority order and considering the need to balance spending across different objectives.
- Requirements for revenue and capital are identified, including providing development costs to help projects progress quickly.
- A funding method is agreed, using ringfenced or specifically allocated funding where possible, reserving the gainshare for activity that cannot be funded from elsewhere.
- Delivery models are agreed for each funded investment, programme, or product.
- As additional funding becomes available, further programmes and products in the pipeline can be funded.

This page is intentionally left blank

Appendix 1 – Draft West Yorkshire Investment Priorities

<p>IP 1 - Good Jobs and Resilient Businesses (including entrepreneurialism)</p> <p>Key Policies and Strategies: Inclusive Growth framework, Tackling the Climate Emergency, Employment and Skills, Digital, Economic Recovery, Innovation, Business Productivity & Resilience.</p> <ul style="list-style-type: none"> • Support the creation of good quality jobs in sectors with growth and higher productivity potential (health innovation, low carbon sector) including through inward investment - <i>promote good work e.g. through the good work standard, quality and range of employment for all and focus on those jobs which offer social mobility.</i> • Support entrepreneurs by providing appropriate support to help people to create and grow businesses – <i>including promoting and facilitating Social Enterprise / 'quality' self employment as an option for disadvantaged groups and individuals in our most deprived communities.</i> • Provide support for businesses seeking investment to innovate or explore new market opportunities particularly to grow jobs in areas of regional strength or tackle societal challenges — e.g. <i>prioritising health innovation and clean growth tech particularly to close health and wellbeing inequalities.</i> • Support for project development costs as required to progress the Investment Priorities proposed above.
<p>IP 2 - Skills and training for people</p> <p>Key Policies and Strategies: Business Productivity, & Resilience, Enabling Inclusive Growth, Tackling the Climate Emergency, Employment and Skills, Digital, Economic Recovery, Innovation.</p> <ul style="list-style-type: none"> • Education/careers support, building resilient virtual careers and skills development support, following a disrupted year of education to prevent a rise in young people not in employment, education, or training (NEETs) - <i>targeted at disadvantaged learners and those young people most affected by the pandemic esp. age 15-17 years, BAME learners, and those in deprived communities.</i> • Supporting older workers (over 50) back to work and to stay in work longer where recently made unemployed – <i>targeting the 10,000 people aged 50-64 who are unemployed, and those who are at risk of redundancy.</i> • Extend the Local Digital Skills Partnership to coordinate an offer to support growth in SMEs, voluntary sector, support educators and learners with digital skills – <i>addressing digital exclusion and ensuring open access for all to avoid further disadvantage and an increase of the digital divide.</i>

- West Yorkshire Green Skills Partnership to bring together partners to support the development of future skills and jobs needed for a net zero carbon economy and ensure a just transition for jobs at risk from decarbonization – *focus on job creation in a growth sector and connecting those facing labour market disadvantage to the new employment opportunities.*
- Science, technology, engineering and maths (STEM) taskforce to tackle low take up of STEM subjects – *improving skills levels amongst key groups who do not traditionally take up STEM e.g. women, LGBT.*
- Support for project development costs as required to progress the Investment Priorities proposed above.

IP 3 - Accelerated Infrastructure

Key Policies and Strategies: Green and Blue Infrastructure, Housing, Heritage and Regeneration, Spatial Planning, Culture, Flood Risk Management, Connectivity, Enabling Inclusive Growth, Tackling the Climate Emergency, Digital, Economic Recovery, Innovation.

- Develop a long-term future proofed housing and employment pipeline, supporting site remediation and development within Spatial Priority Areas – *improving connectivity to jobs and providing different types of affordable housing and tenure for our residents.*
- Accelerate Flood Risk Management schemes providing enhanced flood protection to business areas and/or deliver Natural Flood Management – *targeting areas most impacted by previous flooding or at greatest risk to build resilience and growth in communities.*
- Improve access to gigabit capable broadband and Internet of Things (IoT) for businesses and residents in hard to reach and/or rural areas - *addressing digital exclusion improving access to digital facilities and online services to support those most deprived residents and businesses.*
- Enhance the sustainable vitality of cities and towns, delivering new housing and employment opportunities accessible to local residents - including investment in green infrastructure, energy efficiency measures and culture– *developments to include better urban design (excessive traffic, noise and air pollution, poor road safety, low levels of active travel) to make streets in our most disadvantaged areas and amongst particular groups to become more 'people friendly'.*
- Protect businesses, the environment and improve air quality by ensuring local, competitive and resilient energy supplies that allow the region to be more self- sufficient in energy needs – incl. investment in green, low carbon, renewable energy and built into new developments and transport

infrastructure – *improving health outcomes for all and narrowing health inequalities.*

IP 4 - Tackling the Climate Emergency and Environmental Sustainability

Key Policies and Strategies: Enabling Inclusive Growth, Tackling the Climate Emergency, Connectivity Strategy, Economic Recovery, Innovation.

- Development of a zero-carbon pipeline including projects on energy efficiency, low carbon heat, electricity generation, industrial decarbonisation, natural flood management and nature recovery as well as a new net zero skills programme (*see also section above on skills*), support for businesses to help decarbonise and provision of bespoke support for industry (*see also section above on Good jobs and businesses*) - *focus on job creation in a growth sector, connecting those facing labour market disadvantage to the new employment opportunities, support a just transition : retraining, reskilling in new technologies etc.*
- Build capacity and capability to scale up 'whole-house' domestic energy retrofits. Indicative actions will support the customer journey, embedding quality and 'real-life' performance, demonstrators, and unlocking 'green finance' – *target poor quality housing in deprived neighborhoods, decreasing households in fuel and income poverty, and improving health outcomes.*
- Support the deployment of infrastructure that facilitates the transition to net-zero e.g. electricity, hydrogen, digital, electric vehicle charging points, energy storage, green infrastructure, natural capital - *focus on job creation in a growth sector, connecting those facing labour market disadvantage to the new employment opportunities.*
- Support for project development costs as required to progress the Investment Priorities proposed above.

IP 5 - Connectivity – Transport

Key Policies and Strategies: Connectivity Plan, Enabling Inclusive Growth, Tackling the Climate Emergency, Bus, Future Mobility, Transport Recovery.

- TCF programme – provide gap funding as required - *connect people to economic and education opportunities through affordable, sustainable transport and helping to create cleaner, healthier and happier communities*
- From the Connectivity Plan – delivery of measures to reduce carbon by enabling more walking, cycling, bus and rail use through highway priority and investment in marketing, ticketing and services – *improve transport access, affordability and reliability for low paid in deprived communities and disadvantaged groups.*

- From the Connectivity Plan - Maintenance of our assets across highways and public transport for all road and public transport users – *ensuring barriers to access including mobility, and connectivity are removed for our most disadvantaged groups because of poor transport links and/or quality of travel infrastructure, ensuring infrastructure development is compliant with accessible design standards.*
- Support for project development costs as required to progress the Investment Priorities proposed above – in particular to progress mass transit, that could improve transport for up to 675,000 people within top 20% most deprived communities.



Report to: West Yorkshire Combined Authority

Date: 9 March 2021

Subject: **West Yorkshire Business Accelerator Fund (WYBAF)**

Director: Brian Archer, Director Economic Services

Author: Sylvia Hargreaves, Interim Head of Commercial

Is this a key decision?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Is the decision eligible for call-in by Scrutiny?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Does the report contain confidential or exempt information or appendices?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
If relevant, state paragraph number of Schedule 12A, Local Government Act 1972, Part 1:	

1. Purpose of this report

- 1.1 To update the Combined Authority on the proposed business case for the creation of a West Yorkshire Business Accelerator Fund (WYBAF) to help deliver revenue, business growth and job creation in the light of the COVID-19 pandemic. This follows on from the LEP Board support for the project in July 2020 to create a successor to the 'Growing Places Fund' (GPF), using the returned GPF loans (c£17m) as core funding.
- 1.2 Approve up to £100,000 from the GPF development funding for external legal, tax consultants and specialist consultants to specify the fund, develop the business case, prepare for the governance, recruit the necessary resources and procure which will go through the assurance framework and CA for final approval.

2. Information

Board Approvals

- 2.1 Building on the 2018 external review of the Growing Places Fund (GPF). Deloitte were commissioned in 2019 to advise on gaps in the regional

investment market and potential business finance models for a new investment accelerator fund.

- 2.2 At the Combined Authority meeting 10 Oct 2019 it was noted that the CA/LEP were developing options for a new fund that responds to current market needs which was discussed by the LEP Board on 25 Sept 2019.
- 2.3 A report to LEP Board on 14 July 2020 provided an update on the fund and it was agreed that feedback from the Board be used to help shape the final Business Investment Strategy for approval at a future meeting.
- 2.4 In order to expedite work on the West Yorkshire Business Accelerator Fund business case the Combined Authority are requested to approve spend of up to £100,000 on development funding for external legal, tax consultants and specialist consultants to specify the fund and the business case, prepare for the governance, recruit the necessary resources and procure. This is in advance of a final approval to a future Authority meeting to release the GPF and launch the fund.

Economic Context

- 2.5 The Combined Authority must meet its strategic objectives and promote the Region in an increasingly competitive market. Several other Authorities have created investment funds as an enabling tool to support local economic development through direct investment in local businesses in a manner that is commercially attractive.

Current Position

- 2.6 This proposal is not for a grant fund but for a self-sustaining Business Accelerator Fund. Investments in businesses are more sustainable than grants and they avoid concerns over State Aid as they are commercial arrangements. Based on West Yorkshire Combined Authority's engagement with business, evidence shows that businesses are interested in receiving finance as an investment as part of a wider package.

Fund Structure

- 2.7 Subject to this approval the Fund structure will be developed with the support of the Legal Advisors alongside the procurement process.
- 2.8 The fund will be targeted at high growth businesses, with the potential for significant growth in terms of turnover, profitability and job creation over a short period of time. These types of businesses have been chosen as the preferred target because there is a clear market gap for investments in these types of businesses and they have potential for greatest financial return and economic development impact.

Fund Structure, Legal Arrangements and Governance

- 2.9 Subject to approval of the business case a specialist FCA regulated fund manager would need to be procured, initially for three years. It is envisaged that the fund manager will help set up and operate WYBAF.
- 2.10 The Fund structure is likely to be a standard and well recognised venture capital approach of a limited partnership with a fund manager acting as a general partner. This structure is tax transparent and therefore efficient, i.e., tax is treated as it ordinarily would by the parties who form the partnership. This structure is also flexible and enables other investors to be added or new sub funds to be created.
- 2.11 In order for the fund to be a commercial success it is essential that the fund manager is authorised to make investment decisions consistent with the policies approved by the new company. Appropriate decision making and delegations will be put in place by the Combined Authority.
- 2.12 It is a legal requirement of the Financial Conduct Authority that fund managers' report to their funders on the status of the funds under management every six months.

Implementation and Time Scales

- 2.13 The procurement of the fund manager can commence following the assurance process and final Combined Authority approval with a view to WYBAF launch in the Autumn of 2021.
- 2.14 Key activities subject to business case approval will include:
- Soft market testing and supplier engagement
 - Preparing legal documentation for procurement
 - Tender, Evaluation and Assurance
 - Investment Committee Approval
 - Development of marketing strategy and product brand name
 - Fund Launch

3. Tackling the Climate Emergency Implications

- 3.1 There are no tackling the 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. Financial Implications

- 5.1 The intention would be for the investment fund to be 'Evergreen' (ie self-sustaining), with initial modelling based on a ten-year fund. It is intended that the fund will be self-funding after initial start-up costs.
- 5.2 It must be recognised that investments of this nature come with an element of risk and there will be some investments that are less successful than others or may fail. At the same time however those that are successful should result in strong returns, offsetting the losses from the investment.

6. Legal Implications

- 6.1 External legal advice is required to set up the fund the scope of which will include taxation advice on the fund.

7. Staffing Implications

- 7.1 Appropriate staffing will be put in place.

8. External Consultees

- 8.1 No external consultations have been undertaken.

9. Recommendations

- 9.1 That the Combined Authority approve up to £100,000 from the GPF development funding, to expedite the establishment of a Business Accelerator Fund for external legal, tax consultants and specialist consultants to specify the fund, develop the business case, prepare for the governance, recruit the necessary resources and procure which will go through the assurance framework and Combined Authority for final approval.

10. Background Documents

There are no background documents referenced in this report.

11. Appendices

None



Report to: West Yorkshire Combined Authority

Date: 9 March 2021

Subject: Carbon Impact Assessment

Director: Alan Reiss, Director Policy, Strategy and Communications

Author: Matthew Page, Modelling Analyst

Is this a key decision?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Is the decision eligible for call-in by Scrutiny?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Does the report contain confidential or exempt information or appendices?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
If relevant, state paragraph number of Schedule 12A, Local Government Act 1972, Part 1:	

1. Purpose of this report

- 1.1 This paper provides an update on the work commissioned by the Combined Authority to develop a carbon impact assessment tool and incorporate this into the Assurance Framework. This work will ensure that the impact of proposals on the Climate Emergency are more explicitly taken account in decision making.

2. Information

Background

- 2.1 Given the scientific consensus that human influence is overwhelmingly responsible for changes in the global climate, addressing the climate emergency is a key priority for the Combined Authority and the West Yorkshire councils.
- 2.2 The Combined Authority declared a climate emergency and strengthened the City Region's carbon emission reduction target in July 2019. The strengthened target commits the region to achieve net-zero carbon by 2038, with significant

progress by 2030. The task is challenging and will require significant and swift action to decarbonise all sectors.

- 2.3 A paper to the West Yorkshire and York Investment Committee (1 September 2020) outlined the proposals for strengthening decision making to reflect the Climate Emergency. A previous paper to the West Yorkshire Combined Authority (10 December 2020) outlined the recent progress on the carbon impact assessment project, which came out of the need to ensure that clean growth and climate change impacts are considered for all schemes progressing through the Assurance Framework.

The carbon impact assessment project

- 2.4 A methodology and supporting toolkit for assessing carbon emissions and clean growth impacts of new schemes is being developed, and the Combined Authority has appointed Mott Macdonald to carry out this work. A technical steering group, including officers from all West Yorkshire councils and York, has been established to develop the work and oversee the commission.

- 2.5 The work is underway and has five phases:

- Phase 1 Review of national and local examples of best practice in carbon assessment (September and October 2020)
- Phase 2 Development of the carbon impact assessment toolkit (October 2020 to March 2021 with initial proposals available in December 2020)
- Phase 3 Applying the toolkit to existing capital schemes currently going through the Assurance Framework (February to April 2021)
- Phase 4 Carry out an in-depth assessment and recommend carbon mitigation measures for a shortlist of schemes in development (March to May 2021)
- Phase 5 Carry out carbon literacy training to embed the toolkit in the Assurance Framework (February to August 2021)

- 2.6 This paper outlines recent progress on the project. Phase 1 has now been completed and the results were reported to the Combined Authority in December 2020.

- 2.7 The Consultants have now developed more detailed proposals for the methodology that should be used at each stage of the assurance process (Phase 2). These include technical notes and firm guidance on:

- Strategic Assessment (Activity 1) - a check on the alignment of the proposal with Carbon Emission Reduction Pathways
- The development of the Strategic Outline Business Case (Activity 2) - a qualitative screening process which assesses the wider sustainability/environmental impacts.

- Additions to the Outline Business Case (Activity 3) and Full Business Case (Activity 4) - a quantitative assessment of the carbon impact of proposals, this includes:
 - The carbon included in the construction of any infrastructure (embodied carbon)
 - The impact of the normal operation of the proposal (without any behavioural response to the intervention)
 - The impact of any behavioural response to the intervention

2.8 The methodology will be refined as it is used to assess the existing projects in the assurance process (in Phase 3). Particular challenges include:

- How to present the carbon impact assessment so that it is prominent within the business case and that it includes as much context as possible to assist decision makers. The carbon impact assessment methodology will not be able to suggest definitively whether a scheme should proceed or not but it will provide an important piece of evidence (the carbon impact) which can be taken into account by decision makers.
- Careful consideration of the counterfactual (what would have happened without the intervention). This is important to ensure that the intervention is assessed compared to a realistic assessment of what would have happened in the absence of the CA investment.
- Robust methodologies for assessing the behavioural response to interventions so that this important source of carbon impact can be properly assessed.
- The background assumptions to be used in the assessment of carbon impact, for instance traffic and fleet composition forecasts. For the assessments of existing projects these will have to match those made in the existing economic assessments. For future assessments, the consultants have recommended the use of assumptions which are consistent with the Carbon Emissions Reduction Pathways work and this will require an extra sensitivity test to be carried out in the economic assessment.

2.9 At the same time as the methodology was being developed, CA officers have been briefing officers in partner councils about the proposals, as well as presenting to meetings of the Directors of Development and Chief Highway Officers. Some briefings of elected members have also been held.

2.10 An important aspect of the project is making sure carbon impact assessment is incorporated into the assurance process so that it is considered in future decision making. Liaison is taking place between the consultants developing the methodology, the CA team overseeing the commission and the officers taking forward the revisions to guidance and templates through which the assurance process is implemented. The timescale for including carbon impact assessment in the assurance process will be determined by when the

guidelines and templates which include carbon impact assessment are completed and adopted.

Next Steps

- 2.11 Work on Phase 3 of the project (the assessments of existing schemes) is now underway. A list of projects which are in scope for assessment has been supplied to the consultants. These include all the transport schemes progressing through the assurance process (and not already into delivery) as well as a selection of non-transport schemes. As mentioned above, the methodology used is likely to develop as it is used to assess these existing schemes. The selection of non-transport schemes was therefore made so as to include as wide a selection of different types of scheme as possible.
- 2.12 Phase 4 (in depth assessment and recommendation of carbon mitigation measures) will provide scheme promoters with information about the carbon impacts and inform next steps. The outcomes of the assessments of existing schemes, including potential mitigation for shortlisted schemes, will be discussed with partners to consider recommendations to be reported to the Combined Authority in June 2021.

3. Tackling the Climate Emergency Implications

- 3.1 The proposed carbon impact assessment tool will assist decision makers in taking the carbon impact of proposals into account and is considered an important tool in understanding how our investment can support the ambition to becoming a net zero carbon economy by 2038.

4. Inclusive Growth Implications

- 4.1 Although the carbon emissions impact of investment is a key focus for the methodology under development through this work, the proposed toolkit includes a qualitative screening process at Strategic Outline Case (Activity 2) which supports the assessment of schemes' contribution to wider environmental, sustainability and social impacts.

5. Financial Implications

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

6. Legal Implications

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

7. Staffing Implications

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

8. External Consultees

- 8.1 A steering group, including officers from all West Yorkshire councils and York has been established to develop this work and oversee the commission. A representative from the LEP's Green Economy Panel also sits on the steering group, acting as a "critical friend".

9. Recommendations

- 9.1 That the Combined Authority notes the contents of this report.

10. Background Documents

- 10.1 None.

11. Appendices

- 11.1 None

This page is intentionally left blank



Report to: West Yorkshire Combined Authority

Date: 9 March 2021

Subject: **Inclusive Growth Framework**

Director: Alan Reiss, Director of Strategy, Policy and Communications

Author: James Flanagan, Head of Public Sector Reform

Is this a key decision?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Is the decision eligible for call-in by Scrutiny?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Does the report contain confidential or exempt information or appendices?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
If relevant, state paragraph number of Schedule 12A, Local Government Act 1972, Part 1:	

1 Purpose of this report

- 1.1 To seek Combined Authority authorisation for the adoption of an Inclusive Growth Framework as part of the region's overall Strategic Economic Framework.

2 Information

- 2.1 Inclusive Growth, that is: "enabling as many people as possible to contribute to, and benefit from, economic growth", is a key regional priority.
- 2.2 A draft Inclusive Growth Framework has been developed through discussion and engagement with public, private and third sector (the third sector is also known as the voluntary, community and social enterprise, or VCSE, sector) stakeholders, and supported by a dedicated officers' group. It has also informed the development of the West Yorkshire Economic and Transport Recovery Plans.
- 2.3 The draft Framework, along with a working indicator set and a pipeline of potential interventions was endorsed by the Inclusive Growth and Public Policy Panel in December 2020, and by the LEP Board in January 2021. In February the LEP Board considered a revised indicator set, and in principle

'early win' interventions, noting that any future funding decisions would rest with the Combined Authority. A pipeline of potential interventions to drive inclusive growth in the region will be considered in a future report.

- 2.4 This report sets out the draft Framework which is focussed around the ambition of an inclusive economic recovery in order to ensure that economic and social disparities - many of which have been exacerbated by the pandemic - are not just reduced but eliminated.

Challenges

- 2.5 Pronounced and longstanding inequalities are being experienced by groups of disadvantaged people and in our most deprived places, such as:
- Poorer health and wellbeing evidenced by lower average life expectancy and years of healthy life;
 - Transport and fuel poverty and housing unaffordability;
 - Poor social mobility due to lower level (and no) formal skills; and
 - Rapid increase in unemployment since last March and the lack of access to good, and well paid, work and in-work poverty.
- 2.6 The OECD (Economic Outlook June 2020) has noted that the COVID-19 pandemic "... has triggered the most severe economic recession in nearly a century and is causing enormous damage to people's health, jobs and well-being."
- 2.7 The Resolution Foundation (Low Pay Britain, September 2020) has identified that the lowest paid (especially young people and women) have borne the brunt of the current crisis:
- They are around twice as likely as higher-paid earners to have lost their job, been furloughed, or lost hours and pay because of the crisis.
 - Have faced greater health risks – they are a third less likely than higher-paid ones (44 per cent, compared to 83 per cent) to have been working from home at the peak of the first lockdown last May.
- 2.8 The above and other inequalities and impacts resulting from the pandemic present a significant set of challenges to be addressed.

Opportunities and Assets

- 2.9 Disadvantaged communities and groups also have enormous assets and potential. These assets are however often "hiding in plain sight" and remain unquantified, eg because they have not yet been mapped/recognised, are about potential and therefore intangible, or they are undervalued in national statistics, eg the economic contribution of volunteering. Examples of community-based assets include:
- Physical assets/capital – eg opportunities to re-use redundant buildings as community hubs;
 - Diverse communities – illustrated by the positive correlation observed between gender and ethnic diversity in the workforce and higher levels of innovation and profitability;

- Social Capital and Value produced by communities and groups bound e.g., by culture, sport, faith and shared endeavour, including through organised volunteering, and which has been so important to our wellbeing in the face of the pandemic;
- Civil society, ie the third sector which unlocks untapped community-based assets and capabilities, and brings local insights, connectivity and holds the trust of communities, eg by acting as community builders and connectors with the passion, energy, self-sufficiency to support our most disadvantaged individuals to:
 - acquire relevant and transferable skills;
 - regain and retain robust physical and mental wellbeing; and
 - enter a pathway into Good Work, eg through paid employment within the third sector, volunteering, or building sustainable social enterprises.

A Framework for an Inclusive Economic Recovery

2.10 In response to the above challenges and opportunities, an Inclusive Growth Framework is contained at Appendix 1. This includes the following key elements:

- **Environment/context** comprising Inclusive national, regional, and local context and policies and funding programmes, including the range of regional strategies and plans encompassed in the SEF;
- **Asset Based Community Development (also known as ABCD)** creating thriving and inclusive communities, as defined either by place, identity, or interest, noting the key role of the third sector in supporting our most disadvantaged communities, including during the response to the pandemic.
- **Goals** or strategic themes, i.e.:
 - Wellbeing;
 - Connectivity and Accessibility;
 - Relevant and Transferable Skills; and
 - Good Work.
- **Mission/ambitions** for our:
 - Individuals and communities to become Socially Mobile;
 - Employers to provide everyone with Good Work; and
 - Region to deliver an Inclusive Economic Recovery.
- **Measurement:**
 - Assessing the overall ‘prize’ of inclusive growth is a significant issue. For example, OECD analysis¹ concludes that income inequality has a sizeable and statistically significant negative impact on growth. This means that a relatively modest increase in income equality (or ‘levelling up’), specifically of the lowest 40% of earners, would deliver over 30 years a cumulative GDP gain of nearly 9%. In West Yorkshire, this would translate to **an Inclusive Growth ‘dividend’ of almost £7bn**. Additional benefits would also likely be gained from reduced income inequality in terms of

¹ Trends in Income Inequality and its Impact on Economic Growth, OECD, 2014

- reduced benefits payments, and health and social care savings ('fiscal spillovers').
- Measuring delivery of the Framework. A working draft dashboard is included and is aligned with the SEF indicators. Appendix 2 includes a working draft data set which quantifies some of the issues, inequalities and gaps facing the region; and
- Reflecting the views of the LEP Board, the dashboard now includes measures for healthy years of life, "early years" wellbeing, and overall personal wellbeing/happiness.

Strategic Links

- 2.11 It is proposed that, once formally adopted by the Combined Authority, the Framework would form part of the Strategic Economic Framework, recognising that Inclusive Growth sits within a wider regional economic policy context.
- 2.12 There are also broader strategic links that should be built upon. For example, in December 2020, The West Yorkshire and Harrogate Health and Care Partnership Board adopted six core areas for change in relation to the third sector.² Through supporting the most at risk and vulnerable communities and tackling health and social inequalities, these principles serve to underpin a healthy and vibrant third sector that actively contributes, by working in partnership with the public and private sectors, to the proposed Inclusive Growth Framework.
- 2.13 To embed inclusive growth ambitions in the region's wider ongoing work the LEP Board agreed in January that all Panels, Committees, the LEP Board and Combined Authority should consider Inclusive Growth Implications in future reports.

3 Inclusive Growth Implications

- 3.1 The report establishes a strategic Framework for delivering Inclusive Growth in the region.

4 Tackling the Climate Emergency Implications

- 4.1 It is anticipated that the Framework will directly influence and shape an inclusive approach to delivering a net zero economy.

² 1) Shift the paradigm - invest more in prevention and maintaining health and well-being of the population

2) A new investment model - a gradual shift of resources into prevention from acute health budgets at both system and place level which builds third sector capacity and improves population health and well-being outcomes

3) Third sector representation - at all levels of the Partnership and not in a tokenistic way, but as a key partner in decision making and shaping services

4) Commissioning - Introduce simplified, streamlined commissioning procedures that are inclusive and accessible, low in bureaucracy and transparent as an essential enabler for change

5) Invest in local third sector Infrastructure at place and neighbourhood level

6) Volunteering - build on the good practice and high standards of volunteering that exist in WY&H within the third sector.

5 Financial Implications

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

6 Legal Implications

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

7 Staffing Implications

7.1 None as a direct result of this report.

8 External Consultees

8.1 None as a direct result of this report.

9 Recommendations

9.1 The Combined Authority is requested to adopt the Inclusive Growth Framework as part of the overall Strategic Economic Framework.

10 Background Documents

10.1 None.

11 Appendices

11.1 Appendix 1 - Draft Inclusive Growth Framework

11.2 Appendix 2 - Working Indicator Set

This page is intentionally left blank

Appendix 1

Leeds City Region/ West Yorkshire

Draft Inclusive Growth Framework

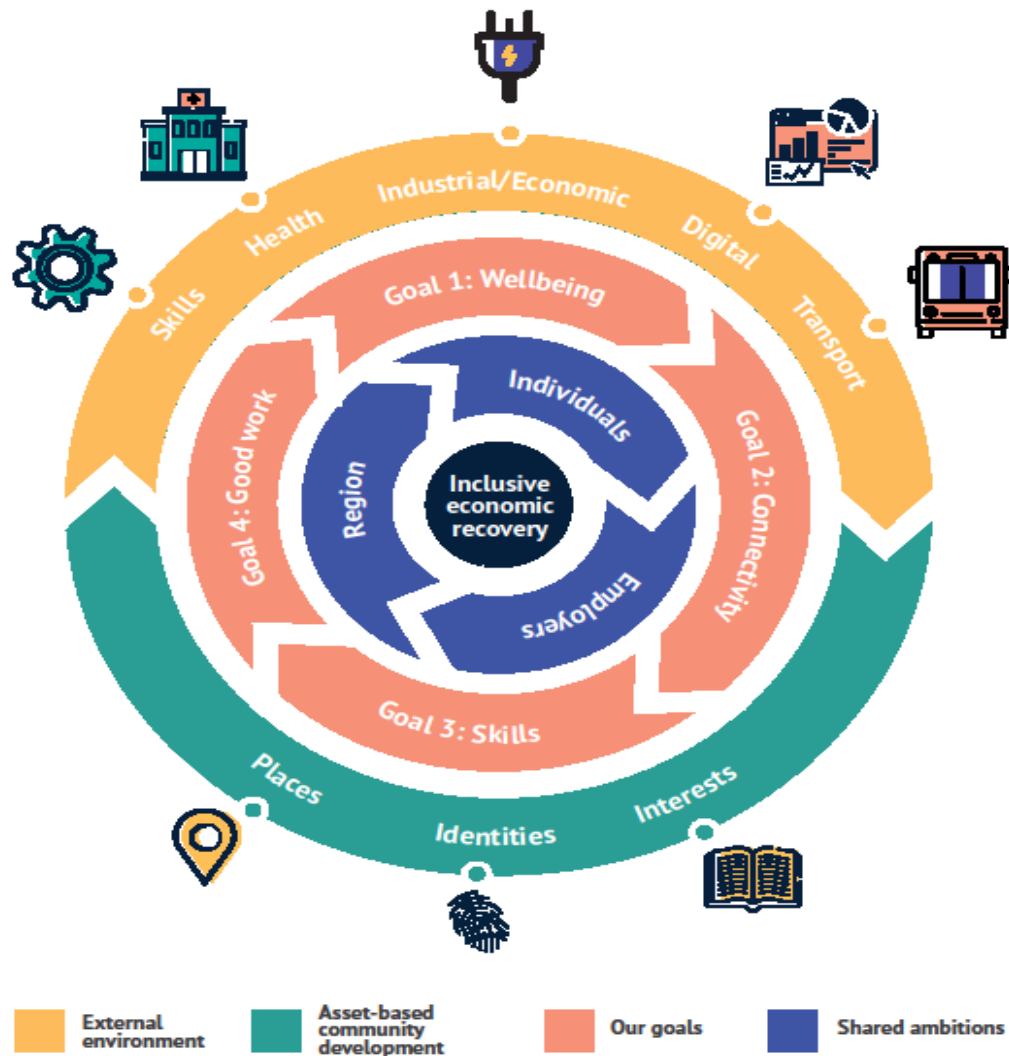
Definition

The widely recognised RSA definition of inclusive growth is applied throughout:

- *Enabling as many people as possible **to contribute to, and benefit from,** economic growth.*
- This definition of inclusive growth embeds the following key perspectives:
 - of individuals that face barriers to securing good work, including those with protected characteristics (see below); and
 - of our communities facing deprivation, inequality, and exclusion, as defined by *either* **specific places**, or groups through their **shared interests**, or **collective identities**.

Protected Characteristics are defined as: age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief and sex.

Leeds City Region framework for an inclusive economic recovery



An inclusive External environment

A framework which directly shapes and influences national, regional, and local context and policies and funding programmes – covering e.g.:

- Industrial/economic policy such as a WY Economic Recovery Plan which supports the third sector, including social enterprise, to deliver an inclusive economic recovery
- 116 • Ambitions for a net zero WY economy and related good work opportunities which will be created
- Healthcare strategies and systems as drivers and enablers of an inclusive economy
- Skills and employment policy providing our most excluded communities with relevant and transferable skills
- Digital eg the LCR Digital Framework addressing digital exclusion as a barrier to accessing good work and skills
- All feeding into and supporting...

Asset Based Community Development (ABCD)

- **Thriving and inclusive Communities** - as defined either by:
 - **Place** - with a focus on our most disadvantaged communities;
 - **Identity** - such as BAME or faith groups; or
 - **Collective interests** - such as regeneration, sport, learning etc.

117

- **Third Sector Organisations (TSOs)** and public sector organisations located on the ground are pivotal to:
 - Empowering and enabling communities to understand, connect and utilise their innate skills, gifts, and knowledge of local people, indoor and outdoor physical spaces/assets, and local networks and relationships to deliver social change and improvements.
 - The often hidden value of TSOs was recently seen in their flexible, enabling and rapid response to the first Lockdown
 - Trusted delivery arm of key sectors eg Local Authorities and Healthcare

Inclusive Growth Goals

To deliver inclusive growth, and eliminate inequalities, the external environment of policies and thriving communities must be focussed around delivering the following, broadly sequential, Strategic Goals:

- **Wellbeing** - where an individual faces multiple barriers such as poverty, poor health and inequality, their journey to good work starts with foundational steps such as building confidence and trust as a route to robust physical and mental health.
- **Connectivity and Accessibility** – building on personal wellbeing, an individual currently not in work, eg recently made unemployed, may face barriers in accessing employment or learning/retraining opportunities through a lack of reliable and affordable public transport and digital exclusion.
- **Transferable and Relevant Skills** - where the individual is closer to the labour market (eg because they have good physical and mental health and connectivity to opportunities) or is in work and looking to progress in their career, the journey may then focus on developing and acquiring specific skills, eg foundational digital skills.
- **Good Work** - the healthy, connected, and skilled individual enters sustainable high-quality employment that enables career progression and increases income levels as well as providing a fair and inclusive working environment. This in turn further promotes wellbeing and good health outcomes, creating a virtuous cycle.

Mission/ambitions

- ***Our Individuals*** and communities become **Socially Mobile** because they are inspired, confident, and engaged
- ***Our Employers*** provide **Good Work** because they: value and benefit from diversity (at all levels); actively promote employee welfare; and invest in their workforce.
- ***The region delivers an Inclusive Economic Recovery, for both regional and national benefit*** because delivery of our IG Goals (Wellbeing, Connectivity, Skills and Good Work for all) ensures that economic and social disparities are not just reduced, but eliminated.

Performance Measurement - Issues

- Better understanding needed of the value of our communities' Assets ("what's strong not what's wrong"), eg value of volunteer time, and overall contribution of the third sector in WY.
- Measuring progress against our IG Goals – a draft dashboard of Indicators has informed both the WY ERP and SEF monitoring framework (see Appendix 2).
- Each proposed indicator is (as far as possible) WY level and needs be developed further to compare (a) the most and least deprived areas and (b) protected characteristics with the general population.
- Over time, indicators also need to become more asset (vs deficit) focused.
- Evaluating project and programme level impacts and effectiveness is a challenge – to understand specific contributions to IG – ie the overall 'prize' in economic terms. Early assessments suggest a modest reduction in income inequality would deliver a significant GDP uplift over a period of time.

Working Draft IG Dashboard

Dashboard of Possible LCR/WY Inclusive Growth Indicators

Goal 1: Wellbeing

1. Years of Healthy Life
2. Personal wellbeing
3. Early years development
4. Number of days lost to sickness
5. Number of households in fuel poverty
6. Physical activity levels (>30 minutes per week)

Goal 2: Connectivity & Accessibility

1. Hard to fill vacancies
2. Proportion of jobs accessible by bus within 30 minutes
3. Access to internet and ICT (basic digital skills, broadband coverage)
4. Air quality (poor air quality indicates low active travel/ public transport use/ high car usage)
5. Number of households in transport poverty

Goal 3: Transferable & Relevant Skills

1. Working age population without any qualifications
2. Economic activity rate
3. NEET rate
4. Social mobility - Attainment at KS4 by FSM eligibility and access to HE by social status
5. Employers engaging with schools

Goal 4: Good Work

1. % Employees in Good Work
2. Pay ratios (CEO/director to median employee)
3. Pay gaps (gender, etc)
4. Workforce diversity (at all levels)
5. % employers providing flexible working – eg incidence of home-based working

This page is intentionally left blank

Appendix 2

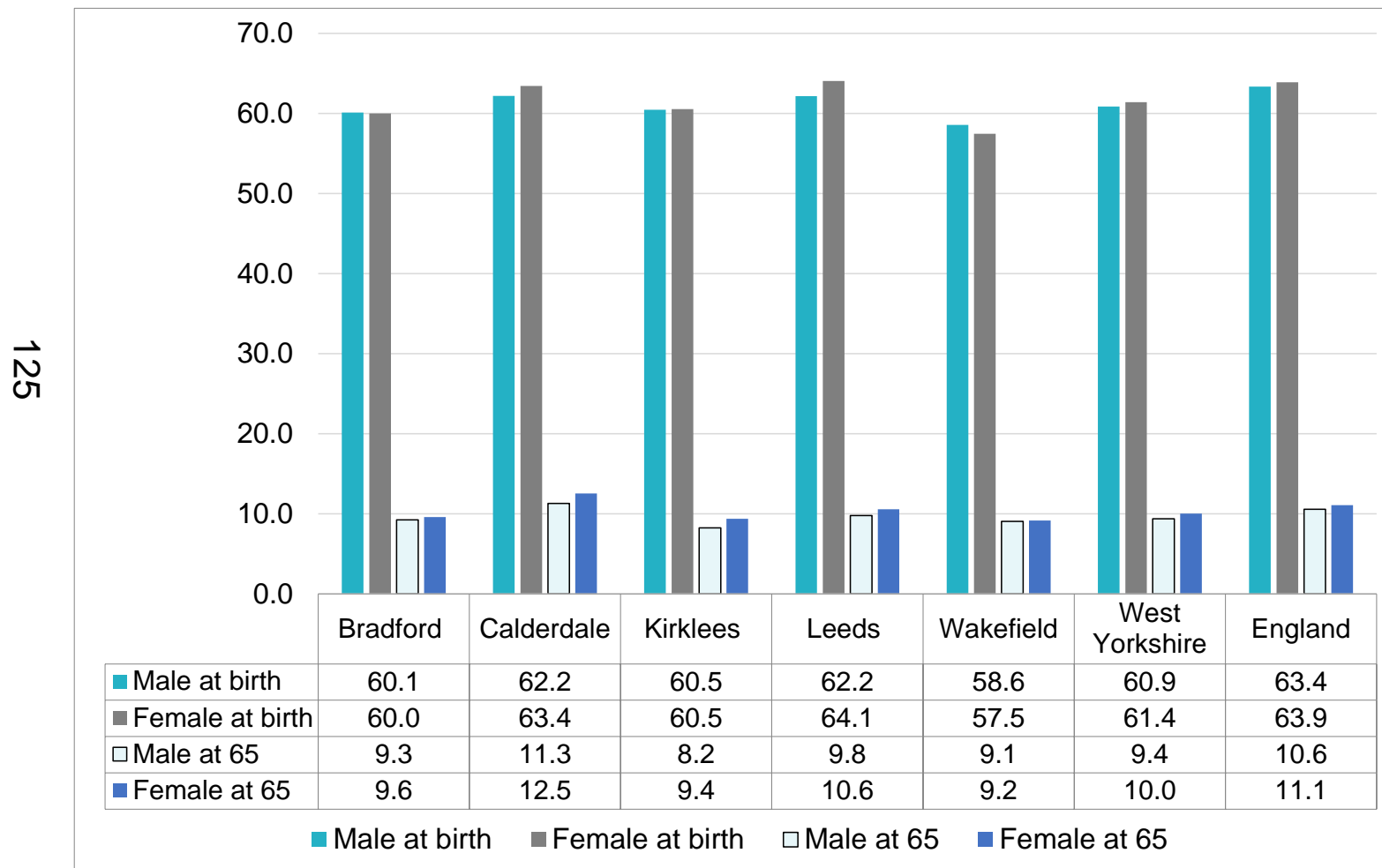
Inclusive Growth Framework

Working Draft Indicators Tracking

Goal 1 - Wellbeing

West Yorkshire underperforms national average on healthy life expectancy

Figure: Healthy life expectancy at birth and at age 65 by gender



**Leeds City Region
Enterprise
Partnership**

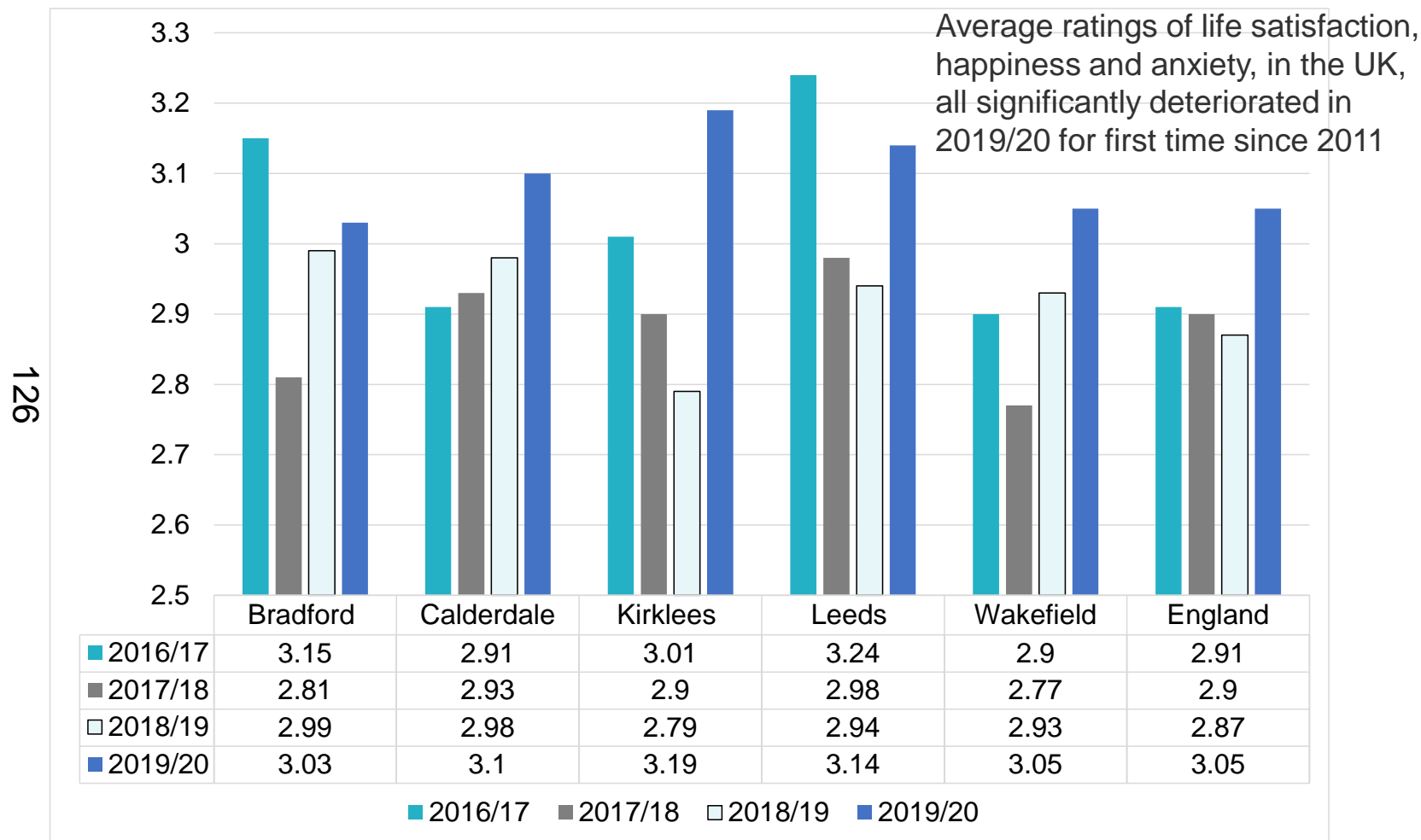
Working in
partnership
with the



Source: Office for National Statistics, Health state life expectancies, UK: 2016 to 2018

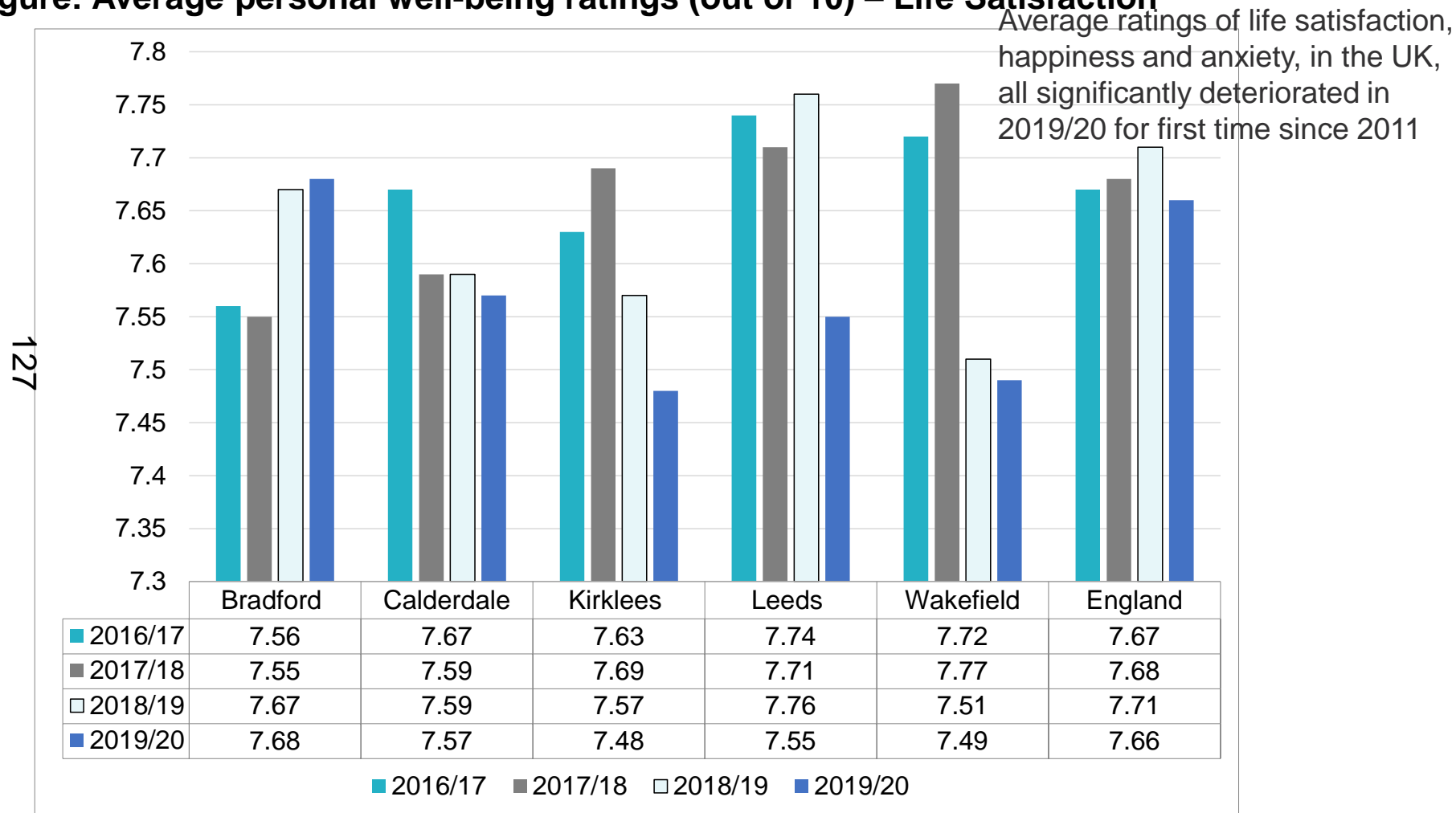
Average ratings of anxiety increased across England and West Yorkshire in latest data

Figure: Average personal well-being ratings (out of 10) - Anxiety



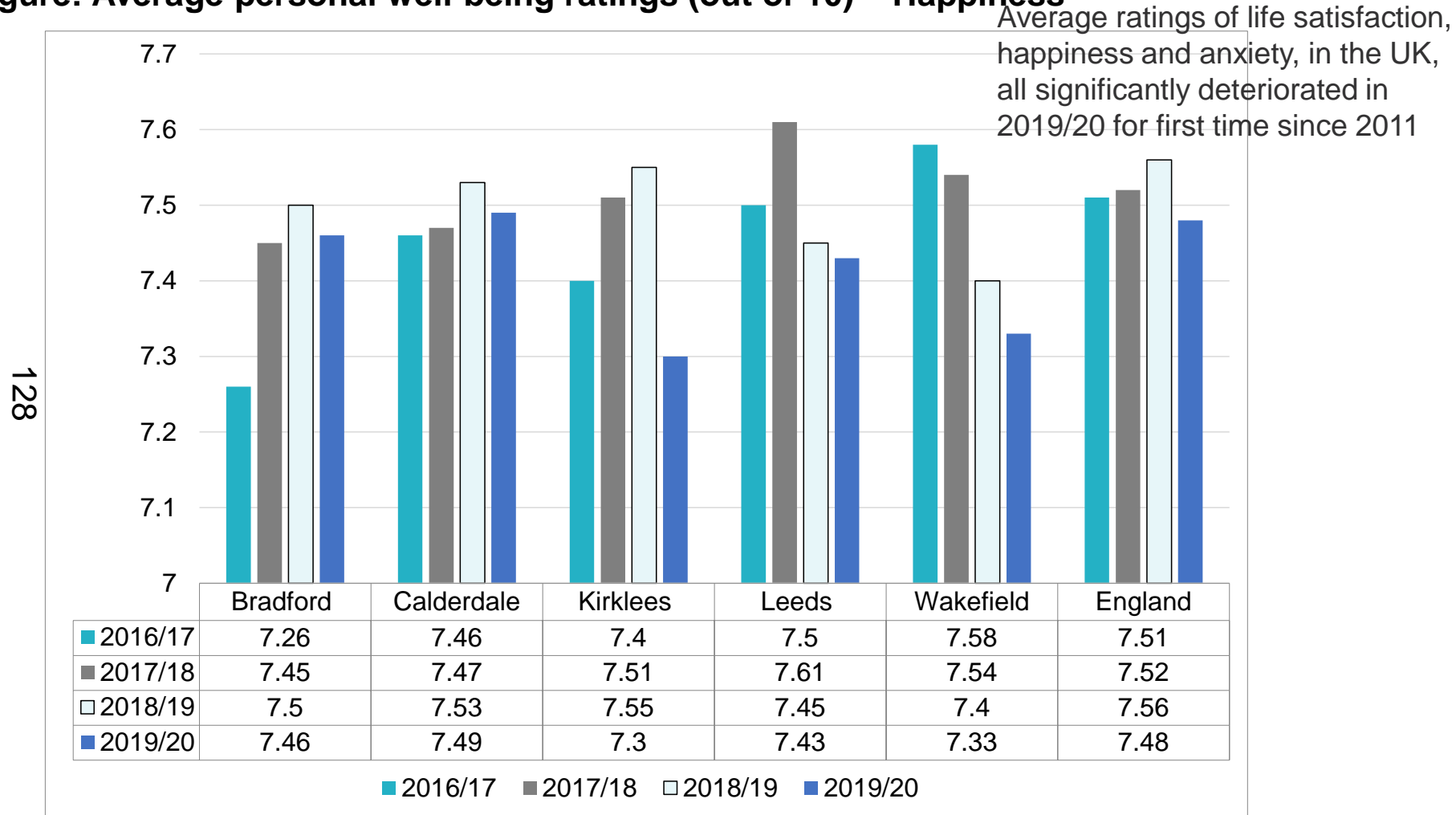
Average ratings of Life Satisfaction fell in latest data

Figure: Average personal well-being ratings (out of 10) – Life Satisfaction



Average ratings of Happiness fell in latest data

Figure: Average personal well-being ratings (out of 10) – Happiness



**Leeds City Region
Enterprise
Partnership**

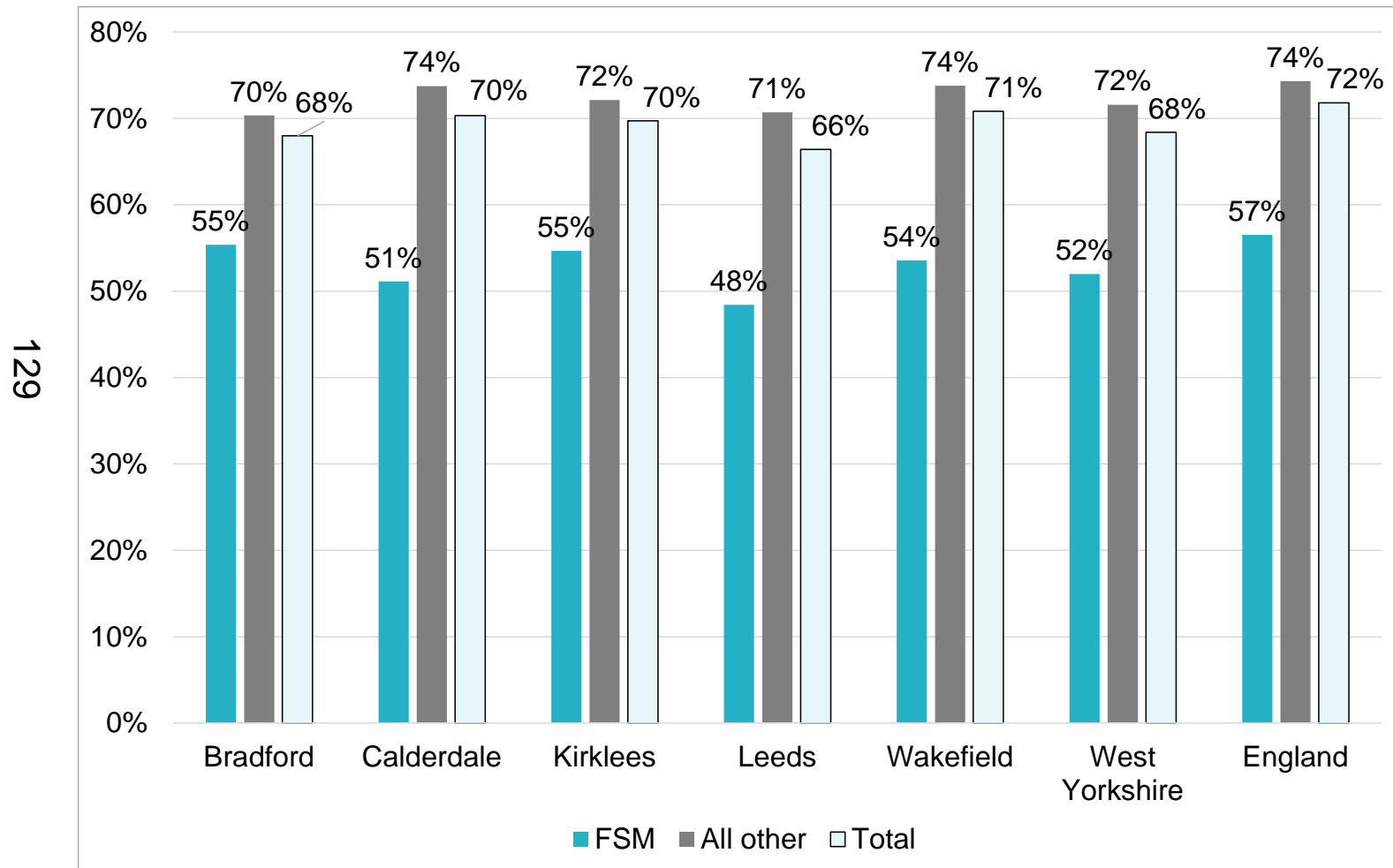
Working in
partnership
with the



“Overall, how happy did you feel yesterday?”
Source: Office for National Statistics – Annual
Population Survey

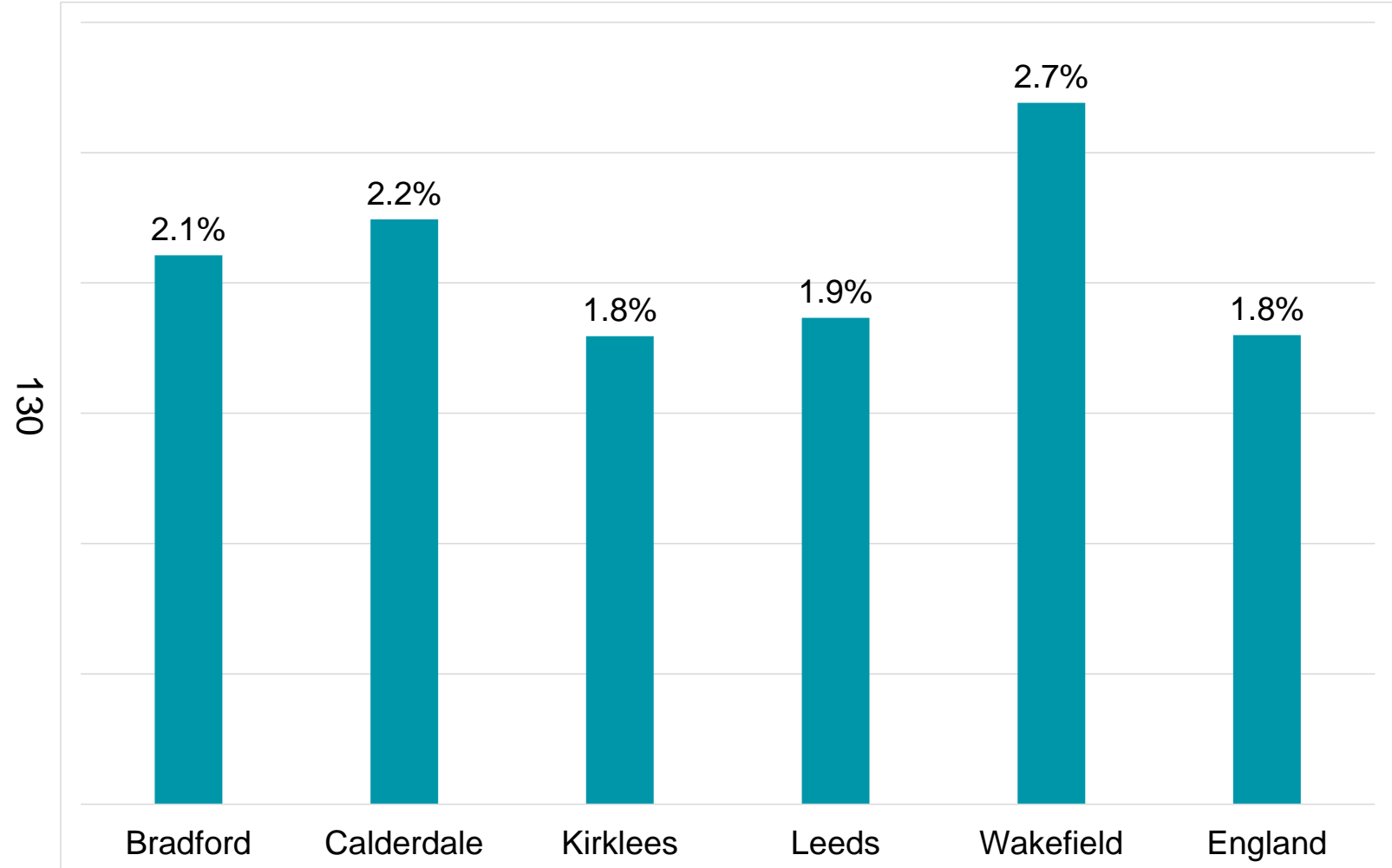
20-point gap between FSM and other Early Years pupils in terms of % achieving a good level of development

Figure: Early years foundation stage profile: % achieving a good level of development



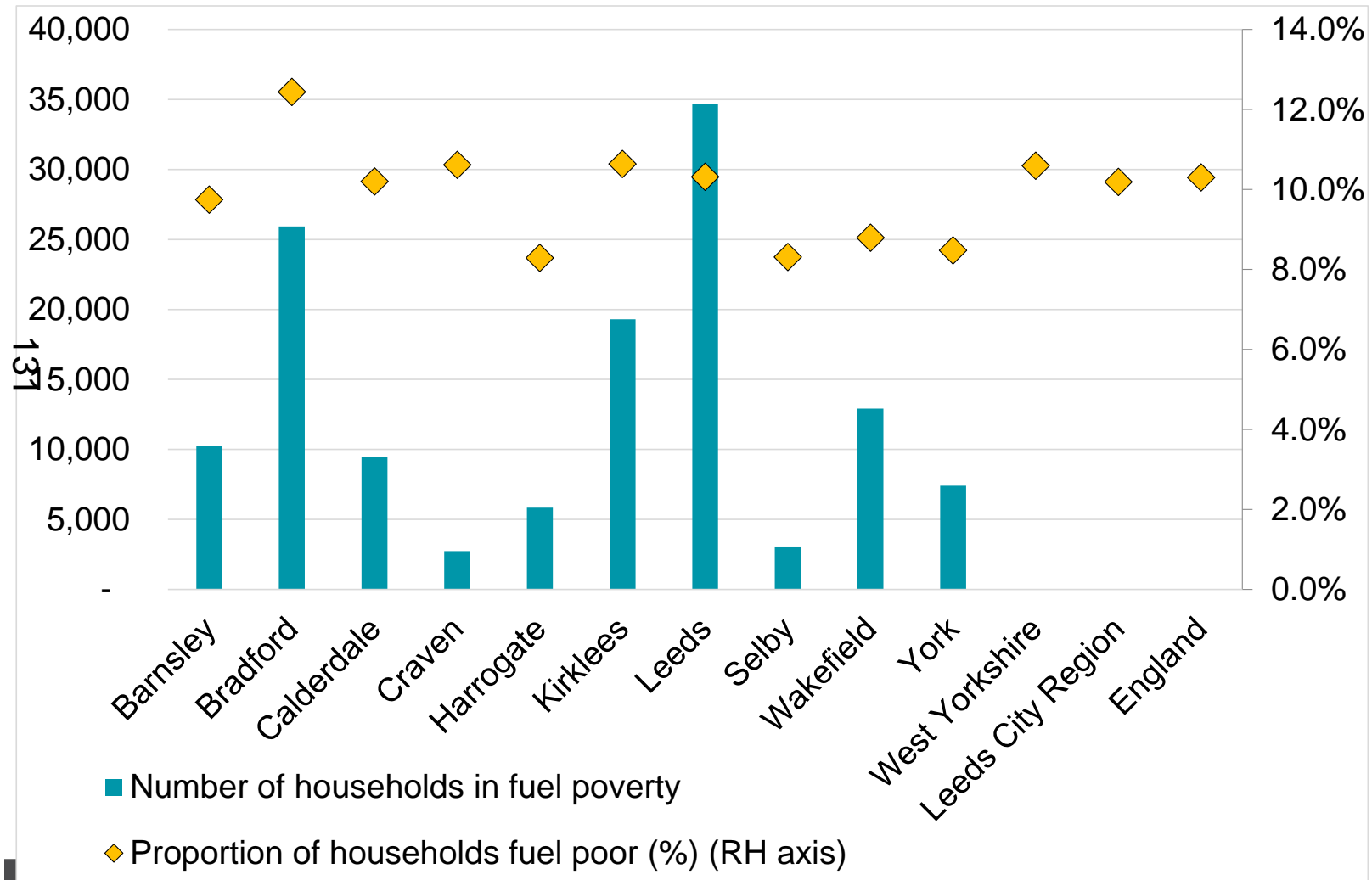
Sickness absence levels are broadly similar to national average

Figure: Sickness absence rate by local authority, 2018



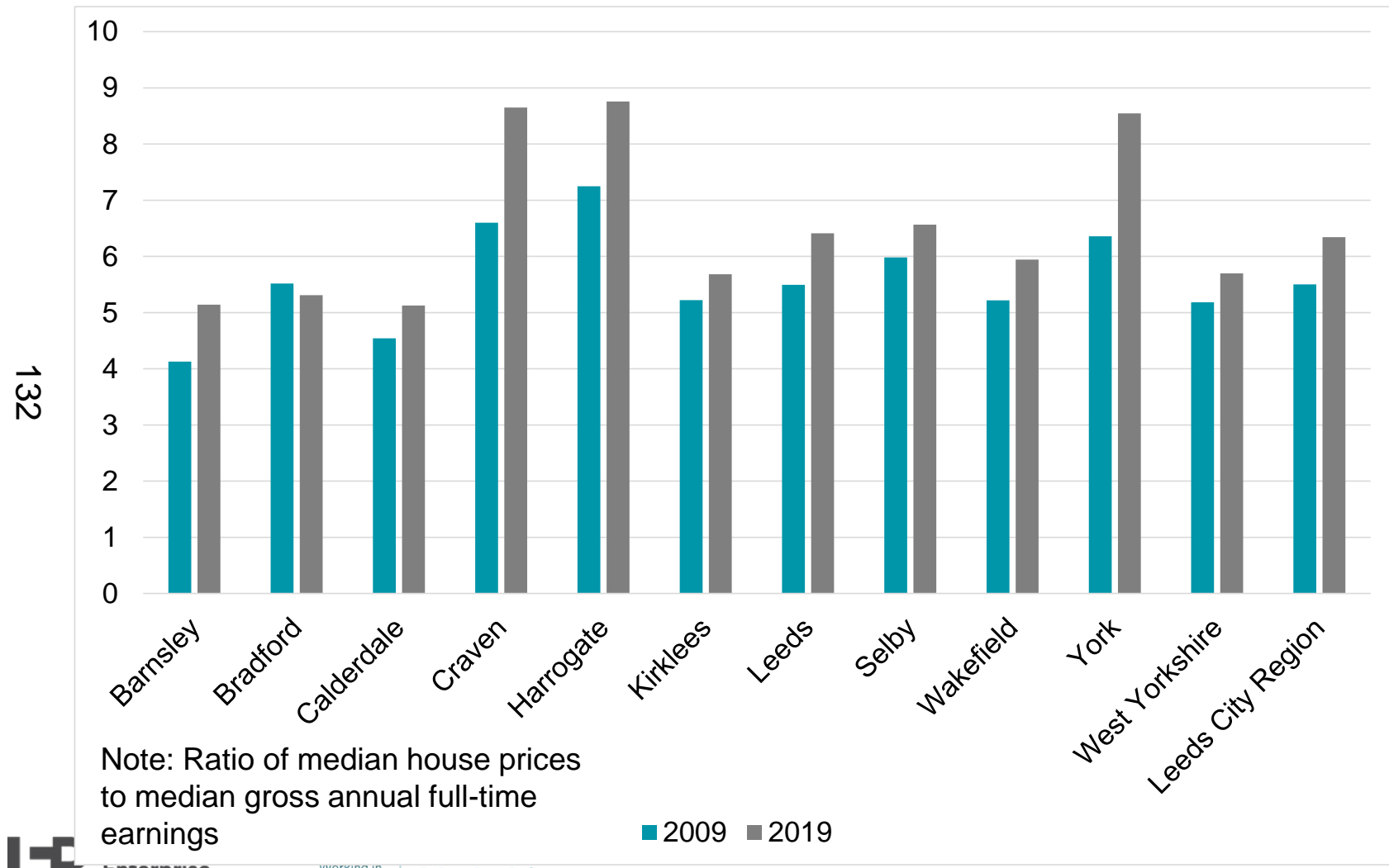
10% of households in the City Region are in fuel poverty

Figure: Number and % of households in fuel poverty, 2018



Housing affordability is a growing challenge in some parts of the City Region

Figure: Housing affordability ratio by district, 2019



Note: Ratio of median house prices to median gross annual full-time earnings



Enterprise Partnership

Working in partnership with the

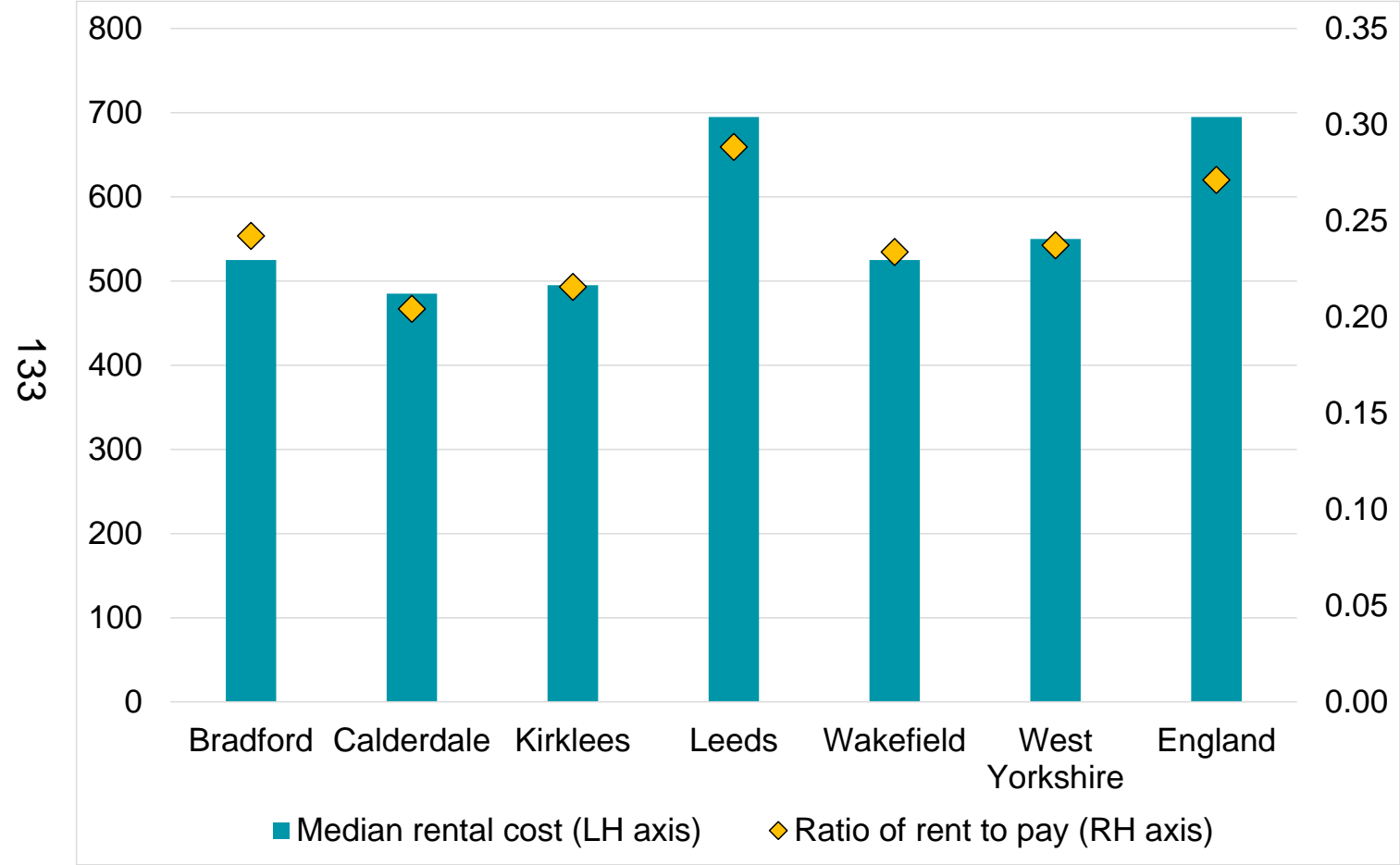


2009 2019

Source: House Price Statistics for Small Areas (HPSSAs), Annual Survey of Hours and Earnings

Rental costs are high relative to pay in Leeds

Figure: 'Two Bedrooms' monthly rents recorded between 1 April 2019 to 31 March 2020



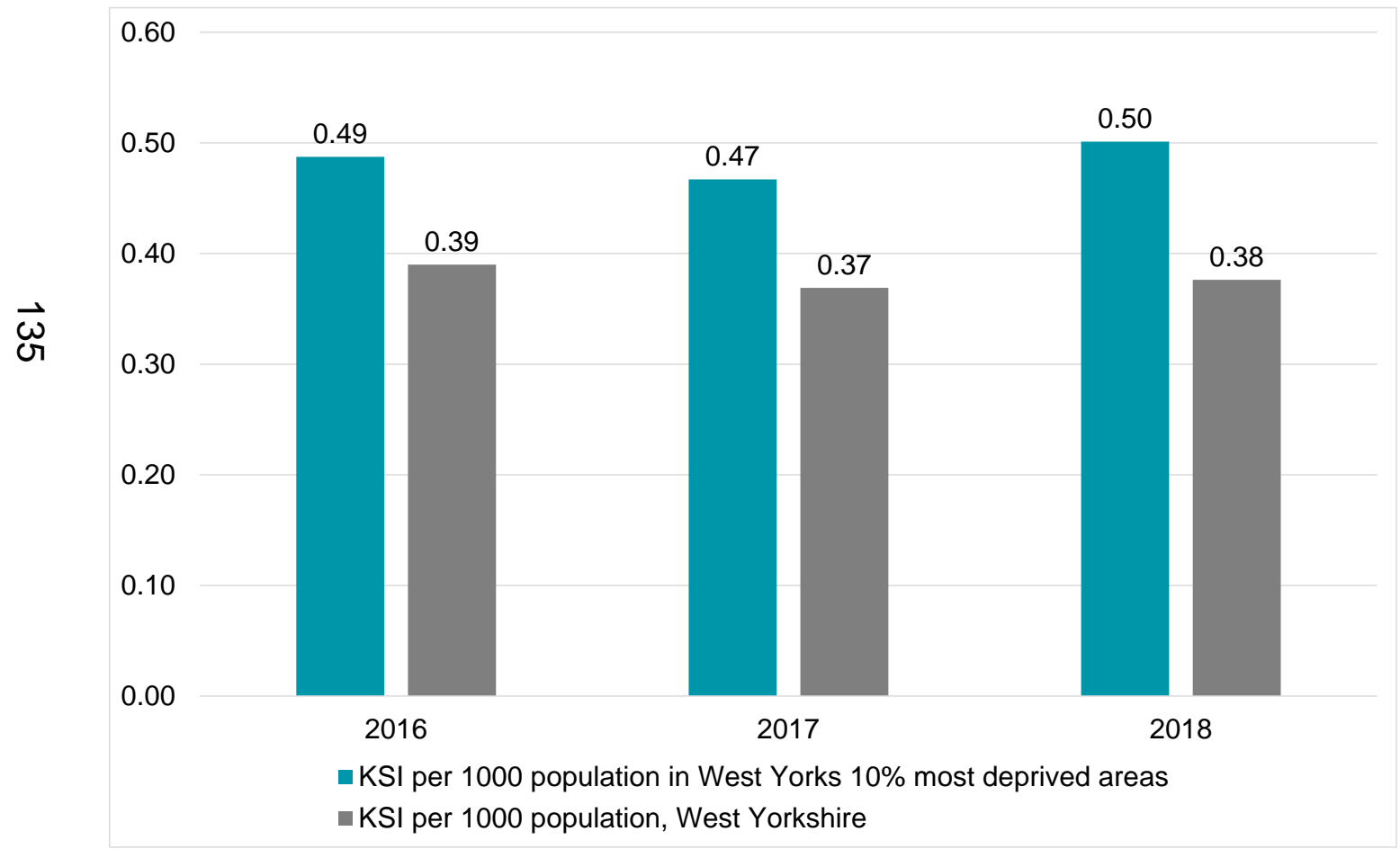
Note: Ratio = 2 bedroom monthly rents versus gross median monthly pay

Source: Private Rental Market Statistics, Annual Survey of Hours and Earnings, Office for National Statistics

Goal 2 – Connectivity & Accessibility

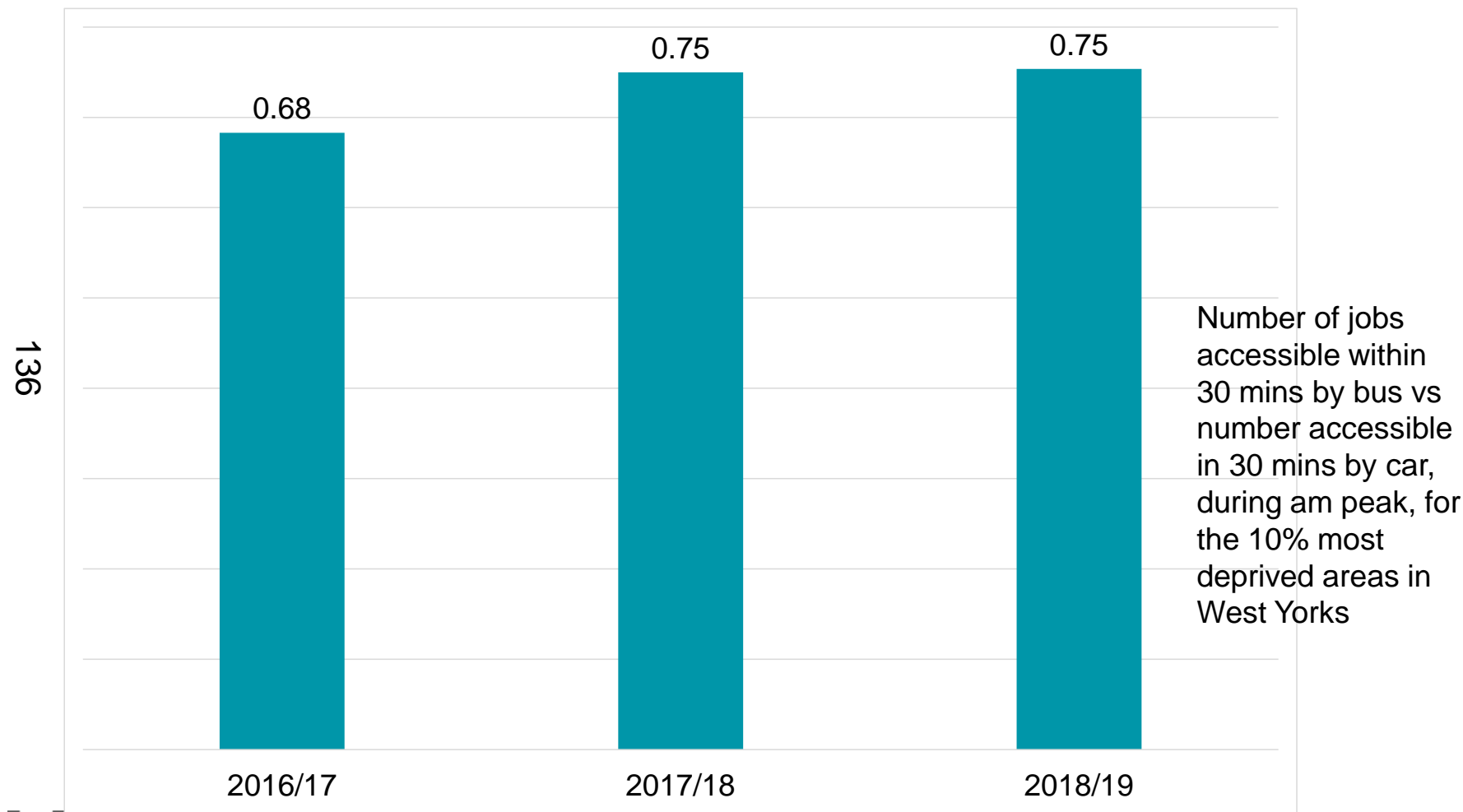
Residents of deprived areas are at greater risk of death or serious injury as a result of road traffic accidents

Figure Ratio of annual KSI road casualties and total resident population



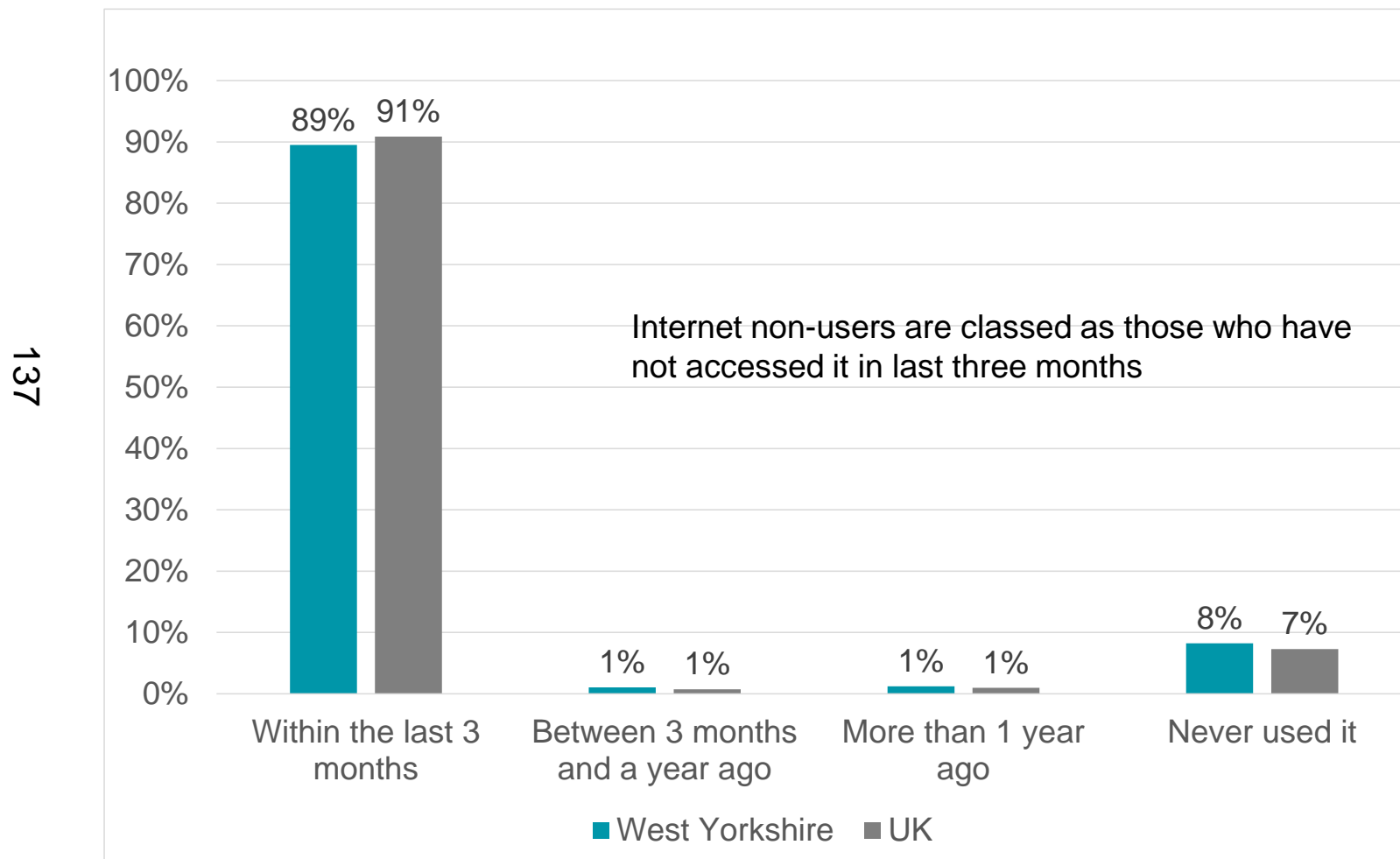
75% of jobs accessible by car from deprived areas are accessible by bus within 30 mins

Figure: Access inequality ratio (employment), West Yorks



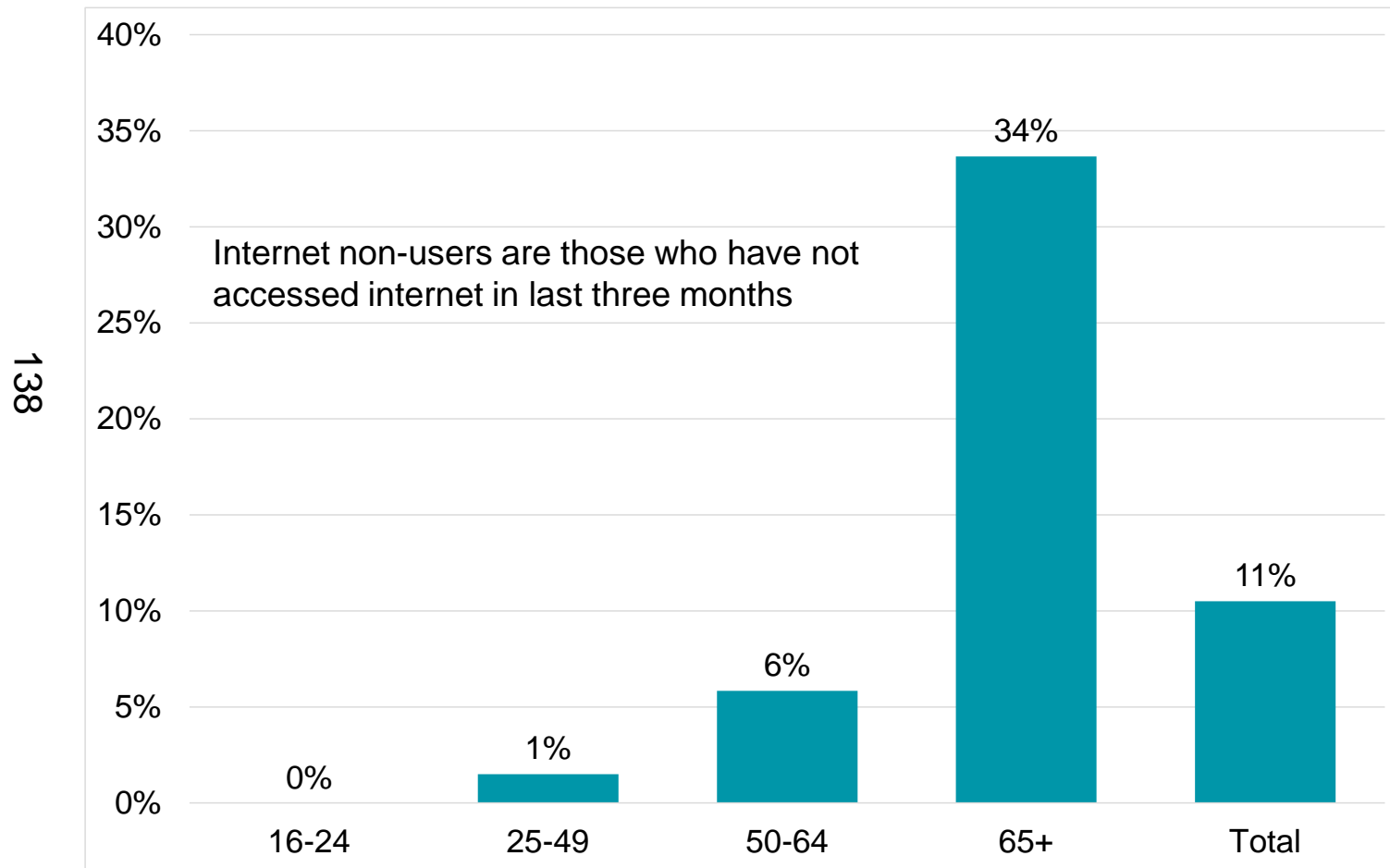
11% of adults do not use the internet

Figure: Period within which last used internet



One third of people over 65+ are internet non-users

Figure: Proportion of population who are internet non-users by age band, West Yorkshire



**Leeds City Region
Enterprise
Partnership**

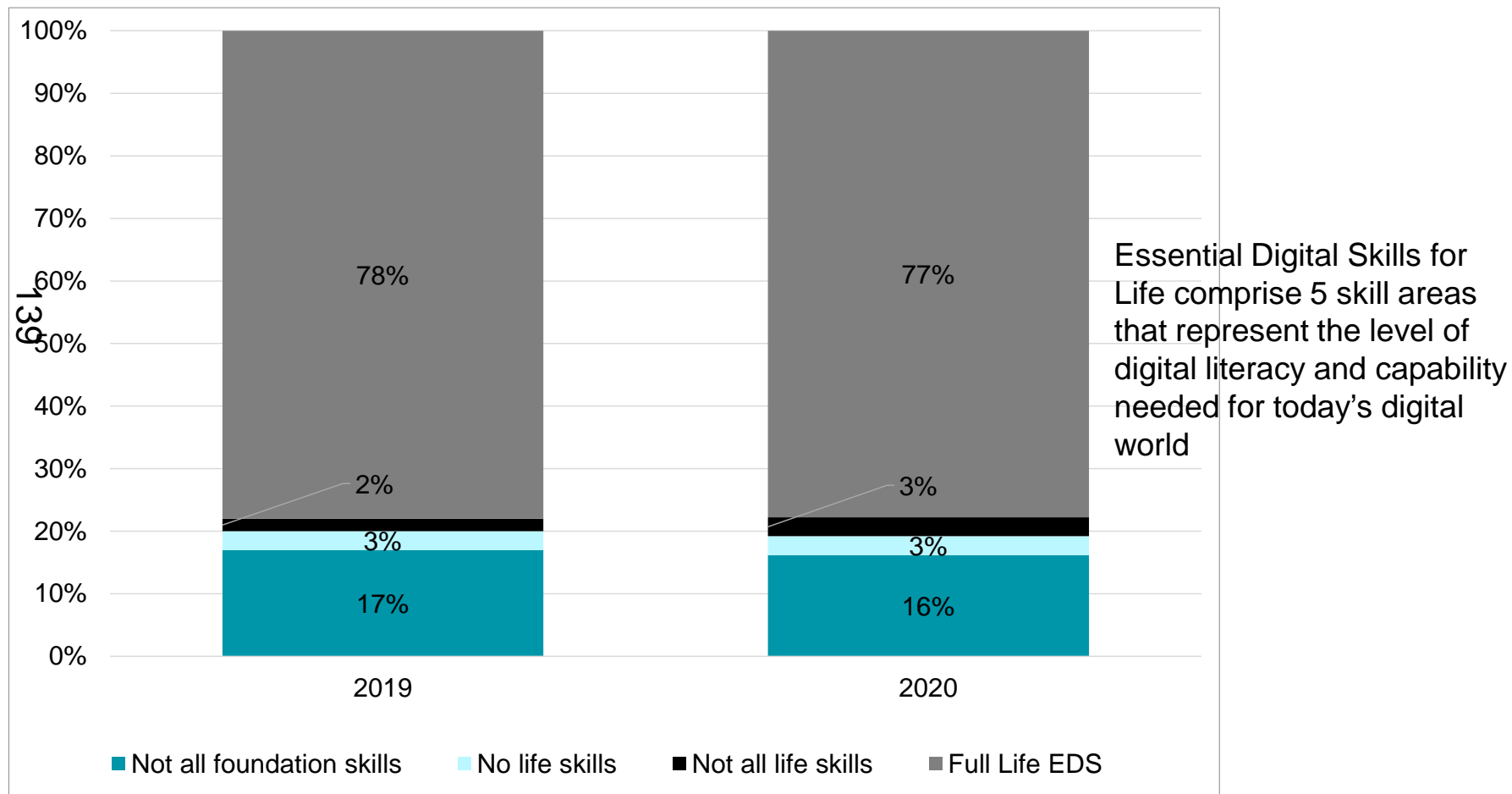
Working in
partnership
with the



Source: Labour Force Survey, January to March 2020

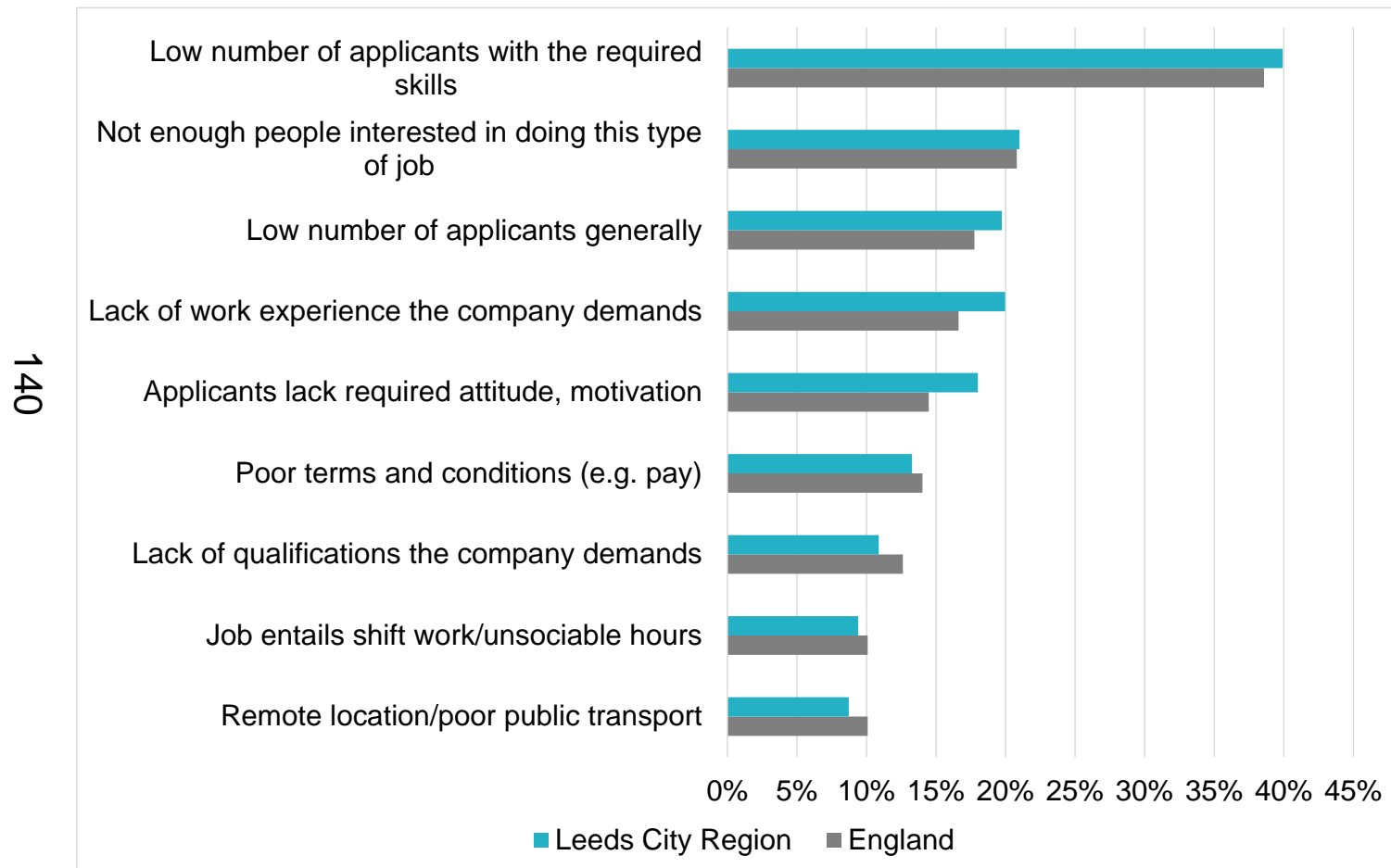
23% of adults in Yorkshire lack the full range of Essential Digital Skills for Life

Figure: Proportion of people aged 15+ and their level of EDS for Life, Yorkshire and the Humber



1-in-10 employers with hard-to-fill vacancies say location / access via public transport are a cause

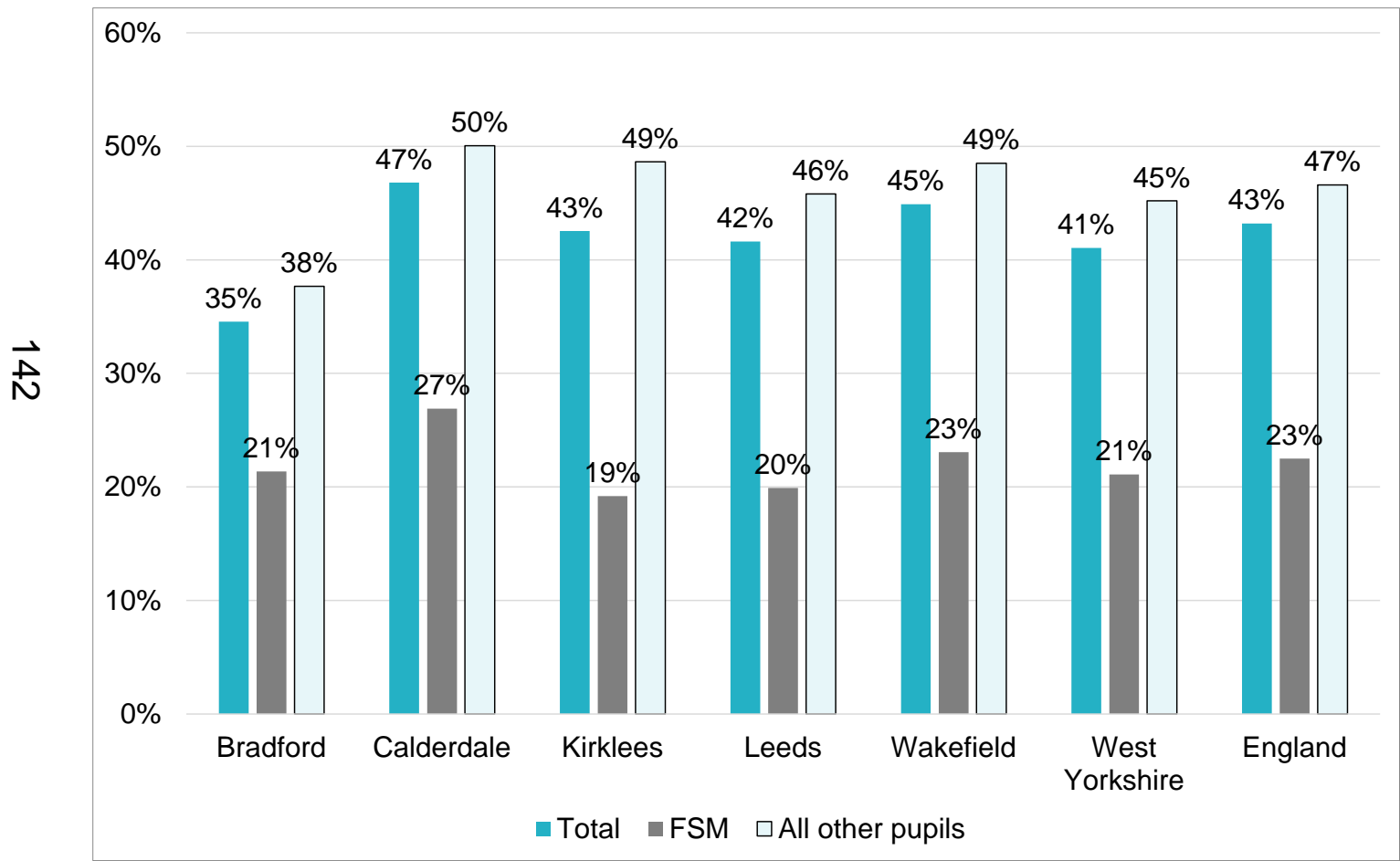
Figure: Proportion of employers citing each of following as cause for hard-to-fill vacancies



Goal 3 – Transferable and Relevant Skills

Free school meal pupils underperform at KS4

Figure: % of pupils achieving 9-5 in English and Maths GCSEs by free school meal status



Leeds City Region
Enterprise
Partnership

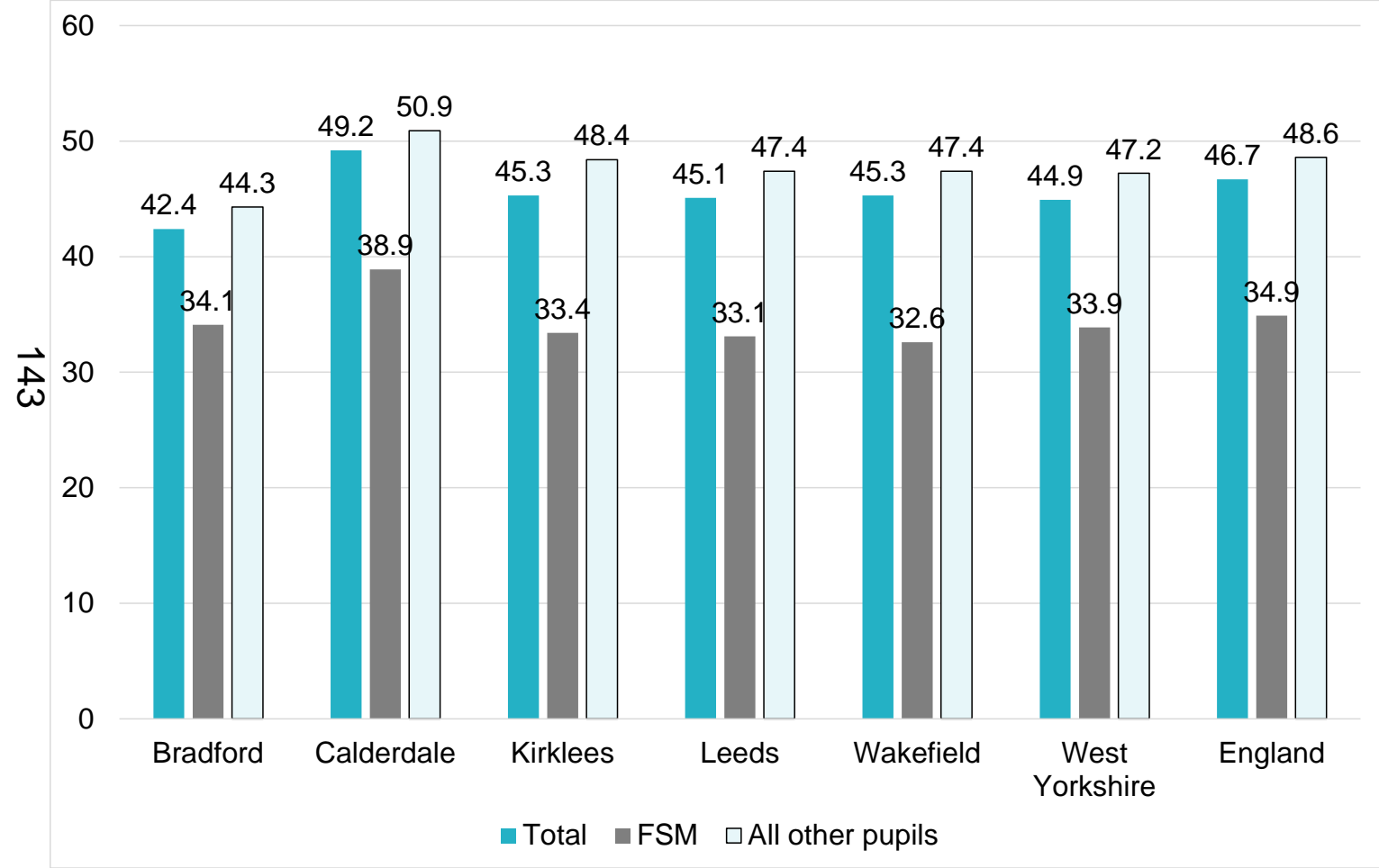
Working in
partnership
with the



Source: Department for Education

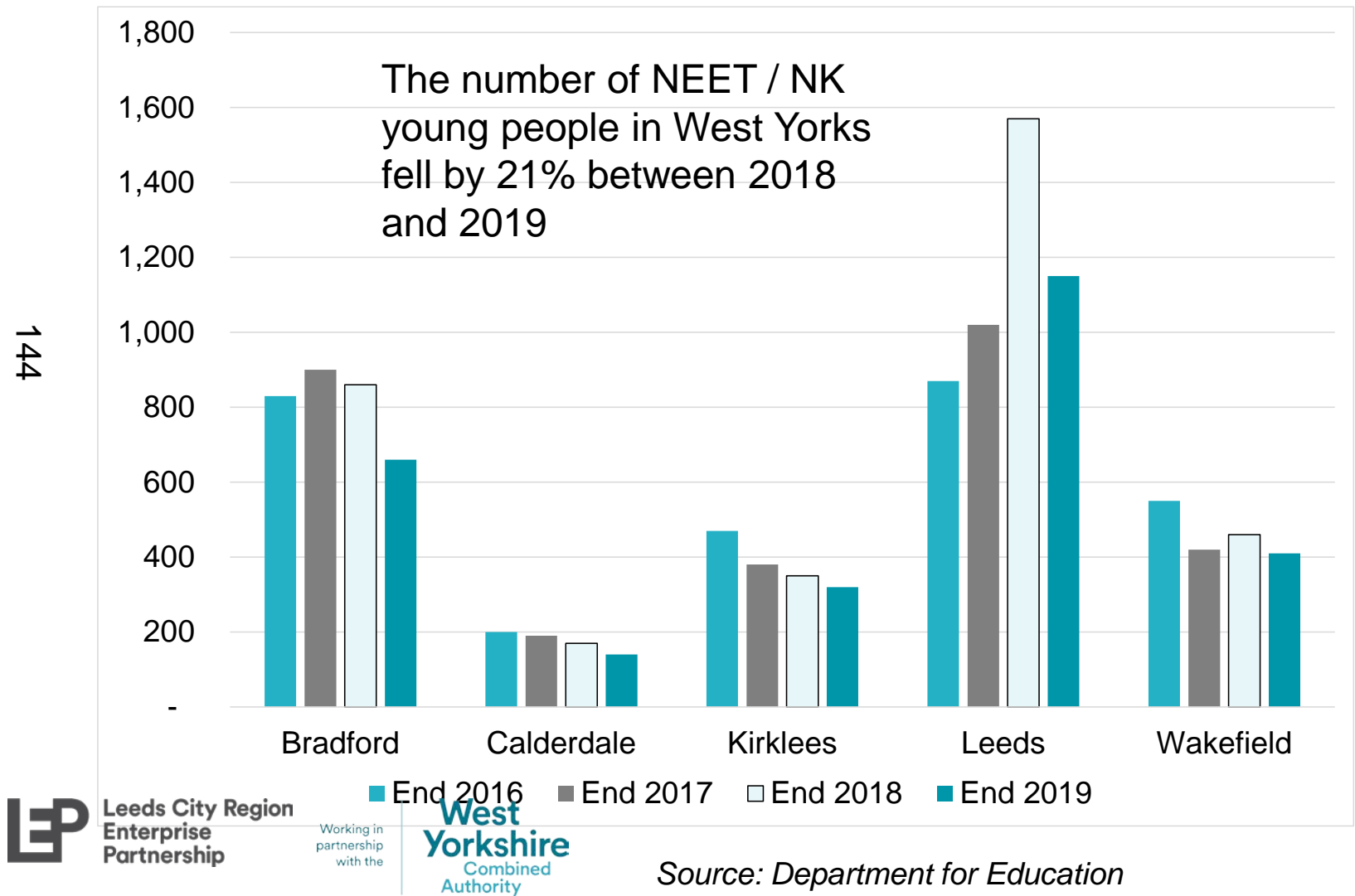
Free school meal pupils underperform at KS4

Figure: Average Attainment 8 score per pupil by free school meal status



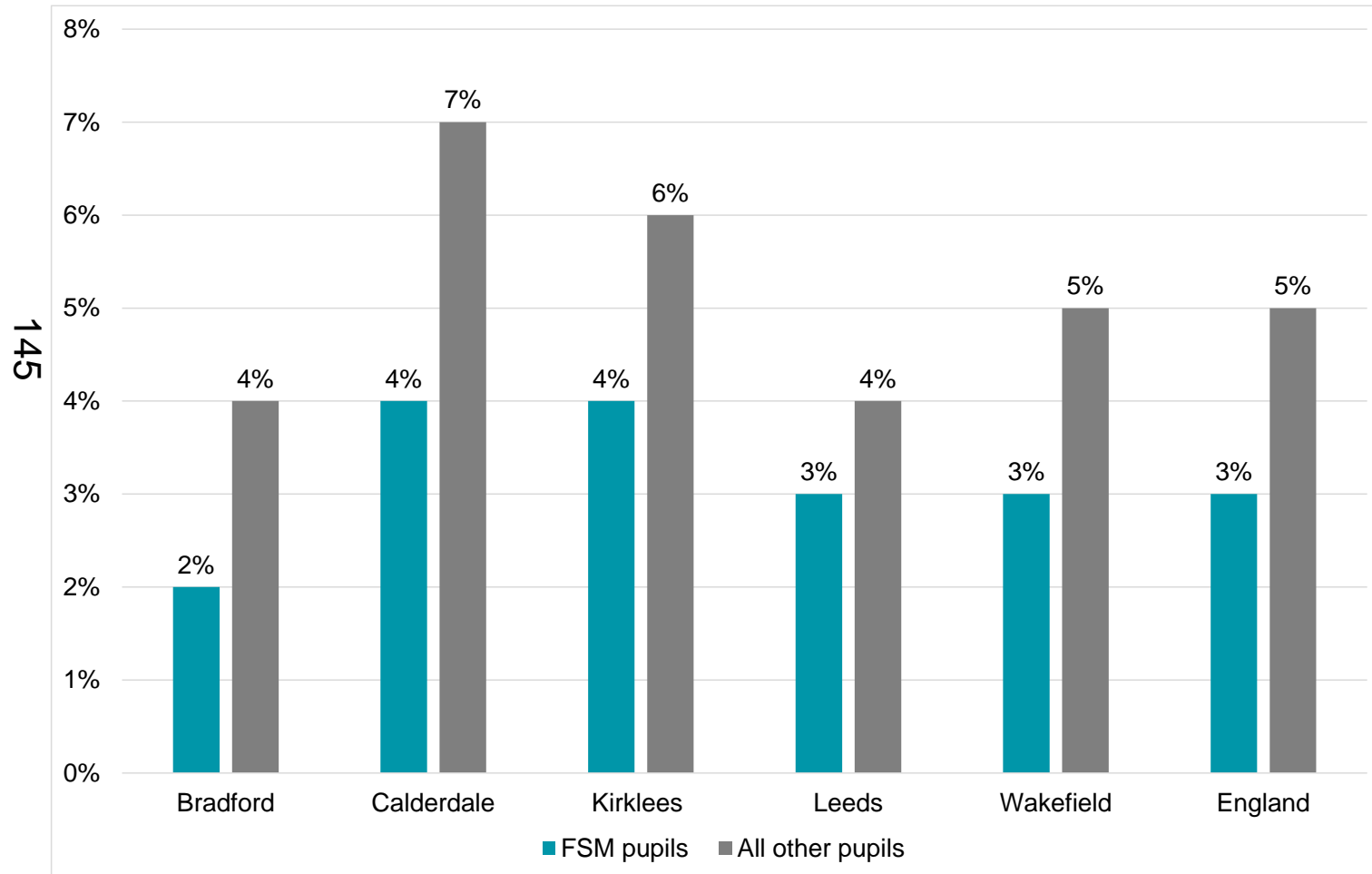
NEET numbers were falling prior to the Covid crisis

Figure: Number of 16 and 17 year olds who are NEET or whose activity is not known



Disadvantaged pupils are less likely to participate in apprenticeships

Figure: % of pupils entering sustained apprenticeship following completion of key stage 4 by free school meal status

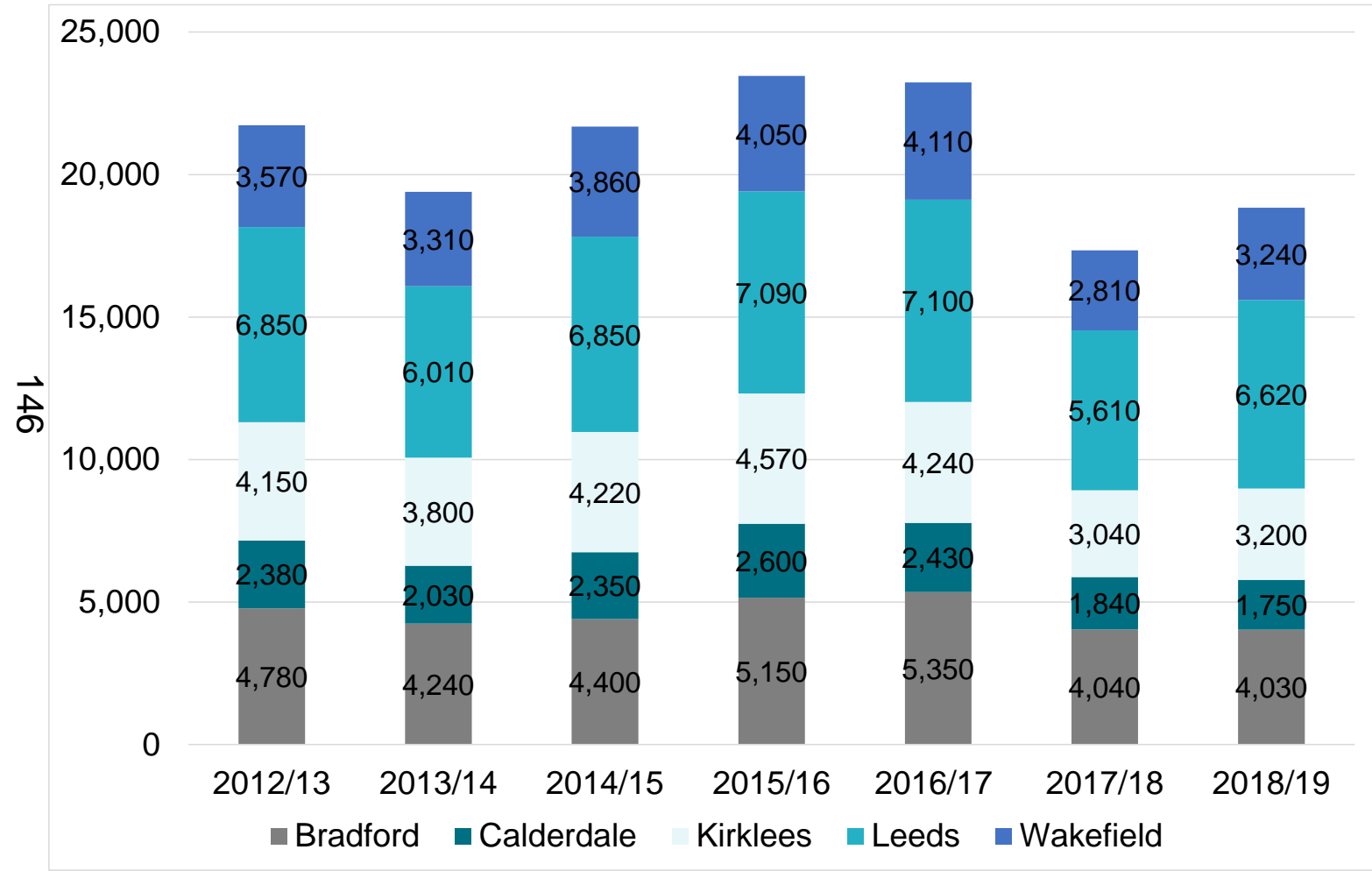


Note: Analysis shows 2017/18 destinations for the 2016/17 cohort (state-funded mainstream and special schools).

Source: Department for Education.

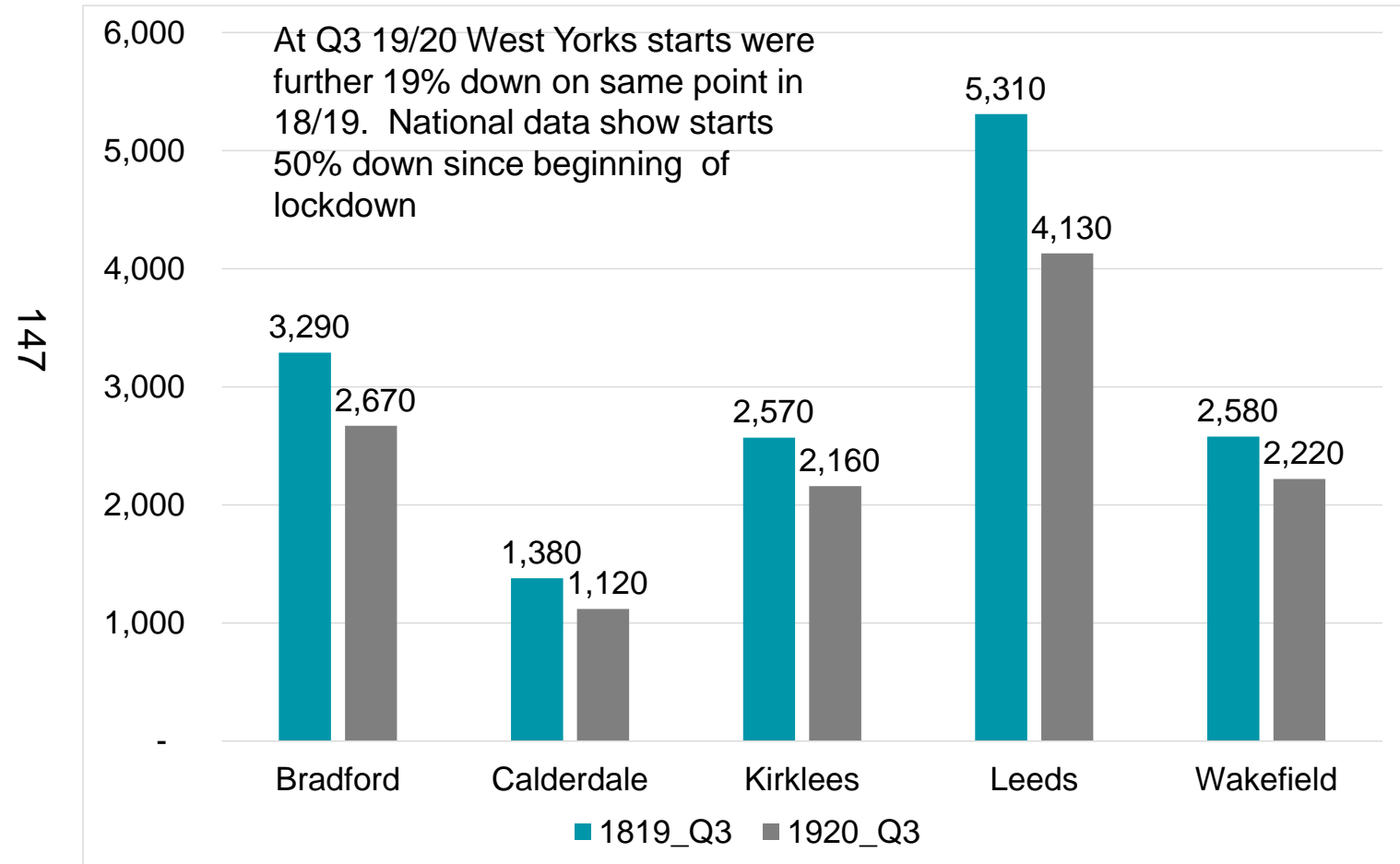
Apprenticeship starts in West Yorkshire were 19% lower in 2018/19 than in 2016/17

Figure: Trend in apprenticeship starts by district



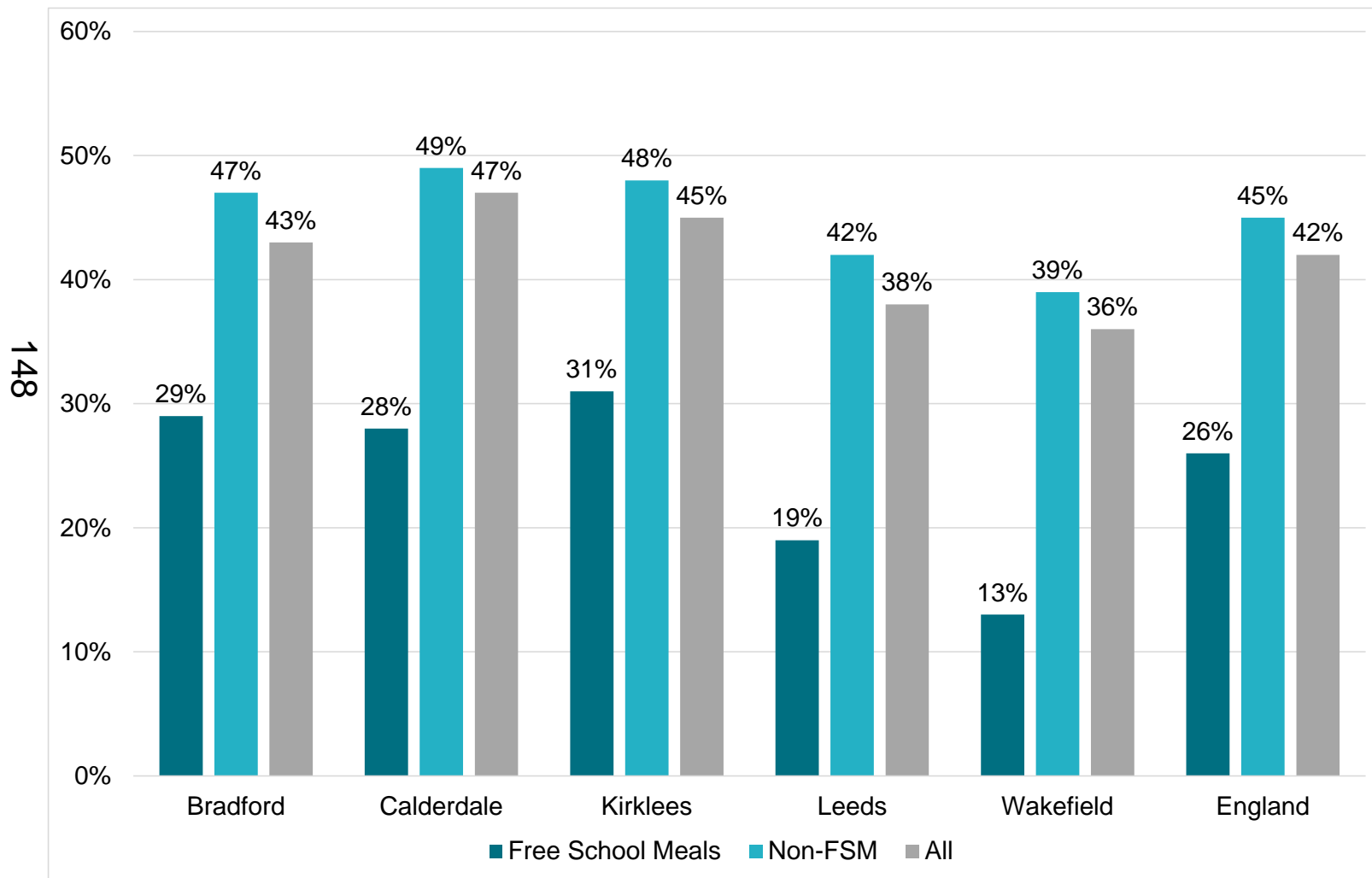
Provisional figures suggest that apprenticeship starts were significantly down in 2019/20

Figure: Apprenticeship starts by district at Q3 2019/20 academic year versus Q3 2018/19



Disadvantaged pupils are less likely to participate in higher education

Figure: % of pupils from state-funded and special schools entering higher education by free school meal status

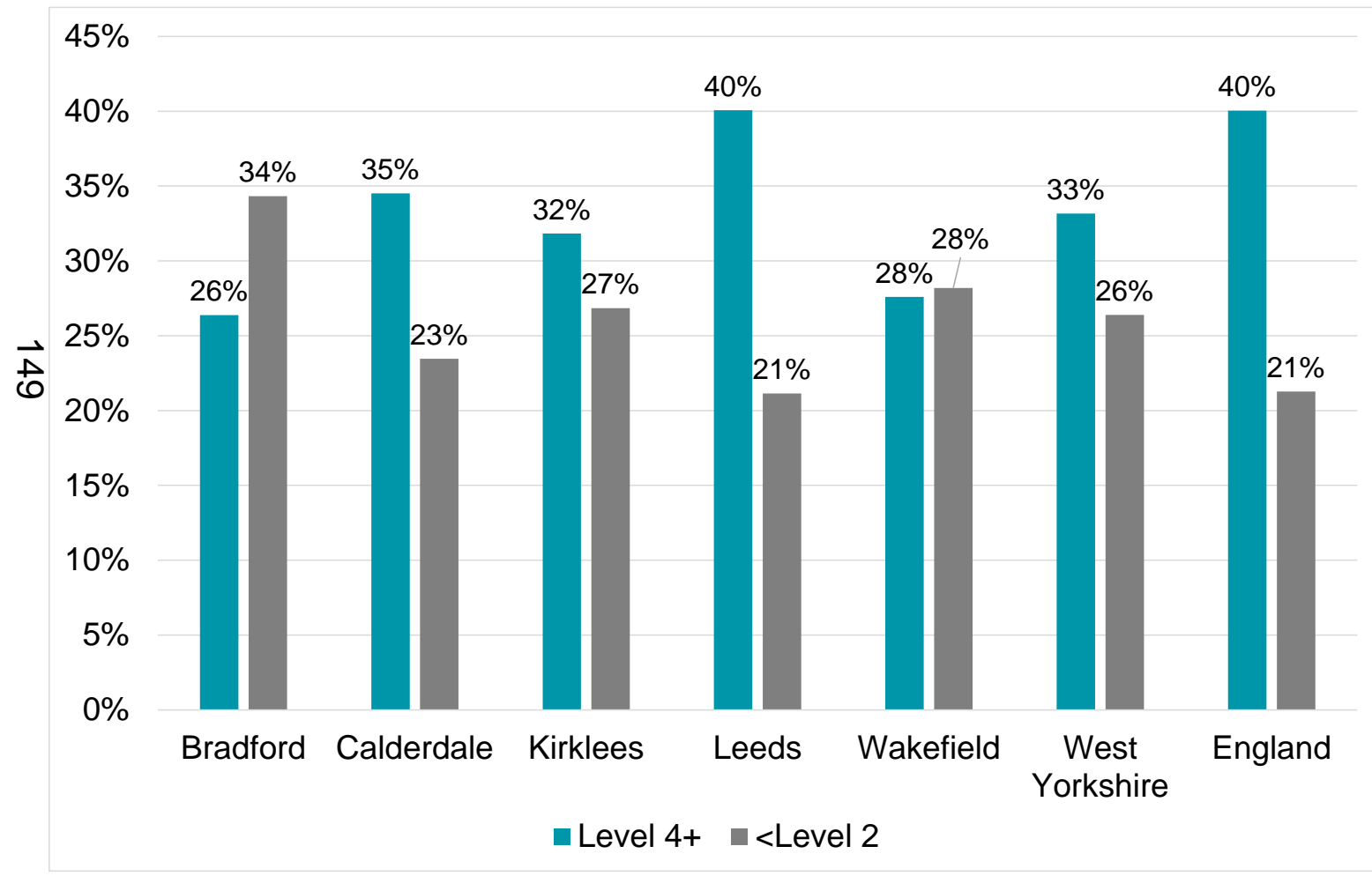


Note: Entered HE by age 19 in 2017/18 academic year

Source: Department for Education

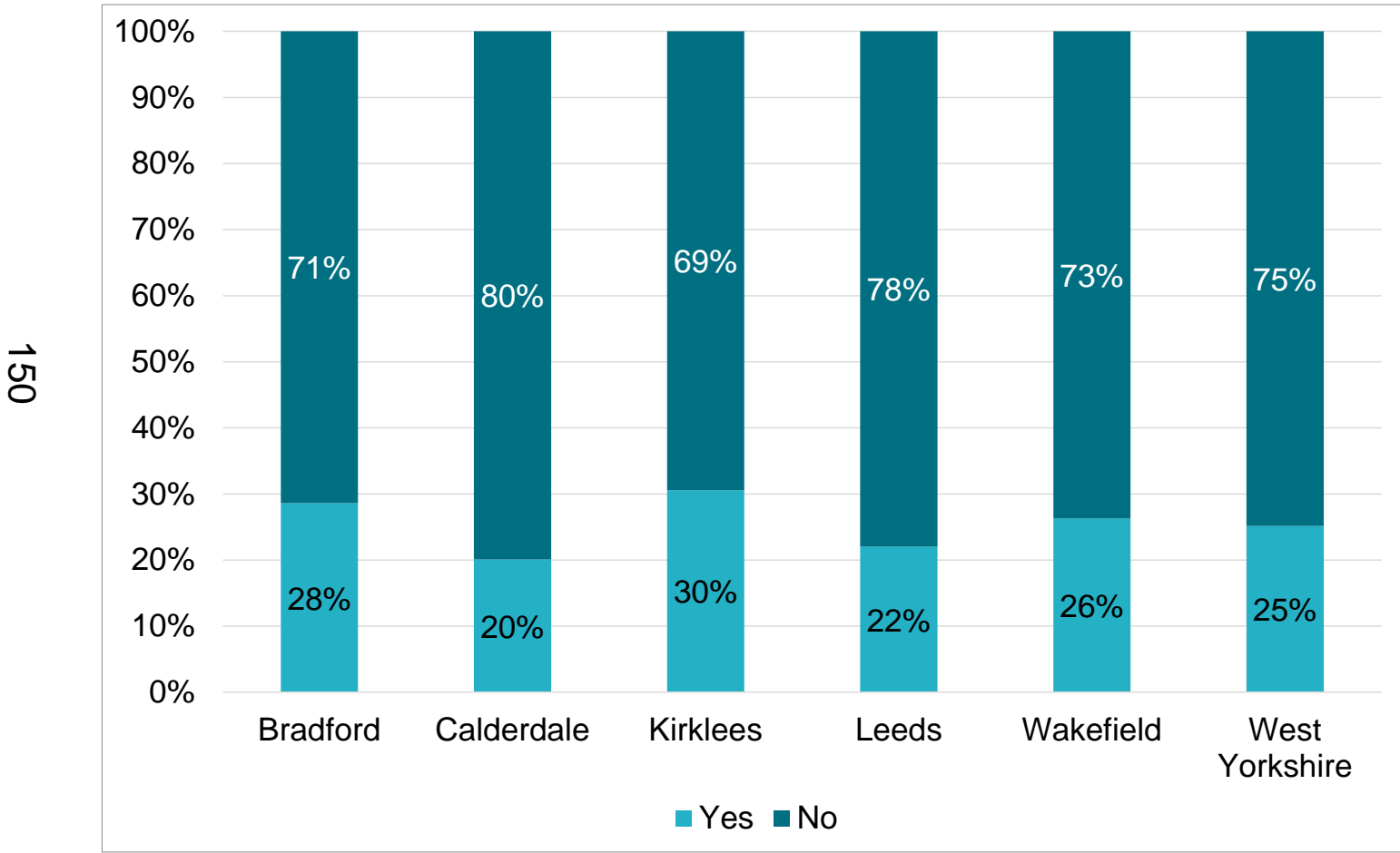
More than a quarter of adults in West Yorks are low qualified (<L2) rising to more than a third in Bradford

Figure: Profile of highest qualification held by working age (16-64) population



A quarter of employers offer work experience placements to pupils in local schools

Figure: Proportion of employers offering work experience placement for school pupils



Leeds City Region
Enterprise
Partnership

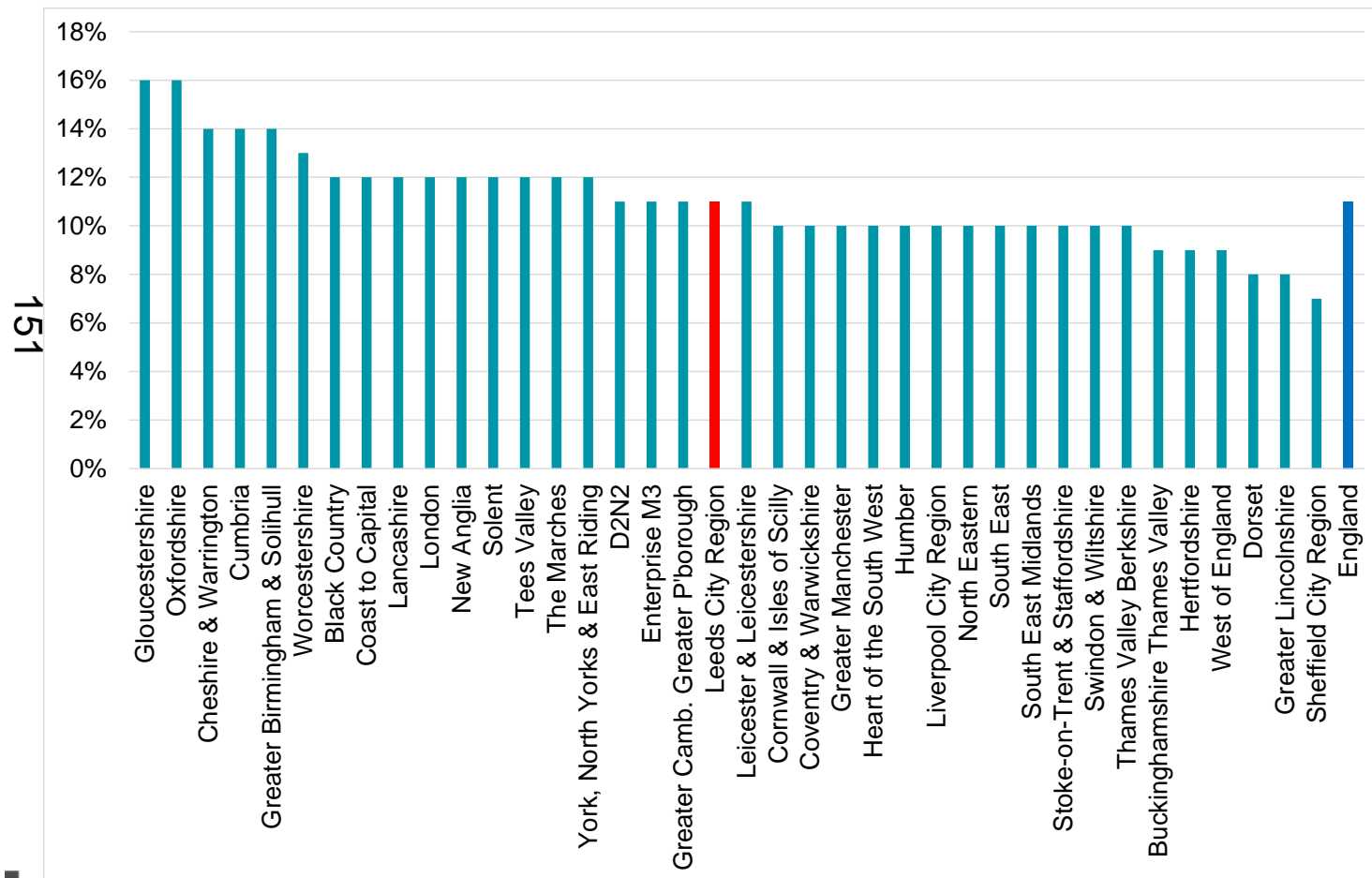
Working in
partnership
with the



Source: Leeds City Region Business Survey, 2020

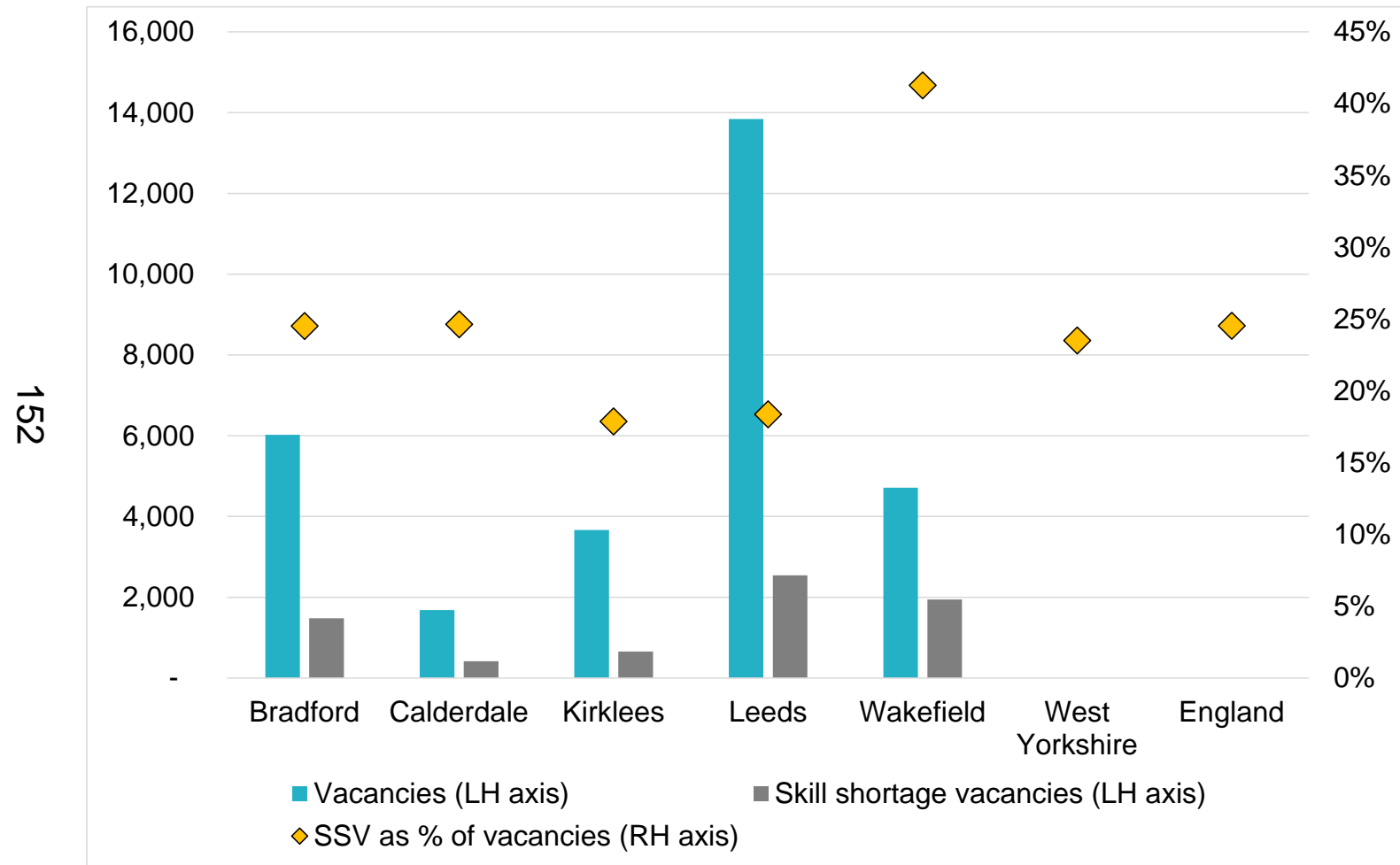
11% of employers offer work inspiration activities to local educational institutions

Figure: % employers who have engaged with educational institutions to offer 'work inspiration' activities in last year



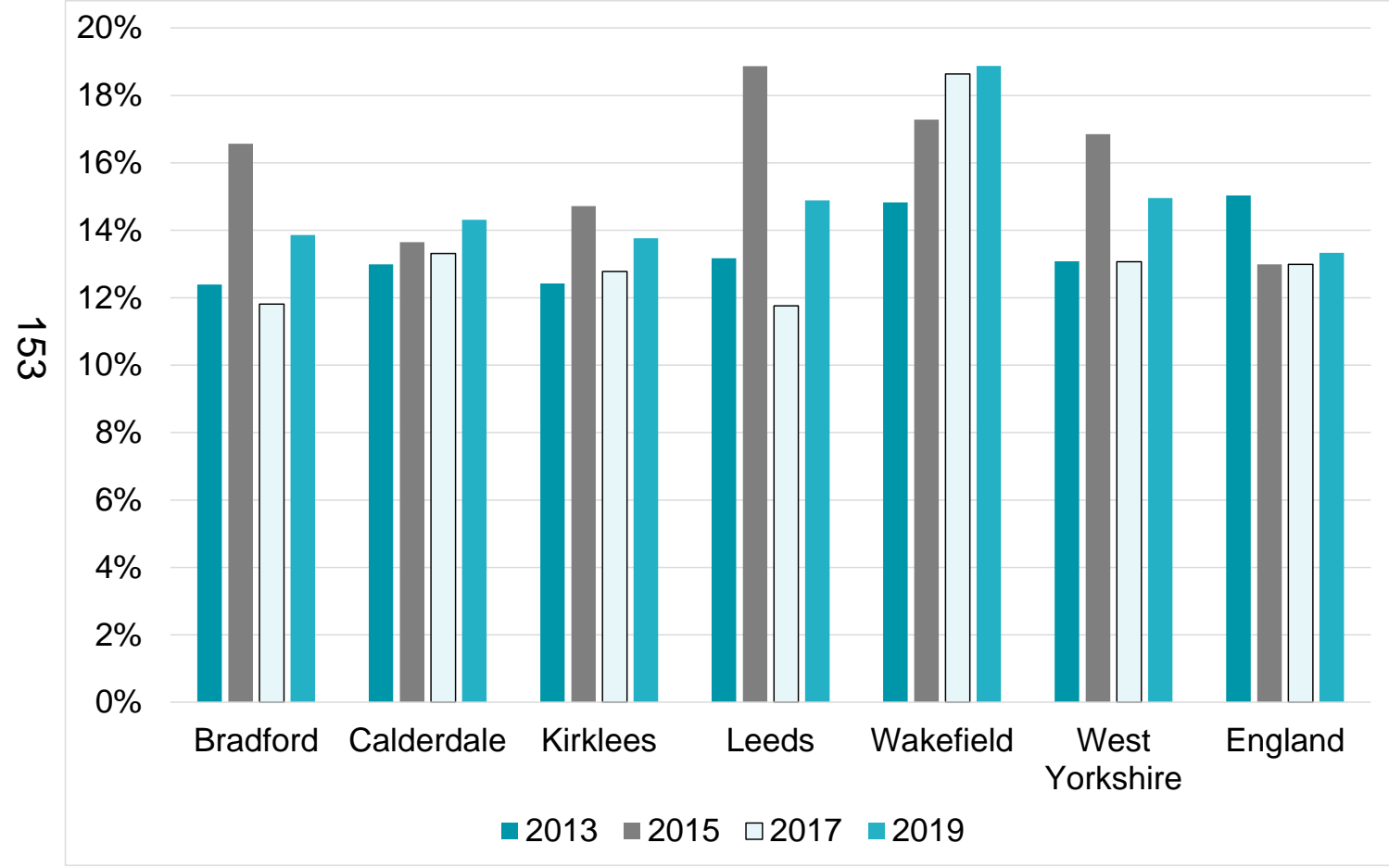
Around a quarter of West Yorkshire vacancies are skill shortage vacancies

Figure: Summary of vacancy situation by local authority (vacancy base)



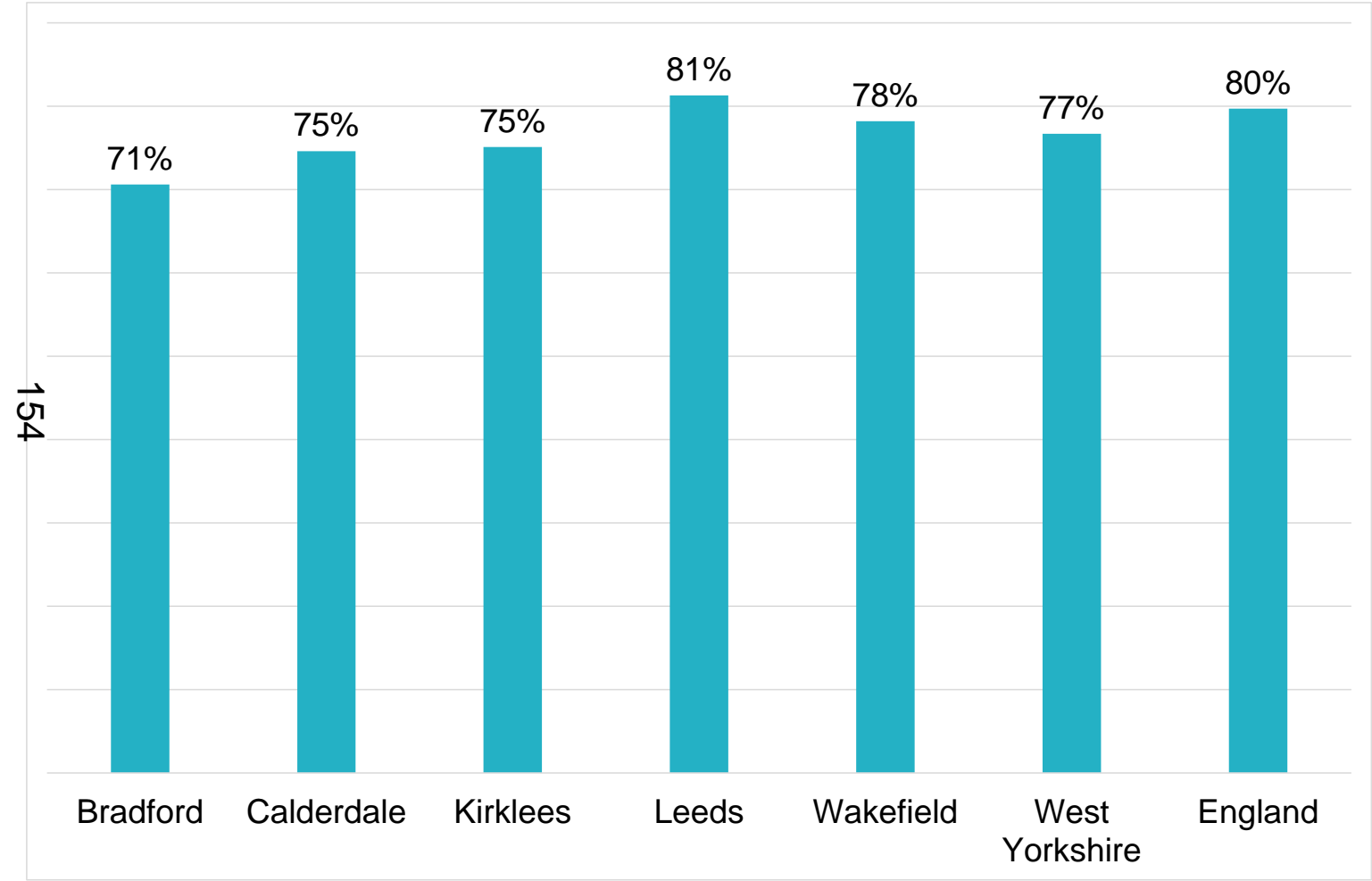
Skills gaps have been consistently high in Wakefield

Figure: Proportion of employers who have existing staff that are not fully proficient



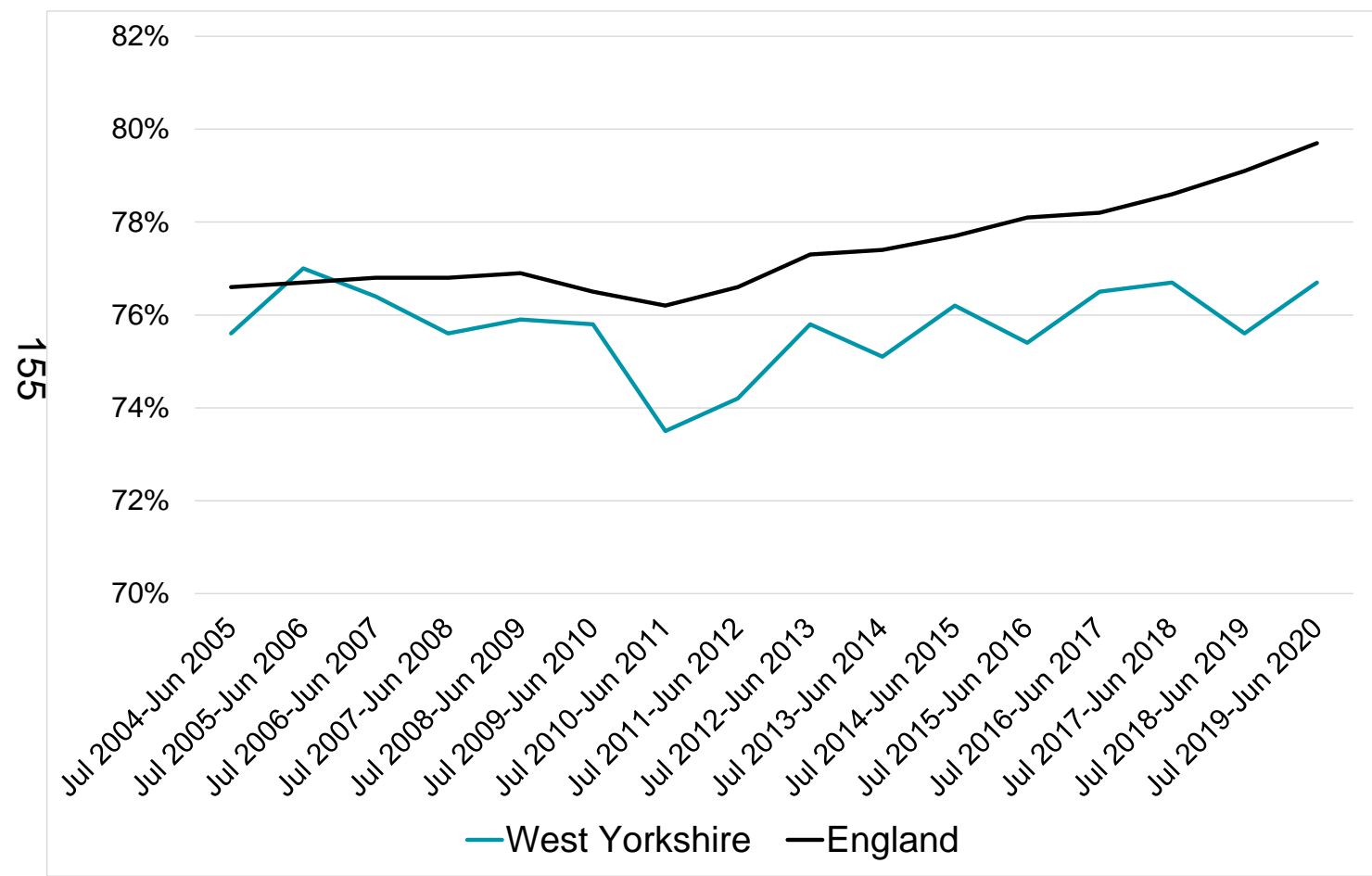
Bradford's economic activity rate is almost 10 points below the national average

Figure: Economic activity rate - aged 16-64 by local authority



West Yorkshire's economic activity rate has diverged from the national rate over time

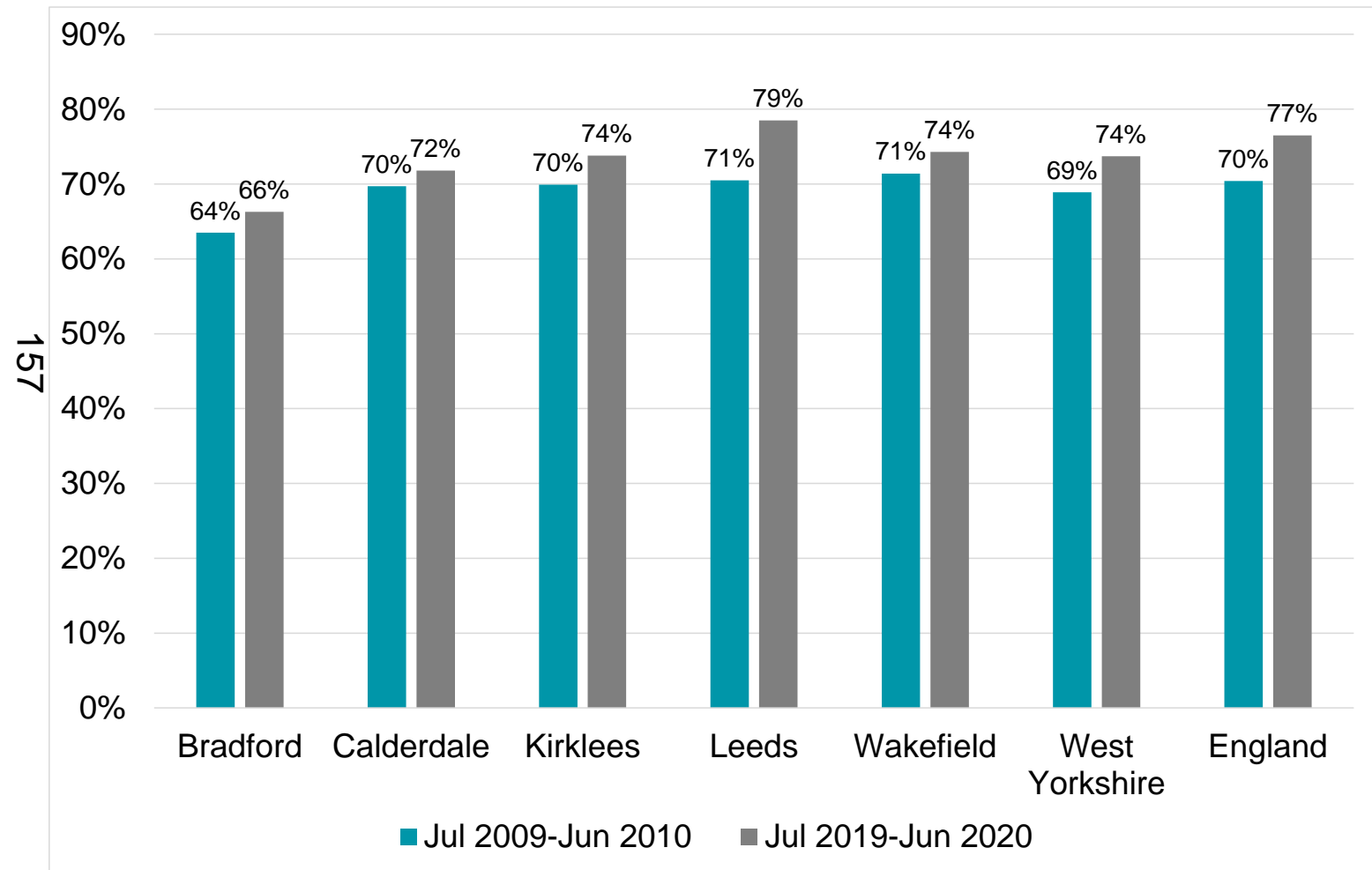
Figure: Economic activity rate - aged 16-64



Goal 4 – Good Work

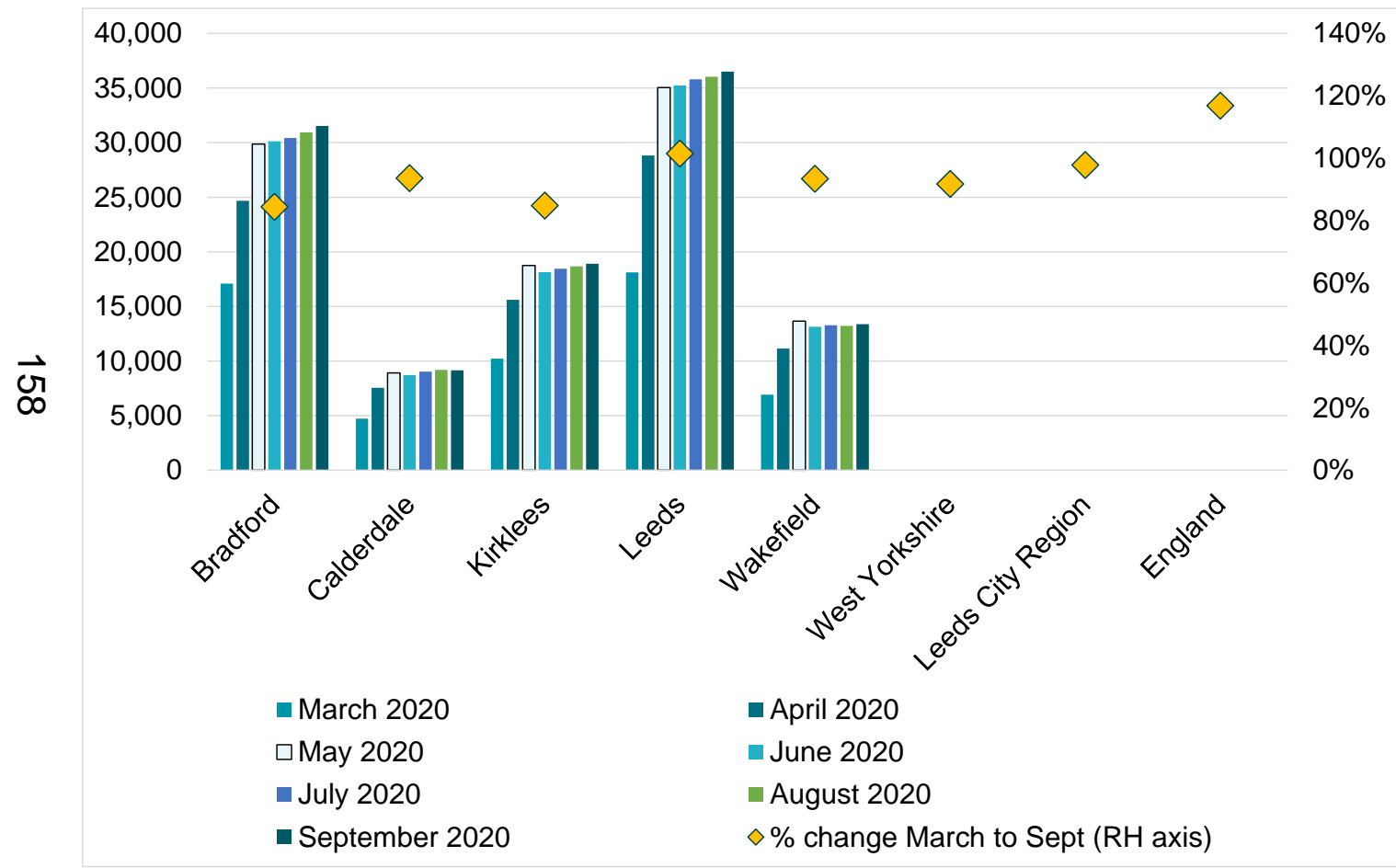
Employment rate is below national average in all parts of West Yorkshire except Leeds

Figure: Employment rate (% of population aged 16-64)



Count of unemployed claimants increased by 92% in West Yorks between March and September to a total of 104,500

Figure: Unemployed claimant count



Leeds City Region
Enterprise
Partnership

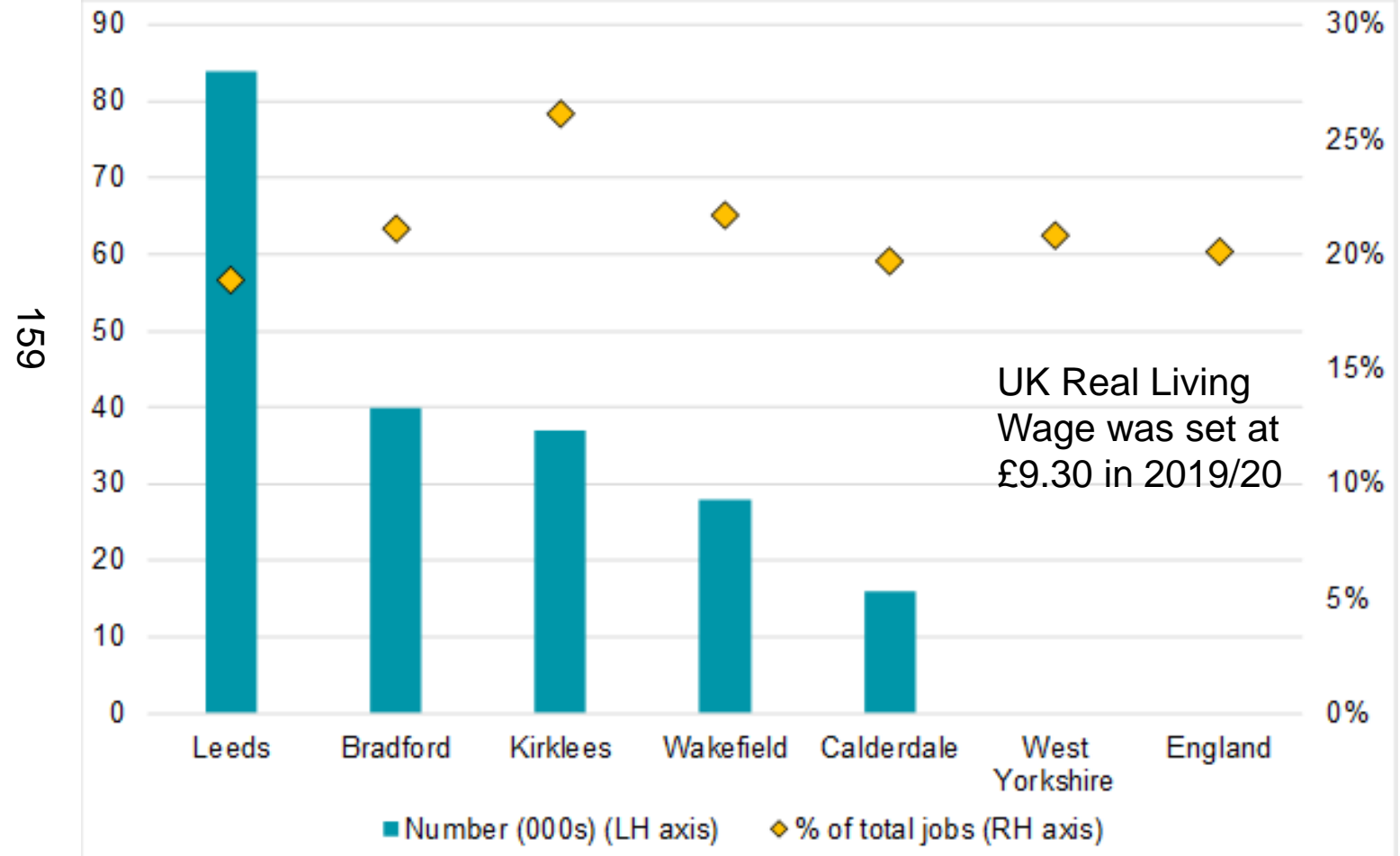
Working in
partnership
with the



Source: Claimant Count, Office for National Statistics

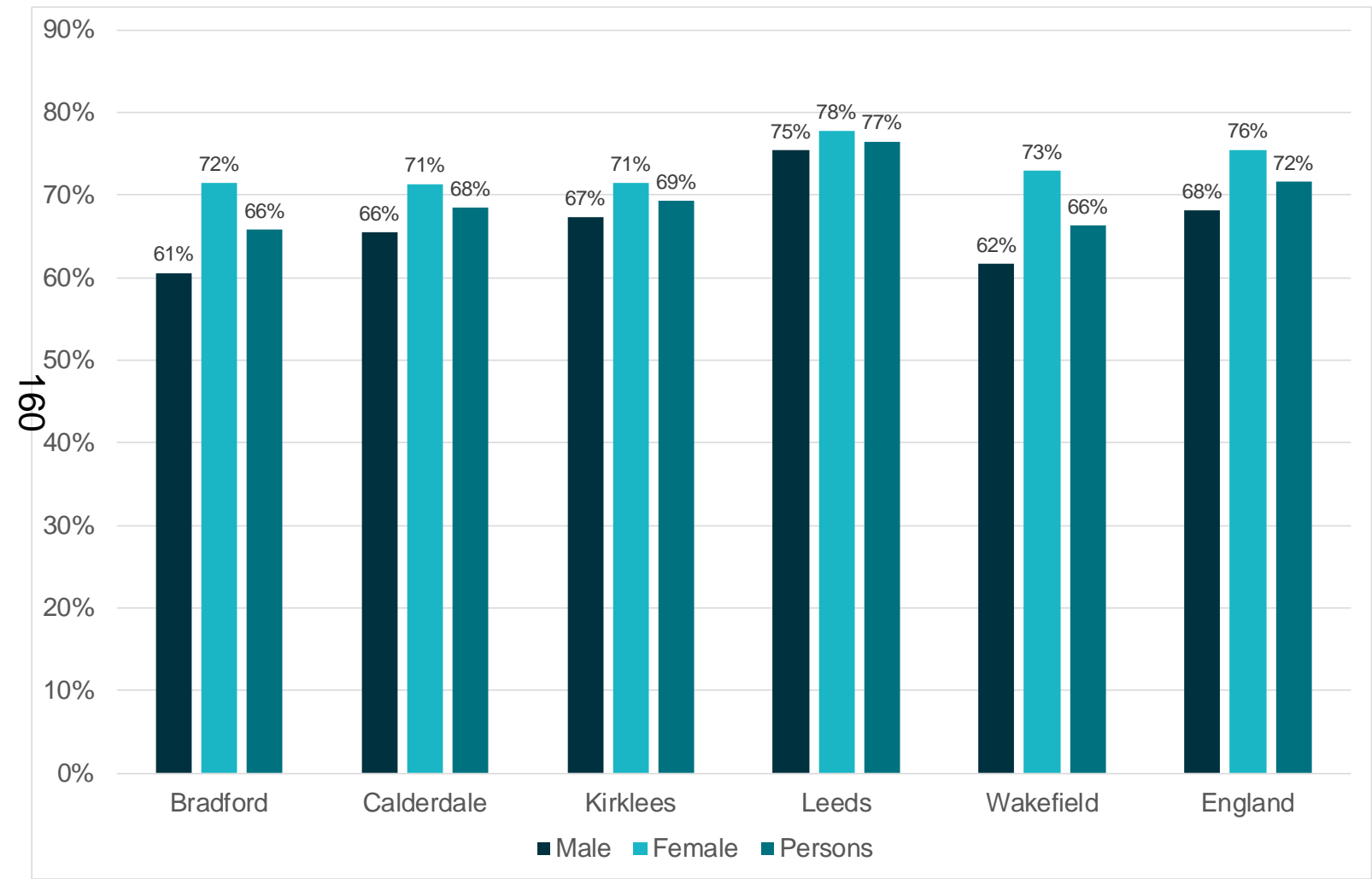
A fifth of jobs in West Yorkshire pay below the Real Living Wage

Figure: Number and proportion of employee jobs in West Yorkshire paying below the Real Living Wage



Leeds has a high proportion of people in quality work but rest of West Yorks lags behind national average

Figure: Proportion of residents who are employees in quality work by sex, 2018

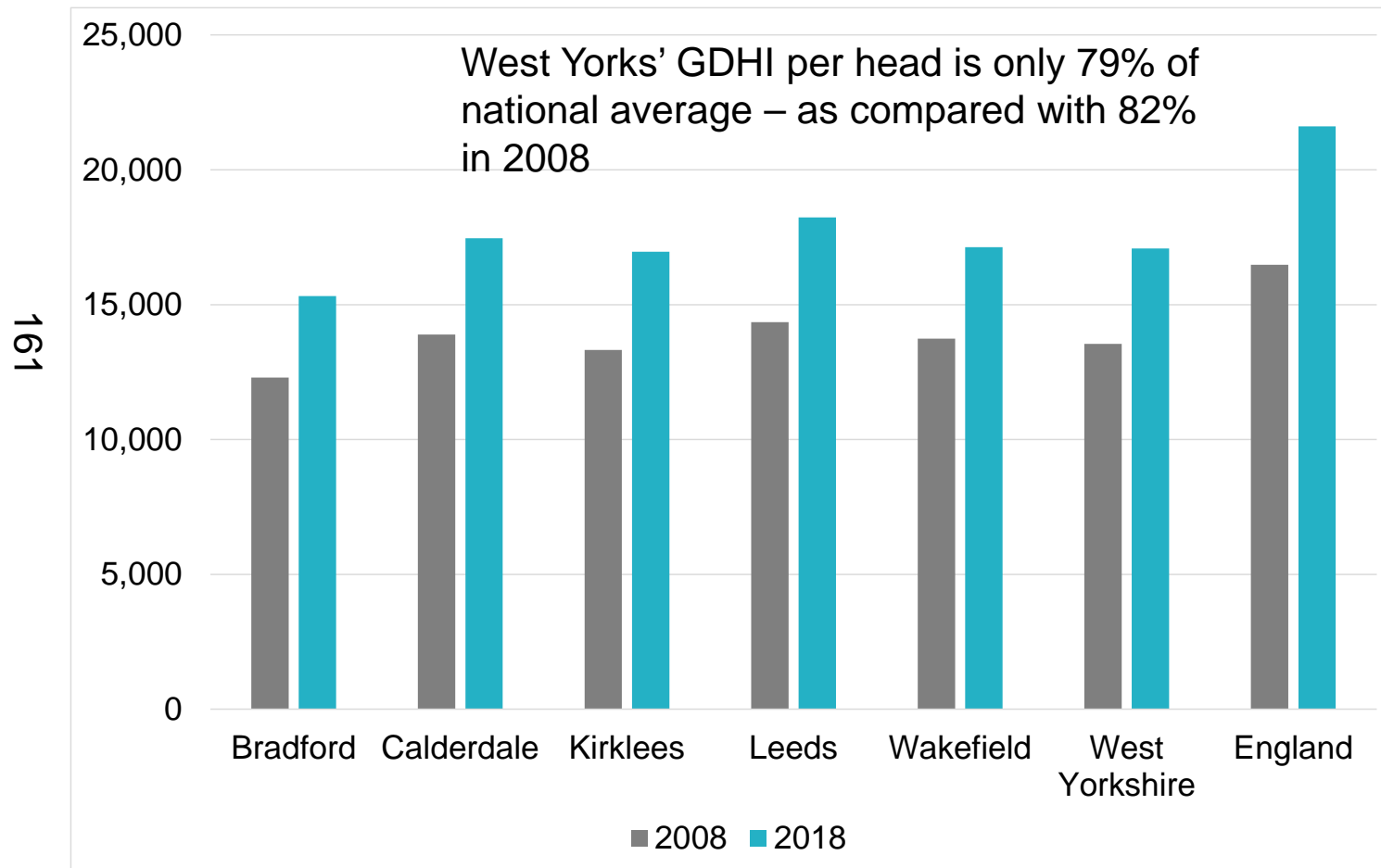


Note: Employees in high quality work have satisfactory hours, are not in low pay and have desired contractual status.

Source: Office for National Statistics, Quality Work publication

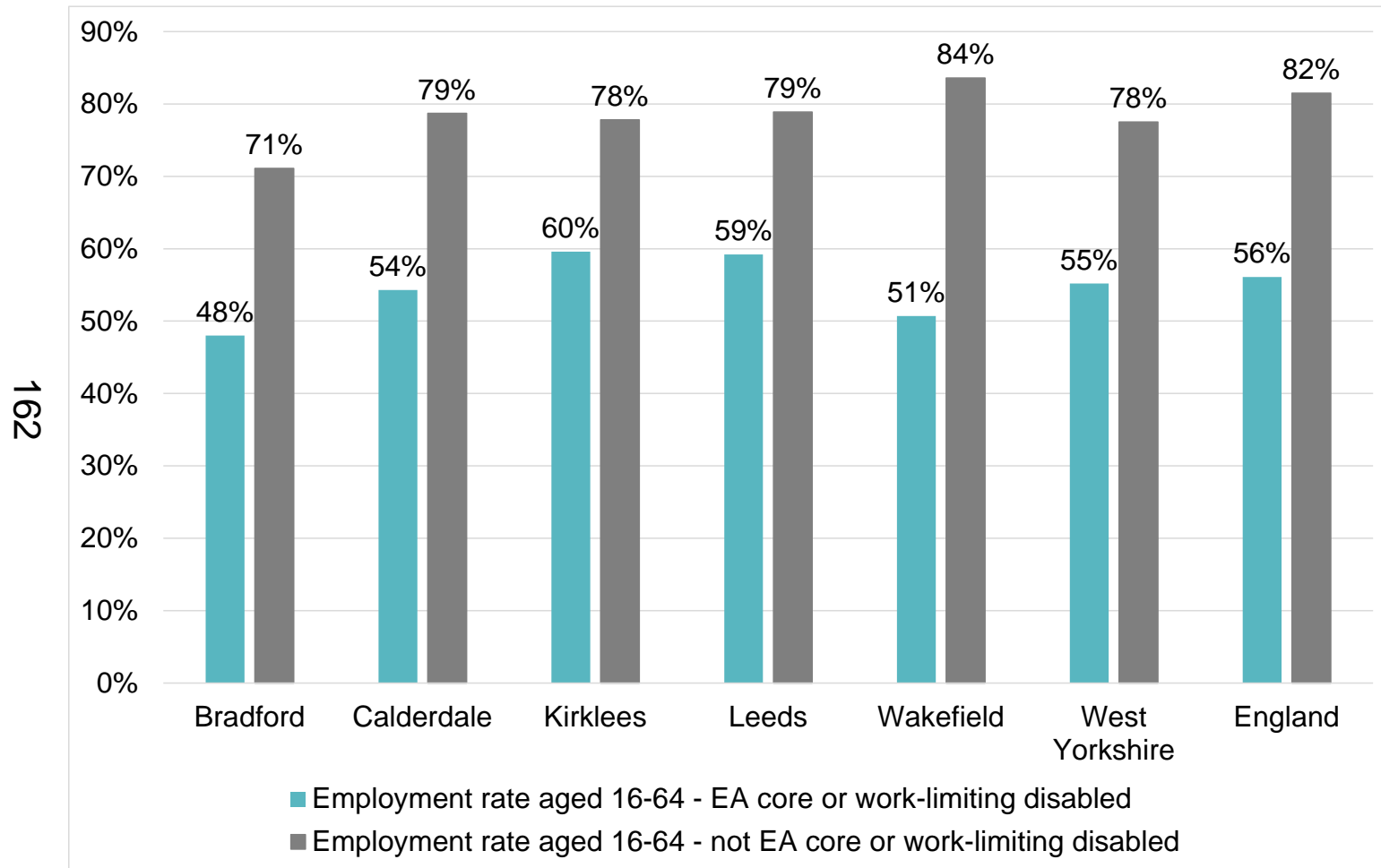
Income gap between West Yorks and national average has increased over last decade

Figure: Gross Disposable Household Income (GDHI) per head



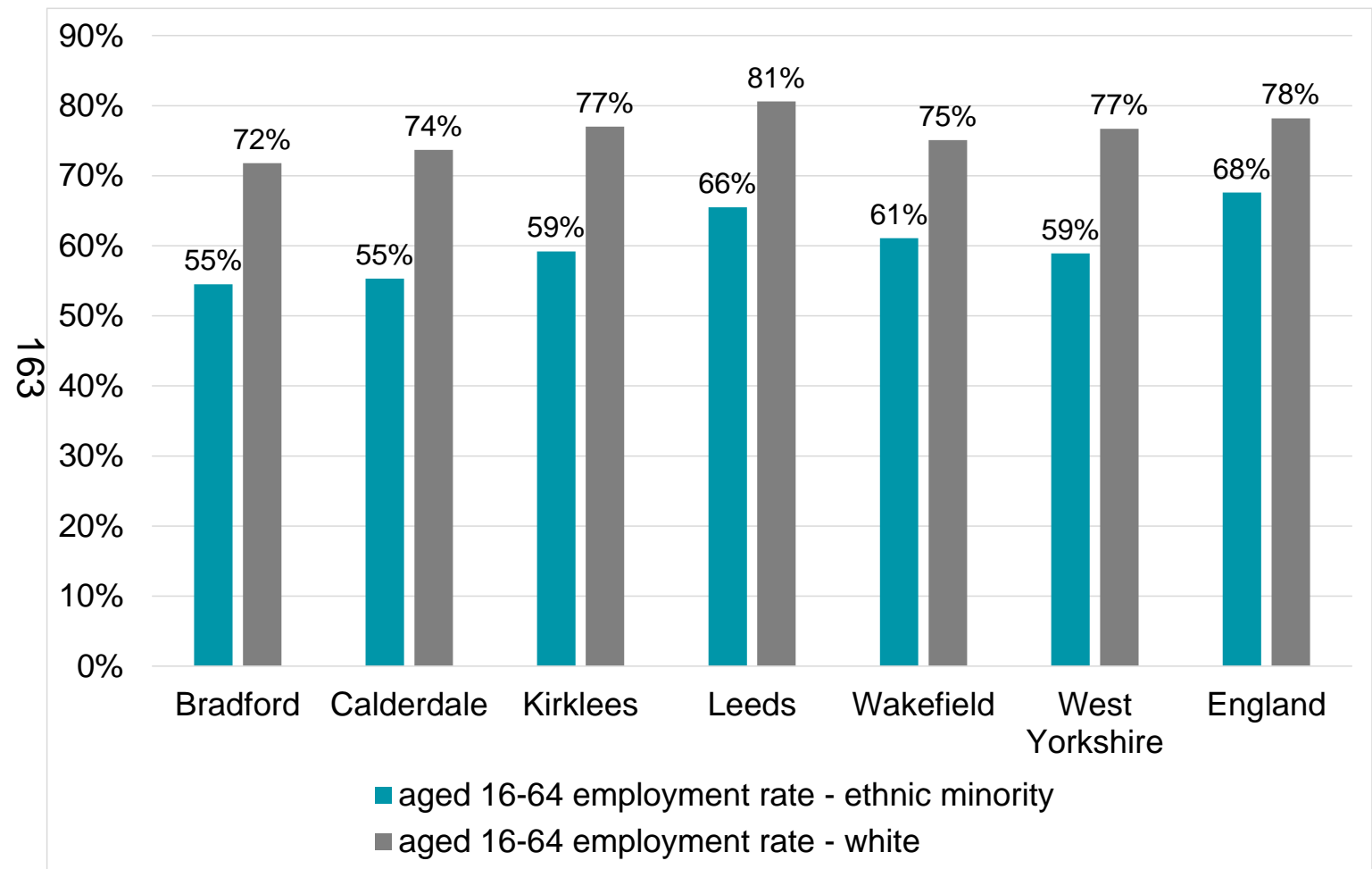
The disability employment rate gap in West Yorkshire is 22 percentage points and is 33 points in Wakefield

Figure: Employment rate by disability status and district



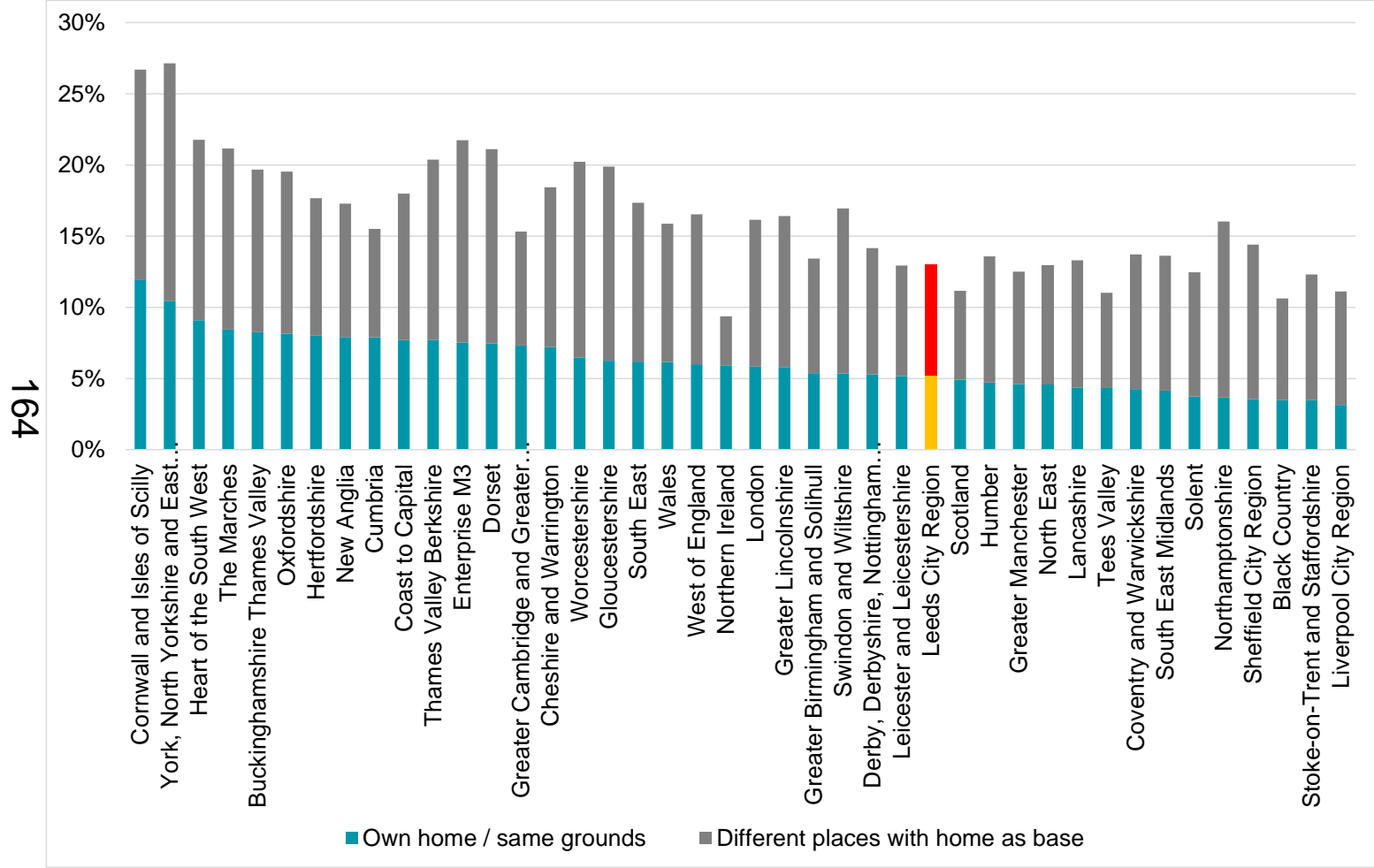
The employment rate gap for ethnic minorities in West Yorks is 18 points compared with 11 points nationally

Figure: Employment rate by ethnic group and district



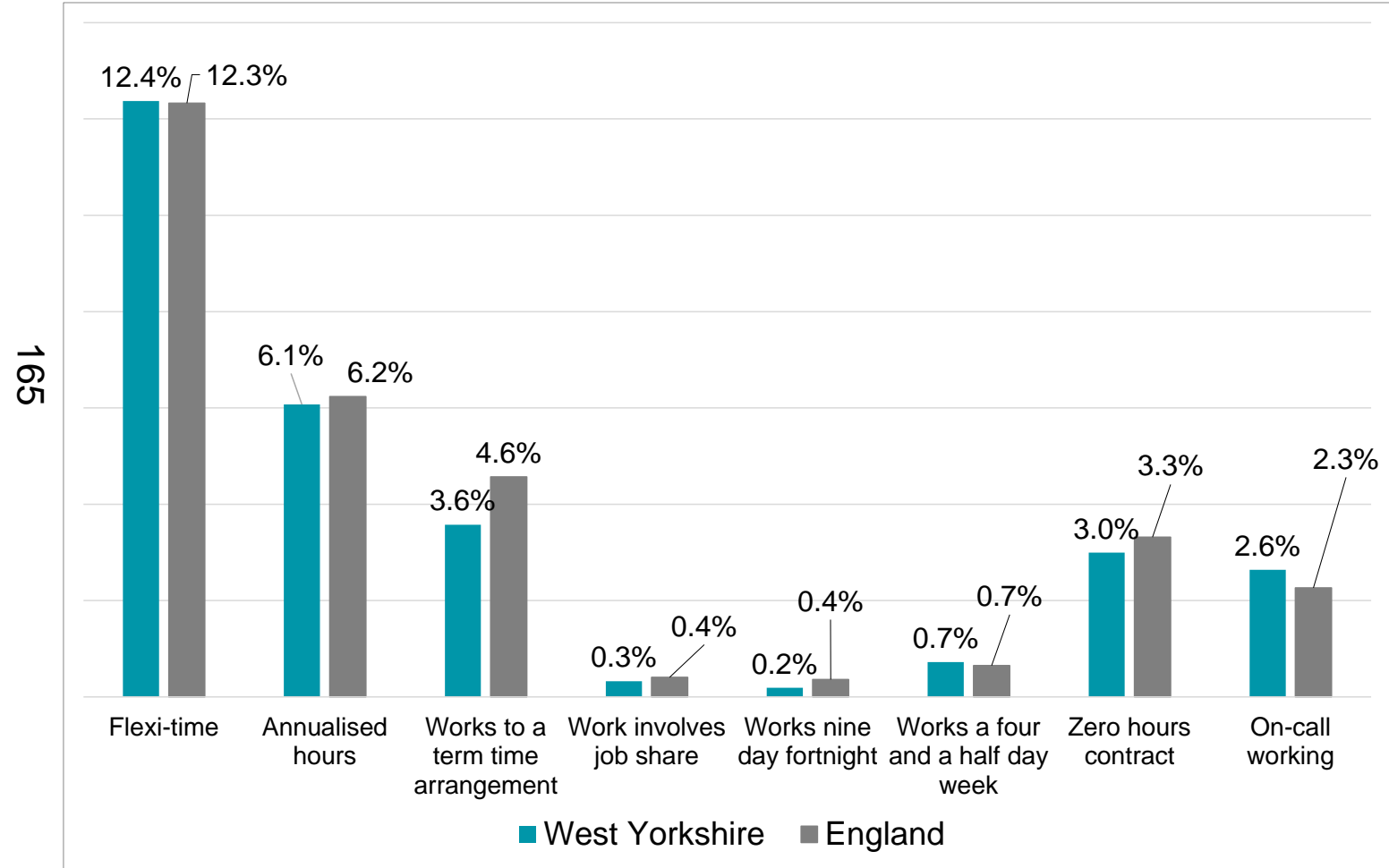
The prevalence of home working is relatively low locally

Figure: % of people in employment working from home by LEP area



Few people have access to flexible working arrangements

Figure: Proportion of people in employment with flexible working arrangements



This page is intentionally left blank



Report to: West Yorkshire Combined Authority

Date: 9 March 2021

Subject: **Employment and Skills Plan Refresh**

Director: Alan Reiss, Director of Policy, Strategy and Communications

Author: Sonya Midgley, Policy Manager

Is this a key decision?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Is the decision eligible for call-in by Scrutiny?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Does the report contain confidential or exempt information or appendices?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
If relevant, state paragraph number of Schedule 12A, Local Government Act 1972, Part 1:	

1. Purpose of this report

- 1.1 To update the Combined Authority on the work to date of the Employment and Skills Plan refresh.
- 1.2 To seek the Combined Authority's endorsement to publish the refreshed Employment and Skills priorities and indicative actions as an Employment and Skills Framework, as part of the Strategic Economic Framework.

2. Information

- 2.1 In March 2020, the Employment and Skills Panel agreed a workplan to refresh the existing Employment and Skills Plan: Skilled People, Better Jobs (2016-2020). The refreshed Employment and Skills Plan will be a key strategy within the Strategic Economic Framework (SEF).
- 2.2 Since publication of the existing plan, there has been significant progress against many of its priorities. There have also been notable changes in the landscape over the last five years, including the recent publication of the cross-departmental, DfE-led White Paper (Skills for Jobs) and the awaited White Paper on devolution. As more details of these reforms emerge, they will

require a detailed response including actions for the Combined Authority and its partners in relation to employment and skills.

- 2.3 In order to maintain flexibility whilst ensuring that the region's employment and skills priorities remain strategic and clear, it is proposed that the refreshed Employment and Skills Plan is published as an Employment and Skills Framework. The Framework will include high-level priorities, indicative actions and a sectoral focus whilst allowing more detailed plans to be formed as part of the LEP and Combined Authority's ongoing employment and skills agenda and other more detailed plans, e.g. digital skills addressed through the Local Digital Skills Partnership plan.

Review of the existing plan

- 2.4 To date the review of the existing plan has included:
- A review undertaken with key partners and a comprehensive analysis of progress against the existing priorities
 - An extensive consultation and engagement phase on the strengths, challenges and refreshed priorities for employment and skills with over 200 key stakeholders and partners including employers, business intermediaries, Local Authorities, universities, colleges, students, headteachers and VCS organisations
 - An online Your Voice survey ran for four weeks (11 August -6 September) and received 113 responses
 - A joint workshop with BIG Panel and ESP members on the indicative actions for the revised priorities.
 - Endorsement of the plan by Employment and Skills Panel and LEP Board

Progress to date

- 2.5 There are a number of areas that the Combined Authority and its partners have made significant progress including against the following strategic priorities:
- The Devolution deal has secured a number of strategic priorities including:
 - **Adult Education Budget (AEB) Devolution Implementation** and the **AEB Strategy** is a key Employment and Skills Plan within the Strategic Economic Framework
 - A **Local Digital Skills Partnership** has been established to preventing Digital Exclusion, support SME and Charity Digital Growth and educators and students to grow digital skills
 - **Future-Ready Skills Commission** has published its blueprint and final report for a post-16 skills system
 - West Yorkshire Combined Authority and West Yorkshire Colleges have **Delivery Agreements** in place that set out delivery and curriculum planning against the region's skills priorities. This will be extended as a minimum to all AEB grant recipients
 - Lifetime Skills Guarantee, **Level 3 entitlement** will be delegated to the Combined Authority and aligned with AEB.

2.6 The following areas include current CA/LEP delivery programmes and projects:

Careers and retraining

- **The [re]boot programme** offers individuals over the age of 18 the chance to upskill, gain new skills/qualifications and enter employment within the shortage sectors
- **#futuregoals** is an all-age careers platform and campaign that showcases jobs and careers in a range of sectors and created with employers.

Education offer

- **Enterprise Adviser Network (EAN)** works with 185 secondary schools and colleges to improve the destinations of young people
- **Careers Hubs** provide enhanced and targeted activity in Bradford and Kirklees as well with institutions with high numbers of SEND pupils
- **Raising Aspiration fund** this pilot fund has created employer co-designed provision targeted at students from disadvantaged backgrounds
- **Skills for Growth** programme enables small and medium enterprises to access education providers in a simple one stop approach with localised delivery.

Employment Offer

- The **LCR Employment Hub** programme is delivered in partnership with Local Authorities to support young people aged 15-24 to access additional learning, apprenticeships and/or employment and engage businesses to support their workforce development including talent matching to job and apprenticeship vacancies. This programme has been extended in response to Economic Recovery
- The **Apprenticeship Levy Support service** helps levy paying businesses to either use their levy funds to recruit their own apprentice or transfer their unspent levy to other businesses seeking apprenticeship funding.

2.7 The review of progress against priorities was undertaken with our partners and considered the actions undertaken across the region to secure progress. Following analysis, the following areas were identified as needing a focus on any refreshed priorities:

- Technical education including Apprenticeships
- Digital skills
- Basic skills
- Diversity in the workplace and 'Good Work'
- Lifelong careers education that begins earlier (primary school)
- Enterprise and entrepreneurship

2.8 The following principles were agreed to inform the refresh:

- Be strategic and practical in content and design
- Embed the Skills Commission proposals.
- Be flexible, allowing for changes and subsequent plans to align

- Be practical and allow stakeholders and partners to plan their own priorities and delivery
- Embed the priorities of the Strategic Economic Framework (SEF) and other key policies, for example Inclusive Growth and Climate Emergency priorities
- Be bold and ambitious outlining the actions required to meet the vision and support the case for further devolution
- Reflect the geographies of the Combined Authority and ensure that collaborative partnership work continues across the functional economic area of the region.

The vision of the new Framework

- 2.9 West Yorkshire is the largest labour market in the Northern Powerhouse, with strengths in manufacturing, financial and professional services, and the rapidly developing fields of digital and healthcare technology. Our diversity, rich cultural heritage and geography makes West Yorkshire one of the country's best places to live, study and work.
- 2.10 Our vision is for West Yorkshire to be a world-leading region where investment in skills, training and education, and support from employers go hand in hand to create a diverse, inclusive, and highly skilled workforce with good jobs, leading to sustained improvements in the quality of life for all.
- 2.11 We want West Yorkshire to be a place where:
- There are no barriers to people taking up, progressing and succeeding in learning and work, and where they are supported into good employment.
 - Employers recognise the value of a diverse workforce and invest in their talent to develop the skills that will improve productivity and support progression in the workplace.
 - Individuals value lifelong learning and are able to make decisions about their development, informed by quality, relevant careers information based on the reality on the ground.
 - World class teaching and training provides flexible learning opportunities that align to the strategic needs of the local economy.

The refreshed priorities

- 2.12 Following the review and consultation and engagement phases of the workplan, the Employment and Skills Panel agreed that the five main priorities remained broadly correct, subject to being refreshed to capture changes in the landscape and to ensure that they are future-proof. The existing priorities have been refreshed as follows:

CURRENT	REVISED
More and better apprenticeships	Quality technical education
Great education connected to business	Great education connected to business
Employability, accessing jobs and realising potential	Progression towards, and adaptability and resilience in good work
Building workforce skills and attracting talent	Creating a culture of investment in workforce skills
Raising the bar on high level skills	Driving innovation and productivity through high level skills

Overview of the Employment and Skills Framework

- 2.13 The Framework has five priorities (above) and three cross cutting themes: inclusive growth, digital skills and working towards net zero.
- 2.14 The Framework also aims to address the main skills and employment barriers in each of the main industrial sectors, rather than identifying key sectors as in the previous plan. This will allow a broader engagement with employers as well as the enabling the City Region to better respond to the changing needs of sectors, particularly in the immediate economic climate created by COVID-19 and EU Exit.

Figure 1: draft overview of the Employment and Skills Framework



Next steps

- 2.15 It is proposed that the revised priorities for employment and skills in West Yorkshire are published as an Employment and Skills Framework that sets out the Region's strategic aims whilst allowing flexibility to produce further detail within specific plans.

3. Tackling the Climate Emergency Implications

- 3.1 The Framework is designed to ensure that all skills programme development considers contributions to tackling the climate emergency and our ambitious target to be a net zero carbon economy by 2038. This is a cross cutting theme in the Framework.
- 3.2 The framework sets out an ambition to work with partners through a Green Skills Partnership to develop a plan to address and provide for the specific skills needs required to meet future workforce demand and ensure a just transition for jobs at risk from decarbonisation.
- 3.3 To support the future workforce and employment opportunities presented by the scale of projects such as retrofitting buildings, the framework sets out the need to provide quality careers information and inspiration that focuses that highlight the importance of STEM subjects.
- 3.4 The priority of Quality Technical Education is clear that qualifications and training provision should be aligned to future skills needs, including in areas where job growth is forecasted.

4. Inclusive Growth Implications

- 4.1 The plan has a number of priorities and indicative actions that are expected to demonstrate progress in the following areas:
- % qualified below level 2
 - Unemployment rate
 - % of employees in quality work
 - Apprenticeship starts
 - Jobs paying below Real Living Wage
 - Employment rate gap for disadvantaged groups
 - NEETs

5. Financial Implications

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

6. Legal Implications

- 6.1 The Employment & Skills Panel, acting as the City Region's Skills Advisory Panel, is required to publish Employment and Skills priorities.

7. Staffing Implications

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

8. External Consultees

- 8.1 Over 300 stakeholders and partners were consulted as part of the plan's development, including an online public survey. The survey results and a summary of feedback from focus groups and workshops are published at www.yourvoice.westyorks-ca.gov.uk/esp

9. Recommendations

- 9.1 The Combined Authority is asked to endorse the publication of the Employment and Skills Framework as part of the Strategic Economic Framework.

10. Background Documents

There are no background documents referenced in this report.

11. Appendices

Appendix 1 – Employment and Skills Framework

This page is intentionally left blank

175

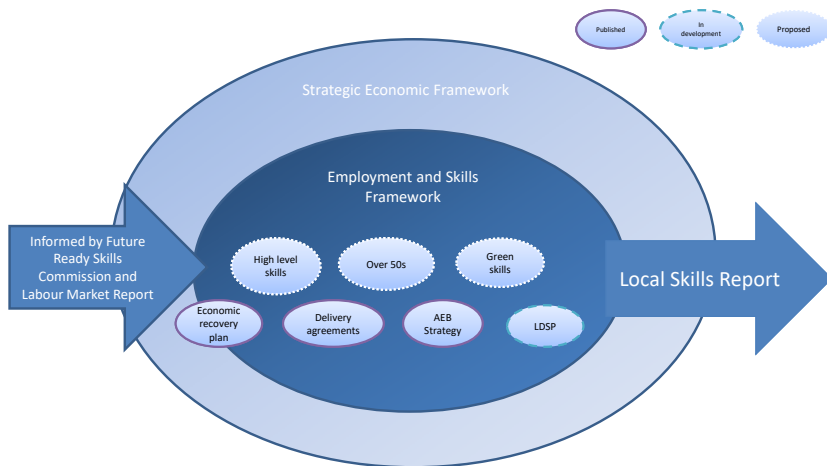


1



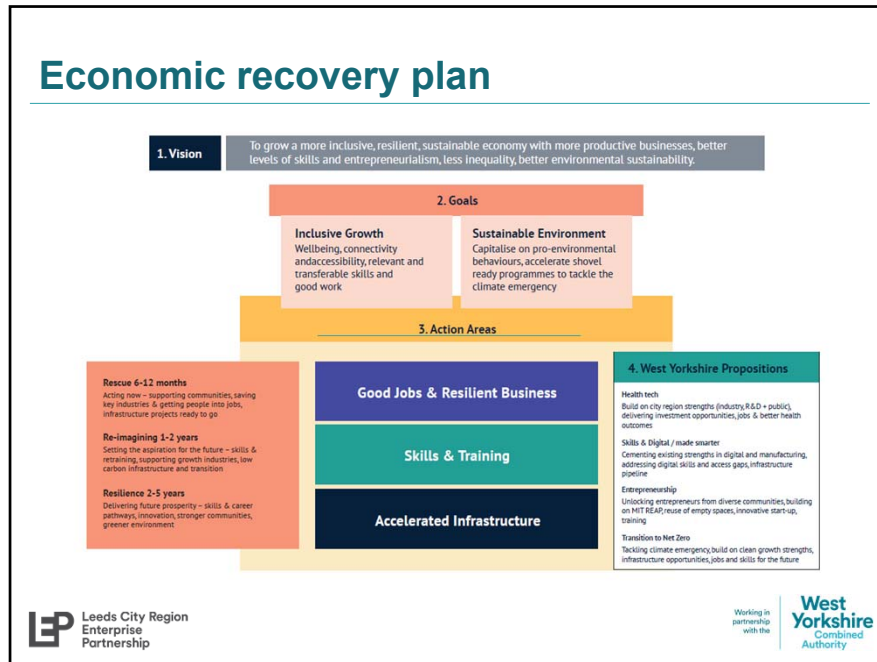
2

Policy Context

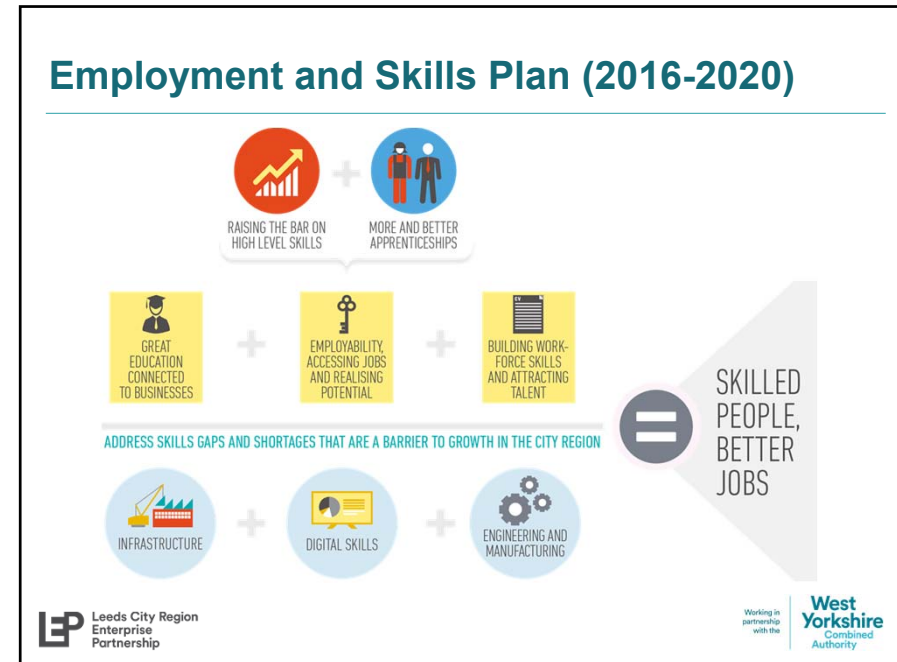


Strategic Economic Framework





5



6

Future-Ready Skills Commission

Ten things that need to change:






- 1  Careers information needs to be relevant to the local labour market and empower individuals to make informed decisions
- 2  Employment and skills should be integrated within local housing, transport and environment strategies
- 3  The local approach to skills, employment and health needs to be joined up to support progression to work
- 4  The skills offer for businesses needs to be simplified through coordination at the level of functional economic areas
- 5  Investment in technical education and skills should be increased to sustainable levels
- 6  Greater collaboration is needed in order to spread good workplace practices to improve business performance and productivity
- 7  The learning offer should be simplified and made more affordable, with the right level of finance that removes barriers to access and supports progression in learning
- 8  Employers need to be motivated to train and re-train staff and support progression at all levels, including those in lower paid work to gain higher level skills
- 9  Local areas should have strengthened responsibilities for planning the provision of technical education and training so that it is responsive to local economic priorities
- 10  Employers need greater influence over the design and delivery of technical training to ensure it is responsive to local economic priorities

**Leeds City Region
Enterprise
Partnership**

Working in
partnership
with the
**West
Yorkshire
Combined
Authority**

Future-Ready Skills Commission

Nine key recommendations:

-  **Ensure the funding system offers fair access** regardless of age, level of attainment, background and learning route alongside reversing the long-term decline in adult training
-  Recognise that areas are best placed to understand their own skills requirements and **implement statutory five-year strategic skills plans** to make it happen
-  Empower areas to design services around the individual to **address complex and interrelated health, employment and skills issues**
-  Everyone should have right to **quality information about jobs and careers**, no matter what their stage in life
-  **Employers should take greater ownership of their talent management and skills development**, aided by a joined-up approach to business support that means they can find the help they need, regardless of the route they take to find it
-  Large-scale **public infrastructure** projects designed to level up areas should include an additional skills premium of up to 5% of the total budget to maximise their economic potential
-  **The Apprenticeship system needs national review** to make it work more effectively, and this should include recognising and resourcing areas as the key route to employers and individuals
-  In order that people can gain the right skills needed for good quality work in their area, **all adult skills and careers funding needs to be devolved**

**Leeds City Region
Enterprise
Partnership**

Working in
partnership
with the
**West
Yorkshire
Combined
Authority**

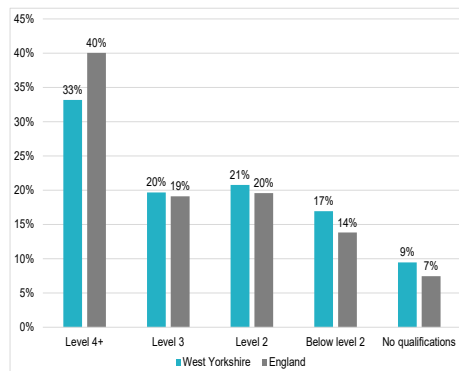
Adult Education Budget (AEB) Strategy

- Devolution of AEB requires a strategy, which has been submitted to DfE and is in consultation, in order to achieve a devolved AEB budget for 2021/22
- £63m annually to target the following priorities:
 - Support the unemployed to gain and sustain employment
 - Unlock progression opportunities and career adaptability through skills, particularly for those on low wages and with insecure work
 - Making learning more inclusive to support disadvantaged residents
 - Increase the supply of skills to support key sectors in West Yorkshire
 - Improve West Yorkshire's resilience by identifying and delivering the skills needed for the future
- Direct management of the training providers in West Yorkshire to influence and align spending on skills to the opportunities and needs in the local economy. LAs have both a strategic and delivery role within this system.

Review of Priorities

West Yorkshire has a weak qualification profile

Figure: Profile of highest qualification held by working age (16-64) population



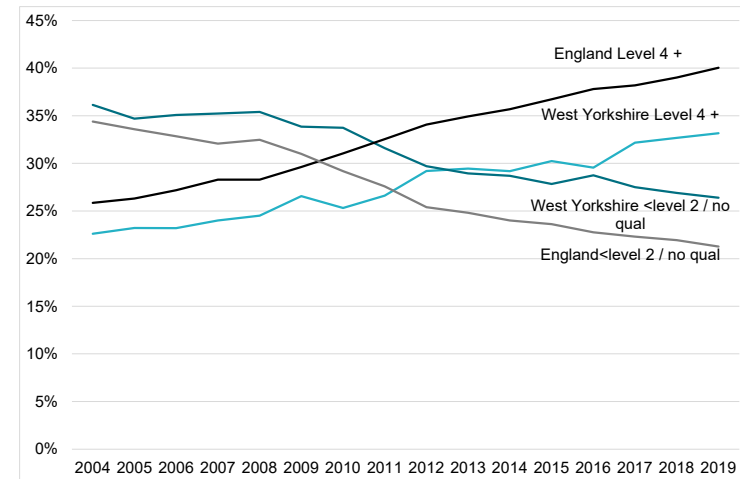
West Yorkshire is seven points below the national average with regard to the proportion of its working age population qualified to a higher level – Level 4 and above. Instead, its qualification profile is skewed towards people with no qualifications or who are qualified at the lowest level (below Level 2).

West Yorkshire is relatively strong in terms of the proportion of people who hold their highest qualification at an intermediate level i.e. at level 3 and level 2.

Source: Annual Population Survey, Jan – Dec 2019

There is no sign that the gap is narrowing on qualification performance

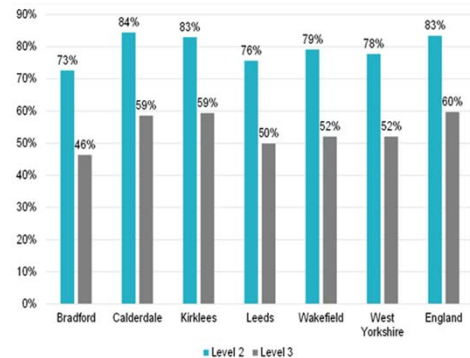
Figure: Trend in proportion of working age population qualified at Level 4+ versus proportion with no qualifications / qualified below Level 2



Source: Annual Population Survey, Jan – Dec 2019

Attainment of young people contributes to West Yorkshire's qualification deficit

Figure: Proportion of young people achieving qualifications at level 2 and level 3 equivalent by age 19 in 2019



Young people in West Yorkshire are less likely to have achieved a level 2 qualification by the age of 19 than their national counterparts. The proportion is 78%, 5 points lower than the England average.

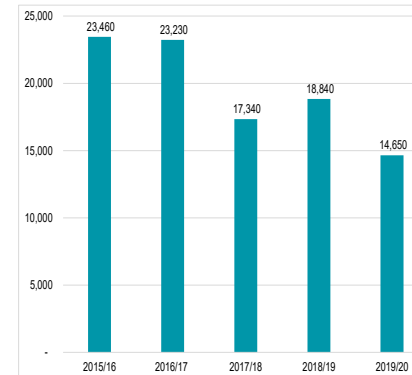
This underperformance at level 2 feeds through into a wider gap at level 3. Only 52% of young people have achieved level 3 by the age of 19, 8 points below the national average of 60%.

Source: Department for Education

13

Apprenticeship starts fell by 22% in 2019/20, and are 38% lower than in 2015/16

Figure: Trend in apprenticeship starts by age, West Yorkshire



Apprenticeships are a **key means** for employers to grow their own skills and to address their specific needs, particularly in areas of shortage.

In the most recent year, the decline was most pronounced for individuals aged 19-24s - 27% down (-140).

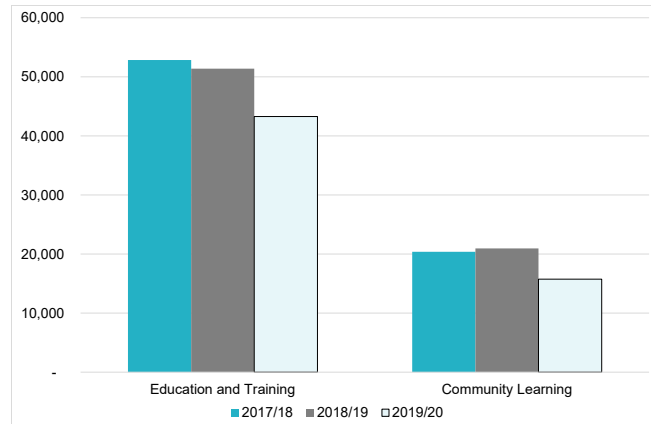
The numbers of starts for under-19s was down by 20% and adults down by 18%.

Source: Education and Skills Funding Agency

14

Participation in adult education fell by around a fifth overall in 2019/20 as a result of Covid-19

Figure: Participation on FE and Skills programmes (learners aged 19+), West Yorkshire

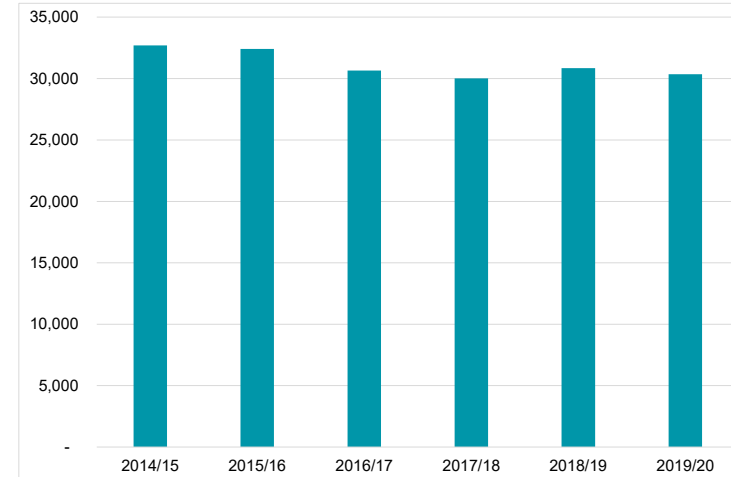


Source: Education and Skills Funding Agency

15

Number of entrants into Higher Education has remained stable in recent years

Figure: Trend in number of entrants to West Yorkshire HEIs



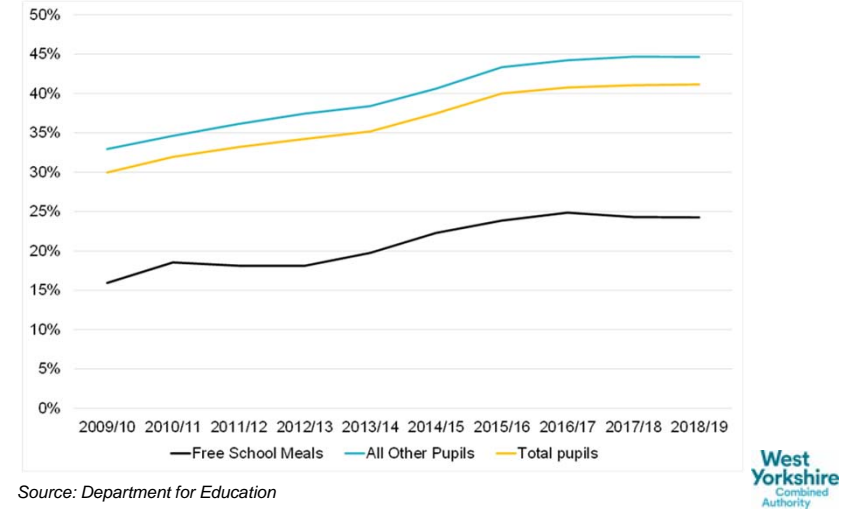
Note: UK domiciled entrants into WY institutions

Source: HESA

16

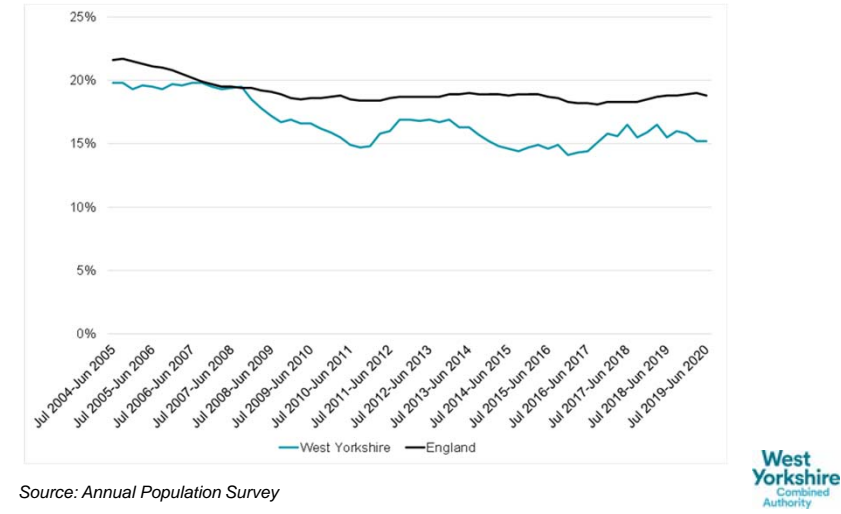
HE entry rates have plateaued

Figure: Trend in proportion of pupils entering higher education by free school meal status, West Yorkshire



Job-related training has stagnated

Figure: Proportion of people receiving job-related training in previous 13 weeks



Where are we now?

Labour market challenges

- Around two-thirds of employers expect future upskilling needs. Many report they are unable to find the skills they need, yet the majority of employers under-invest in skills. Yet only 9% of employers demonstrate high performing workplace practices.
- Around two-fifths of employers would like to invest more in training – but face barriers in terms of cost and time.
- Minority of local businesses have a skills plan:
 - Only 36% have training plan and 29% a training budget and few have a structured approach to managing their talent.
- A significant proportion of workers lack the full proficiency to do their jobs. Among the skills that need improving are management skills, basic digital skills and “soft” / interpersonal skills.
 - 22% of adults do not have essential digital skills for life, with only 42% having essential digital skills for the workplace.

Where are we now?

Labour market challenges related to COVID-19

- Uncertainty about future growth patterns in the economy and sectors / occupations that will offer the greatest opportunity for reskilling etc. Some areas like health and digital have been resilient to the crisis in terms of job openings but others like clerical and hospitality have seen a reduction in demand.
- Negative impacts on town and city centres, hampering their key role in job creation.
- Further rises in unemployment as furlough ends, with the risk of people feeding through to long-term unemployed.
- Likely to exacerbate existing disadvantage, impacting most severely on prospects for low-paid, young people, workers on atypical contracts etc. Risk that those already struggling to access the labour market will face increased competition for jobs.
- Increase in young people staying on at school and further education but overall sharp reduction in apprenticeship take-up and enrolments on adult education programmes. Could limit opportunities for individuals into medium term and constrain supply of skills required by economy.

Where are we now?

Labour market strengths

- Higher skilled jobs have been the main driver of recent employment growth and this is expected to continue into future.
- Prior to the COVID crisis, employment growth had been broad-based across sectors, with manufacturing and services sharing in the growth
- Role of Leeds city as an economic hub and as one of the most vibrant labour markets in the north.
- Good availability of intermediate level skills (levels 2 and 3) which are a key requirement for some inward investors
- Diverse local economy with key strengths in sectors like manufacturing and finance. Strong growth in previously under-developed areas like culture, media and sport.
- Digital employment is growing rapidly and presents a key opportunity to boost the performance of the local economy and provide opportunities for individuals.
- Future infrastructure investment, including HS2 and mass transit, could create jobs directly, as well as connecting local people to jobs.

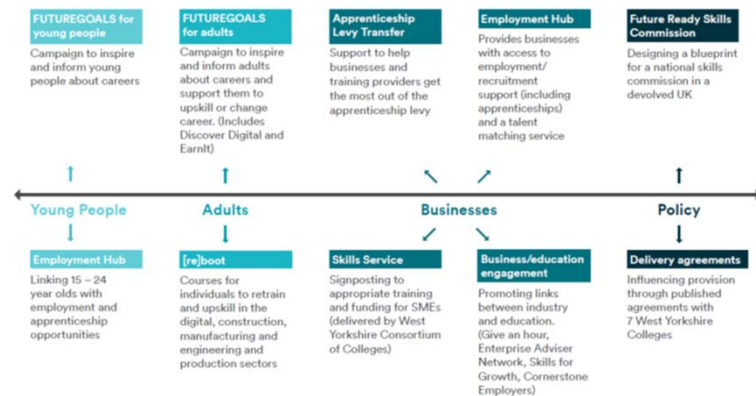
Where are we now?

Partnership strengths

- West Yorkshire has a high performing further education sector offering diverse range of provision, strong community engagement and good level of quality.
- Large and diverse HE sector attracting significant net inflow of students each year.
- Joint venture with West Yorkshire Colleges Consortium working with the LEP to address region's skills priorities
- Investment through skills capital funding into 10 major infrastructure projects to world class training facilities to deliver skills needed in the region including:
 - Process manufacturing centre, Kirklees
 - Quarry Hill, healthcare and life sciences, Leeds
 - Advance Skills and Innovation Centre, Wakefield
- Strong strategic relationships with employers
- Established Skills Advisory Panel / Employment and Skills Panel
- Future-ready Skills Commission

Where are we now?

Delivery strengths



Progress against strategic priorities

- The Devolution deal secured progress in key areas:
 - Adult Education Budget (AEB) Devolution Implementation** and the **AEB Strategy** is a key Employment and Skills Plan within the Strategic Economic Framework .
 - A **Local Digital Skills Partnership** has been established to address digital exclusion, support the digital growth of SMEs and charities, and help educators and students to grow digital skills
- The **Future-Ready Skills Commission** has published its blueprint and final report for the post-16 skills system
- The Combined Authority and West Yorkshire Colleges have **Delivery Agreements** in place that set out delivery and curriculum planning against the region's skills priorities. This will be extended as a minimum to all AEB grant recipients.
- Lifetime Skills Guarantee, **Level 3 entitlement** will be delegated to the Combined Authority and aligned with AEB.

Progress on delivery

Careers and retraining

- **[re]boot** offers over 18 year olds the chance to upskill, gain new skills/qualifications and enter employment within shortage sectors
- **#futuregoals** is an all-age careers platform and campaign that showcases jobs and careers in a range of sectors, created with employers.

Employment Offer

- **Employment Hubs** deliver in partnership with Local Authorities to support young people aged 15-24 to access additional learning, apprenticeships and/or employment. They also engage businesses to support their workforce development including talent matching to job and apprenticeship vacancies. This programme has been extended in response to the COVID-19 crisis.
- The **Apprenticeship Levy Support** service helps businesses to either use their levy funds to recruit their own apprentices or transfer their unspent levy to other businesses seeking apprenticeship funding.

Progress on delivery

Education offer

- **Enterprise Adviser Network (EAN)** works with 185 secondary schools and colleges to improve the destinations of young people. 70% of schools and colleges report that pupils are more career ready and have better employability skills, as a result of being part of the Enterprise Adviser Network
- **Careers Hubs** deliver enhanced and targeted activity in Bradford and Kirklees as well with institutions with high numbers of pupils with SEND through Careers Hubs.
- The pilot **Raising Aspiration Fund** has created employer co-designed provision targeted at students from disadvantaged backgrounds.
- **Skills for Growth** programme enables small and medium enterprises to access education providers in a simple one stop approach with localised delivery. In the programme's first quarter, 36 businesses have been engaged and completed an Education Engagement Plan which outlines how they would like to engage with skills provision and education in the region.



27

Where do we want to be?

West Yorkshire is the largest labour market in the Northern Powerhouse, with strengths in manufacturing, financial and professional services, and the rapidly developing fields of digital and healthcare technology. Our diversity, rich cultural heritage and geography makes West Yorkshire one of the country's best places to live, study and work.

Vision

Our Vision is for West Yorkshire to be a world-leading region where investment in skills, training and education, and support from employers go hand in hand to create a diverse, inclusive, and highly skilled workforce with good jobs, leading to sustained improvements in the quality of life for all.

LEP Leeds City Region
Enterprise
Partnership

Working in
partnership
with the
**West
Yorkshire
Combined
Authority**

28

What does success look like?

We want West Yorkshire to be a place where:

- There are no barriers to people taking up, progressing and succeeding in learning and work, and where they are supported into good employment
- Employers recognise the value of a diverse workforce and invest in their talent to develop the skills that will improve productivity and support progression in the workplace
- Individuals value lifelong learning and are able to make decisions about their development, informed by quality, relevant careers information based on the reality on the ground
- World class teaching and training provides flexible learning opportunities that align to the strategic needs of the local economy.

The Framework

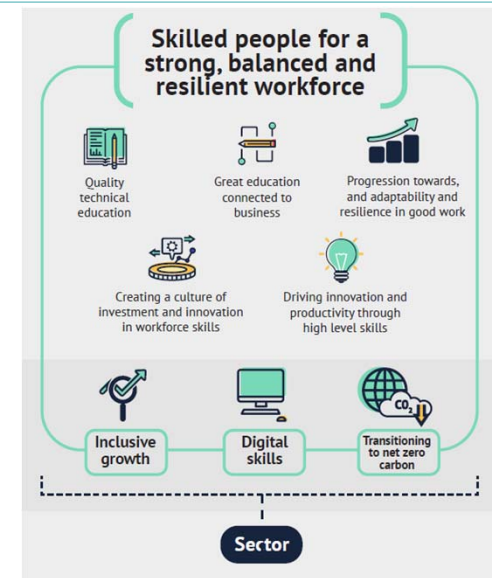
The refreshed priorities

Priority	Ambition
QUALITY TECHNICAL EDUCATION	Technical education is a choice with clearly developed pathways that meet the needs of employers
GREAT EDUCATION CONNECTED TO BUSINESS	Learning supports preparation for and progression in work, it is informed by employers. Locally rooted careers information inspires and enables informed choices to support personal ambitions
ACCESSING AND PROGRESSING IN GOOD WORK	Everyone has the skills to be able to access good work and is equally supported to take up training in the workplace that enables progression and development of transferable skills.
CREATING A CULTURE OF INVESTMENT IN WORKFORCE SKILLS	Every employer has a skills plan and invests in the workforce at all levels leading to reduction in skills gaps reported and increased productivity at firm level
DRIVING INNOVATION AND PRODUCTIVITY THROUGH HIGH LEVEL SKILLS	To increase the qualification levels, particularly in STEM, of working age adults, foster a culture of enterprise and innovation and widen the talent pool for employers

31

Plan on a Page

DRAFT



32




Objectives and actions

33

Quality technical education

Evidence

- Apprenticeships / technical education key to addressing employer skills needs and providing sustainable careers
- Those completing an apprenticeship at level 4 or above earn £150,000 more on average over their lifetime
- Disadvantaged less likely to access apprenticeships
- 10% of pupils go into an apprenticeship after KS5 but only 8% of FSM pupils
- Technical education take-up disrupted by COVID-19
- Apprenticeship starts down by 21% in 2019/20 but down by 50% in final quarter of academic year
- Levy is key source of apprenticeship funding
- 60% of starts in 2019/20 were levy funded and proportion is growing

LEP Leeds City Region
Enterprise
Partnership

Working in
partnership
with the
**West
Yorkshire
Combined
Authority**

34

Quality technical education

Objectives

- Support individuals to take up technical qualifications and access high quality work placements
- Increase the number of learning opportunities to take up technical education as a route to a rewarding career
- Work with employers to maximise apprenticeship levy investment in West Yorkshire

Great education connected to business

Evidence

- Work experience / inspiration opportunities still limited
- A minority of local employers offer work experience and work inspiration opportunities – 36% and 11% respectively; 18% offer placements to school pupils, 14% to college students.
- Access to workplace constrained by COVID-19
- Major challenge in connecting students with workplace
- Attainment of young people is low in West Yorkshire
- 78% of young people in WY achieve level 2 by age of 19 compared with 83% nationally; for level 3, figures are 52% and 60%.
- Deprivation / disadvantage impacts on career outcomes.
- Disadvantaged pupils less likely to achieve academically and they have poorer career outcomes in terms of entering a sustained positive destination when leaving education

Great education connected to busines

Objectives

- Ensure careers information takes account of local labour market information to supported informed decision making and supports lifelong learning
- Enable equal participation in the take up of careers educations for people of all ages, backgrounds, and career stage to support personal ambitions
- Embed careers support and career management into key transition points in life
- Increase the number of employers providing experiences of the workplace and work placements

Accessing and progressing in good work

Evidence

- Sharp increase in unemployment as a result of COVID-19
- Claimant unemployment has doubled locally – more than 100,000 claiming jobless benefits in West Yorks with potential for this figure to grow further.
- Many people locked into low-paid work - low skills hamper career prospects
- A fifth of jobs in city region pay less than the Real Living Wage
- Evidence of demand from individuals for re-skilling as a result of COVID-19
- According to You Gov polling, 26% are likely to retrain in another sector in the near future
- Significant national resources are being targeted on reskilling.
- £375m investment in National Skills Fund, including Skills Bootcamps and Lifetime Skills Guarantee

Accessing and progressing in good work

Objectives

- Support the unemployed to gain and sustain employment
- Unlock progression opportunities and career adaptability through skills, particularly for those on low wages and with insecure work
- Support people from all backgrounds to access self-employment opportunities and explore opportunities for new business start-ups
- Coordinate and provide access to training, work placements and job matching for unemployed with SMEs
- Improve West Yorkshire's resilience by identifying and delivering the skills needed for the future

Creating a culture of investment in workforce skills

Evidence

- Employers acknowledge that they under-invest in skills
- Around two-fifths of employers would like to invest more in training – but face barriers in terms of cost and time.
- Widespread skills gaps among managers
- A fifth of employers with skills gaps say management staff are affected.
- Minority of local businesses have a skills plan
- Only 36% have training plan and 29% a training budget
- Digital skills gaps a key issue for business
- Around a third of medium-sized businesses say they need to improve basic digital skills to meet business objectives.
- Access to training is unequal.
- Workers who are already qualified to a high level (level 4+) are almost twice as likely to receive training than their less qualified colleagues.

Creating a culture of investment in workforce skills

Objectives

- Focus investment in and development of technical training facilities to ensure future needs of employers, individuals and the wider economy are met
- Increase leadership and management skills for improved skills utilisation in the workplace
- Encourage employers to invest and have a workforce skills plan in place to drive productivity and innovation for staff at all levels
- Develop innovation and enterprise skills in the workplace to boost productivity and economic growth
- Increase digital enterprise by helping small businesses and charities upskill their employees and increase their digital capabilities so they can take advantage of the productivity gains that technology provides
- Increase the number of people in work with basic skills, including digital

Driving innovation and productivity through high level skills

Evidence

- Weak local performance on innovation and productivity
- Output per hour worked only 85% of national average, R&D spend in Yorkshire and Humber lowest in country
- Local deficit of higher-level skills / qualifications
- 33% of labour force of West Yorks are qualified to level 4+ compared with national average of 40% - this equates to 100,000 people in real terms.
- Disadvantaged less likely to access higher level skills
- 41% of all pupils go into HE in West Yorks but for FSM pupils it's only 24%.
- Deficit of higher-level jobs – especially STEM
- 47% of people in employment in WY in higher skilled roles compared with 50% nationally

Driving innovation and productivity through high level skills

Objectives

- Attract talent to key areas of economic growth for WY, including health tech and transition to net zero economy and digital
- Increase take up of STEM subjects at all levels to meet future demand, particularly on the clean growth agenda
- Remove barriers and ensure equality of access so that learners progress towards higher levels learning
- Maximise collaboration with HEIs, FECs, training providers and employers to establish training needs and provision that supports higher level skills in areas of strength for WY and the North that supports job creation and safeguarding
- Continue to make the case to government for a regionally accountable and driven post-16 skills system

Sectoral engagement around defined issues

Broad sector	Illustrative examples of priority issues
Energy and utilities	Apprenticeships Higher level technical skills
Engineering and manufacturing	Apprenticeships Learning facilities Higher level technical skills
Construction	Apprenticeships Learning facilities Higher level technical skills Recruitment
Retail	Upskilling / reskilling Digital
Hospitality	Upskilling / reskilling
Professional / financial services	Digital (incl. bootcamps)
Financial services	Attracting / retaining talent Digital (incl. bootcamps)
Transport and logistics	Recruitment Digital
Health	Workforce planning Higher level technical skills (e.g. degree apprenticeships)
Care	Recruitment Higher / degree apprenticeships
Arts and entertainment	Upskilling / reskilling

Strategic Economic Framework Indicators

Indicator title	Description
% qualified at level 4 and above	% of population aged 16-64 with highest qualification at Level 4 and above
% qualified below level 2	% of population aged 16-64 with highest qualification below level 2 or no formal qualifications
Unemployment rate	Proportion of labour force who are unemployed and actively seeking and available for work
% of employees in quality work	% of employees who have good hours, a desired contract type, and are not in low pay
Apprenticeship starts	Number of people starting an apprenticeship each academic year
Jobs paying below Real Living Wage	% of local jobs that pay below the Living Wage Foundation's Real Living Wage threshold
Employment rate gap for disadvantaged groups	Proportion of people in employment in disadvantaged groups (disabled, BAME, aged over-50) versus overall employment rate
NEETs	Percentage of 16-17 year olds NEET or activity not known

Economic Recovery Plan Indicators

	Economic indicators	Social indicators	Environmental indicators
Skills			
Relevant & transferable skills	<ul style="list-style-type: none"> • Employment and pay gap for disadvantaged groups • Working age without qualifications • Skills shortages and gaps • Economic activity rate • Claimant unemployment count for deprived neighbourhoods 	<ul style="list-style-type: none"> • Access to skills development for disadvantaged groups • Social mobility (attainment at KS4 by FSM eligibility and access to HE by social status) • Employers engaging with schools • Levels of digital exclusion 	<ul style="list-style-type: none"> • Access to net zero skills development for disadvantaged groups: apprenticeships, HE • Jobs in the clean growth sector • Attendance at green skills training
Prevention of NEETs	<ul style="list-style-type: none"> • Number of NEETs / post-education destinations • 16-24 / 50+ unemployment 	<ul style="list-style-type: none"> • NEETs in disadvantaged groups • 16-24 / 50+ unemployed in disadvantaged groups 	
Equal access to learning	<ul style="list-style-type: none"> • Participation in employment and skills programmes 	<ul style="list-style-type: none"> • Participation in disadvantaged groups 	
Strengthened skills offer	<ul style="list-style-type: none"> • Vacancies (online job postings) – level and occupational profile 	<ul style="list-style-type: none"> • Programme participation in demand / growth sectors 	<ul style="list-style-type: none"> • % with access to net zero / clean growth sector opportunities
Skills utilisation	<ul style="list-style-type: none"> • Prevalence of "flexible" employment modes • % qualified at L4+ or degree level employed in non-graduate roles 	<ul style="list-style-type: none"> • Variation across disadvantaged groups 	



47

Digital skills

Why is this important for West Yorkshire?

West Yorkshire has a fast-growing digital sector which makes the development of digital skills for the population a key focus area to ensure we can support this growth and provide future employment opportunities into this sector. Digital skills also form a key part of modern-day life for everyone across West Yorkshire, where we are looking to create a fully inclusive society and provide opportunities for all. Yet over 25% of the population do not have basic digital skills for life, therefore are being excluded and will struggle to gain employment. Providing opportunities for all to develop their digital skills will enhance their inclusivity and their employability and support growth across the region's economy and enhance business productivity and allow West Yorkshire to thrive as a region.

Who is this important for?

Important for **all**, but in particular for those from disadvantaged backgrounds such as low income, low education households, those with disabilities, those from BAME heritage those from older age group and those with English as a second language. Digital skill will also support those who are under or unemployed or are furloughed or at risk of redundancy and enhance everyone's chances of future employment. It will also provide support to the thriving digital sector and those growth businesses adopting digital skills by providing a skilled workforce to support future growth.

48

Digital skills

What are we already doing?

We have recently launched the Local Digital Skills Partnership to work with key partners both regionally and nationally across all sectors to support the growth of digital skills and coordinate provision in the region. Programs such as future goals and re-boot are already in place to support sections of those in need, and 100% digital Leeds is also enabling digital skills provision. In addition, AEB and the coming digital entitlement will support provision to those in need. There are also business support programs being provided to those businesses most in need to evolve their digital skills and support their sustainability and growth through the pandemic.

What more could we do?

Provision is often disjointed, not easy to navigate, nor uses routes that all can engage through, so we must look at broadening provision of skills provision from L1 through to L5 and beyond and ensure that it is available to all, utilising diverse routes to deliver and therefore providing opportunities for all to grow their skills, to become more included in mainstream society and move towards employment. We can also look to understand the needs of employers more and work closely to provide reskilling and upskilling programs to those at risk of redundancy to support future growth, but also to build engagement with education to ensure work ready students are being provided to match business needs.

Green workforce

Why is this important for West Yorkshire?

Skilled workers are required to deliver against to deliver against immediate and longer-term challenges, in order to support the Combined Authority's ambition for a net zero carbon economy. The Government's Green Jobs Taskforce has committed to creating 2 million green jobs nationally by 2050, suggesting that approximately 100,000 will be required in West Yorkshire in the same timeframe.

An alternative analysis by Ecuity for the Local Government Association suggests the creation of approximately 71,000 new clean growth jobs in West Yorkshire – potentially more than any other area in England. The study estimates that 40,000 of these will be required by 2030, with the largest need in the alternative fuels industry sector (17,291 jobs).

The recent Scaling Up Better Homes Yorkshire report suggests that, in domestic retrofits alone, 30,000 jobs will be required in West Yorkshire by 2028, with 5,000 by 2024. The same report provides the evidence on construction trades and roles needed to deliver retrofits, yet it remains unclear where the pipeline of skilled workers will come from.

Green workforce

Who is this important for?

All, but particularly:

- individuals at risk of unemployment as a result of decarbonisation, or looking to re-train
- business owners requiring support to upskill and re-train staff as part of the transition
- young people to ensure a strong and diverse future talent pipeline
- employers and training providers in strengthening their collaboration and engagement to improve and expand training programmes.

What are we already doing?

The Employment and Skills Panel have convened interested parties in a roundtable forum of employers and skills providers to share intelligence and review the actions required in West Yorkshire

Green workforce

What more could we do?

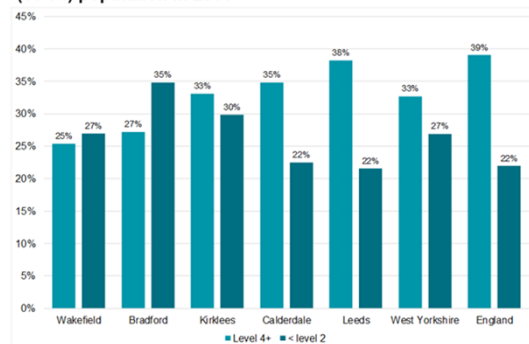
- Establish peer networks to enable the sharing of best practice within sectors and/or areas
- Coordinate a programme of careers and inspiration activities with employers to raise awareness of the importance of STEM skills and to address the future demand for green jobs. A lack of diversity is recognised, as shown in the National Grid's Building the Net Zero Energy Workforce report; to offset the gender stereotypes embedded by the age of 7 this activity would be for Early Years, primary and secondary-aged students and their parents, carers, and teachers.
- Strengthen collaboration and engagement between employers and training providers to improve and expand their training programmes.
- Undertake skills audits with SMEs and training providers to establish need and opportunity for behaviour change
- Explore opportunities for supply chains that are not necessarily in the 'green market' to share their green credentials.
- Bursaries or incentivised training for individuals to undertake retraining opportunities
- Establish an internship programme, connecting skilled interns / students with organisations development low-carbon technologies

Inclusive growth

Why is this important for West Yorkshire?

The City Region is below average in both basic and higher-level skills, and a quarter of jobs across the City Region pay less than the Real Living Wage. Under-investment in training and development over the years has affected living standards and makes it hard for many people to find a route to higher-quality work.

Figure: Profile of highest qualification held by working age (16-64) population in 2018



Inclusive growth

Who is this important for?

All, including:

- The 950,000 people live in areas considered to be the most deprived in the UK
- Individuals working in 24% of local jobs which pay less than the Living Wage Foundation's Living Wage rate
- Black, Asian and minority ethnicities, for whom the employment rate lags behind the national average
- People without essential digital skills
- Individuals aged 16-64 whose highest qualification is below level 2, or who have no formal qualifications

Inclusive growth

What are we already doing?

- Continued delivery of **[re]boot** to support those who are employed, furloughed or facing redundancy to re-train.
- Continued delivery of the **Employment Hub**, providing careers support and a job matching service.
- The **Enterprise Adviser Network (EAN)** works with 185 secondary schools and colleges to improve the destinations of young people
- **Careers Hubs** provide enhanced and targeted activity in Bradford and Kirklees, as well with institutions with high numbers of SEND pupils
- The **Raising Aspirations pilot fund** has created employer co-designed provision targeted at students from disadvantaged backgrounds
- The **Skills for Growth** programme enables small and medium enterprises to access education providers in a simple one-stop approach with localised delivery.

Inclusive growth

What more could we do?

- Support people from all backgrounds to access self-employment opportunities and explore opportunities for new business start-ups
- Coordinate and provide access to training, work placements and job matching for unemployed with SMEs
- Remove barriers and ensure equality of access so that learners progress towards higher levels learning
- Enable equal participation in the take up of careers education for people of all ages, backgrounds, and career stage to support personal ambitions
- Increase the number of employers providing experiences of the workplace and work placements



Report to: West Yorkshire Combined Authority

Date: 9 March 2021

Subject: Innovation Framework

Director: Alan Reiss, Director Policy Strategy and Communications

Author: Sarah Bowes, Policy Manager, Digital & Innovation

Is this a key decision?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Is the decision eligible for call-in by Scrutiny?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Does the report contain confidential or exempt information or appendices?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
If relevant, state paragraph number of Schedule 12A, Local Government Act 1972, Part 1:	

1. Purpose of this report

- 1.1 To provide the Combined Authority with an update on the development of the Leeds City Region Innovation Framework and seek endorsement for the adoption of the Framework as part of the Strategic Economic Framework.

2. Information

Innovation Framework

Background

- 2.1 The current 'Leeds City Region Innovation Strategy: A smart specialisation approach' was developed in 2014 to inform the development of both the Strategic Economic Plan and local ESIF Strategy. Significant time has passed since these strategies were prepared, and new challenges and opportunities have emerged over the last six years.
- 2.2 The impact of COVID-19 and the importance of innovation to both individual business recovery and broader economic resilience cannot be underestimated. The Economic Recovery Plan sets out some key actions to

drive innovation as part of economic recovery, but the longer-term structural changes need concerted and focused attention through a dedicated innovation 'strategy'.

- 2.3 Much work has been progressed since 2018 around the evidence and priorities for innovation to support the Local Industrial Strategy and its Ideas section. However, there is uncertainty over the status of Local Industrial Strategies due to changes in the Government's approach and, in any case, the focus on innovation in the draft Local Industrial Strategies is relatively narrow, concentrating on achieving the Government's 2.4% R&D target rather than a broader definition of what constitutes innovation and innovative activity and behaviours.
- 2.4 Activity to drive business innovation in Leeds City Region will require a collaborative effort across all Partners involved in innovation. Developing a strong strategic narrative for the West Yorkshire Innovation Network and its key actors is key in maximising the opportunity to drive prosperity, economic success and wellbeing across Leeds City Region. The West Yorkshire Innovation Network (part of our devo commitment) will use the framework to guide all individual and collective activities.
- 2.5 This is all set in the context of awaiting the publication of the final National R&D Roadmap, the BEIS R&D Place Strategy, and announcements around the Shared Prosperity Fund and Levelling up fund.
- 2.6 As highlighted above, much of the evidence base and emerging priorities have already been identified through work to develop the Local Industrial Strategy: much of these are structural, long term issues. Work has taken place over the last 6 months to with a range of Partners to help further refine our innovation vision and priorities which were originally identified from the LIS evidence base, and from earlier engagement with the BIG Panel and the West Yorkshire Innovation Network. Following this engagement, it has been agreed that a stand alone strategic document is required, and that it should be positioned as an agile and flexible framework as opposed to a strategy.
- 2.7 The proposed vision for the Innovation Framework is:

"A place that is globally recognised for developing an open, inclusive, thriving and coherent innovation ecosystem, where SMEs, budding entrepreneurs and individuals are inspired to innovate, and can easily navigate the support landscape and connect and collaborate with others to create new and better solutions for business growth and societal good."
- 2.8 Following LEP Board and the consultation (and the consensus of the importance of an additional priority around net zero), the draft priorities (emerging from the evidence) are as follows:
 1. Inclusive innovation – by and for everyone
 2. A focus on healthtech
 3. Prioritise net zero ambitions

4. A strengthened relationship with Innovate UK
5. Innovation finance availability
6. A focus on innovative start ups
7. A new mission based approach to innovation
8. A strengthened HE-SME relationship
9. Investing in centres of excellence which match industry strengths
10. Creation of peer to peer innovation support networks
11. Increasing adoption of new innovative practices
12. Connecting the landscape

2.9 The online consultation was launched in November. This was supported by a focused communications and marketing campaign which included the use of social media, LEP newsletter and direct mailout.

Consultation responses

- 2.10 The Framework was consulted on between November and December 2020 using the YourVoice platform. 35 responses were received: 66% of those responses were from individuals; 34% from a business or organisation. It is important to note that this consultation formed only one part of engagement to develop the framework, with significant additional input from members of the West Yorkshire Innovation Network, the LEP Board and BIG panel. It was also developed following previous engagement to develop the 'Ideas' section of the draft Local Industrial Strategy.
- 2.11 Of those businesses who responded 75% were from SMEs (33% from businesses with less than 10 employees). 25% were from larger businesses or organisations (250 employees or more).
- 2.12 25% of businesses were from the health and lifesciences sector and 17% from manufacturing and Creative/Digital respectively.
- 2.13 Responses were split from across the region: Bradford 25%; Calderdale 33%; Kirklees 33%; Leeds 43%; Wakefield 17%. Businesses were able to add multiple locations so the totals add up to more than 100%.
- 2.14 67% said that pandemic has increased the importance of innovation to their business.
- 2.15 Overwhelmingly the responses supported the eleven priorities set out:

Priority	Strongly agree or agree
Inclusive innovation	86%
A focus on HealthTech	71%
A strengthened relationship with Innovate UK	82%
Availability of innovation finance	86%
A focus on innovative start ups	76%
Mission based innovation	52%
Strengthening the HEI-SME relationship	73%
Investing in centres of excellence	84%

Peer to peer networks	78%
Adoption of innovation practices	81%
Connecting the landscape	79%

- 2.16 A number of open text responses identified a significant gap (and opportunity) in creating an additional priority around net zero to ensure we focus efforts and capitalise on the opportunity. This was reinforced at LEP Board.

Next steps

- 2.17 In line with the organisation's approach to developing agile and flexible policy products, Combined Authority are asked to endorse the overarching vision and 12 priorities of the Innovation Framework.
- 2.18 Once agreed the Framework will guide future activity and investment across all partners in Leeds City Region – this is critical as the LEP and CA cannot achieve their innovation ambitions alone.
- 2.19 A set of proposed indicators is set out in the draft Framework. Following approval, these will be finalised and reported against annually. BIG Panel will own the Framework and will receive regular updates on progress to deliver against it.

3. Tackling the Climate Emergency Implications

- 3.1 There are positive clean growth implications which will emerge from the Innovation Framework, utilising innovation to drive the clean growth agenda.

4. Inclusive Growth Implications

- 4.1 There are positive inclusive growth implications directly arising from this report.

5. Financial Implications

- 5.1 There are future financial implications from a range of partners in delivering the strategy.

6. Legal Implications

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

7. Staffing Implications

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

8. External Consultees

- 8.1 Consultation has taken place specifically with the West Yorkshire Innovation Network, Yorkshire Universities, the Business Innovation and Growth and via YourVoice. LEP Board have also provided their endorsement subject to the inclusion of a twelfth priority around net zero.

9. Recommendations

- 9.1 That the Combined Authority endorses and approves the overarching vision and priorities of the innovation framework and its positioning as part of the Strategic Economic Framework.

10. Background Documents

- 10.1 There are no background documents referenced in this report.

11. Appendices

- 11.1 Appendix 1 - Draft Innovation Framework.

This page is intentionally left blank

Leeds City Region Innovation Framework: Innovation for everyone

Vision and Priorities



What is innovation?

An unhelpful word which many people struggle to identify with.

Suggestions from the West Yorkshire Innovation Network:

- “Having impact by putting ideas into practice”
- “Achieving impact by implementing new ideas”
- “The commercialisation of ideas and knowledge by businesses”
- “Introducing new products process or services to effect positive change in a business”
- “Helping develop behaviour change across the SME community”
- “The art or science of translating existing inventions or new ideas into practical products processes and services”
- “Growing your business by doing things differently”
- “A means to an end – not the end itself”

Our initial innovation poll

We asked businesses and citizens across West Yorkshire to tell us five words that best describe what innovation meant to them.

These were the top 5 responses

- Creativity
- 211 • New
- Change
- Improvement
- Collaboration

Our vision

Our vision for innovation for the Leeds City Region is:

212 “A place that is globally recognised for developing an open, inclusive, thriving and coherent innovation ecosystem, where SMEs, budding entrepreneurs and individuals are inspired to innovate, and can easily navigate the support landscape and connect and collaborate with others to create new and better solutions for business growth and societal good.”

LEP Leeds City Region
Enterprise
Partnership

Working in
partnership
with the

**West
Yorkshire**
Combined
Authority



Our innovation focus and priorities

LEP Leeds City Region
Enterprise
Partnership

Working in
partnership
with the

**West
Yorkshire**
Combined
Authority



Our innovation focus

Based on the evidence, our focus is twofold.

- We must support our **leading frontier businesses** (and more cautious innovators) to ‘do more’ innovation, particularly more radical, Research & Development led innovation.
 - At the same time as supporting this ‘radical innovation’, it is essential that we support the **broader diffusion of ideas and technology** into our micro dominant business base, within both our urban and rural settings, to further drive-up innovative activity, behaviours and productivity in the wider business base, and support our net zero ambitions.
- And across these, we need to support greater diversity in innovation – across individuals, businesses and society, supporting innovative behaviours and activities across the region.

Our innovation focus

For all of these:

- We must focus on supply and demand side issues to make a step change in progress that is needed. We may not have a large original equipment manufacturer to drive innovation through the supply chain, we do have significant public sector health assets, whose purchasing and procurement power we will work to leverage.
- We must also retain a focus on innovation for good, solving the most pressing societal challenges.

The ambitions that follow are based on the evidence, and an attempt to tackle long standing structural issues. These will only be realised by joined up strategic investment and interventions across a range of partners.

This Framework is therefore the beginning of a journey to achieve a common set of ambitions.

Our Priorities

	ACTION	High level description	
216 11. Inclusive innovation – by and for everyone	2	Prioritise sectoral investment in Healthtech	12. Connecting the landscape
	3	Innovation to meet net zero	
	4	Strengthened relationship and alignment with UKRI	
	5	Innovation finance across LCR	
	6	Focus on innovative start ups	
	7	Mission based innovation	
	8	Increasing University - SME engagement	
	9	Investing in new centres of excellence	
	10	Peer to peer networks to support innovation	
	11	Support interventions to support adoption of tech and new business practices	

1. Inclusive innovation – by and for everyone

We will:

Create a more diverse, inclusive and open innovation ecosystem, with the underpinning principle of innovation - by and for everyone

By:

- Embedding inclusivity in all the priorities as an underpinning theme in the IF, particularly in the design and execution of challenges competitions/ mission-based innovation activities.
- Ensuring diversity and inclusion support is a key factor in new innovation investment decisions through future funding streams.
- Working through the WYIN (West Yorkshire Innovation Network) to ensure existing programmes focus sufficiently on broadening participation.
- Developing a pipeline of future budding entrepreneurs and innovators and appropriate support through the Employment and Skills Plan.
- Learning from examples of non-mainstream innovation already taking place in pockets in the region and supporting others to follow, particularly around frugal (or non tech) innovation.

Which will result in:

An increased awareness, interest and participation in innovation by those underrepresented groups, including BAME, women and those from disadvantaged backgrounds.

More innovation activity

We will develop plans and build on existing programmes and activities to further support our frontier companies and 'cautious innovators' to develop increased absorptive capacity, ensuring that those businesses with growth potential proactively invest in R&D (Research & Development) and innovation to contribute to the national 2.4% R&D target and R&D roadmap.

2. A focus on Healthtech

We will:

Prioritise sectoral innovation investment in Healthtech as proof of concept around targeted innovation support in Leeds City Region (LCR), building on existing strengths and assets and emerging opportunities

By:

- Joining up and securing investment for the Healthtech ecosystem aligned to an agreed vision and strategy for action across the breadth of partners.
- Focusing interventions and efforts on growing our industry base, attracting new companies and translation into the health and care system.
- Prioritising Connecting Innovation grant funding on health innovation opportunities.
- Working with the Science and Technology Facilities Council to explore opportunities to develop a Healthtech cluster in LCR.

Which will result in:

- Leeds City Region positioned as a leader in the Healthtech space, the place for businesses to create and deliver innovations in Healthcare.
- Attract further investment into Healthtech from a range of agencies moving forwards
- A strong industry led cluster to service the health and care system more efficiently.
- A model for rollout to support other sectors to drive innovation.

And strengthened inclusion:

By – engaging with a broad range of stakeholders

And for – innovation to deliver healthcare benefits for all.

3. Innovation to meet net zero

We will:

Take a proactive role in driving forward innovation in net zero and position the region as a global player by supporting our businesses to develop innovative solutions to the net-zero challenge.

By:

Supporting (and prioritising) start ups, scale ups and SMEs to work collaboratively, with the research base (as set out in the CERP), with larger organisations and with each other to:

- Develop new technologies to support net zero
- 220 • Better utilise existing technologies to support net zero
- Develop new business and financial models to support net zero
- Develop new consumer offerings to support net zero

We will do this through:

- Profiling the opportunities available via regional comms and being known as the place to develop world leading net zero innovations.
- Focusing on net zero opportunities in programme support (Connecting Innovation, Challenge competitions etc).
- Exploring opportunities around demonstrator facilities.
- A just transition to ensure we bring people along with us.

Which will result in:

Demonstrable impact towards achieving the regions ambitions, reducing carbon emissions whilst growing our innovation led business base

And strengthened inclusion:

With innovation playing a key part in achieving net-zero in the region through the delivery of clean, green and sustainable solutions for all.

By – engaging with a broad range of stakeholders to prioritise initiatives.

And for – innovation to deliver clean and sustainable solutions for all.

4. A strengthened relationship with UKRI

We will:

Strengthen our relationship with Innovate UK as the UK's national innovation agency, whilst establishing a stronger relationship with UKRI and key research councils.

By:

- Building on and strengthening the MoU with Innovate UK to deliver against the 4 priorities including deeper relationships with catapults, KTN and Innovate UK EDGE.
- Drive increased regional visibility across UKRI to promote areas of expertise and improve alignment of funding to regional priorities.
- Continuing to influence and shape the national R&D Place Strategy and make the case for levelling up and increased investment including exploring co-creation/co-production opportunities.
- Delivering aligned communications and joined up programmes, particularly showcasing successes.
- Ensuring UKRI/Innovate UK have a clear understanding/recognition of Leeds City Region strengths and opportunities and priority sectors.

Which will result in:

A much more joined up (strategically and operationally) approach to supporting the regions businesses, reducing fragmentation and confusion – and more Innovate UK investment into local businesses, and greater understanding of LCR priorities at a national level.

And strengthened inclusion:

Working with Innovate UK to lead on key programmes including the national Young People's Innovation Programme to secure alignment and maximise participation.

5. Innovation finance availability

We will:

Convene and work across partners to develop joined up specific innovation finance provision from pre-start to scale-up across Leeds City Region to support innovators from much more diverse backgrounds.

By:

- Focusing specifically on the innovation finance needs of business:
 - Working with partners to put in place more targeted financial provision to support and encourage more diversity in innovation.
 - Putting in place a renewed focus on investment in responsible innovation and an added emphasis on social innovation and net zero ambitions.
 - Securing additional investment to support (and de-risk) early stage innovation development and R&D opportunities (including innovation vouchers).
- More generally, working across the emerging Business Growth and Productivity Plan to:
 - Better understand the overall investment landscape and connect the offer for businesses at all stages
 - Identifying means to fill the investment gap of between £100k-1m in particular
 - Putting in place mechanisms to attract additional Venture Capital investment into Leeds City Region by building the profile of place and showcasing the offer.'

Which will result in:

The right finance being available and accessible for a range of businesses at the right stage of their business journey.

And strengthened inclusion:

By supporting a broader range individuals to successfully secure investment to develop ideas and grow their business.

6. A focus on innovative start-ups

We will:

Focus targeted support on innovative start-ups, with a strong focus on developing a diverse and inclusive pipeline and solving societal challenges including particularly around health and climate challenges.

By:

Learning from our participation in the MIT Regional Entrepreneurship Acceleration Program programme and building on the initial pilot programmes to address the issues new innovative businesses face with appropriate interventions including:

- 223.
- A graduate enterprise programme to support new Integrated Development Environments
 - Corporate ventures
 - Finance to support this distinct group.
 - Inspiring and incentivising young people and individuals from more diverse backgrounds to engage in starting up innovation driven enterprises
 - Commercialising unused intellectual property across the region

Which will result in:

Leeds City Region being recognised as the place to locate and grow an innovative start up with a full range of appropriate support available.

And strengthened inclusion:

By – engaging with a broad range of stakeholders to understand the barriers to innovation participation / what innovation means for them and appropriately supporting a diverse entrepreneurial start up led recovery.

And for – to ensure that new products and processes are created by a much more diverse range of individuals than currently, ensuring new products can adequately respond to the needs of a greater proportion of the population.

7. A new mission-based approach to innovation

We will:

Adopt a mission-based approach to stimulating innovation.

By:

- Stimulating the market and building a culture of innovation across our business base by focusing on the biggest challenges the region identify and using challenge-based competitions for industry and diverse communities to come together and address (for example addressing health inequalities or climate/carbon challenges).
- 224 • Utilising the research power of our Higher Education Institutes, Colleges and big business to drive this activity through both institutional expertise and through supply chains.
- Creating linkages to investment opportunities for local investors.
- Concerted effort around comms and marketing to support all innovation activity.
- Explore establishing a public engagement accelerator programme which combines small grants, bespoke support and partnering opportunities for innovators and those who need to engage the public on questions of science, research and innovation.
- Shouting much more loudly about innovation and the opportunities for both businesses and individuals.

Which will result in:

An increased buzz and appetite/ interest in innovation and innovative activity across the region.

And strengthened inclusion:

By – engaging with a broad range of stakeholders to identify the challenges and gain buy in and support

And for – to ensure that new products and processes are created by a much more diverse range of individuals than currently, ensuring new products can adequately respond to the needs of a greater proportion of the population – and also are addressing societal challenges.

8. A strengthened HEI - SME relationship

We will:

Strengthen the untapped potential that exists between the HEI and SME base to drive business innovation in the region.

By:

Working in partnership with Yorkshire Universities, the WYIN and WYCC to:

- 225. Deliver a comms and marketing campaign to raise the appetite – and interest- of businesses to work with Universities on innovation.
- Focus on increasing investment in KTPs as a tried and tested means to increase knowledge transfer.
- Establish an awards and recognition programme for academics who successfully engage with new SMEs in the region.
- Explore scaling up and rolling out projects like First Steps (University of Huddersfield) which provide a accessible taste for businesses working with Universities.
- Develop proposals to establish multi disciplinary teams across Universitiess to support the mission based challenge approach.
- Supporting Universities to utilise supply chain relationships with large businesses to support local innovation needs.
- Working collaboratively via CI to develop a service standard to ensure a consistent approach across academia to business engagement on innovation.
- Ensure appropriate foundational support is in place to help businesses to innovate, particularly around leadership and management skills.

Which will result in:

Increased demand driven by greater awareness and understanding of the support available and how to access it by businesses – and targeted attention on supply side issues which may act as barriers to collaboration.

And strengthened inclusion:

By creating accessible routes into higher education innovation support from a greater range of businesses.

9. Investing in centres of excellence which match industry strengths

We will:

Strengthen our innovation infrastructure by investing in new flagship centres of innovation excellence.

By:

Making the case for capital investments which align to industry strengths across Leeds City Region, in particular safe spaces for innovation which allow businesses to locate and collaborate and build strong partnerships with local HEIs, for example:

- 226.
- Advanced Machinery and Productivity Institute
 - ActEarly Institute
 - Leeds pop up innovation hub
 - National Health Innovation Campus

Which will result in:

- Strengthened clusters to support industrial activity
- Greater brand and profile-raising opportunities.

And strengthened inclusion:

By ensuring new investments are positioned across the ecosystem and established with the needs of a diverse range of businesses in mind.

10. Creation of peer-to-peer innovation support networks

We will:

Create an innovation peer to peer support network to utilise the power and credibility of small businesses themselves to support other businesses.

By:

Utilising the expertise of the WYIN and Connecting Innovation to establish a West Yorkshire Innovation Business Network to bring together the private sector to provide peer support across the ecosystem, including rolling out Innovation Champions for the region, focusing across key thematic priority areas.

Which will result in:

Informed and supported businesses, tapping into the expertise of their peers and facilitated by the WYIN & Connecting Innovation.

And strengthened inclusion:

By using the power of role models from diverse backgrounds to inspire and support a new generation of business leaders.

Innovation diffusion

Innovation diffusion, supporting all businesses to benefit from the diffusion of ideas, presents a huge opportunity to improve productivity in the region.



11. Increasing adoption of new innovative practices

By:

- Strengthening the evidence base to understand what works in innovation diffusion, what the business base needs are, and putting in place appropriate intervention to support all businesses including a focus on leadership and management practices to build from solid foundations.
- Create the right messages to promote business improvement to SMEs and micros, using case studies and appropriate language.

For manufacturers:

229. Working with key industry partners, HEI, WYCC and Government we will take learning from existing programmes we are involved in (Smarty Interegg) and lobby for further activity/funding within the region, e.g. Made Smarter roll out.
- Creating a focused comms and marketing campaign to inspire and educate and demystify I4.0.
 - Explore opportunities to establish demonstrator facilities in key locations to support businesses to 'try before they buy' and explore the feasibility of a targeted Supplier Peer Learning programme.

Which will result in:

Greater take up of innovative practices (digital technologies and leadership and management practices etc) which will result in more productive innovative businesses.

Increased appetite from industry to explore increased use of digital tech and opportunities to de-risk investment through demonstrator hubs.

Connecting the landscape

Connecting the innovation landscape in Leeds City Region to better support SMEs and innovators to 'do more, faster'.



Working in
partnership
with the

**West
Yorkshire**
Combined
Authority



12. Connecting the landscape

We will:

Support and facilitate connectivity across the innovation ecosystem.

By:

- Convening, between partners, the West Yorkshire Innovation Network (strategic group) to identify opportunities to better signpost and align the existing offer, and improve collaboration for future delivery.

231 Embedding Connecting Innovation as the regions innovation connecting and signposting facility – a gateway for all innovation support in Leeds City Region.

- Identifying the most effective routes to businesses, particularly those less engaged to date.
- Working towards better joined up intelligence from across the network – and shared with the network to better understand businesses and business needs and wants.
- Work through the Made Smarter Board and WYIN to align existing initiatives, tools and techniques to better support businesses.
- Establish a platform to support easy navigation of the landscape and improve communications of innovation support and innovation successes.

Which will result in:

- Greater awareness of innovation support and greater take up of support
- Increased profile of innovation across Leeds City Region
- Better, less fragmented provision.

Measuring success

232

- Investment in R&D as a % of GDP
- Businesses engaging in innovative activity*
- Number of SMEs who are innovation active
- Number of SMEs engaging with HE sector
- Number of SMEs collaborating with other businesses
- Number of fundraising successes and funders active
- Innovate UK funding secured by LCR businesses
- Number of start ups / scale ups**
- Diversity of start ups**
- Start ups tackling environmental challenges**
- Residents employed in Science, Engineering and Technology professions
- R&D tax credit claims/value per £1000 businesses
- % of healthtech start ups**
- Number of innovations for social good**
- Increased government R&D investment in LCR**
- Technology adoption**

*SEF indicator

**Economic Recovery Plan indicator

Contact us

Keep in touch:

westyorks-ca.gov.uk

@WestYorkshireCA

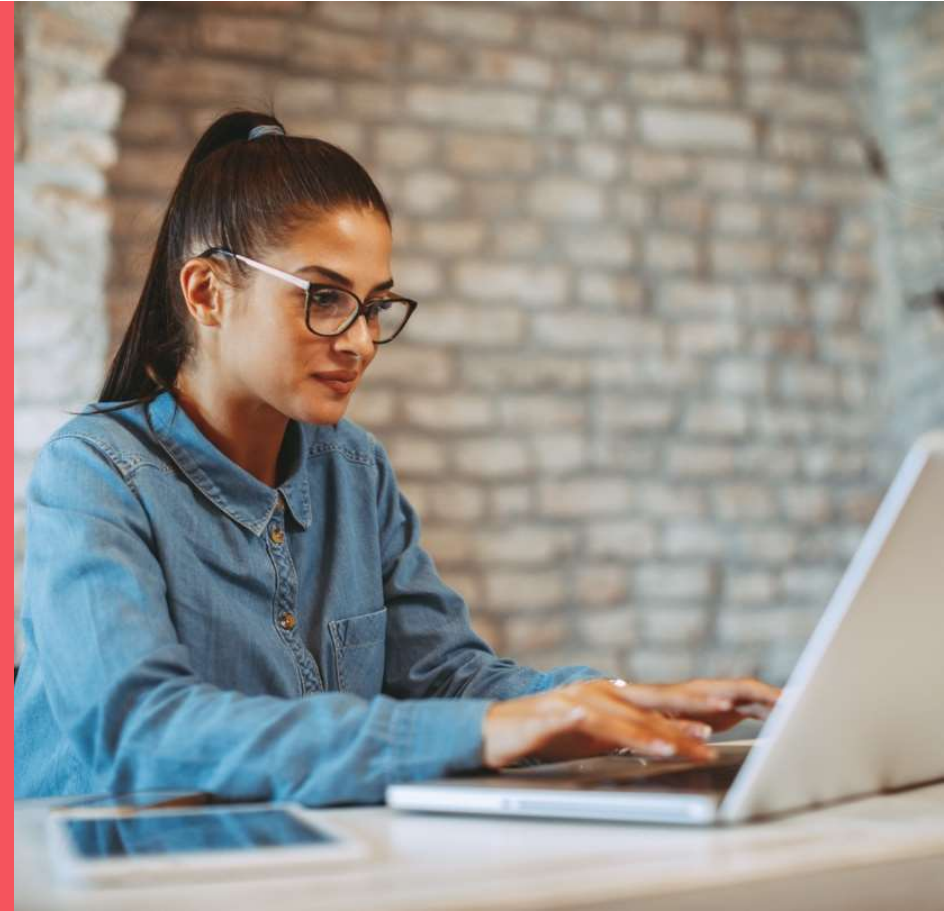
enquiries@westyorks-ca.gov.uk

0113

251 7272

234

Thank you





Report to: West Yorkshire Combined Authority

Date: 9 March 2021

Subject: **MCA Preparations – governance arrangements**

Director: Angela Taylor, Director of Corporate Services

Author: Caroline Allen, Head of Legal and Governance Services

Is this a key decision?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Is the decision eligible for call-in by Scrutiny?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Does the report contain confidential or exempt information or appendices?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
If relevant, state paragraph number of Schedule 12A, Local Government Act 1972, Part 1:	

1. Purpose of this report

- 1.1 To update the Combined Authority in relation to work being carried out in relation to the governance arrangements for the West Yorkshire Combined Authority (Combined Authority) as a mayoral combined authority (MCA).
- 1.2 To consider and seek approval to core draft constitutional documents together with a delegation to the Head of Legal and Governance Services to make technical amendments as required.

2. Information

- 2.1 The Combined Authority at its meeting on 4 February received a report on work to implement the “minded to” devolution deal signed by West Yorkshire Leaders and Government on 11 March 2020. The deal set out a raft of new powers, funding and responsibilities to be conferred on the Combined Authority, alongside becoming an MCA.
- 2.2 The West Yorkshire Combined Authority (Election of Mayor and Functions) Order 2021 made on 29 January 2021 provides for the first election of a West

Yorkshire Mayor on 6 May 2021. It confers new functions on the Combined Authority, in two phases:

- **Non-mayoral functions** (functions which are not the responsibility of the Mayor) which became exercisable by the Combined Authority when the Order was made, and
- **Mayoral functions** (functions which are the responsibility of the Mayor and include Police and Crime Commissioner (PCC) Functions) which will be exercisable by the Mayor once in office.

- 2.3 This report focusses on work being progressed under the MCA Ready Programme workstream for governance arrangements.

Arrangements for new Non-Mayoral Functions

- 2.4 The Head of Legal and Governance Services (in consultation with the Chair of the Combined Authority and under authority delegated by the Combined Authority on 4 February) will approve amendments to integrate Non-Mayoral Functions decision-making into existing governance arrangements. The Combined Authority will be asked to adopt a draft Protocol for the exercise of concurrent functions and associate statutory consents at the 22 April 2021 meeting, subject to councils having resolved to adopt the Protocol.

A new Constitution for the Combined Authority

- 2.5 The scale and complexity of the Combined Authority's governance arrangements will increase as an MCA. It is therefore proposed that the Combined Authority adopt a formal Constitution to provide a robust and integrated governance framework. For business continuity, this will incorporate and build on existing governance arrangements so far as possible, while also providing for decision-making in respect of the Mayor and the new functions conferred on the Combined Authority, including the PCC Functions.
- 2.6 For consistency with partner councils and other combined authorities, and to aid transparency, it is proposed to have regard to a Local Government Association model constitution for councils. The model will be adapted to address the different underlying legislation which applies to combined authorities, however. Attached as Appendix 1 to this report is an indicative outline for the Combined Authority's new Constitution, which includes Articles to set out the underpinning legal framework and provide a mechanism for signposting readers towards relevant aspects in different parts of the Constitution. (Appendix 2 sets out some draft Articles, including Article 1 – the Constitution).
- 2.7 The Constitution will be updated as the Combined Authority matures and evolves. It should be informative and useful for anyone who engages with the Combined Authority, and in plain English as far as the technicalities allow. It will be published on the Combined Authority's website.

- 2.8 Some elements of the revised decision-making arrangements must be in place for the start of the Mayor's term of office, while others are for the Mayor to decide (for example, the Mayor's delegation arrangements). The latter can therefore only be approved once the Mayor is in office. To meet these timescales and to maximise member engagement, a phased approach to considering and approving the Constitution is proposed as follows:
- core documents relating to **Mayoral decision-making** in relation to Mayoral General Functions (that is, not the PCC Functions) to be considered at this meeting (see below), to be of effect from when the Mayor is in office,
 - other core elements to be considered at the Combined Authority's **April meeting**, most of which will be of effect from the Mayor coming into office, including
 - arrangements in relation to PCC Functions (which are currently subject to discussion through the PCC Transfer workstream),
 - a revised Members' Code of Conduct, reflecting a recent new Model Code of Conduct issued by the Local Government Association (subject to consideration by the Governance and Audit Committee on 18 March).
 - **Post-election:** Mayor's confirmation of any arrangements which fall to the Mayor to decide,
 - the whole Constitution to be confirmed at the **Annual Meeting** in June.

These timescales are reflected in Appendix 1, the indicative outline of the Constitution.

Revised decision-making arrangements

- 2.9 Attached as Appendices 2 - 5 are core documents for the MCA's decision-making arrangements, in draft. Highlighted text in Appendices 3 and 4 indicate changes to existing documents further to the 2021 Order. As set out above, arrangements relating to PCC Functions will be considered by the Combined Authority at the April meeting. Documents attached to this report may be subject to revision as other elements of the new Constitution are developed, and it is proposed therefore that the Head of Legal and Governance Services be given delegated authority to make any technical amendments which may arise.

Appendix no.	Part	Document
2	Part 2	Article 1 – the Constitution
	Part 2	Article 2 – the Combined Authority
	Part 2	Article 3 – the Combined Authority (Membership)
	Part 2	Article 4 – the Mayor
3	Part 3	Introduction – Responsibility for Functions
	Part 3	Combined Authority (Non-Mayoral) Functions
	Part 3	Mayoral Functions – Mayoral General Functions
4	Part 4	Combined Authority Procedure Standing Orders
5	Part 4	Mayoral Decision-making Procedure Rules

3. Tackling the Climate Emergency Implications

- 3.1 There are no tackling the 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. Financial Implications

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

6. Legal Implications

- 6.1 Councils are required by law to have a Constitution with prescribed contents. This does not apply to combined authorities, which have greater discretion as to the content and format of any Constitution.

7. Staffing Implications

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

8. External Consultees

- 8.1 Combined Authority officers are working closely with the Office for the PCC in relation to developing and implementing governance arrangements for PCC Functions, and with partner councils in relation to governance changes.

9. Recommendations

- 9.1 That the Combined Authority notes that arrangements are being put in place for decision-making relating to new Non-Mayoral Functions.
- 9.2 That the Combined Authority notes the timeline set out in paragraph 2 for approving revised governance documents for the MCA.
- 9.3 That the Combined Authority approves the governance documents attached as Appendices 2-5 to this report to be of effect from 10 May 2021, and delegates authority to the Head of Legal and Governance Services to make any further technical amendments to these documents, should these be required as the Constitution is developed.

10. Background Documents

There are no background documents referenced in this report.

11. Appendices

Appendix 1 – Outline Constitution

Appendix 2 – Articles 1 - 4
Appendix 3 – Part 3 – responsibility for functions
Appendix 4 – Combined Authority Procedural Standing Orders
Appendix 5 – Mayoral Procedural Rules

This page is intentionally left blank

	Document	Decision By	Comes into effect
Part 1 - Introduction		Annual Meeting	
Part 2 - Articles	2.1 Article 1 - The Constitution	March CA	Mayor in office
	2.2 Article 2 - The Combined Authority	March CA	Mayor in office
	2.3 Article 3 - Membership of the Combined Authority	March CA	Mayor in office
	2.4 Article 4 - The Mayor	March CA	Mayor in office
	2.5 Article 5 - PCC Functions	April CA	Mayor in office
	2.6 Article 6 - Citizens and the Combined Authority	April CA	Mayor in office
	2.7 Article 7 - Ordinary committees of the Combined Authority	April CA	Mayor in office
	2.8 Article 8 - Overview and Scrutiny	April CA	Mayor in office
	2.9 Article 9 - Audit and Ethical Arrangements	April CA	Mayor in office
	2.10 Article 10 The LEP	April CA	Mayor in office
	2.11 Article 11 - Joint Arrangements & Partnership working	April CA	Mayor in office
	2.12 Article 12 - Officers	April CA	Mayor in office
	2.13 Article 13 - Decision Making	April CA	Mayor in office
	2.14 Article 14 - Finance, Contracts and Legal Matters	April CA	Mayor in office
Part 3 - Responsibility for functions	Introduction - Section 3.1	March CA	Mayor in office
	Non-Mayoral Functions - overview, functions tables and reserved functions table	March CA	Mayor in office
	Overview and Scrutiny Committee TOR	April CA	Annual meeting
	Governance and Audit Committee TOR	April CA	Mayor in office
	Transport Committee/DCSC TOR	Annual Meeting	Annual meeting
	Transport Committee WGs TOR	Annual Meeting	Annual meeting
	Investment Committee/BIP TOR	Annual Meeting	Annual meeting
	Place Panel TOR	Annual Meeting	Annual meeting
	Inclusive Growth TOR	Annual Meeting	Annual meeting
	ESP TOR	Annual Meeting	Annual meeting

Part 4 – Standing orders	GEP TOR	Annual Meeting	Annual meeting
	BIG TOR	Annual Meeting	Annual meeting
	LCR Partnership Committee TOR	Annual Meeting	Annual meeting
	Protocol on ESP role as skills advisory panel	Annual Meeting	Annual meeting
	Mayoral General Functions - overview and functions table	March CA	Mayor in office
	Mayoral General Functions Mayor's delegations to Members	The Mayor	Mayor in office
	Mayoral PCC Functions - overview	April CA	Mayor in office
	Mayor's Scheme of PCC Delegations - DMPCC/CC	The Mayor	Mayor in office
	Independent Audit and Ethical Standards Committee TOR - tbc	The Mayor	Mayor in office
	Officer Delegation Scheme - Non-Mayoral Functions	April CA	April meeting
	Officer Delegation Scheme - Mayoral Functions (non PCC)	The Mayor	Mayor in office
	Officer delegation Scheme - Mayoral PCC Functions	The Mayor	Mayor in office
	Protocol for Concurrent Functions	April CA	April meeting
	Combined Authority Procedure Standing Orders	March CA	Mayor in office
	Interim Addendum to Standing Orders	April CA	Annual meeting
	Mayoral Decision-making Procedure Rules	March CA	Mayor in office
	Protocol for Remote Meetings	April CA	Annual meeting
	Access to Information Annex	March CA	Mayor in office
	Codes of Practice for Recording CA Meetings	Annual Meeting	Annual meeting
	Budget and Policy Rules	April CA	Mayor in office
	Scrutiny Standing Orders	April CA	Mayor in office
	Contract Standing Orders	April CA	Mayor in office
	Financial Regulations	April CA	Mayor in office
	Officer Employment Procedure Rules	April CA	Mayor in office

		LEP and CA recruitment and Appointment Procedure for Private Sector Representatives	April CA/LEP	Annual meeting
		Petitions Scheme	April CA	Annual meeting
	Part 5 - Codes and Protocols	Code of Conduct for Members	April CA	Mayor in office
		Code of Conduct for Officers - CA	April CA	Mayor in office
		Code of Conduct for Officers - PCC Functions	April CA	Mayor in office
		Conflicts of Interest Policy	April CA	Mayor in office
		Conflicts of Interest Protocol - CA/LEP	April CA/LEP	Mayor in office
		Conflicts of Interest Protocol - AEB	Annual Meeting	Annual meeting
		Protocol for Member and Officer Relations	Annual Meeting	Annual meeting
		Monitoring Officer Protocol	Annual Meeting	Annual meeting
	Part 6 - Members' Allowances	Combined Authority Members' Allowances Scheme - Mayor's allowance	March CA	Mayor in office
		CA Members - revised further to committee review (if needed)	TBC	Annual meeting
		CA Members - revised further to scrutiny review	April CA	Annual meeting
		Mayor's Allowances for DMPC	The Mayor	Mayor in office
	Part 7 - Management Structure - officers	Structure chart, CA Officers	Annual Meeting	Annual meeting

This page is intentionally left blank

Part 2 - Articles

Article 1 – The Constitution

- 1.1 The Constitution of the Combined Authority comprises of Parts 2 – 7.
- 1.2 The Combined Authority will exercise all its functions (powers and duties) in accordance with the law and this Constitution. In the event that the Constitution conflicts with the law, the law shall prevail.
- 1.3 The purpose of the Constitution is to:
 - enable the Combined Authority to provide clear leadership to the community in partnership with councils, citizens, businesses and other organisations,
 - support the active involvement of citizens in the process of local decision-making,
 - enable decisions to be taken efficiently and effectively,
 - create an effective means of holding decision-makers to public account,
 - ensure that no one will review or scrutinise a decision in which they have been directly involved,
 - ensure that those responsible for decision-making are clearly identifiable to local people and that they explain the reasons for decision, and
 - provide a means of delivering the Combined Authority’s vision of a more prosperous West Yorkshire.
- 1.4 Where the Constitution permits the Combined Authority to choose between different courses of action, the Combined Authority will always choose that option which it considers closest to the purposes stated above.

Interpretation

- 1.5 The Mayor¹ shall make any final decision regarding the application of the Constitution, in consultation with the Head of Legal and Governance Services.

¹ Where any issue relates to the business of a meeting of the Combined Authority including any committee or sub-committee, the Chair of the meeting will make any final decision in consultation with the Head of Legal and Governance Services or their nominee.

Reviewing and approving the Constitution

- 1.6 The Head of Legal and Governance Services will annually review the Constitution to ensure that it is fit for purpose².
- 1.7 Any document in the Constitution will be approved as follows:
- by the **Combined Authority** (where arrangements are the Combined Authority's responsibility),
 - by the **Mayor** (where arrangements the Mayor's responsibility),
 - by both **the Combined Authority and the Mayor** (where arrangements are the responsibility of both),
 - by the **Combined Authority, Mayor and/or the LEP** (where there are joint arrangements).
- 1.8 The Director of Corporate Services has delegated authority under the Officer Delegation Scheme in Part 3 of the Constitution (responsibility for functions) to amend the Combined Authority's Contracts Standing Orders and Financial Regulations on behalf of the Combined Authority.
- 1.9 The Head of Legal and Governance Services has delegated authority under the Officer Delegation Scheme in Part 3 of the Constitution (responsibility for functions) to make minor amendments to any other document in the Constitution on behalf of the Combined Authority.
- 1.10 Any amendment to the Constitution must be recorded and published.³

Access to the Constitution

- 1.11 The Head of Legal and Governance Services will make the Constitution available for inspection by the public:
- at the Offices of the Combined Authority at any reasonable hour, and
 - on the Combined Authority's website.

² The Combined Authority will consider any recommendation from that review at the Combined Authority's Annual Meeting.

³ Any amendment approved at a meeting of the Combined Authority will be recorded in the minutes of the meeting. Any amendment approved by the Mayor outside of a meeting of the Combined Authority, or by an officer under delegated authority, must be recorded on a written record and published.

Part 2 - Articles

Article 2 – The Combined Authority

General

- 2.1 The West Yorkshire Combined Authority (the Combined Authority) is a body corporate⁴.
- 2.2 The **Constituent Councils** of the Combined Authority are:
- City of Bradford Metropolitan District Council,
 - Borough Council of Calderdale,
 - the Council of the Borough of Kirklees,
 - Leeds City Council, and
 - the Council of the City of Wakefield.
- 2.3 The Combined Authority was established for the **Combined Area**, which is the area consisting of the areas of the Constituent Councils.
- 2.4 The **Non-Constituent Council** of the Combined Authority is the City of York Council.
- 2.5 The West Yorkshire Mayor (the Mayor) is elected by the local government electors for the Combined Area.

Membership

- 2.6 The Combined Authority comprises ten members in addition to the Mayor, who is a member of the Combined Authority by virtue of that office⁵.
- 2.7 Article 3 (Combined Authority Members) sets out more detail about the members of the Combined Authority (the Combined Authority Members).

⁴ Article 3 of the West Yorkshire Combined Authority Order 2014

⁵ Section 107A of the Local Democracy, Economic Development and Construction Act 2009

Chair

- 2.8 The Mayor is the Chair of the Combined Authority.⁶

Deputy Mayors

- 2.9 The Mayor must appoint one of the Combined Authority Members to be the Mayor's deputy (the **Deputy Mayor**).⁷ Article 4 (the Mayor) sets out the appointment process and terms of office for the Deputy Mayor.
- 2.10 The Deputy Mayor must act in place of the Mayor if for any reason -
- the Mayor is unable to act, or
 - the office of Mayor is vacant.
- 2.11 The Mayor may also appoint a **Deputy Mayor for Policing and Crime** – see further Articles 4 (the Mayor) and 5 (PCC Functions).

Functions

- 2.12 The functions of the Combined Authority are those
- conferred or imposed upon it by Order⁸ or by any other enactment, or
 - delegated to it by Order or any other enactment⁹.
- 2.13 The functions of the Combined Authority comprise
- **Mayoral Functions** (exercisable only by the Mayor), and
 - **Non-Mayoral Functions** (exercisable by the Combined Authority).
- 2.14 Mayoral and Non-Mayoral functions are set out in more detail in Part 3 of the Constitution (responsibility for functions).

Delegations

- 2.15 Mayoral Functions are exercised by the Mayor acting individually, or in accordance with arrangements made by the Mayor – see further Articles 4 (the Mayor) and 5 (PCC Functions).
- 2.16 Non-Mayoral Functions are exercised by the Combined Authority at a meeting of the Combined Authority or in accordance with arrangements agreed by the Combined Authority¹⁰, as follows:

⁶ This is by virtue of that office - Section 107A of the 2009 Act

⁷ Section 107C of the 2009 Act.

⁸ Including the 2014 Order and the West Yorkshire Combined Authority (Election of Mayor and Functions) Order 2021.

⁹ Article 3 of the 2014 Order.

¹⁰ Section 101 of the Local Government Act 1972

- by a **committee or sub-committee** of the Combined Authority,
- by an **officer** with delegated authority,
- by **another local authority**, or
- under **joint arrangements** with one or more other local authorities¹¹.

2.17 Part 3 of the Constitution (responsibility for functions) sets out the arrangements agreed by the Combined Authority.

Functions reserved to the Combined Authority

- 2.18 The Combined Authority's functions with respect to levying shall be discharged only by the Combined Authority¹².
- 2.19 Functions which are reserved to the Combined Authority, (that is, are not delegated), are set out in Part 3 of the Constitution (responsibility for functions), Section 2 Table C.

Standing Orders of the Combined Authority

- 2.20 The Combined Authority may make standing orders to regulate its proceedings and business and may vary or revoke any such orders¹³.
- 2.21 The standing orders of the Combined Authority are set out in Part 4 of the Constitution (standing orders), and include:
- **Combined Authority Procedure Standing Orders** which set out the procedure for meetings of the Combined Authority.
 - **Budget and Policy Rules** which set out the steps required in relation to approving the budget and policies and strategies. Policies and strategies provide a framework for decision-making.
 - **Financial Regulations** which set out how the Combined Authority manages its finance, and
 - **Contracts Standing Orders** which set out how the Combined Authority enters into contracts.

¹¹ in accordance with Section 101(5) of the 1972 Act

¹² Section 101(6) of the 1972 Act

¹³ Schedule 1 of the 2014 Order, paragraph 6.

DRAFT

Part 2 - Articles

Article 3 – Membership of the Combined Authority ¹⁴

Membership

- 3.1 The Combined Authority comprises ten members¹⁵ in addition to the Mayor:
- the **Mayor** (by virtue of that office),
 - 5 elected members, each one appointed by a Constituent Council from its elected members¹⁶ (a **Constituent Council Combined Authority Member**),
 - an elected member from three of the Constituent Councils, appointed jointly by the Constituent Councils so that the elected members appointed by Constituent Councils taken as a whole reflect so far as reasonably practicable the balance of political parties for the time being prevailing among members of the Constituent Councils (the **Political Balance Members**),
 - 1 elected member appointed by the Non-Constituent Council (the **Non-Constituent Council Combined Authority Member**), and
 - 1 person nominated by the LEP and appointed by the Combined Authority (the **LEP Member**)¹⁷.
- 3.2 In the absence of agreement, no Political Balance Members will be appointed¹⁸.

Substitute Members

- 3.3 A Substitute Member is appointed to act in the absence of the following:
- each Constituent Council Combined Authority Member¹⁹,
 - each Political Balance Member²⁰,
 - the Non-Constituent Council Combined Authority Member²¹, and
 - the LEP Member²².

¹⁴ Schedule 1 of the West Yorkshire Combined Authority Order 2014

¹⁵ Subject to 3.2 below

¹⁶ An elected mayor of a Constituent Council or Non-Constituent Council is to be treated as a member of that Council for this purpose.

¹⁷ The LEP Member must be a member of the LEP.

¹⁸ Schedule 1, paragraph 3 of the 2014 Order

¹⁹ appointed by each Constituent Council from its elected members

²⁰ jointly appointed by the Constituent Council from its elected members

²¹ appointed by the Non-Constituent Council

²² nominated by the LEP and appointed by the Combined Authority.

Terms of Office – Combined Authority Members other than the Mayor

- 3.4 A **Constituent Council Combined Authority Member** or Substitute Member ceases to be a Combined Authority Member or Substitute Member if
- they **cease to be an elected member** of the Constituent Council that appointed them,
 - they **resign** by written notice,²³ or
 - the **Constituent Council terminates the appointment**²⁴.
- 3.5 Where a Constituent Council Combined Authority Member or Substitute Member ceases to be an elected member or resigns, the Constituent Council shall notify the Combined Authority in writing as soon as practicable, and appoint a replacement. A Constituent Council must give written notice to the Combined Authority of any termination and new appointment.²⁵
- 3.6 A **Political Balance Member** or Substitute Member ceases to be a Combined Authority Member or Substitute Member if
- they **cease to be an elected member** of a Constituent Council,
 - they **resign** by written notice,²⁶ or
 - the **Constituent Councils jointly terminate the appointment**²⁷.
- 3.7 Where any Political Balance Member or Substitute Member ceases to be an elected member or resigns, the Constituent Councils shall notify the Combined Authority in writing as soon as practicable and jointly appoint a replacement.
- 3.8 The Constituent Councils must give written notice to the Combined Authority of any termination and new appointment²⁸.
- 3.9 The **Non-Constituent Council Combined Authority Member** or Substitute Member ceases to be a Combined Authority Member or Substitute Member if

²³ The resignation shall take effect on receipt of the written notice by the Proper Officer of the Constituent Council or the Head of Legal and Governance Services – Schedule 1, paragraph 1 of the 2014 Order.

²⁴ A Constituent Council may terminate the appointment of a Constituent Council Combined Authority Member or Substitute Member at any time.

²⁵ the new appointment and termination will take effect at the end of one week from the date on which the notice is given, or any longer period specified in the notice not exceeding one month – Schedule 1, paragraph 16 of the 2014 Order.

²⁶ The resignation shall take effect on receipt of the written notice by the Proper Officer of their Constituent Council or the Head of Legal and Governance Services – Schedule 1, paragraph 1 of the 2014 Order.

²⁷ The Constituent Councils may jointly terminate the appointment of a Political Balance Member or Substitute Member at any time.

²⁸ Any new appointment and termination will take effect at the end of one week from the date on which the notice is given or any longer period specified in the notice not exceeding one month – Schedule 1, paragraph 16 of the 2014 Order.

- they **cease to be an elected member** of the Non-Constituent Council,
- they **resign** by written notice,²⁹ or
- the **Non-Constituent Council terminates the appointment**.³⁰

3.10 Where the non-Constituent Council Combined Authority Member or Substitute Member ceases to be an elected member or resigns, the Non-Constituent Council must give written notice to the Combined Authority as soon as practicable and appoint a replacement.

3.11 The Non-Constituent Council must give written notice to the Combined Authority of any termination and new appointment.³¹

3.12 The **LEP Member** or Substitute Member ceases to be a Combined Authority Member or Substitute Member if

- they cease to be a member of the LEP,
- they resign by written notice,³² or
- the LEP terminates the appointment³³.

3.14 Where the LEP Member or Substitute Member ceases to be a member of the LEP, or resigns, the LEP must as soon as practicable give written notice of that fact to the Combined Authority and nominate a replacement. The Combined Authority will appoint any member nominated at the next ordinary meeting of the Combined Authority.

The LEP must give written notice of any termination and new nomination to the Combined Authority³⁴.

Voting

3.15 Except as provided in 3.16 below, each Combined Authority Member (or Substitute Member acting in their place) has one vote³⁵.

3.16 The following are non-voting Combined Authority Members:

²⁹ The resignation shall take effect on receipt of the written notice by the Proper Officer of the Non-Constituent Council or the Head of Legal and Governance Services – Schedule 1, paragraph 1 of the 2014 Order.

³⁰ The Non-Constituent Council may terminate the appointment of a Non-Constituent Council Combined Authority Member or Substitute Member at any time.

³¹ Any new appointment and termination will take effect at the end of one week from the date on which the notice is given, or any longer period specified in the notice not exceeding one month – Schedule 1, paragraph 16 of the 2014 Order.

³² The resignation shall take effect on receipt of the written notice by the LEP Chair or LEP Vice-Chair (as the case may be) - Schedule 1, paragraph 1(11) of the 2014 Order.

³³ The LEP may terminate the appointment at any time and nominate a replacement.

³⁴ The Combined Authority shall appoint the nominated member, and the new appointment and termination will take effect at the end of one week from the date on which the notice is given, or any longer period specified in the notice not exceeding one month – Schedule 1, paragraph 19 of the 2014 Order.

³⁵ Schedule 1, paragraph 6 of the 2014 Order

- the Non-Constituent Council Combined Authority Member, and
- the LEP Member

unless the voting members of the Combined Authority resolve that this provision is not to apply³⁶.

3.17 No Combined Authority Member has a casting vote³⁷.

3.18 Any question will be decided in accordance with the **voting arrangements** set out in the Combined Authority Procedure Standing Orders – see further Part 4 of the Constitution.

General

3.19 The Head of Legal and Governance Services will report any change to the membership of the Combined Authority to the next meeting of the Combined Authority.

3.20 The proceedings of the Combined Authority shall not be invalidated by any vacancy among the Combined Authority Members or by any defect in the appointment or qualifications of any Member.³⁸

Conduct

3.21 Each Combined Authority Member and Substitute Member must comply with the Members' Code of Conduct and the Conflicts of Interest Policy and Protocols set out in Part 5 of this Constitution.

Remuneration

3.22 Subject to 3.23 – 3.25 below, no remuneration is to be payable by the Combined Authority³⁹ to any Combined Authority Member, other than allowances for travel and subsistence paid in accordance with a scheme approved by the Combined Authority⁴⁰.

3.23 The Combined Authority may establish an independent remuneration panel⁴¹ who may make recommendations to the Combined Authority regarding the allowances payable to:

- the Mayor, and

³⁶ Section 85 of the Local Transport Act 2008, applied by Section 104 of the Local Democracy, Economic Development and Construction Act 2009.

³⁷ Schedule 1, paragraph 3(6) of the 2014 Order

³⁸ Schedule 1, paragraph 3(14) of the 2014 Order

³⁹ The Mayor may provide an allowance to any Deputy Mayor for Policing and Crime – see further Article 5.

⁴⁰ Schedule 1, paragraph 7 of the 2014 Order

⁴¹ in accordance with Schedule 1, paragraph 8 of the 2014 Order

- the Deputy Mayor (provided that the Deputy Mayor is not a leader or elected mayor of a Constituent Council or the Non-Constituent Council, or the LEP Chair).
- 3.24 The Combined Authority may only pay an allowance to the Mayor or the Deputy Mayor if
- the Combined Authority has considered a report published by the independent remuneration panel which contains recommendations for such an allowance, and
 - the allowance paid by the Combined Authority does not exceed the amount specified in any recommendation made by the independent remuneration panel⁴².
- 3.25 The Combined Authority must consider a report from the independent remuneration panel before approving a scheme under 3.22 above.
- 3.26 The Combined Authority's Members' Allowances Scheme is set out in Part 6 of the Constitution (members' allowances).

⁴² Schedule 1, paragraph 9 of the 2014 Order

Part 2 - Articles

Article 4 – The Mayor

Election of the Mayor ⁴³

- 4.1 The Mayor is elected by the local government electors for the Combined Area.
- 4.2 The first election of the Mayor took place on 6 May 2021. Subsequent elections of the Mayor will take place
- in the ordinary day of election in 2024,
 - in every fourth year after that on the same day as the ordinary day of election.
- 4.3 The Mayor's term of office:
- begins with the fourth day after the day of the poll at an election of the Mayor; and
 - ends with the third day after the day of the poll at the next election for the return of the Mayor.

General

- 4.4 The Mayor is the Chair of the Combined Authority.⁴⁴
- 4.5 The Mayor is a member of the LEP, for which the Combined Authority is the accountable body - see further Article 10 (the LEP).

Deputy Mayor - appointment and term of office⁴⁵

- 4.6 The Mayor must appoint one of the Combined Authority Members to be the Mayor's deputy (the Deputy Mayor).
- 4.7 The Mayor must notify the Head of Legal and Governance Services of any such appointment in writing⁴⁶. The Head of Legal and Governance Services shall report the appointment to the next meeting of the Combined Authority.
- 4.8 A person appointed as Deputy Mayor holds the office until the end of the Mayor's term of office, unless:

⁴³ Article 3 of the West Yorkshire Combined Authority (Election of Mayor and Functions) Order 2021

⁴⁴ This is by virtue of that office - Section 107A of the Local Democracy, Economic Development and Construction Act 2009

⁴⁵ Section 107C of the 2009 Act

⁴⁶ Any appointment shall take effect on receipt by the Head of Legal and Governance Services of a written notice from the Mayor, or such later date as the notice may specify. The Mayor should copy the notice to the person to be appointed as Deputy Mayor.

- the Mayor removes the person from office,
- the person resigns as Deputy Mayor⁴⁷, or
- the person ceases to be a Combined Authority Member.

4.9 The Mayor may remove a person from the office of Deputy Mayor at any time, subject to 4.11 below.

4.10 If a vacancy occurs in the office of Deputy Mayor, the Mayor must appoint another Combined Authority Member to be Deputy Mayor.

4.11 The Mayor must give written notice to the Head of Legal and Governance Services of any removal and new appointment.⁴⁸

Incapacity or vacancy in the office of the Mayor

4.12 The Deputy Mayor must act in place of the Mayor if for any reason -

- the Mayor is unable to act, or
- the office of Mayor is vacant.

4.13 If for any reason –

- the Mayor is unable to act, or the office of Mayor is vacant, and
- the Deputy Mayor is unable to act or the office of Deputy Mayor is vacant,

the other Combined Authority Members must act together in place of the Mayor, taking decisions by a simple majority⁴⁹.

Deputy Mayor for Policing and Crime

4.14 The Mayor may also appoint a Deputy Mayor for Policing and Crime. The Mayor cannot appoint the Deputy Mayor as Deputy Mayor for Policing and Crime⁵⁰ – see further Article 5 (PCC Functions).

Mayoral Functions

4.15 The **Mayoral Functions** of the Combined Authority are functions of the Combined Authority exercisable only by the Mayor.

4.16 Mayoral Functions comprise:

- **Mayoral General Functions**, and
- **PCC Functions**.

⁴⁷ The resignation shall take effect on receipt by the Head of Legal and Governance Services of a written notice, or such later date as the notice may specify.

⁴⁸ Any removal shall take effect on receipt by the Head of Legal and Governance Services of a written notice from the Mayor, or such later date as the notice may specify. The notice should specify the date of removal and the new appointment. The Mayor should copy the notice to the Deputy Mayor and the new appointee.

⁴⁹ Section 107C of the 2009 Act; see further Article 5 in relation to PCC Functions.

⁵⁰ Schedule 5C, paragraph 3(3) of the 2009 Act

See further Article 5 (PCC Functions) and Part 3 of the Constitution (responsibility for functions).

Mayoral General Functions – Mayor’s arrangements

- 4.17 **Mayoral General Functions** of the Combined Authority are exercised by the Mayor acting individually, or in accordance with arrangements made by the Mayor.
- 4.18 With the exception of any function reserved by law to the Mayor, the Mayor may arrange for any of the following to exercise any Mayoral General Function:
- the Deputy Mayor,
 - another Combined Authority Member, or
 - an officer of the Combined Authority.
- 4.19 The Mayor may enter into arrangements jointly⁵¹ with the Combined Authority, the Constituent Councils and other councils⁵² for the discharge of the Mayoral General Functions.
- 4.20 The Mayor is **not** authorised by law⁵³ to delegate a Mayoral General Function to
- the Deputy Mayor for Policing and Crime, nor
 - a committee of the Combined Authority.
- 4.21 Part 3 of the Constitution (responsibility for functions) sets out the arrangements made by the Mayor in relation to Mayoral General Functions.
- 4.22 The Mayor may amend the Mayor’s arrangements for Mayoral General Functions at any time. The Mayor must notify the Head of Legal and Governance Services of any such amendment in writing⁵⁴. The Head of Legal and Governance Services shall report any amendment to the next meeting of the Combined Authority.

PCC Functions – Mayor’s arrangements

- 4.23 Any PCC Function exercisable by the Mayor of the Combined Authority is to be taken as a function of the Combined Authority exercisable
- by the Mayor acting individually, or

⁵¹ Article 28 of the 2021 Order

⁵² Other councils means the council for a county or district – Article 28(2) of the 2021 Order.

⁵³ The 2021 Order does not provide for this.

⁵⁴ Any amendment shall take effect on receipt by the Head of Legal and Governance Services of the written notice from the Mayor, or such later date as the notice may specify. The notice must set out the extent of the amendment to the arrangements. The Mayor should copy the notice to any person from whom any delegation is to be given or withdrawn.

- by a person acting under arrangements with the Mayor.⁵⁵

4.24 Part 3 of the Constitution (responsibility for functions) sets out the arrangements made by the Mayor in relation to PCC Functions; see also Article 5 (PCC Functions).

Mayoral Decision-making

4.25 The Mayor must comply with Part 4 (standing orders), the Mayoral Decision-making Procedure Rules, and make decisions in accordance with the principles of decision-making set out in Article 13 (Decision-making).

4.26 Combined Authority Members and officers may assist the Mayor in the exercise of specified Mayoral General Functions⁵⁶.

Working Groups

4.27 The Mayor may appoint a working group to inform the development of strategic and policy matters which relate to any Mayoral General Function. The Mayor cannot delegate authority to any working group to act on behalf of the Mayor nor on behalf of the Combined Authority⁵⁷.

4.28 The Mayor must provide details of the membership and terms of reference of any working group set up by the Mayor to the Head of Legal and Governance Services.

Conduct

4.29 The Mayor must comply with any applicable Code or Protocol set out in Part 5 of the Constitution (Codes and Protocols), including the Members' Code of Conduct.

Remuneration

4.30 Any allowance payable to the Mayor shall not exceed a sum determined by the Independent Remuneration Panel – see further Article 3 (Membership of the Combined Authority). The Mayor's allowance is set out in Part 6 of this Constitution (Members' allowances), the Members' Allowances Scheme.

Budget and Finance

4.31 The Mayor must comply with the Part 4 of this Constitution (standing orders) including Budget and Policy Procedure Rules, Contracts Standing Orders and Financial Regulations; see further also Article 14 (Finance, Contracts and Legal matters).

Mayor's Political Adviser⁵⁸

4.32 The Mayor may appoint one person as the Mayor's Political Adviser.

⁵⁵ made in accordance with provision made under Schedule 5C of the Local Democracy, Economic Development and Construction Act 2009 - see further Article 5 (PCC Functions).

⁵⁶ in accordance with Article 27 of the 2021 Order

⁵⁷ and shall have regard to any guidance issued by the Head of Legal and Governance Services about working groups.

⁵⁸ Article 4 of the 2021 Order

- 4.33 The Mayor's Political Adviser shall be an employee of the Combined Authority, and be regarded as holding a politically restricted post ⁵⁹ - see further Part 4 of the Constitution (standing orders), the Officer Employment Procedure Rules.

DRAFT

⁵⁹ For the purposes of Part 1 of the Local Government and Housing Act 1989

Part 3

Section 1 – Introduction

Part 3 sets out the responsibility for the functions of the Combined Authority.

Non-Mayoral Functions

- 1.1. These are functions of the Combined Authority which are not exercisable by the Mayor.
- 1.2. Non-Mayoral Functions are exercised by the Combined Authority at a meeting of the Combined Authority or in accordance with arrangements agreed by the Combined Authority¹, as follows:
 - by a **committee or sub-committee** of the Combined Authority,
 - by an **officer** with delegated authority,
 - by **another local authority**, or
 - under **joint arrangements** with one or more other local authorities².
- 1.3. Part 3 Section 2 sets out the arrangements for Non-Mayoral Functions agreed by the Combined Authority, as follows:
 - Section 2.1 sets out the **Non-Mayoral Functions**,
 - Section 2.2 sets out the Non-Mayoral functions which have been **reserved to the Combined Authority**, that is, are not delegated and must be taken at a meeting of the Combined Authority,
 - Section 2.3 sets out the **Terms of Reference of committees** appointed by the Combined Authority, and
 - Section 4 is the **Officer Delegation Scheme**, which sets out how the Combined Authority has delegated Non-Mayoral Functions to officers.
- 1.4. Where a Non-Mayoral Function has been delegated under arrangements, this does not prevent the Combined Authority exercising the function.

Mayoral Functions

- 1.5. These are functions of the Combined Authority exercisable only by the Mayor. They are:
 - **Mayoral General Functions**, and
 - **PCC Functions**.

¹ Section 101 of the Local Government Act 1972

² In accordance with Section 101(5) of the 1972 Act

- 1.6. **Mayoral General Functions** of the Combined Authority are exercised by the Mayor acting individually, or in accordance with arrangements made by the Mayor.
- 1.7. The Mayor may arrange for any of the following to exercise any Mayoral General Function, except those reserved by law to the Mayor:
- the Deputy Mayor,
 - another Combined Authority member, or
 - an officer of the Combined Authority.
- 1.8. The Mayor may enter into arrangements jointly with the Combined Authority, the Constituent Councils and other councils for the discharge of the Mayoral General Functions.
- 1.9. Part 3 Section 3 sets out the arrangements for Mayoral General Functions made by the Mayor as follows:
- Section 3.1 sets out the **Mayoral General Functions**.
 - Section 3.2 is the Mayor's **Mayoral General Functions Scheme of Delegations to Combined Authority Members**.³
 - Section 4 is the **Officer Delegation Scheme**, which sets out any delegations of Mayoral General Functions by the Mayor to officers.
- 1.10. Where a Mayoral Function has been delegated under arrangements, this does not prevent the Mayor exercising the function.
- 1.11. The Mayor may amend their arrangements at any time – see further Part 2, Article 4.

PCC Functions

- 1.12. Any PCC Function exercisable by the Mayor of the Combined Authority is to be taken as a function of the Combined Authority exercisable
- by the Mayor acting individually, or
 - by a person acting under arrangements with the Mayor.⁴
- 1.13. Article 5 sets out the arrangements which the Mayor may make.
- 1.14. Part 3 Section 3 sets out the arrangements for PCC Functions made by the Mayor as follows:

³ To be approved by the Mayor.

⁴ made in accordance with provision made under Schedule 5C of the Local Democracy, Economic Development and Construction Act 2009 - see further Article 5.

- Section 3.3 is the Mayor's **PCC Functions Scheme of Delegations**⁵.
- 1.15. Where a PCC Function has been delegated under arrangements, this does not prevent the Mayor exercising the function.

⁵ To be approved by the Mayor

Part 3

Section 2.1 - responsibility for Non-Mayoral Functions

2.1. The Combined Authority exercises all functions which are not the responsibility of the Mayor (Non-Mayoral Functions), as follows:

2.1.1. **Transport functions** of the Combined Authority⁶, including in its role as

- local transport authority,
- travel concession authority, or
- transport authority

subject to the exception of any function which is exercisable only by the Mayor (see further Part 3, Mayoral General Functions)⁷.

2.1.2. **Functions conferred by the 2014 Order**

These are set out in **Table A** below.

2.1.3. **Functions conferred by the 2021 Order**

These are set out in **Table B** below.

The exercise of specified functions conferred by the 2021 Order requires the **Statutory Consent** of a Constituent Council Member (or their substitute) to be provided at a meeting of the Combined Authority.

2.1.4. **Functions related to governance and finance matters – see further Part 2, Article 9.**

2.2. Table C sets out those **functions which are reserved to the Combined Authority**.

2.3. ***[Terms of reference for Committees - to be inserted]***

⁶ Functions of the West Yorkshire Integrated Transport Authority transferred to the Combined Authority by Article 7 of the 2014 Order; functions transferred from the West Yorkshire Integrated Transport Authority included functions of the West Yorkshire Integrated Transport Authority (Article 8 of the 2014 Order).

⁷ Sections 108, 109, 112 (local transport plans and supplementary provisions) are functions exercisable by the Mayor, although the Combined Authority may amend these plans – see further Budget and Policy Procedure Rules.

Table A – Non-Mayoral Functions conferred by the 2014 Order (in addition to Transport Functions)

Legislation	Function	Concurrent with Constituent Councils	Consent Requirement	2014 Order Reference
Section 1 of the Localism Act 2011	The functions of the constituent authorities as are exercisable for the purpose of economic development and regeneration in reliance on the general power of competence.	Y*	N	Article 10 and Schedule 3
Section 142(2) of the Local Government Act 1972	The power to arrange for publication of information etc. relating to the functions of the authority.	This provision shall have effect as if the Combined Authority were a local authority.	N	Article 11
Section 222 of the Local Government Act 1972	The power to prosecute and defend legal proceedings.	This provision shall have effect as if the Combined Authority were a local authority.	N	Article 11
Section 88(1)(a) and (b) of the Local Government Act 1985	Research and collection of information, whether or not a scheme is made under that section.	N	N	Article 12

* Any requirement in any enactment for a Constituent Council to exercise such a function may be fulfilled by the exercise of that function by the Combined Authority.

Table B – Non-Mayoral Functions conferred by the 2021 Order

Legislation	Function	Concurrent with Constituent Councils	Consent requirement	Order Reference
Education, Skills and Training Functions				
Section 51A of the Further and Higher Education Act 1992	Power to give a notice to the governing body of an FE institution requiring them to provide specified individuals 16-19 with appropriate education	Y*	N	Article 5(2)(a)
Section 13A of the Education Act 1996	Duty to promote high standards and fulfilment of potential in exercising relevant education and training functions	Y*	N	Article 5(2)(b)
Section 560A of the Education Act 1996	Power to secure work experience / Duty to encourage participation in work experience/ encourage employers to participate in providing	Y*	N	Article 5(2)(c)
Section 10 of the Education and Skills Act 2008	Duty to exercise functions so as to promote participation by persons under Section 2	Y*	N	Article 5(2)(d)

* Any requirement for a Constituent Council to exercise this function may be fulfilled by the exercise of that function by the Combined Authority.

Legislation	Function	Concurrent with Constituent Councils	Consent requirement	Order Reference
Section 12 of the Education and Skills Act 2008	Duty to identify people in their area who are failing to fulfil their duty under Section 2 to participate in education or training.	Y*	N	Article 5(2)(e)
Section 68 of the Education and Skills Act 2008	Duty to provide services enabling, encouraging and assisting young people and relevant young adults to participate in education and training.	Y*	N	Article 5(2)(f)
Section 70 of the Education and Skills Act 2008	Power to provide services enabling, encouraging or assisting young people and relevant young adults to participate in education and training.	Y*	N	Article 5(2)(g)
Section 71 of the Education and Skills Act 2008	Power to provide support given to young people conditional on specified action.	Y*	N	Article 5(2)(h)
Section 85 of the Education and Skills Act 2008	Duty placing further requirements on arrangements made by a children's services authority in England under Section 10 of the Children Act 2004 (which requires authorities to co-operate with each other).	Y*	N	Article 5(2)(i)

* Any requirement for a Constituent Council to exercise this function may be fulfilled by the exercise of that function by the Combined Authority.

Legislation	Function	Concurrent with Constituent Councils	Consent requirement	Order Reference
Section 86 of the Apprenticeships, Skills Children and Learning Act 2009	Duty to provide Education and training for over 19 yrs and others subject to adult detention	N	N	Article 6(1)(a)
Section 87 of the Apprenticeships, Skills Children and Learning Act 2009	Duty - Learning aims over 19 yrs - provision of facilities	N	N	Article 6(1)(b)
Section 88 of the Apprenticeships, Skills Children and Learning Act 2009	Duty - Learning aims over 19 years - payment of tuition fees	N	N	Article 6(1)(c)
Section 90 of the Apprenticeships, Skills Children and Learning Act 2009	Duty - Encouragement of education and training over 19 years	N	N	Article 7(1)(a)
Section 100(1) of the Apprenticeships, Skills Children and Learning Act 2009	Provision of financial resources	N	N	Article 7(1)(b)
Housing, Regeneration and Planning Functions				
Section 5 of the Housing and Regeneration Act 2008	Power to provide housing or other land	N		Article 10(1)(a)
Section 6 of the Housing and Regeneration Act 2008	Power to regeneration development or effective use of land	N		Article 10(1)(b)
Section 7 of the Housing and Regeneration Act 2008	Power to provide Infrastructure	N		Article 10(1)(c)

Legislation	Function	Concurrent with Constituent Councils	Consent requirement	Order Reference
Section 8 of the Housing and Regeneration Act 2008	Power to deal with land	N		Article 10(1)(d)
Section 10 of the Housing and Regeneration Act 2008	Restrictions on land disposal	N		Article 10(1)(f)
Section 11 of the Housing and Regeneration Act 2008	Power to acquire land	N		Article 10(1)(g)
Section 12 of the Housing and Regeneration Act 2008 (as above)	Power - Statutory undertakers	N		Article 10(1)(h)
Para 19 & 20 of Sch 3 Housing and Regeneration Act 2008	Power - Burial grounds and consecrated land	N		Article 10(1)(i)
Para 1 – 4, 6, 10 & 20 Sch 4 Housing and Regeneration Act 2008	Power - Removal of powers HCA	N		Article 10(1)(j)
Section 226 of the Town and Country Planning Act 1990	Power to compulsorily acquire land development/planning	Y	Consent of each Constituent Council Combined Authority Member whose area contains any part of the land, or substitute Member.	Article 11(1)(a)
Section 227 of the Town and Country Planning Act 1990	Power to acquire land by agreement	Y		Article 11(1)(b)
Section 229 of the Town and Country Planning Act 1990	Power to appropriate land	Y		Article 11(1)(c)

Legislation	Function	Concurrent with Constituent Councils	Consent requirement	Order Reference
Section 230(1)a of the Town and Country Planning Act 1990	Power to acquire land for exchange	Y		Article 11(1)(d)
Section 232 of the Town and Country Planning Act 1990	Power to appropriate land held for planning purposes	Y		Article 11(1)(e)
Section 233 of the Town and Country Planning Act 1990	Power to dispose of land held for planning purposes	Y		Article 11(1)(f)
Section 235 of the Town and Country Planning Act 1990	Power to develop land held for planning purposes	Y		Article 11(1)(g)
Section 236 of the Town and Country Planning Act 1990	Power to extinguish rights over land	Y		Article 11(1)(h)
Section 238 of the Town and Country Planning Act 1990	Power to use and develop consecrated land	Y		Article 11(1)(i)
Section 239 of the Town and Country Planning Act 1990	Power to use and develop burial grounds	Y		Article 11(1)(j)
Section 241 of the Town and Country Planning Act 1990	Power to use and develop open spaces	Y		Article 11(1)(k)
Section 17 of the Housing Act 1985 with the exception of Section 17(3) (compulsory	Power to acquire land for housing development	Y	Consent of each Constituent Council Combined Authority	Article 11(1)(l)

Legislation	Function	Concurrent with Constituent Councils	Consent requirement	Order Reference
purchase) which is a Mayoral Function			Member whose area contains any part of the land, or substitute Member	
Section 18 of the Housing Act 1985	Duty to secure buildings where land acquired under S17	Y	N/A	Article 11(1)(m)
Transport				
Section 6 of the Highways Act 1980	Be an authority to whom functions may be delegated by the Secretary of State or Highways England or agreements entered into re construct, improve or maintain trunk roads	Applies to local authorities as local highway authorities	Consent of each Constituent Council Combined Authority Member.	Article 19(1)
Section 8 of the Highways Act 1980	Power to be an authority who may be party to agreement on highway construction, improvement, maintenance etc.	Applies to local authorities as local highway authorities	N	Article 19(2)
Sections 1 and 2(4) of the Road Traffic Regulation Act 1984	Power to make a traffic order re routes for heavy commercial vehicles	Y ⁱ	Consent of each Constituent Council Combined Authority Member.	Article 20(1)(a)

Legislation	Function	Concurrent with Constituent Councils	Consent requirement	Order Reference
				Article 20(1)(b)
Section 9 of the Road Traffic Regulation Act 1984	Power to make an experimental traffic order	Y	Consent of each Constituent Council Combined Authority Member.	Article 20(1)(c)
Section 23 of the Road Traffic Regulation Act 1984	Power to place Pedestrian crossings	Y	Consent of each Constituent Council Combined Authority Member.	Article 21(1)(a)
Section 65 of the Road Traffic Regulation Act 1984	Power to place traffic signs	Y	Consent of each Constituent Council Combined Authority Member.	Article 21(1)(b)
Section 83 of the New Roads and Street Works Act 1991	Duty - works likely to affect apparatus in street – duty to notify	Y	Consent of each Constituent Council Combined Authority Member.	Article 21(1)(a)
Section 84 of the New Roads and Street Works Act 1991	Measures where apparatus affected by major works	Y	Consent of each Constituent Council Combined Authority Member.	Article 21(1)(a)
Section 85 of the New Roads and Street Works Act 1991	Sharing of costs of necessary measures	Y	Consent of each Constituent Council Combined Authority Member.	Article 21(1)(a)
Street Works (Sharing of Costs of Works) (England)	Sharing the costs of diversionary works between CA and undertakers	Y	Consent of each	Article 21(3)

Legislation	Function	Concurrent with Constituent Councils	Consent requirement	Order Reference
Regulations 2000			Constituent Council Combined Authority Member.	
Section 33 of the Traffic Management Act 2004	Preparation of Permit schemes	Y	Consent of each Constituent Council Combined Authority Member.	Article 23(1)(a)
Section 33A of the Traffic Management Act 2004	Implementing Permit schemes	Y	Consent of each Constituent Council Combined Authority Member.	Article 23(1)(b)
Section 36 of the Traffic Management Act 2004	Varying/revoking permit schemes	Y	Consent of each Constituent Council Combined Authority Member.	Article 23(1)(c)
Part 3 of 2004 Act		Y	N	Article 23(4)
Traffic Management Permit Scheme (England) Regs 2007	Permit schemes	Y	Consent of each Constituent Council Combined Authority Member.	Article 23(5)
Bus Lane Contraventions (Penalty charges, Adjudication and Enforcement (England) Regs 2005	Enforce bus lane contravention	Y	Consent of each Constituent Council Combined Authority Member.	Article 24(3)
Additional Functions				

Legislation	Function	Concurrent with Constituent Councils	Consent requirement	Order Reference
Section 69 of the Local Democracy, Economic Development and Construction Act 2009	Duty to prepare economic condition assessment	Y*	N	Article 25(1)
Sections 17A and 115 of the Crime and Disorder Act 1998	Information sharing (crime and disorder)	Y ⁸	N	Article 26(1) Article 26(2)

* Any requirement for a Constituent Council to exercise this function may be fulfilled by the exercise of that function by the Combined Authority.

⁸ The Combined Authority is a relevant authority for the purposes of Section 115 (disclosure of information).

Table C - Non-Mayoral Functions Reserved to the Combined Authority

Functions	Relevant legislation
To amend the Local Transport Plan and related strategies prepared by the Mayor. ³⁰	Sections 108,109 and112 of the Transport Act 2000, and Article 27(8) of the 2021 Order
<p>To approve, amend, withdraw and revoke the major economic and transport investment policies and strategies for the Combined Authority³¹ from time to time including:</p> <ul style="list-style-type: none"> • the West Yorkshire Investment Strategy • the Strategic Economic Plan, • Leeds City Region Innovation Strategy, • Leeds City Region Employment & Skills Plan, • West Yorkshire Low Emission Strategy, • Leeds City Region Green & Blue Infrastructure Strategy, • Leeds City Region Housing and Regeneration Strategy, • West Yorkshire Bus Strategy, • in respect of the Local Growth Fund, • in respect of the West Yorkshire Plus Transport Fund, • the Adult Education Budget Strategy, and • any European funding strategies. 	
<p>To appoint the Local Enterprise Partnership Member and substitute member to the Combined Authority.</p> <p>To grant any voting rights to the Local Enterprise Partnership and non-constituent Council member.</p>	<p>The 2014 Order</p> <p>Section 85(5) of the Local Transport Act 1985 and Schedule 1 of the 2014 Order</p>

To make arrangements for the discharge of functions by a committee or officer ³² and to appoint committees.	Sections 101 and S102 of the Local Government Act 1972
To appoint one or more overview and scrutiny committees and give any voting rights to any member of any such committee appointed by the non-constituent Council.	The 2014 Order
To appoint an Independent member to an Audit Committee.	SI 2017/68
To approve, amend, withdraw or revoke any plan or strategy for the control of the Combined Authority's borrowing, investments or capital expenditure .	Part 1 of the Local Government Act 2003
To approve the Combined Authority's budget and the Mayor's budget	Combined Authorities (Finance) Order 2017
To set a levy .	Local Government Finance Act 1988, Transport Levying Bodies Regulations 1992 and Section 101(6), Local Government Act 1972, and Schedule 1 Article 3 of the 2021 Order
To approve, amend, withdraw or revoke Standing orders . ³³⁵	The 2014 Order, Schedule 1
To consent to orders relating to the governance and functions of the Combined Authority .	Sections 103 – 113D of the Local Democracy, Economic Development and Construction Act 2009
To consent to regulations relating to a sub-national transport body .	Part 5A of the Local Transport Act 2008

To consent to regulations to levy in relation to expenses reasonably attributable to the exercise of functions other than transport functions.	Section 74(11) of the Local Finance Act 1988
To consent to regulations to borrow .	Section 23 of the Local Government Act 2003(6)
To accept an invitation, decide or request to become an opted-in authority in relation to local audit arrangements.	Regulations 9,10 and 11 of the Local Audit (Appointing Person) Regulations 2015/192
To make, amend revoke or re-enact byelaws .	Section 83 of the West Yorkshire Act 1980
To promote or oppose any Bill in Parliament.	Section 239 Local Government Act 1972 and s10 Transport Act 1968
To make, amend, revoke or replace a Members' Allowances Scheme .	The 2014 Order
To authorise a person to exercise a function pursuant to an Order, or to revoke any such authorisation.	Section 70 of the Deregulation and Contracting Out Act 1974
To appoint Proper Officers .	Section 270(3) of the Local Government Act 1972 (see further Officer Delegation Scheme)
To designate a Head of Paid Service , and to consider any report of the Head of Paid Service under Section 4 Local Government and Housing Act 1989.	Section 4 of the Local Government and Housing Act 1989
To designate a Monitoring Officer , and to consider any report of the Monitoring Officer under S5 (2) Local Government and Housing Act 1989.	Section 5 of the Local Government and Housing Act 1989

To appoint a Chief Finance Officer , and to consider any report of the Chief Finance Officer under S114 Local Government Finance Act 1988.	Section 73 of the Local Government Act 1985/S114 Local Government Finance Act 1988
To appoint, discipline and dismiss any Director ³⁴ .	Section 112 of the Local Government Act 1972
To appoint members of the Combined Authority to outside bodies .	
To adopt, revise or replace a Members' Code of Conduct .	Section 28 of the Localism Act 2011
To appoint at least one independent person .	Section 28(7) of the Localism Act 2011
To make arrangements for investigating and making decisions about allegations of failing to comply with the Members' Code of Conduct .	Section 28(6) of the Localism Act 2011
To adopt, revise or replace the LCR assurance framework ³⁵ .	
The publication of an annual report on the exercise and performance of transport functions .	Section 16 of the Transport Act 1968
Functions relating to road user charging schemes .	Part III Transport Act
To jointly ³⁶ approve, vary, revoke or postpone ³⁷ an advanced quality partnership scheme .	Part II Transport Act 2000
To jointly ³⁸ make, vary or revoke an enhanced partnership plan and jointly ³⁹ make, postpone or revoke an enhanced partnership scheme .	Part II Transport Act 2000
To jointly ⁴⁰ approve, vary or revoke an advanced ticketing scheme .	Part II Transport Act 2000

To jointly ⁴¹ make, vary or terminate a voluntary partnership agreement	Part II Transport Act 2000
To agree a Key Route Network with Constituent Councils, in respect of exercising Concurrent transport-related Functions	2021 Order provisions relating to Statutory Consents
To discharge any other function which, by virtue of any enactment, may be discharged only by the Combined Authority, including the approval any other plan or strategy which must by law be adopted or approved by resolution of the Combined Authority.	

Part 3

Section 3.1 - responsibility for Mayoral Functions

3.1. **Mayoral Functions:**

Mayoral Functions are the functions of the Combined Authority exercisable only by the Mayor. They comprise:

3.1.1 **Mayoral General Functions** are the functions of the Combined Authority which are exercisable only by the Mayor other than PCC Functions. These are conferred by the 2021 Order or other legislation, as set out in **Table D** below.

A Statutory Consent is required in relation to the exercise of specified Mayoral General Functions as follows:

- the exercise of specified **Concurrent Functions** conferred by the 2021 Order requires the Statutory Consent of a Constituent Council Combined Authority Member (or Substitute Member) to be provided at a meeting of the Combined Authority, as indicated in Table D, and
- any decision of the Mayor which gives rise to a **financial liability for a Constituent Council** requires the Statutory Consent of the Constituent Council Combined Authority Member appointed by that Constituent Council (or Substitute Member).

See further Part 4 – Mayoral Procedure Rules.

3.1.2 **PCC Functions** – see further Part 3, section 3.2

3.1.3 **Functions relating to governance and finance matters** – see further Part 2, Articles 4 and 9.

Legislation	Function	Concurrent with Constituent Councils	Consent Requirement	Order Reference
Housing, Regeneration and Planning Functions				
Section 9(2) of the Housing and Regeneration Act 2008	Power to Acquire land	N	Consent of each Constituent Council Combined Authority Member whose local government area contains any part of the land, or Substitute Member.	Article 10(1)(e) and Article 27(6)
Section 17(3) of the Housing Act 1985 - compulsory purchase	Power to acquire land for housing development	Y	Consent of each Constituent Council Combined Authority Member whose area contains any part of the land, or Substitute Member	Article 11(1)(l)
Mayoral Development Corporation				
Section 197 of the Localism Act 2011	Mayoral Development Area - designation	N	Consent of each Constituent Council Combined Authority Member whose local government area contains any part of the area to be designated as a Mayoral development area, or Substitute Member; and the National Park Authority if the Mayor proposes to exercise the function in respect of the whole or any part of the area of the Peak District National Park.	Article 14(2)(a)
Section 199 of the Localism Act 2011	Mayoral Development Area - exclusion of land	N	Consent of each Constituent Council Combined Authority Member whose local government area contains any part of the area to be excluded from a Mayoral development area; or Substitute Member.	Article 14(2)(b)

Legislation	Function	Concurrent with Constituent Councils	Consent Requirement	Order Reference
Section 200 of the Localism Act 2011	Transfers of proposed to a Mayoral Development Area	N		Article 14(2)(c)
Section 202(2) to (4) of the Localism Act 2011	Planning functions in relation to Mayoral Development Area	N	Consent of each Constituent Council Combined Authority Member whose local government area contains any part of the area to be designated as a Mayoral Development Area, or Substitute Member; and the National Park Authority if the Mayor proposes to exercise the function in respect of the whole or any part of the area of the Peak District National Park.	Article 14(2)(d)
Section 204 of the Localism Act 2011	Removal or restrict planning powers	N		Article 14(2)(e)
Section 214 of the Localism Act 2011	Discretionary relief from ND rates	N		Article 14(2)(f)
Section 215 of the Localism Act 2011	review	N		Article 14(2)(g)
Section 216 of the Localism Act 2011	Transfers of property rights and liabilities	N		Article 14(2)(h)
Section 217 of the Localism Act 2011	Dissolution – final steps	N		Article 14(2)(i)
Section 219 of the Localism Act 2011	Guidance by Mayor	N		Article 14(2)(j)
Section 220 of the Localism Act 2011	Directions by Mayor	N		Article 14(2)(k)
Section 221 of the Localism Act 2011	Consents	N		Article 14(2)(l)

Legislation	Function	Concurrent with Constituent Councils	Consent Requirement	Order Reference
Para 1 Sch 21 of the Localism Act 2011	Membership	N		Article 14(2)(m)
Para 2 Sch 21 of the Localism Act 2011	Terms of members' appointments	N		Article 14(2)(n)
Para 3 Sch 21 of the Localism Act 2011	Staff	N		Article 14(2)(o)
Para 4 Sch 21 of the Localism Act 2011	Remuneration of members and staff	N		Article 14(2)(p)
Para 6 Sch 21 of the Localism Act 2011	committees	N		Article 14(2)(q)
Para 8 Sch 21 of the Localism Act 2011	Proceedings and meetings	N		Article 14(2)(r)
Transport				
Section 31 of the Local Government Act 2003	Power to pay grants for exercising highways functions	N	N	Article 17(a)
Section 154(1) of the Transport Act 2000	Power to pay grants to bus operators	N	N	Article 18(1)
Mayoral Functions				
Section 108 of the Transport Act 2000	Duty to prepare Local transport plans	N	N	Article 27(1)(b)
Section 109 of the Transport Act 2000	Duty and Power - Further provision about plans (keep under review/replace/consultation/publication requirements)	N	N	Article 27(1)(b)
Section 112 of the Transport Act 2000	Duty - Plans and strategies – supplementary:	N	N	Article 27(1)(b)

Legislation	Function	Concurrent with Constituent Councils	Consent Requirement	Order Reference
	Regard to guidance and transport needs of disabled persons			
Section 113A of the LCEDC Act 2009	Power - Ancillary general power	N	N	Article 27(1)(b)
Funding				
Business Rate Supplement Act 2009	Power - Business Rate Supplement	N	N	Article 31(1)

Part 4

Procedure Standing Orders

Contents	Standing Order no.
Application to committees and sub-committees	-
Definitions	1
Interpretation	2
Suspending and amending Standing Orders	3
Annual meeting	4
Ordinary meetings	5
Extraordinary meetings	6
Place of meetings	7
Notice of meetings	8
Summons to attend a meeting	9
Public access to agenda and reports	10
Public access to meetings	11
Substitute members	12
Chair	13
Quorum	14
Items of business	15
Order of business	16
Order of debate	17
Voting – the Combined Authority	18
Voting - Committees	19
Show of hands	20
Voting on appointments	21
Point of order	22
Record of attendance	23
Attendance at meetings	24
Reporting proceedings	25
General disturbance	26
Members	27
Minutes	28
Members' Conduct	29

Standing Orders applying to committees and sub-committees

These Procedure Standing Orders apply to meetings of committees and sub-committees of the Combined Authority except that:

- Standing Orders 3, 4, 5.1 and 5.2, 6, 8.2, 14.2, 18 and 24.1 shall not apply to any committee or sub-committee of the Combined Authority, and
- Standing Orders 5.3, 14.3, 19 shall not apply to any overview and scrutiny committee or overview and scrutiny sub-committee.

In relation to a meeting of any committee and sub-committee, except where the context requires otherwise:

- references to the Combined Authority are to the committee or sub-committee,
- references to the Chair are to the Chair of the committee or sub-committee, and
- references to the Deputy Chair are to the Deputy Chair of the committee or sub-committee.

Modifications to these Procedural Standing Orders are set out in an interim addendum to Standing Orders, to reflect Regulations issued under the Coronavirus Act 2020. The Regulations make provision for the conduct of local authority meetings held before 7 May 2021, by enabling meetings to be held remotely and removing the requirement for the annual meeting in 2020.

1 Definitions

- 1.1. In these Procedure Standing Orders:
- 1.2. “Committee” or “sub-committee” means any committee or sub-committee appointed by the Combined Authority including any overview and scrutiny committee or sub-committee, and the committee appointed to discharge audit committee functions, except where the context otherwise requires.
- 1.3. “The offices of the Combined Authority” mean Wellington House, 40-50 Wellington Street, Leeds LS1 2DE.

- 1.4. “standing orders” means together these Procedure Standing Orders, the Contracts Standing Orders, the Financial Regulations of the Combined Authority and any other procedures, protocols, rules, policies and governance documents from time to time adopted by the Combined Authority and designated as Standing Orders of the Combined Authority.

2 Interpretation

- 2.1 The Chair of a meeting will make any final decision in consultation with the Head of Legal and Governance Services or their nominee about:
- how Procedure Standing Orders should be interpreted; or
 - any question of procedure not provided for by the Procedure Standing Orders.

3 Suspending and amending Standing Orders

- 3.1 The Combined Authority may by resolution suspend Standing Order 18 (order of debate) for the duration of a meeting if at least 4 Constituent Council Combined Authority Members are present.
- 3.2 Any motion to:
- add to, vary or revoke any Standing Orders, or
 - grant, vary or revoke the voting rights of the Non-Constituent Council or the LEP Member
- will, when proposed and seconded, stand adjourned without discussion to the next meeting of the Combined Authority¹.

4 Annual Meeting

- 4.1 The Combined Authority will hold an annual meeting every year, between 1 March and 30 June. It shall be held at a time fixed by the Combined Authority, or if the Combined Authority does not fix a time, at twelve noon.
- 4.2 The annual meeting will:

¹ Except where the motion is in respect of any report proposing a change to Standing Orders or to such voting rights.

- a) note the **Mayor and other Combined Authority Members²**, and **appoint to any vacancy** in respect of the LEP Member or Substitute Member³,
- b) note the **Mayor's appointment of the Deputy Mayor and any Deputy Mayor for Policing and Crime**,
- c) approve the **minutes** of the last meeting,
- d) receive any **declarations of interest** from members,
- e) receive any **announcements** from the Chair and/or Head of Paid Service,
- f) receive details of the **Mayor's arrangements** in respect of **Mayoral General Functions**,
- g) receive details of the **Mayor's arrangements** in respect of **PCC Functions**,
- h) appoint an audit committee,
- i) appoint an overview and scrutiny committee or committees,
- j) appoint such other **committees** as the Combined Authority considers appropriate,
- k) appoint **committee members⁴**, after:
 - deciding the number of members to be appointed to each committee, and their term of office
 - allocating seats to political groups in accordance with political balance rules⁵, and
 - considering any nominations received from Constituent Councils, the Non-Constituent Council and the LEP,
- l) appoint to **outside bodies**,
- m) approve **standing orders**,
- n) approve the Combined Authority's Members' **allowances scheme**
- o) agree the officer scheme of **delegation**,
- p) consider the **Annual Scrutiny Report⁶**,

² These are the Constituent Council Combined Authority Members (and Substitute Members), the Non-Constituent Council Combined Authority Member and Substitute Member, the Political Balance Members and the LEP Member and Substitute Member. The voting Combined Authority Members may resolve to grant voting rights to the Non-Constituent Council Combined Authority Member and the LEP Member.

³ Except where the context otherwise requires, any reference to a member in these Standing Orders shall be taken to include reference to a Substitute Member acting in that member's place.

⁴ This may include appointing the Chair and any Deputy Chair of each committee, and confirming any voting rights for any co-optees. In the absence of an appointment by the Combined Authority, a committee shall appoint its own Chair and may appoint any Deputy Chair.

⁵ Where applicable, and subject to any arrangements approved in accordance with Section 17 of the Local Government and Housing Act 1989.

⁶ This summarises the work undertaken by any overview and scrutiny committee in the previous year

- q) decide the date and time for the ordinary **meetings** of the Combined Authority for the municipal year⁷, and
- r) consider **any other business** set out in the notice convening the meeting.

5 Ordinary Meetings

5.1 The Combined Authority may decide to hold any number of ordinary meetings in a municipal year, in addition to the annual meeting. Each ordinary meeting shall be held at such date and time as the Combined Authority decides.

5.2 At an ordinary meeting, the Combined Authority will:

- a) approve the **minutes** of the last meeting,
- b) receive any **declarations of interest** from members,
- c) receive any **announcements** from the Chair or the Head of Paid Service,
- d) deal with any business from the last ordinary meeting of the Combined Authority,
- e) consider reports and recommendations from any **overview and scrutiny committee** of the Combined Authority,
- f) receive **reports from any other committee** of the Combined Authority and receive questions and answers on any of those reports,
- g) receive reports and receive questions and answers on any **subsidiary companies** of the Combined Authority,
- h) receive any **minutes** of the **LEP** for information,
- i) seek any **Statutory Consent** required in relation to the exercise of a Concurrent Function,⁸
- j) consider any petition referred to it in accordance with the Combined Authority's Petition Scheme,
- k) consider **motions**⁹, and
- l) consider **any other business** specified in the summons to the meeting, and for debate.

⁷ At the request of the Chair, the Head of Legal and Governance Services may subsequently amend the date or time of any ordinary meeting, or convene an additional ordinary meeting.

⁸ As required by the 2021 Order - see further Access to Information Annex

⁹ Proposals for decision by the Combined Authority may be put forward by the Mayor or any Combined Authority Member.

5.3 A committee may hold any number of ordinary meetings in a municipal year.¹⁰

6 Extraordinary Meetings

6.1 The following may call an extraordinary meeting of the Combined Authority:

- a) the Mayor in their capacity as Chair of the Combined Authority, at any time¹¹;
- b) any three Combined Authority Members who have signed a requisition¹² which has been presented to the Mayor in their capacity as Chair of the Combined Authority:
 - i. if the Mayor refuses to call a meeting, or
 - ii. after seven days if the Mayor has failed to call a meeting within seven days after being presented with the requisition.

7 Place of meetings

7.1 The Combined Authority shall hold its meetings at any place within or outside of the Combined Area, as the Combined Authority directs¹³.

8 Notice of meetings

8.1 The Head of Legal and Governance Services shall give public notice of the time and place of a meeting by posting it at the offices of the Combined Authority:

- at least five clear days before the meeting or,
- if the meeting is convened at shorter notice, at the time it is convened.

8.2 Where the meeting is called by three Combined Authority Members under Standing Order 6.1, the notice must

- be signed by those members, and
- specify the business to be carried out at the meeting.

¹⁰ The Combined Authority approves the date and time of each committee meeting at the Combined Authority's annual meeting. At the request of the relevant Chair, the Head of Legal and Governance Services may subsequently amend the date or time of any meeting, or convene an additional meeting.

¹¹ The Monitoring Officer, Head of Paid Service or the Chief Finance Officer may require the Mayor to call an extraordinary meeting.

¹² See further Procedure Standing Order 8.2.

¹³ Or, in the case of urgency, any place which the Head of Paid Service, in consultation with the Mayor in their capacity as Chair, directs.

9 Summons to attend a meeting

- 9.1 At least five clear days before a meeting of the Combined Authority, the Head of Paid Service will sign a summons to attend the meeting, which sets out the business to be carried out at the meeting.¹⁴
- 9.2 The Head of Legal and Governance Services will send the summons by post to every Combined Authority Member or leave it at their usual place of residence¹⁵.

10 Public access to agenda and reports

- 10.1 Subject to 10.3 below, at least five clear days before a meeting of the Combined Authority¹⁶, the Head of Legal and Governance Services will make available for inspection by the public at the offices of the Combined Authority:
- a copy of the agenda, and
 - (subject to 10.4 below) reports for the meeting.
- 10.2 Where an item is added to an agenda, copies of which are open to inspection by the public, copies of the item (or of the revised agenda) and copies of any report for the meeting relating to the item (subject to 10.4 below), shall be open to inspection from the time the item is added to the agenda.
- 10.3 Nothing in 10.1 or 10.2 above requires copies of any agenda, item or report to be open to inspection by the public until copies are available to members of the Combined Authority.
- 10.4 If a report relates only to an item during which, in the Head of Legal and Governance Services' opinion, the meeting is likely not to be open to the public¹⁷, the Head of Legal and Governance Services may decide not to make the report (or part of it) open for inspection.
- 10.5 Where a report or any part of a report is not open to public inspection the Head of Legal and Governance Services:

¹⁴ The **Mayor in their capacity as** Chair shall set the business to be considered at any ordinary meeting of the Combined Authority in consultation with the Head of Paid Service, although the Monitoring Officer, Head of Paid Service

or Section 73 Chief Finance Officer may require an item to be considered at any meeting.

¹⁵ A Combined Authority Member may give notice in writing to the Monitoring Officer that the summons should be sent to the member at some other address. The Monitoring Officer may send the summons to the member by e-mail if a member has provided an e-mail address for that purpose.

¹⁶ or where the meeting is convened at shorter notice, from the time the meeting is convened.

¹⁷ In accordance with Part VA Local Government Act 1972. See further Standing Order 11.

- will mark every copy of the report (or the part) “Not for publication”; and
- state on every copy of the report (or the part) the description of the exempt information by virtue of which the Combined Authority is likely to exclude the public¹⁸.

11 Public access to meetings

11.1 Any meeting of the Combined Authority shall be open to the public except to the extent that the public are excluded (during the whole or part of the proceedings):

- to prevent the likely disclosure of confidential information,¹⁹ or
- by resolution, to prevent the likely disclosure of exempt information,²⁰ or
- under Standing Order 24 relating to general disturbances.

11.2 A motion to exclude the press and public may be moved without notice at any meeting in relation to an item of business whenever it is likely that if members of the press or public were present for that item there would be disclosure of exempt information.²¹

12 Substitute Members²²

12.1 A Substitute Member may only act for the Combined Authority Member for whom they are the designated substitute.

12.2 With the exception of the Substitute Member for the Deputy Mayor where the Deputy Mayor is acting in the place of the Mayor²³, a Substitute Member may only act in the absence of the Combined Authority Member.

12.2 A Substitute Member may not exercise any special powers or duties exercisable by the member for whom they are substituting.²⁴

13 Chair

¹⁸ In accordance with the Local Government Act 1972 - see Access to Information Annex attached.

¹⁹ In accordance with the Local Government Act 1972 - see Access to Information Annex attached.

²⁰ In accordance with the Local Government Act 1972 - see Access to Information Annex attached.

²¹ In accordance with the Local Government Act 1972 - see Access to Information Annex attached.

²² A Substitute Member of the Combined Authority may substitute at any meeting of the Combined Authority in the absence of the substantive member, or at a meeting of any committee or sub-committee of which the substantive member is a member but absent.

²³ See further Standing Order 13

²⁴ Special powers or duties include any chairing responsibilities. A Substitute Member may exercise any voting rights exercisable by the Combined Authority Member for whom they substitute.

- 13.2 The **Mayor in their capacity as** Chair shall preside at each meeting of the Combined Authority.
- 13.3 If the **Mayor** is absent from a meeting of the Combined Authority, the **Deputy Mayor**, if present, shall preside.
- 13.4 **Where the Deputy Mayor is acting in place of the Mayor they cannot also act in their capacity as a Combined Authority Member who is not the Mayor. The Substitute Member for the Deputy Mayor may act in the place of the Deputy Mayor.**

14 Quorum

- 14.1 During any meeting if the Chair counts the number of members present and declares there is not a quorum present, the meeting will adjourn immediately to a time and date fixed by the Chair. If the Chair does not fix a date, the remaining business will be considered at the next ordinary meeting.
- 14.2 No business shall be transacted at a meeting of the Combined Authority unless **the Mayor or the Deputy Mayor acting in place of the Mayor and at least three Constituent Council Combined Authority** Members²⁵ are present.
- 14.3 The quorum for each committee is as follows:-
- **Governance and Audit Committee:** 4²⁶
 - **Leeds City Region Partnership Committee:** 6
 - **Transport Committee:** 4, to include one Local Authority Co-optee from 3 different Constituent Councils.
 - **West Yorkshire and York Investment Committee:** 3
 - **Business Innovation and Growth Panel:** 4 voting members, to include 1 Combined Authority Member or other Local Authority Co-optee and 1 Private Sector Representative.
 - **Employment and Skills Panel:** 4 voting members, to include 1 Combined Authority Member or Local Authority Co-optee and 1 Private Sector Representative.
 - **Green Economy Panel:** 4 voting members, to include 1 Combined Authority Member or Local Authority Co-optee and 1 Private Sector Representative.

²⁵ Or Substitute Members acting in the absence of such a member.

²⁶ The quorum for this committee must be no fewer than two-thirds of the total membership (SI 2017/68).

- **Inclusive Growth and Public Policy Panel:** 4 voting members, to include 1 Combined Authority Member or Local Authority Co-optee.
- **Place Panel:** 4 voting members, to include 1 Combined Authority Member or Local Authority Co-optee.

15 Items of business

15.1 No item of business may be considered at any meeting except:-

- the business set out in the summons,
- business required by law to be transacted at the annual meeting, or
- business brought before the meeting as a matter of urgency in accordance with 15.2 below.

15.2 Nor may an item be considered at any meeting unless:

- a copy of the agenda including the item (or a copy of the item) has been open to public inspection for at least five clear days before the meeting²⁷, or
- by reason of **special circumstances** which shall be specified in the minutes, the Chair of the meeting is of the opinion that the item should be considered at the meeting as a matter of urgency.

16 Order of business

16.1 If the Chair and **Deputy** Chair are absent from any **committee** meeting of the Combined Authority, the meeting shall select a person to preside.

16.2 All other items of business will be dealt with in the order specified in the notice of the meeting, except that such order may be varied:-

- at the discretion of the Chair, or
- on a request agreed to by the meeting.

17 Order of debate

17.1 The Chair will introduce each item and may invite an officer to explain the item.

17.2 Each member shall then be given an opportunity to speak on the item and any recommendations contained in the report. This will be in the order decided by the Chair. Unless the Chair decides otherwise, each member shall speak only once on each item.

²⁷ Or, where the meeting is convened at shorter notice, from the time the meeting is convened.

17.3 Any member while exercising the right to speak on the item may:

- move an **amendment** to the recommendations, or
- move that an item be **withdrawn**.

Any such motion if seconded shall be voted upon.

17.4 Subject to the outcome of any such motion, once each member who wishes to speak has done so, the Chair shall move the item, which if seconded, shall be voted upon.

18 Voting

18.1 Except as provided below, each Combined Authority Member (or Substitute Member acting in their place) has one vote²⁸.

The following are non-voting Combined Authority Members:

- the Non-Constituent Council Combined Authority Member, and
- the LEP Member

unless the voting Combined Authority Members resolve that this provision is not to apply²⁹.

18.2 No Combined Authority Member is to have a casting vote.

18.3 If a vote is tied on any matter, it shall be deemed not to have been carried.

18.4 Subject to 18.5, 18.6 and 18.7 below, any question will be decided by a majority of the Combined Authority Members present and voting on that question at a meeting:

18.5 Any question relating to functions of the Combined Authority conferred by the 2021 Order 2021 and not solely exercisable by the Mayor pursuant to article 27 cannot be carried without the Mayor's vote in favour of the question³⁰.

²⁸ Schedule 1, paragraph 6 of the 2014 Order

²⁹ Section 85 of the Local Transport Act 2008, applied by Section 104 of the Local Democracy, Economic Development and Construction Act 2009.

³⁰ Schedule 7, paragraph 3 of the 2021 Order

18.6 Any decision to

- approve the Combined Authority's budget, or
- issue the levy pursuant to Article 29(5) of the 2021 Order

require those voting in favour to include at least three Constituent Council Combined Authority Members (or Substitute Members) to vote in favour.³¹

18.7 Any decision relating to the Mayor's draft budget must be agreed in accordance with the Budget and Policy Procedure Rules.

19 Committees

19.1 Except as provided below, each Combined Authority Member (or Substitute Member acting in their place) on a committee has one vote³².

19.2 The following are non-voting members of any committee to which they are appointed:

- the Non-Constituent Council Combined Authority Member, and
- the LEP Member

unless the voting Combined Authority Members resolve that this provision is not to apply³³.

19.3 Any Co-optee on a committee will be non-voting unless granted voting rights by resolution of the Combined Authority.

19.4 Except as otherwise provided for by law, any question will be decided by a majority of members of a committee present and voting on that question at a meeting.

19.5 No member is to have a casting vote.

20 Show of hands

³¹ Schedule 7, paragraph 11 of the 2021 Order

³² Schedule 1, paragraph 6 of the 2014 Order

³³ Section 85 of the Local Transport Act 2008, applied by Section 104 of the Local Democracy, Economic Development and Construction Act 2009.

- 20.1 Unless a ballot or recorded vote is demanded under Standing Order 20.2 or 20.4, the Chair will take the vote by show of hands, or if there is no dissent, by the affirmation of the meeting.

Ballots

- 20.2 The vote will take place by ballot if the majority of members present at the meeting demand it. The Chair will announce the numerical result of the ballot immediately the result is known.

Right to require individual vote to be recorded

- 20.3 Where any member requests it immediately after the vote is taken, their vote will be so recorded in the minutes to show whether they voted for or against the recommendation, or abstained from voting.

Recorded vote

- 20.4 If any member present at the meeting demand it, the names for and against the motion or amendment or abstaining from voting will be taken down in writing and entered into the minutes. A demand for a recorded vote will override a demand for a ballot.

21 Voting on appointments

- 21.1 If there are more than two people nominated for any position to be filled and there is not a clear majority of votes in favour of one person, then the name of the person with the least number of votes will be taken off the list and a new vote taken. The process will continue until there is a majority of votes for one person.

22 Point of order

- 22.1 A member may raise a point of order any time, by specifying how a specific Standing Order or law has been breached.
- 22.2 The Chair will hear the point immediately. The Chair's decision on the point will be final.

23 Record of attendance

- 23.1 The Head of Legal and Governance Services will ensure that the name of any member present during the whole or part of a meeting is recorded.

24 Attendance at meetings

24.1 The Chair of any committee or sub-committee of the Combined Authority may be invited to attend and speak at any meeting of the Combined Authority to:

- present any reports or recommendations of the committee or sub-committee, or
- answer questions about any matter in the minutes of that committee or sub-committee, or
- contribute to discussion about any matter which is relevant to the functions discharged by the committee of which they are Chair.

24.2 The Chair may invite any person to attend and speak at any meeting.³⁴

25 Reporting Proceedings³⁵

25.1 Without prejudice to the Chair's powers in Standing Order 26, and subject to 25.2 and 25.3, while any meeting of the Combined Authority is open to the public, any person attending may report on the meeting, and publish or disseminate the recording at the time of the meeting or after the meeting³⁶.

25.2 The Chair may decide not to permit oral reporting or oral commentary of the meeting as it takes place if the person reporting or providing the commentary is present at the meeting.

25.3 Where the public are excluded from a meeting to prevent the likely disclosure of confidential or exempt information, the Chair may also prevent any person from reporting on that meeting using methods:

- which can be used without that person's presence, and
- which enable persons not at the meeting to see or hear the proceedings at the meeting as it takes place or later.

25.4 Any meeting of the Combined Authority may be recorded and made available for public viewing on the internet³⁷. The Chair may restrict the recording of any meeting where an external participant in the meeting objects to being recorded and the Chair considers that the public interest in upholding their objection

³⁴ This may include any Chief Executive or other senior officer of any partner council.

³⁵ Reporting in this context means:

- filming, photographing and making an audio recording of proceedings;
- using any other means for enabling people not present to see or hear proceedings at a meeting as it takes place or later;
- reporting or providing commentary on proceedings at a meeting, orally or in writing so that the report or commentary is available as the meeting takes place or later to persons not present.

³⁶ See the Access to Information Annex and Code of Practice for recording meetings attached.

³⁷ A copy of the Combined Authority's privacy notice relating to meetings is available on the website [here](#).

outweighs the public interest in allowing the recording to continue. The Chair will ask those reporting to respect the wishes of the external participant.

26 General disturbance

26.1 If a general disturbance makes orderly business impossible, the Chair may:

- adjourn the meeting for as long as the Chair thinks necessary, or
- call for any part of the meeting room open to the public, to be cleared, if the disturbance is in that part.

26.2 If a member of the public interrupts proceedings, the Chair shall warn the person concerned. If they continue to interrupt, the Chair may order them to be removed from the meeting room.

27 Members

27.1 If the Chair considers at any meeting that a member is behaving improperly or offensively, or is deliberately obstructing business, the Chair may move that the member should not be heard further. If seconded, the motion will be voted on without discussion.

27.2 If the member continues to behave in the same way, the Chair may:

- adjourn the meeting for a specified period, or
- move that the member leaves the meeting (such a motion will be voted on without seconding or discussion).

28 Minutes

28.1 Minutes of a meeting shall be recorded on loose leaves consecutively numbered.

28.2 The minutes of a meeting must be signed at the same or next suitable meeting³⁸ by the person presiding at that meeting, and the person signing the minutes shall also initial each leaf of the minutes.

28.3 No discussion shall take place upon the minutes except about their accuracy.

29 Members' Conduct

³⁸ The next suitable meeting is the next following meeting.

29.1 A Combined Authority Member or voting Co-optee shall comply with the Members' Code of Conduct, including those provisions relating to registering and disclosing disclosable pecuniary and other interests.

29.2 Where a such member has a disclosable pecuniary interest in a matter to be considered at a meeting, the member may attend the meeting to:

- make representations,
- answer questions, or
- give evidence relating to the matter

provided that the public are also allowed to attend the meeting for the same purpose, whether under a statutory right or otherwise.

29.3 As soon as the member has finished³⁹, they must leave the room. The member may not remain in the room during the discussion or vote on the matter.

³⁹ Or the meeting decides that the member has finished.

Part 4

Mayoral Procedure Rules

1. Mayoral General Functions

Key Decisions

- 1.1 The Mayor and any other decision-maker must give **notice of any Key Decision** on the Forward Plan, in accordance with the Access to Information Annex, subject to the general exception and cases of special urgency provisions.
- 1.2 Any Key Decision to be taken by the Mayor acting individually or by a Combined Authority Member on the Mayor's behalf must **be taken at a meeting of the Combined Authority**, unless the decision-maker has obtained agreement from the Chair of any relevant overview and scrutiny committee that the making of the Key Decision is urgent and cannot be deferred.

Statutory Consent Requests for Mayoral General Functions

- 1.3 A Statutory Consent is required in relation to the exercise of Mayoral General Functions as follows:
 - where the function is a **Concurrent Function** conferred by the 2021 Order¹ which requires the Statutory Consent of a Constituent Council Combined Authority Member (or Substitute Member), or
 - any decision of the Mayor which gives rise to a **financial liability for a Constituent Council** requires the Statutory Consent of the Constituent Council Combined Authority Member appointed by that Constituent Council (or Substitute Member).
- 1.4 Where a Statutory Consent is required, the Statutory Consent Request should be sought at a meeting of the Combined Authority.
- 1.5 The Mayor must seek any Statutory Consent Request in a timely way. To facilitate this and to promote transparency, the Mayor should publish a notice of the Statutory Consent Request (a Statutory Consent Request Notice) on the Combined Authority's **Forward Plan** at least 28 clear days before the meeting of the Combined Authority at which the Statutory Consent Request

¹ See further Part 3 of the Constitution (responsibility for functions), Mayoral General Functions Table D

will be sought, subject to this requirement being waived in exceptional circumstances by any relevant Chief Executive.

- 1.6 Any consent given will be **recorded in the minutes** of the meeting.

Other Decisions

- 1.7 The Mayor (or person with delegated authority from the Mayor) may take any decision which is not a Key decision nor a Statutory Consent Request outside of a meeting of the Combined Authority, subject to the requirements below in relation to decision-making, recording and publishing decisions.

Decision-making principles

- 1.8 The Mayor, or person making any decision about Mayoral General Functions, should have regard to the principles set out in Article 13 in Part 2 of this Constitution (Decision-making) and make a decision only after considering a written report setting out advice from the Managing Director, the Section 73 Chief Finance Officer and the Monitoring Officer.

Recording and publishing decisions

- 1.9 Any decision taken at a meeting of the Combined Authority will be recorded in the minutes of the meeting.
- 1.10 Where a decision has been taken outside the meeting:
- a decision taken by the Mayor or a Combined Authority Member acting on their behalf will be recorded and published on the Combined Authority's website in accordance with the Access to Information Annex, together with a copy of the report in respect of the decision.
 - a decision taken by an Officer will be recorded as a written record of their decision in accordance with the Access to Information Annex.

Conflict of interest provisions

- 1.11 Any decision-maker in respect of Mayoral General Functions must comply with the relevant Code of Conduct (Member or officer) as set out at Part 5 of this Constitution.

2. PCC Functions

To be confirmed at the April Combined Authority meeting



Report to: West Yorkshire Combined Authority

Date: 9 March 2021

Subject: Future scrutiny arrangements

Director: Angela Taylor, Corporate Services

Author: Caroline Allen, Head of Legal and Governance Services

Is this a key decision?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Is the decision eligible for call-in by Scrutiny?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Does the report contain confidential or exempt information or appendices?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
If relevant, state paragraph number of Schedule 12A, Local Government Act 1972, Part 1:	

1. Purpose of this report

- 1.1 To present the Combined Authority with a proposal for new and improved scrutiny arrangements for the mayoral combined authority – as summarised in **paragraphs 2.6 – 2.11**.

2. Information

Background to the review of scrutiny arrangements

- 2.1 West Yorkshire Combined Authority is now a mayoral authority and has gained new functions and responsibilities, extra powers and more funding. The election of its first mayor in May 2021 will unlock more powers and responsibilities. As a result, there is a need to re-assess the suitability and effectiveness of scrutiny and accountability arrangements.
- 2.2 The importance of scrutiny and accountability was prominently and frequently cited by the public, partner authorities and other stakeholders as an important area requiring expansion and improvement in the consultation on the devolution deal. Suggestions were varied and ranged from increasing the

number of scrutiny committees and staff to an annual 'scrutiny conference' consisting of all councillors.

- 2.3 As a result, the Overview & Scrutiny Committee reviewed scrutiny arrangements, appointing a working group to 'provide input into and make recommendations regarding a new governance structure and new scrutiny arrangements.'
- 2.4 A summary of the working group's conclusions is attached at **Appendix 1**, including a link to the original report. The working group effectively narrowed down the possible ways forward to two main options: **switch to a single select committee** with a different operational model and more strategic focus (Option 1) or **expand to multiple committees** each with a different thematic/functional responsibility (Options 2 and 3). The Overview and Scrutiny Committee ultimately voted nearly unanimously to recommend the model proposed as 'Option 1' - **'One enhanced select committee' (with subgroups)**:
'a single high-profile select committee focusing on 'big picture' issues and reviews in public hearings, supported by five permanent subgroups to oversee certain scrutiny functions and selection of members chosen as spokespersons to engage with the wider advisory panel/committee system to avoid duplication.'
- 2.5 The Committee asked the Scrutiny Chair to discuss their recommendation (Option 1) with Combined Authority members and incorporate any feedback into a final proposal to take to the Combined Authority. As a consequence of further consultation between the Scrutiny Chair and Combined Authority members the following factors were highlighted as important in any new arrangements. Namely, a desire to increase the number of partner council members involved in scrutiny, a view that the multi-committee model is better aligned with the arrangements in partner councils and recognition that more officer resource would be required to meet the new arrangements. A final consensus option was agreed.

Summary of the final proposed option – three scrutiny committees

- 2.6 The final proposal is that the Combined Authority increase the number of overview and scrutiny committees to three (names and exact terms of reference to be confirmed at the annual meeting):
- Corporate Scrutiny Committee
 - Economy Scrutiny Committee
 - Transport Scrutiny Committee
- 2.7 The proposal is that each committee comprises 16 members: with 3 from each of the five West Yorkshire constituent authorities and 1 from the non-constituent authority, the City of York. This would increase the total number of scrutiny members from 18 to 48 members, plus substitutes (up to 48 depending on nominations).

- 2.8 An appropriate and proportionate level of resource will be required to provide additional officer support to the new scrutiny structure so that the committees may properly administer the additional required meetings, support additional scrutiny activity, and oversee working groups, and conduct scrutiny reviews.
- 2.9 Due to the proposed change in the scrutiny structure, terms of reference and membership numbers, it is recommended that an Independent Remuneration Panel (IRP) is convened to reassess the level of allowances paid to Combined Authority scrutiny chairs and members and to report back to the Combined Authority at its meeting in April to enable appointments to be made to the new scrutiny committees at the annual meeting in June. The intention is that role profiles for scrutiny chairs and members will be created to better support the IRP's reassessment.
- 2.10 A key part of the role of the new scrutiny committees will be their interface with the wider committee structure to ensure additionality and enable new areas of focus and enquiry avoiding duplication. It is anticipated that the work of the scrutiny committees will need to be phased in to enable the roles and relationships to be established effectively.
- 2.11 It is proposed that a review of this new structure takes place 6 months after the annual meeting to ensure that the level of resource is in line with the level of activity and that scrutiny is able to meet its expectations.

3. Tackling the Climate Emergency Implications

- 3.1 There are no direct implications regarding tackling the climate emergency arising from this report, however increased scrutiny capacity could better facilitate more effective scrutiny of the response to the climate emergency and better monitor progress and performance. There will be a modest increase in carbon costs of administering the additional committee and working group meetings and secretariat bureaucracy.

4. Inclusive Growth Implications

- 4.1 There are no inclusive growth implications directly arising from this report, however increased scrutiny capacity could better facilitate more effective scrutiny of inclusive growth priorities and better monitor progress and performance.

5. Financial Implications

- 5.1 The recommended scrutiny structure requires additional investment and resources to be committed to support the necessary expansion of its size and activity and to help improve the effectiveness and added value that scrutiny activity provides to the Combined Authority's work and the region.
- 5.2 The two main financial implications are increased funding for additional staff and a possible increase in the total level of allowances paid, pending the conclusions of an independent remuneration panel. The cost of additional staff

to enable a total of three dedicated scrutiny staff has been calculated to be in the region of £112,000. The recommendation however is that a staged approach is more appropriate, with an initial doubling to two support officers which would be at an additional cost nearer £65,000 and that this be considered further as part of the proposed future review.

- 5.3 The current member allowance scheme for scrutiny members totals £32,148 per annum. If this was extrapolated across a three committee proposal with a total of 48 members based on the current allowance thresholds the total cost would be £88,344. However, this may change in the light of any recommendations from an IRP.
- 5.4 Indicative costs to progress the staged approach would therefore be circa £121,000 but are subject to further refinement. These costs would need to be met from the additional capacity provided for in the 2021/22 budget.
- 5.5 Other associated costs may include additional secretariat costs in supporting the increase in committees and membership, including member support and training, number of meetings, administrative costs, expenses paid and possible webcasting airtime in future. These costs would be met from existing budgets.

6. Legal Implications

- 6.1 Any changes to the governance structure and membership of overview and scrutiny committees requires approval from the Combined Authority.
- 6.2 Combined Authority scrutiny committees are subject to specific statutory regulations which are different and more prescriptive than for local authority scrutiny equivalents.
 - The Combined Authority must appoint at least one member of each of the constituent councils and the non-constituent council to an overview and scrutiny committee.
 - The majority of members of an overview and scrutiny committee must be members of constituent councils.
 - The membership of an overview and scrutiny committee must as a whole must reflect, so far as reasonably practicable, the balance of political parties on the constituent councils (in West Yorkshire) when taken together.
 - Members appointed from a non-constituent council to an overview and scrutiny committee shall be non-voting but may be given voting rights by resolution of the Combined Authority.
 - Scrutiny chairs must be either an independent person (defined by Order) or an appropriate person - that is, a member of a constituent council who is not a member of the registered party of which the Mayor is a member.
 - That a quorum of two-thirds of members must be present for a meeting to go ahead and make decisions, recommendations, call in items, or approve reports.

- 6.3 Although overview and scrutiny committees have the power to make reports or recommendations to the Combined Authority on matters that affect the Combined Authority's area or the inhabitants of the area, the specific scrutiny of policing and Police & Crime Commissioner functions (PCC Functions) remains the statutory responsibility of the Police & Crime Panel – supported by Wakefield Council – which will scrutinise the Mayor's decisions relating to PCC Functions. How combined authority scrutiny interacts with the Police and Crime Panel in future on matters in which police and community safety issues overlap with other combined authority functions such as transport and corporate support is still under consideration.

7. Staffing Implications

- 7.1 This proposal will require a significant increase in dedicated officer support to enable an enhanced level of scrutiny activity. This is also likely to impact upon the arrangements of the wider Governance Services team which currently provides committee secretariat support to the Combined Authority's committees.
- 7.2 In addition, there will likely be greater demands being made on the time of other non-scrutiny officers and service areas that are otherwise important to the scrutiny process and the new scrutiny committees' ability to fulfil their functions. This greater interface will most likely affect the following teams and officers: communications/marketing, consultation & engagement, project management and appraisal, research & evaluation, corporate performance, policy/strategy development and senior leadership – who would all be expected to report to or support scrutiny.

8. External Consultees

- 8.1 Informal conversations and consultations were undertaken with counterparts in other mayoral combined authorities and in partner authorities in West Yorkshire as well as the Centre for Governance and Scrutiny.

9. Recommendations

- 9.1 That the Combined Authority notes the work undertaken by the Overview and Scrutiny Committee in reviewing scrutiny arrangements and notes the Committee's original recommendation and advice – as outlined in **Appendix 1**.
- 9.2 That the Combined Authority approves the proposal to replace the existing scrutiny arrangements with three overview and scrutiny committees, each consisting of 16 members (3 from each West Yorkshire constituent authority and 1 from the non-constituent authority York), and asks officers to progress developing governance arrangements to enable such appointments to be made at the annual meeting on 24 June 2021 – as outlined in **paragraphs 2.6 – 2.11**.

9.3 That the Combined Authority approves the convening of an Independent Remuneration Panel to reassess the allowances to be paid to scrutiny chairs and members – as outlined in **paragraph 2.9**.

9.4 That the Combined Authority approve the additional investment into the scrutiny function including additional staff resource and other potential associated costs – as outlined in **section 5** of the report.

10. Background Documents

Report – Item 6, [Overview and Scrutiny Committee \(13 November 2020\)](#)

11. Appendices

Appendix 1 – Scrutiny Working Group – Scrutiny Review Summary

Scrutiny Working Group – Scrutiny Review conclusions

The working group investigated a number of issues:

1. **the current and future picture**, such as Combined Authority scrutiny's current performance and impact, combined authority scrutiny's main challenges and what new challenges could be expected within an expanded mayoral authority.
2. **how scrutiny operates in other mayoral and regional authorities** including Greater Manchester and Greater London and also the differences between local scrutiny models/methods and what might work in a wider geography e.g. the select committee system employed in the Scottish Parliament and Welsh Assembly.
3. **how the mayor would be scrutinised directly**, based on current practice and lessons learned in other areas – a summary of which is outlined in **Appendix 1**.
4. **how local authority scrutiny** can better engage with combined authority scrutiny.
5. **operational and day to day improvements** such as greater training and support for members, clearer member and chair role profiles, report formats including independent analysis and summaries, pre meetings for question planning, greater pre-decision scrutiny of key decisions/projects and post-decision scrutiny of decisions made, the number (and role) of scrutiny officers, greater engagement with the public and stakeholders, and more efficient use of working groups for overview.
6. **The views of Combined Authority officers** as well as colleagues in other authorities.

The working group's findings and conclusions

The strategic nature and partnership structure of combined authorities has posed challenges to scrutiny that is modelled on local authority scrutiny. The attempt to imitate local scrutiny models at a regional level had not seemed to work and a more innovative approach to scrutiny in combined authorities was necessary. The Centre for Governance and Scrutiny and Local Government Association are currently developing new updated guidance for combined authority scrutiny with this in mind.

Most mayoral combined authorities only have one scrutiny committee – including Sheffield City Region, Liverpool City Region, Cambridgeshire-Peterborough and North of the Tyne. The exceptions were the West Midlands which has a transport scrutiny sub-committee and Greater Manchester which has three scrutiny committees.

It was generally found that regardless of an authority's committee structure, the challenges for scrutiny remained largely the same. The main challenges that scrutiny in combined authorities face are:

- the level of resources dedicated to scrutiny,
- the organisation's cultural attitude toward scrutiny and challenge,
- how closely scrutiny was integrated into existing improvement and governance processes,
- the quality expertise and quality of scrutiny chairs and members,

- the style and quality of reports submitted to scrutiny and;
- the number of and role of scrutiny officers;
- how focused and strategic scrutiny's work programme is – as opposed to scrutiny that is too focused and detail orientated.

There was a consensus that combined authority scrutiny is underfunded and needs greater investment, staff and resources. It also needs a higher public profile to better engage with the public/stakeholders and a more focused purpose that does not duplicate scrutiny-like work currently undertaken by other committees and advisory panels.

Scrutiny members agreed that, regardless of the chosen model and structure:

- scrutiny must 'be bigger' and it must look, feel and operate completely differently to how it does now.
- effectiveness of scrutiny depends on commitment by scrutiny members to dedicate the time to fulfilling their duties.
- more resources and scrutiny officers are necessary to support members fulfil their duties and manage a much-expanded scrutiny function expected to scrutinise an expanded mayoral combined authority with greater powers and spending.

The working group effectively narrowed down the possible ways forward to two main options:

1. **switch to a single select committee** with a different operational model and more strategic focus (Option 1)
2. **expand to multiple committees** each with a different thematic/functional responsibility (Options 2 and 3).

Full details on all the options considered can be found in the full report submitted to the Overview and Scrutiny Committee (Item 6) on 13 November 2020.

<https://westyorkshire.moderngov.co.uk/ieListDocuments.aspx?CId=135&MId=945&Ver=4>

The Overview and Scrutiny Committee also resolved to recommend that the Combined Authority review the entire governance structure in the near future, most logically after the Mayor has been elected. The full statement of scrutiny's recommendation¹ was:

“Scrutiny’s view was that scrutiny is a fundamental part of any efficient and equitable governance structure and decision-making process and that the way that the current governance structure works means that a lot of ‘small-s scrutiny’ work is undertaken by ‘competing’ committees (such as Transport and its district sub-committees) and ‘expert’ panels (such as the advisory panels and a number of informal working groups).

Ideally, Scrutiny would have liked to see the authority take a clean slate approach and design a new governance structure for the mayoral era that took into account the new organisation’s needs without consideration of any

¹ Item 6, Overview and Scrutiny Committee (13 November 2020), Minute 24 (2020-21)

'legacy' governance arrangements which had historically been carried over from previous iterations of the organisation. Any re-design would also ideally take into account the potential of any streamlining and further efficiencies in decision making processes and structures.

However, Scrutiny also recognised that this might not be an easy task to accomplish in the time available, with less than a few months to the 'purdah' pre-election period. There are many challenges involved in reforming the current structure including political sensitivities and a requirement to revisit the previously agreed shared structure arrangements with the Local Enterprise Partnership (LEP). There was also the question of whether the directly mayor should be involved in helping shape new governance structure."

This page is intentionally left blank



Report to: West Yorkshire Combined Authority

Date: 9 March 2021

Subject: **Governance Arrangements**

Director: Angela Taylor, Director, Corporate Services

Author: Angie Shearon, Governance Services Manager

Is this a key decision?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Is the decision eligible for call-in by Scrutiny?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Does the report contain confidential or exempt information or appendices?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
If relevant, state paragraph number of Schedule 12A, Local Government Act 1972, Part 1:	N/A

1. Purpose of this report

- 1.1 To advise the Combined Authority of changes to Leeds City Council's Combined Authority member and substitute member and the West Yorkshire & York Investment Committee member.
- 1.2 To note a change in nomination from Leeds City Council to the Place Panel and approve the appointment.
- 1.3 To consider a recommendation received by the LEP Board to appoint a non-voting advisory representative of the Trades Union Congress (TUC) for the Yorkshire & Humber to the Employment and Skills Panel.
- 1.4 To note the resignation of Andy Clayton, independent member of the Governance & Audit Committee and consider arrangements for commencing recruitment and convening an interview panel to fill the vacancy.
- 1.5 To consider interim chairing arrangements for the Governance & Audit Committee.

2. Information

Leeds City Council - Appointments

- 2.1 Following a change in Leadership at Leeds City Council, the Council have provided formal notification of a change in their appointments to the Combined Authority as follows:
- Councillor James Lewis to replace Councillor Judith Blake as the Combined Authority member,
 - Councillor Debra Coupar to replace Councillor James Lewis as the substitute Combined Authority member.
- 2.2 The Council have also provided notification of a change of appointment to the West Yorkshire & York Investment Committee (membership of the Committee is ex-officio) as follows:
- Councillor Helen Hayden to replace Councillor Lisa Mulherin
- 2.3 Furthermore, the Council have provided notification of a change in their nomination to the Place Panel as follows:
- Councillor Helen Hayden to replace Councillor Lisa Mulherin

Employment & Skills Panel - Advisory Membership

- 2.4 The Combined Authority currently appoints a number of advisory committees (panels) which advise both the Combined Authority and the LEP. The advisory committees comprise of voting local authority and private sector representatives together with non-voting advisory representatives providing valuable expertise and knowledge in their particular field.
- 2.5 At its meeting on 24 February, the LEP Board considered the merits of appointing a TUC representative to the Employment & Skills Panel. The TUC has extensive knowledge and insight into business needs around skills and employment, together with years of experience supporting employees to train and re-skill. They have contributed to priority areas of the work of both the Combined Authority and LEP in the past 18 months, most notably the Future Ready Skills Commission and the Economic Recovery Board. It is particularly important that the Combined Authority acquire this insight and support as the region enters a period of economic recovery.
- 2.6 Due to the TUC's role and scale of engagement in the employment and skills arena, the LEP Board consider that their input into the work of the Employment & Skills Panel would be invaluable and therefore recommend that the Combined Authority approve the appointment of a non-voting advisory representative from the TUC to the Employment & Skills Panel.

Governance & Audit Committee – Recruitment of an Independent Person/Chairing arrangements

- 2.7 Governance and Audit Committee membership must by law include at least one independent member. The Combined Authority's Governance & Audit Committee comprises of four Combined Authority members and two independent members. The committee is currently chaired by one of the two independent members, Andy Clayton, who recently resigned his position on the committee due to increased work commitments.
- 2.8 By law, the vacant position of independent member must be advertised. Authority is sought from the Combined Authority for the Head of Legal & Governance Services to commence recruitment arrangements including convening an interview panel to make recommendations to a subsequent meeting of the Authority.
- 2.9 In order to facilitate the timely filling of any future in-year independent member vacancies, authority is sought from the Combined Authority for the Head of Legal & Governance Services to convene the necessary interview panel to make recommendations to a subsequent meeting of the Authority.
- 2.10 There is one more remaining meeting of the Governance & Audit Committee scheduled in the current municipal calendar (18 March) and the Combined Authority is therefore asked to consider chairing arrangements for that meeting. Chairing arrangements for all the Combined Authority's committees will be reviewed and re-approved at its annual meeting on 24 June 2021.

3. Tackling the Climate Emergency Implications

- 3.1 None.

4. Inclusive Growth Implications

- 4.1 None.

5. Financial Implications

- 5.1 Costs of advertising for an independent person will be met from existing budgets.

6. Legal Implications

- 6.1 Governance and Audit Committee membership must by law include at least one Independent Member, and the membership of an audit committee taken as a whole must by law reflect so far as reasonably practicable the balance of political parties for the time being prevailing among members of the constituent councils (West Yorkshire councils) when taken together.
- 6.2 Political balance requirements under Section 15 Local Government and Housing Act 1989 apply to appointing members of Combined Authority to ordinary committees and sub-committees, unless waived in accordance with

Section 17 of the 1989 Act. The Governance and Audit Committee is not an ordinary committee for this purpose.

- 6.3 An Independent Member may not be appointed to the Governance and Audit Committee unless the vacancy has been advertised.

7. Staffing Implications

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

8. External Consultees

- 8.1 No external consultations have been undertaken.

9. Recommendations

- 9.1 That the Combined Authority notes Leeds City Council's change in appointments to the Combined Authority and the West Yorkshire & York Investment Committee as detailed in paragraphs 2.1 and 2.2 above.
- 9.2 That the Combined Authority appoint Councillor Helen Hayden to the Place Panel.
- 9.3 That the Combined Authority considers the recommendation of the LEP Board to appoint a non-voting advisory representative from the TUC to the Employment & Skills Panel.
- 9.4 That the Combined Authority note the resignation of Andy Clayton, independent member of the Governance & Audit Committee and the arising vacancy for both a member and chair.
- 9.5 That the Combined Authority authorises the Head of Legal & Governance Services to progress recruitment and appointment arrangements to the current independent member vacancy on the Governance & Audit Committee.
- 9.6 That, in respect of any future in-year vacancies, the Combined Authority delegates arrangements for convening an interview panel and making subsequent recommendations to the Authority to the Head of Legal & Governance Services.
- 9.7 That the Combined Authority consider interim chairing arrangements for the Governance & Audit Committee.

10. Background Documents

- 10.1 None.

11. Appendices

- 11.1 None.



Report to:	West Yorkshire Combined Authority
Date:	9 March 2021
Subject:	Independent Remuneration Panel – West Yorkshire Mayor’s Allowance
Director:	Angela Taylor, Director, Corporate Services
Author:	Angie Shearon, Governance Services Manager

Is this a key decision?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Is the decision eligible for call-in by Scrutiny?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Does the report contain confidential or exempt information or appendices?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
If relevant, state paragraph number of Schedule 12A, Local Government Act 1972, Part 1:	N/A

1. Purpose of this report

- 1.1 To consider the report of the Independent Remuneration Panel and a recommendation for remuneration of West Yorkshire Combined Authority’s Mayor.
- 1.2 To determine the remuneration for the West Yorkshire Mayor.

2. Information

- 2.1 The West Yorkshire Combined Authority (Election of Mayor and Functions) Order 2021 made on 29 January 2021 provides for the first election of a West Yorkshire Mayor on 6 May 2021, accordingly a remuneration for the Mayor is required to be determined.

Mayor’s allowance

- 2.2 The 2021 Order specifies that Mayor’s remuneration is subject to the following:

- that the Combined Authority has considered a report by an independent remuneration panel (IRP) which contains recommendations for such an allowance, and
- that the allowance paid by the Combined Authority does not exceed the amount specified in the recommendation made by the independent remuneration panel.

2.3 The Head of Legal and Governance Services has convened an IRP under authority delegated by the Combined Authority on 10 December 2020. The IRP review was undertaken in February headed by Dr Declan Hall and the report of the IRP is attached as **Appendix 1** to this report.

The Chair of the IRP will attend to present the IRP's report and to answer any questions.

3. Tackling the Climate Emergency Implications

3.1 None.

4. Inclusive Growth Implications

4.1 None.

5. Financial Implications

5.1 Provision has been made in the 2021/22 budget for the costs of a mayor's office and the remuneration will be funded from this.

6. Legal Implications

6.1 The 2021 Order specifies that the Mayor's remuneration is subject to the following:

- that the Combined Authority has considered a report by an independent remuneration panel (IRP) which contains recommendations for such an allowance, and
- that the allowance paid by the Combined Authority does not exceed the amount specified in the recommendation made by the independent remuneration panel.

7. Staffing Implications

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

8. External Consultees

8.1 No external consultations have been undertaken.

9. Recommendations

9.1 That the report of the Independent Remuneration Panel be noted.

- 9.2 That the recommendations of the Independent Remuneration Panel contained in the Panel's report, attached as Appendix 1, be considered, and remuneration for the West Yorkshire Mayor determined.

10. Background Documents

- 10.1 None.

11. Appendices

- 11.1 Report of the Independent Remuneration Panel.

This page is intentionally left blank

A Review of Remuneration

For the

Elected Mayor

Of the

West Yorkshire

Combined Authority

By the

Independent Remuneration

Panel

Dr Declan Hall (Chair)

Carolyn Lord

Very Reverend George Nairn-Briggs

March 2021

Introduction: IRP's Remit and Regulatory Context

1. This report contains the recommendations made by the independent remuneration panel (Panel or IRP) appointed by the West Yorkshire Combined Authority (WYCA) to make a recommendation to the WYCA on the remuneration of the new post of elected Mayor (the Mayor) of the West Yorkshire Combined Authority from the date that the Mayor takes up the term of office on 10th May 2021.
2. The West Yorkshire Combined Authority was established under the *West Yorkshire Combined Authority Order 2014* (SI 2014/864) and which assigned to the WYCA functions previously exercised by the West Yorkshire Integrated Transport Authority and its Passenger Transport Executive, in addition to economic development and regeneration related powers.
3. The Constituent Councils of the WYCA are the five metropolitan boroughs that make up West Yorkshire, namely Bradford, Calderdale, Kirklees, Leeds and Wakefield.
4. The 2014 Order provides for each constituent authority to have one formal member. They can be any elected Member from each of the Constituent Councils but currently each Constituent Council has appointed their respective Council Leader. There are three additional elected Members for political balance jointly appointed by the Constituent Councils – these eight are the full voting Members. The City of York as a Non-Constituent Council appoints an elected Member and the Leeds City Region Local Enterprise Partnership (LEP) also appoints one member – both of these members are non-voting, unless specifically given voting rights by the Authority.
5. On 30th January 2021 *the West Yorkshire Combined Authority (Election of Mayor and Functions) Order 2021* (2021/112) came into force. This moves forward on the Devolution Deal for the WYCA, with the WYCA becoming a mayoral combined authority (MCA). Voting for the Mayor will take place on 6th May 2021.
6. The 2021 Order also allows for the remuneration of the elected Mayor. However, the 2021 Order (paragraphs 8-9 of Schedule 1 to the 2014 Order as substituted by Schedule 7 of the 2021 Order) specifies that the remuneration of the Mayor is subject to the following conditions:
 - the WYCA may establish an independent remuneration panel who may make recommendations to the WYCA regarding the allowances payable to the Mayor
 - The WYCA may only pay an allowance to the Mayor after considering a report from the IRP containing recommendations for such an allowance
 - The allowance to be paid by the WYCA does not exceed the amount specified in the recommendations made by the IRP
7. In advance of the election of the West Yorkshire Mayor so as to facilitate the

process of reviewing the mayoral remuneration, the WYCA Head of Legal and Governance was delegated authority by the WYCA at its meeting on 10th December 2020 to recruit and convene an IRP.

The IRP

8. The members of the Panel appointed by the WYCA are:

- Dr Declan Hall (Chair):
 - a former lecturer at the Institute of Local Government, the University of Birmingham, currently an independent consultant who specialises in Members Allowances and support. Dr Hall also chairs the IRP for the Greater Manchester Combined Authority (GMCA) and the Sheffield City Region Combined Authority (SCRCA).
- Carolyn Lord:
 - formerly a Member of Leeds IRP and IRP for various West Yorkshire authorities, and Independent Person for WYCA, solicitor in commercial practice, specialising in town and country planning and related areas of law, former governor of Leeds Trinity University and now governor of Leeds Conservatoire
- Very Reverend George Nairn-Briggs AKC DL:
 - Member of Calderdale IRP, Chair of Wakefield Standards Committee; formerly a Whitehall Press Officer, Bishop's Adviser on Social Responsibility and Dean of Wakefield; currently Dean Emeritus and since 2006 a Deputy Lord Lieutenant of West Yorkshire

9. The work of the Panel was supported by the following:

- Angie Shearon, Governance Service Manager, WYCA
- James Young, Governance Services Team Leader, WYCA

How the IRP approached the review

10. Due to the current Covid-19 pandemic the IRP met virtually via MS Teams on the 5th and 9th February 2021. It was at these meetings that the IRP considered the range of information that was provided to it and met with a cross-party section of WYCA Members to discuss the nature of WYCA, the role of the elected Mayor and other issues to consider in arriving at recommended mayoral remuneration. The IRP also met with the WY Police and Crime Commissioner to discuss that particular aspect of the mayoral role. Finally, the IRP met with a range of Officers from both WYCA and the Office of the West Yorkshire Police and Crime Commissioner.
11. The IRP also received and reviewed a wide range of written evidence and material from Officer briefing papers to benchmarking data. For further details on the range of evidence the IRP considered in its deliberations and in arriving at its recommended allowance for the West Yorkshire elected Mayor see:

- Appendix 1: the range of information that was formally presented to and considered by the IRP and sent to the IRP prior to its formal meetings.
- Appendix 2: the Members who made representations to the IRP and the Officers who provided factual briefings to the IRP.
- Appendix 3: Benchmarking data (BM1-3) reviewed by the IRP

The West Yorkshire Combined Authority

12. The 2021 Order represents a step change for the WYCA. As set out in the Devolution Deal (11th March 2020) it will attract £1.8 billion of government investment (including £1.14 billion gainshare over 30 years), which will be subject to local influence and decision making, enabling expenditure on local priorities, together with a range of devolved functions.
13. Accordingly the WYCA has been conferred a number of additional non-Mayoral functions, mainly in regards to the following:
 - **Transport**
 - Transport-related powers to set up and coordinate a Key Route Network on behalf of the Mayor
 - Collect contributions from utility companies for diversionary works needed from highways work carried out on the Key Route Network
 - Powers to operate a permit scheme to control works
 - **Adult Education and Skills**
 - Control of the Adult Education Budget (AEB)
 - Promote effective participation in education and training of young people aged 16 and 17, and make available appropriate support services to young people and relevant young adults
 - Ensure that skills provision in West Yorkshire supports adults to develop the skills they need to enter and stay in work, or enrol in an apprenticeship, traineeship, or other learning, and meets the needs of the region's businesses
 - Ensure that adult education and training in West Yorkshire promotes high standards, fair access to opportunity and fulfils individuals' learning potential, and that relevant institutions in the further education sector provide appropriate education to specified individuals aged between 16 and 18 years
 - **Housing**
 - Functions relating to compulsory purchase, plus provision of housing and land, land acquisition and disposal, and development and regeneration of land
 - To exercise these functions, some powers will be granted concurrently with Constituent Councils, or Homes England, as appropriate. The aims and ambitions are to:
 - Improve the supply and quality of housing
 - Secure regeneration or development of land or infrastructure

- Support in other ways the creation, regeneration and development of communities
 - Contribute to achieving sustainable development and good design
- **Finance**
 - Power to borrow up to an agreed cap for non-transport functions (forthcoming)
14. In addition, and subject to agreement, any Constituent Council and the Combined Authority may enter into arrangements to allow delegation of functions from a Constituent Council to the Combined Authority and may also enter into joint arrangements in respect of Non-Mayoral Functions with the Combined Authority and any Constituent Council or other local authority.
15. Although these new responsibilities are non-Mayoral functions as they are reserved to the full WYCA the elected Mayor will have an active role in the exercise of these functions as the 11th Member of WYCA and with full voting rights. Moreover, by law the Mayor by virtue of their office will be the Chair of the Combined Authority, giving the post holder a leading role in the exercise of the functions reserved to the full Authority.

The Mayoral Functions

16. The 2021 Order provides the Mayor with the following Mayoral functions:
- **Transport:**
 - Power to draw up a Local Transport Plan and Strategies
 - Power to request local regulations requiring large fuel retailers to provide Electric Vehicle charging points
 - Bus franchising powers
 - Ability to pay grants to operators
 - **Housing and Planning**
 - Housing and land acquisition powers to support housing, regeneration, infrastructure and community development wellbeing
 - Power to designate a Mayoral Development Area and then set up a Mayoral Development Corporation
 - **Finance**
 - Power for the Mayor to set a precept on council tax to fund Mayoral functions (resulting from the setting of the Mayoral budget)
 - Power to change business rate supplement (subject to ballot)
 - **Police and Crime Commissioner**
 - Securing the maintenance of an efficient and effective police force and holding the chief constable to account
 - Issuing a police and crime plan, determining police and crime objectives
 - Attendance at Police and Crime Panel
 - Preparing an annual report
 - Calculating a council tax or budget requirement (precept)

- Maintaining of the Police Fund
 - Appointing, suspending or calling on a chief constable to retire or resign
 - Delegating some of these functions to a Deputy Mayor for Policing and Crime
 - Consulting the public to ensure that their views and priorities on community safety issues inform the police and crime plan
 - Commissioning of services which include supporting victims and tackling reoffending
 - Strengthening links such as between inclusive growth and community safety and cohesion
17. While the Mayoral powers in relation to Transport, Housing and Planning and Finance are more or less standard to most Combined Authority Mayors the Police and Crime Commissioner function is unusual: the only other Combined Authority Mayor who has PCC functions is the Mayor of the Greater Manchester Combined Authority (GMCA). While some of the Mayoral functions in relation to Police and Crime may be delegated to a Deputy Mayor of Policing and Crime (appointed by the Mayor) the Mayor will be accountable for all those functions.
18. The Mayor has authority (and is therefore accountable) for all functions for which they are responsible (including PCC functions), including those which may be carried out by another person on behalf of the Mayor under delegated authority from the Mayor. The Mayor cannot delegate any Mayoral Function to a committee to carry out on their behalf.

Mayoral 'Soft' Powers and Leadership Skills

19. In addition to the expanded responsibilities of WYCA and the 'hard' powers that will be exercisable by the Mayor there is the more ill-defined or what the IRP has called (after noting the views of several of those people interviewed) 'soft' powers that the Mayor will exercise. The mandate arising from being directly elected on a WY-wide basis will provide the Mayor with a unique platform to represent WYCA to the rest of the world and be the public face of the Authority on a regional, national and international level. As a directly elected individual, the Mayor is directly accountable to the electorate for their ability to represent communities and businesses, raise living standards, realise economic ambitions and harness opportunities for the region. The Mayor will be at the forefront of the delivery of the largest devolution deal of its kind, with more than £1.8 billion in investment.
20. While the elected Mayor will have many formal powers, including proposing a budget and strategies, the post holder will still have to confer, collaborate, negotiate and foster a consensus with both other WYCA Members and stakeholders to effectively discharge the mayoral functions. As such the elected Mayor as chair of the WYCA will need to exercise leadership skills to ensure the WYCA functions effectively. For instance, while the Mayor will have powers to prepare the WYCA Mayoral Budget they will have to consult the other WYCA Members who in turn can make their own proposals and overrule the draft Mayoral budget with a 5/8 majority, where the Mayor does not vote
21. This makes the role of West Yorkshire elected Mayor more complex than an executive mayor of a principal council; the elected Mayor will be required to act as

an advocate for WYCA and work across the five WYCA constituent councils and with their Leaders. The West Yorkshire elected Mayor will be required to develop and strengthen relationships with the other Leaders and WY stakeholders and build cohesion to develop collective understanding of WYCA, in line with the agreed protocols.

22. The elected Mayor will be expected to lead in a number of areas that are not specifically designated mayoral functions, whether it is representing WYCA to Ministers or representing the WYCA on the LEP, which covers a wider geographical area than that of the Combined Authority and has an essential role across the public and private sectors to stimulate growth in the city region. The elected mayor will also represent the Combined Authority on other strategic bodies as needed. For instance, the National Police Air Service (NPAS) is currently delivered by West Yorkshire Police on behalf of British Policing. It is possible that the Mayor will chair the NPAS National Strategic Board, which is currently chaired by the WY PCC, although this position is under review.
23. Moreover, the role of elected Mayor will continue to evolve as devolution rolls out generally and in West Yorkshire in particular, which has some of the most developed devolved arrangements of all Combined Authorities.
24. The Mayor will have a demanding and wide-ranging role representing a population of over 2.5 million residents of West Yorkshire. They will represent their electorate on a regional, pan-regional, national, and international stage; the Mayor will join the other regional Mayors (currently the M9 Group) in regular meetings with Ministers and Whitehall departments to champion devolution and promote regional challenges and opportunities.
25. The role will require strong and visible leadership, strategic oversight and co-ordination of long-term transformational programmes, and significant budget responsibility. This brings visibility and prominence of the role of a regional Mayor, both regionally and nationally, and the degree of scrutiny which will be attached to it.
26. By virtue of holding the office the Mayor will be able to use it as a platform to be the voice of West Yorkshire in a way that is not constitutionally defined. As the only directly elected West Yorkshire wide politician the role will be high profile and the 'go to' politician for the local, regional and national media. An example of this is the increased profile for Combined Authority Mayors during the current Covid pandemic; they have become more noticeable by speaking and advocating on behalf of their respective regions in relation to the government's policy on dealing with the Covid pandemic.
27. Clearly the role of Mayor will be a significant one, requiring the equivalent of a full time commitment but it will also be distinctive in that the Mayor will have the PCC responsibilities and roles (shared only by the Mayor of the GMCA).

Benchmarking - other comparable roles

28. The West Yorkshire elected Mayor as a result of the extent of WY devolution will be one of the most powerful mayors in English local government. Yet, it is recognised that the Mayor's remuneration cannot be based on a market-led

approach i.e. set at a level comparable to senior directors in the private sector or even public sector. Not only would it be a confusing analogy it would also not acknowledge the public service element, a principle that is followed by the statutory IRPs for principal councils in recognition that recompense should not be a driving factor for candidates putting themselves forward for public office.

West Yorkshire Council Leaders, Other Public Office Holders and Metro Mayors

29. The IRP undertook an extensive benchmarking exercise to compare how other public posts were paid. A starting point was the remuneration of the Leaders of the five West Yorkshire Councils, which shows a mean/median remuneration of £48,059/£48,756 respectively. While it is acknowledged that the West Yorkshire constituent council Leaders have extensive executive powers within their respective authorities, the scope and remit of the WYCA and nature of the role and responsibilities of the West Yorkshire Mayor, has led the IRP to conclude that the roles are not directly comparable.

Comparing WYCA Mayor to other public posts

30. The IRP also looked at the remuneration of a range of other public post holders (see appendix three for full details) and noted that IRPs for other Combined Authorities paid particular attention to the remuneration of their local Police and Crime Commissioner and that of a UK backbench MP, chiefly what MPs were paid at the time of their review. In particular, a number of other Combined Authority IRPs had linked their respective recommended Mayoral remuneration to that of an MP, followed by paying close cognisance to the remuneration of the local Police and Crime Commissioner.
31. The IRP noted that these posts are currently paid as follows:
- | | |
|--|----------|
| • UK MP | £81,932 |
| • West Yorkshire Police & Crime Commissioner | £100,000 |
32. The IRP concluded that the posts and remuneration of MPs were not particularly relevant for benchmarking purposes. The role of the West Yorkshire elected Mayor can be seen as larger than that of an MP in terms of strategic responsibilities, accountability and range of soft powers.
33. While the same can be said when comparing the roles and responsibilities of the West Yorkshire elected Mayor and West Yorkshire Police and Crime Commissioner the fact that the West Yorkshire elected Mayor will take on the role and functions of the West Yorkshire PCC must provide a logical starting point for the IRP in terms of mayoral remuneration. The IRP notes that currently the WY PCC appoints a Deputy PCC who is remunerated by way of salary. Similarly, the West Yorkshire elected Mayor is able to appoint a Deputy Mayor for Policing and Crime, which presumably will also be remunerated as part of the paid service. The IRP will take into account the appointment of a Deputy Mayor for Policing and Crime on Mayoral remuneration, as well as the overall impact on the wider remuneration by way of allowances paid across WYCA, at the time of any subsequent review called by the Combined Authority. However, the IRP further notes that the appointment of a Deputy Mayor for Policing and Crime does not in

any way diminish the responsibility of the West Yorkshire elected Mayor in respect of Police and Crime functions.

Elected Mayors of other English Combined Authorities

34. Unlike when most other IRPs were assessing remuneration for their respective Combined Authority Mayors there is now a meaningful number of elected Mayors of the other Combined Authorities to benchmark against. The current remuneration of other Metro Mayors is as follows

• Greater Manchester	£110,000
• Liverpool City Region	£80,631
• Sheffield City Region	£79,000
• West Midlands	£79,000
• Cambridgeshire & Peterborough	£75,000
• West of England	£65,000
• North of the Tyne	£65,000
• Tees Valley	£36,592
35. The mean/median remuneration of English metro Mayors is £73,847/£77,000 respectively.
36. The IRP notes that the remuneration of nearly all other Metro Mayors was determined 2-3 years ago (thus building in a lag when it comes to benchmarking). It also considered that as the only other Metro Mayor with PCC responsibilities that the West Yorkshire elected Mayor is most comparable to that of the Greater Manchester elected Mayor, who is paid £110,000. Yet, the IRP has concluded that the remuneration of the West Yorkshire elected Mayor should not be as high as the Greater Manchester elected Mayor. The Greater Manchester Mayor also has PCC functions but in addition, has functions unique to that post including strategic responsibilities for Fire & Rescue and has added responsibilities associated with other GMCA functions, mostly in relation to waste disposal and public health.
37. Consequently, the IRP has decided that it is appropriate to take a figure that is mid-way between the figures of £100,000 (WY PCC remuneration) and £110,000 (GMCA mayoral remuneration) to recommend a remuneration of £105,000 for the West Yorkshire elected Mayor.
38. In arriving at this figure (and in addition to finding no justification to reduce the remuneration level currently applied to the PCC, which had been set in 2012 by the Home Secretary) the IRP noted that the role of elected Mayor for West Yorkshire is significant and complex - not necessarily fully recognised in the constitutional roles, but also in the exercise of 'soft' powers derived from the platform that the role gives the elected Mayor. The IRP has looked at a wide range of benchmarking, across other public sector and elected roles. The IRP concluded that the level of influence, scale and complexity of the role was greater than some other roles used as benchmarks elsewhere, particularly in relation to a backbench MP's salary and the majority of other Metro Mayors. The IRP also considered the valuable views imparted by those interviewed concerning a range of measures and considerations relevant to an assessment of the appropriate remuneration level.

39. The IRP was also cognisant that the Authority could not adopt a higher remuneration than recommended, but could always adopt a lower figure than recommended. It further notes that the remuneration of Metro elected Mayors is not pensionable, unlike MPs and Police and Crime Commissioners for instance. Similarly, In London, under provisions of the Greater London Authority Act 1999 (section 26); the Mayor and members of the Assembly may still be entitled to other pension provision. Such alternative provision has been made and from 1st January 2018 pensions for elected Members are provided under a Master Trust Pension Scheme and administered by Aviva, for Members who choose to join it. No similar separate provision exists for Metro Mayor's remuneration.

The IRPs recommendation

40. Thus bearing in mind the evaluation of the anticipated role of the West Yorkshire elected Mayor, the representations received and benchmarking the IRP has concluded that the remuneration of the West Yorkshire elected Mayor should be £105,000 on the evidence currently available.
41. **The IRP recommends that the remuneration of the West Yorkshire elected Mayor is set at £105,000.**

The Indexation of the Mayoral Remuneration

42. The IRP notes that Councillors' Allowances at the level of principal councils are routinely indexed by an appropriate metric. This has the advantage of helping to ensure that the Mayoral remuneration does not lose relative value, thus requiring not insignificant uplifts periodically to maintain that original value.
43. The IRP has decided to follow common practice at the principal council level and recommend that the mayoral remuneration is indexed. In arriving at the appropriate index the IRP has again followed common practice in the principal councils and adopted the percentage annual cost of living salary increase as applied each year to staff. This figure is agreed upon annually by the Joint Negotiating Committee for Local Government Staff, typically known as the NJC index. It has the advantage of treating elected Members and salaried Officers equally.
44. **The IRP recommends that the Mayoral remuneration is indexed linked to the NJC index, namely the percentage annual cost of living salary increase as applied each year to staff.**

Appendix One: List of Information considered by the IRP

1. Officer produced briefing paper “Remuneration for the Mayor”
2. West Yorkshire Devolution Briefing Book for the WYCA
3. WYCA Governance structure diagram
4. Comparing functions of Combined Authorities grid
5. The *West Yorkshire Combined Authority Order 2014* (SI 2014/864), 1st April 2014
6. The *West Yorkshire Combined Authority (Election of Mayor and Functions) Order 2021* (SI 2021/112) 29th January 2021
7. West Yorkshire Combined Authority Members’ Allowances Scheme 2019/20
8. Briefing paper on GLA governance arrangements and functions
9. Benchmarking data namely:
 - Remuneration paid to Leaders of West Yorkshire Councils
 - Remuneration paid to other Combined Authority elected mayors
 - Remuneration paid to other public posts
10. <https://www.westyorkshire-pcc.gov.uk/our-business/the-police-crime-plan>
11. [WestYorkshirePolice&CrimeCommissionerAnnualReport 2019/20](#)

Appendix Two: Members and Officers who met with the IRP**Members:**

Cllr S. Golton:	WYCA Member (Liberal Democrat Leeds)
Cllr S. Hinchcliffe:	Chair of WYCA, Labour Leader Bradford
R. Marsh OBE DL:	Chair of Local Enterprise Partnership (LEP)
Cllr S. Leigh MBE:	WYCA Member (Conservative Calderdale)
Mark Burns-Williamson OBE:	WY Police & Crime Commissioner

Officers:

Caroline Allen:	WYCA Monitoring Officer
Katherine Johnson:	WY Police Chief Officer
Janine Nelson:	OPCC Chief of Staff
Angie Shearon:	WYCA Governance Services Manager
Ben Still:	WYCA Managing Director
Angela Taylor:	WYCA Section 73 Officer

Appendix Three: Benchmarking Data

BM1 – Allowances paid to Mayors – Other Combined Authorities

	Mayoral Allowance	No. of Authorities	Approx. Population
<i>West Yorkshire</i>		<i>5 councils</i>	<i>2.5 million</i>
Cambridge and Peterborough	£75,000	8 councils	850,000
Greater Manchester	£110,000	10 councils	2,756,000
Liverpool	£80,631	6 councils	1,512,600
North of Tyne	£65,000	3 councils	880,000
Sheffield	£79,000	4 councils	1.8 million
Tees Valley	£37,146	5 councils	700,000
West of England	£65,000	3 councils	1.1 million
West Midlands	£79,000	7 councils	2,928,592
Mean	£73,847		
Median	£77,000		

BM2 – Remuneration paid to Leaders – West Yorkshire Metropolitan Councils

West Yorkshire Council	Basic allowance	Leader (Special Responsibility Allowance)	Total
Bradford	£13,463.16	£37,056.36	£50,519.52
Calderdale	£10,559	£31,677	£42,236
Kirklees	£14,002	£26,364	£40,366
Leeds	£16,279.87	£42,139.13	£58,419
Wakefield	£12,035	£36,721	£48,756
Mean	£13,268	£34,791	£48,059
Median	£13,463	£36,721	£48,756

BM3 – Remuneration paid to other Public Posts – November 2020 (unless indicated otherwise)

UK/Devolved Nations – elected representatives

• UK MPs:	£81,932
• Minister of State (UK)	£116,019 ¹
• UK Parliamentary Under Secretary	£106,409 ²
• Member of the (NI) Legislative Assembly:	£50,500
• Member of the Scottish Parliament:	£64,470
• Member of the Welsh Assembly:	£67,649

GLA/Other London Public Bodies

• Mayor of London:	£152,734
• Statutory Deputy Mayor	£105,269
• Chair of London Assembly:	£70,225
• London Assembly Members:	£58,543
• Chair London Pension Funds Authority	£50,800

NHS – Non Executive Appointments Remunerations

• NHS Non-Executive	£13,000 (1 April 2021)
• NHS Trust Chair	£40,000 - £55,500 (min 1/04/21)
	£43,000 - £60,000 (min1/04/22) ³

Police and Crime Commissioners

• West Yorkshire Police & Crime Commissioner	£100,000 ⁴
• Where a PCC also has responsibility for fire	£3,000 extra

¹ MPs Salary £81,932 (April 2020) + Minister of State Salary £34,087 (April 2019)

² MPs Salary £81,932 (April 2020) + Parliamentary Under Secretary Salary £24,477 (April 2019)

³ NHS, Structure to align remuneration of chairs and non-executive directors of NHS Trusts and NHS Foundation Trusts. Chairs salary range is dependent on annual turnover of Trust.

⁴ Senior Salary Review Body recommended 2% increase across the board in 2018 but was not implemented

This page is intentionally left blank



Report to: West Yorkshire Combined Authority

Date: 9 March 2021

Subject: Minutes for Information

Director: Angela Taylor, Director, Corporate Services

Author(s): Ruth Chaplin, Governance Services Officer

Is this a key decision?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Is the decision eligible for call-in by Scrutiny?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Does the report contain confidential or exempt information or appendices?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
If relevant, state paragraph number of Schedule 12A, Local Government Act 1972, Part 1:	

1. Purpose of this report

- 1.1 To provide Members with details of the minutes of committees and panels that have been published on the West Yorkshire Combined Authority's website since the last meeting.

2. Information

- 2.1 The following minutes have been published on the West Yorkshire Combined Authority's website and can be accessed [here](#):

- Investment Committee held on 7 January & 3 February 2021
- Governance & Audit Committee held on 14 January 2021
- Transport Committee held on 15 January 2021
- LEP Board held on 20 January 2021
- Overview & Scrutiny Committee held on 22 January 2021
- Place Panel held on 28 January 2021

3. Tackling the Climate Emergency Implications

- 3.1 There are no implications directly arising from this report.

4. Inclusive Growth Implications

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

5. Financial Implications

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

6. Legal Implications

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

7. Staffing Implications

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

8. External Consultees

8.1 No external consultations have been undertaken.

9. Recommendations

9.1 That the minutes of the Combined Authority's committees and panels be noted.

10. Background Documents

10.1 There are no background documents referenced in this report.

11. Appendices

11.1 None.