

WEST YORKSHIRE COMBINED AUTHORITY

**MEETING TO BE HELD AT 9.00 AM ON THURSDAY, 21 MAY 2020
DUE TO COVID-19, THIS MEETING WILL BE HELD REMOTELY AND
WILL BE LIVESTREAMED HERE:**

**[HTTPS://WWW.YOUTUBE.COM/CHANNEL/UCAZJNSGPQZZT41VIBN2
ZK9A/LIVE](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 16 APRIL 2020**
(Pages 1 - 10)

For Decision

- 5. COVID-19 RESPONSE AND ECONOMIC RECOVERY**
(Lead Member: Cllr S Hinchcliffe, Director: Brian Archer)
(Pages 11 - 18)
- 6. DEVOLUTION IMPLEMENTATION**
(Lead Member: Cllr S Hinchcliffe, Director: Alan Reiss)
(Pages 19 - 124)
- 7. LOCAL CYCLING AND WALKING INFRASTRUCTURE PLANS**
(Lead Member: Cllr J Blake, Director: Alan Reiss)
(Pages 125 - 216)

8. CORPORATE MATTERS

(Lead Member: Cllr S Hinchcliffe, Director: Angela Taylor)
(Pages 217 - 262)

9. CALENDAR OF MEETINGS 2020/21

(Lead Member: Cllr S Hinchcliffe, Director: Angela Taylor)
(Pages 263 - 268)

Signed:

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**Managing Director
West Yorkshire Combined Authority**



**MINUTES OF THE MEETING OF THE
WEST YORKSHIRE COMBINED AUTHORITY
HELD REMOTELY ON THURSDAY, 16 APRIL 2020**

Present:

Councillor Susan Hinchcliffe (Chair)	Bradford Council
Councillor Tim Swift MBE (Deputy Chair)	Calderdale Council
Councillor Keith Aspden	City of York Council
Councillor Judith Blake CBE	Leeds City Council
Councillor Stewart Golton	Leeds City Council
Councillor David Hall	Kirklees Council
Roger Marsh OBE DL	Leeds City Region Enterprise Partnership (to minute 81)
Councillor Shabir Pandor	Kirklees Council
Councillor John Pennington	Bradford Council

In attendance:

Councillor Kim Groves	Chair, Transport Committee
Peggy Haywood	Ministry of Housing, Communities & Local Government (minute 82 only)
Ben Still	West Yorkshire Combined Authority
Caroline Allen	West Yorkshire Combined Authority
Angela Taylor	West Yorkshire Combined Authority
Brian Archer	West Yorkshire Combined Authority
Alan Reiss	West Yorkshire Combined Authority
Dave Haskins	West Yorkshire Combined Authority
Heather Waddington	West Yorkshire Combined Authority (minute 82 only)
Seamus McDonnell	West Yorkshire Combined Authority (minute 82 only)
Jacqui Warren	West Yorkshire Combined Authority (minute 82 only)
Ruth Chaplin	West Yorkshire Combined Authority

Meeting Arrangements

On 4 April 2020 new regulations came into force which made provision to enable local authorities (including Combined Authorities) to hold meetings remotely via means such as telephone conferencing, video conferencing, live webcast, and live

interactive streaming provided that the press and public have real time access to the meetings and have website access to the papers.

73. Chair's Comments

The Chair opened the meeting which was being held using Zoom technology and livestreamed via YouTube.

The formalities of how the meeting would be managed and the decision-making items to be considered were clarified.

74. Apologies for Absence

Apologies for absence were received from Councillors Denise Jeffery and Peter Harrand.

75. Declarations of Disclosable Pecuniary Interests

There were no pecuniary interests declared by members at the meeting.

76. 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 & 2 to Agenda Item 9, 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.

77. Minutes of the Meeting of the Combined Authority held on 6 February 2020

Resolved: That the minutes of the meeting of the West Yorkshire Combined Authority held on 6 February 2020 be approved.

78. Covid-19

The Combined Authority considered a report of the Director of Economic Services on COVID-19.

Members noted the latest advice and business support being provided in response to the COVID-19 outbreak and the response of the Combined Authority and Leeds City Region Enterprise Partnership. It was acknowledged that health and public safety was the most important issue, but it was also an economic emergency and the full impact of COVID-19 on the Leeds City Region would not be known for some time and was already having a serious effect on businesses and the economy. It was reported that several meetings had been held with the banking sector in respect of the delays some businesses were experiencing in getting responses to

requests for loans and a letter had been sent to Government highlighting the gaps in their support package.

Members discussed the challenges and the additional COVID-19 action being undertaken by the Combined Authority and LEP. This includes the establishment of a Business Gateway team, (formerly the Business Growth Service) and the team had been set up with additional staff to handle the high volume of enquiries being received. Support was being offered to businesses to help them access financial assistance and advice as quickly as possible, in particular in respect of skills, redeployment and supply chain, particularly PPE (personal protection equipment) and the funding and measures that have been put in place by central Government.

It was noted that the Combined Authority and LEP were doing everything possible to work with central Government and other Mayoral Combined Authorities (MCAs) to ensure there was sufficient support for businesses. A note on business support interventions had been sent to Government to influence the development of national programmes and a copy was attached at Appendix 1 to the report.

The Authority was provided an update on the public transport network which had been reduced to a service aimed at helping key workers, school services for the children of key workers and for essential shopping trips. Members discussed the significant impact the reduction in transport services was having on the bus and rail industry and the Combined Authority. It was noted that recovery for public transport would be difficult and patronage will be slow to develop. It was noted that the Combined Authority has worked closely with the Department for Transport on a package of support to the bus companies and Local Transport Authorities. Councillor Blake updated the meeting of discussions held with Baroness Vere, the Buses Minister, and had emphasised in those discussions, the costs being incurred by combined authorities and the need to ensure that they were included in the Government's compensation packages.

Members stressed the importance of focussing on recovery and it was reported that work was being undertaken to develop a response and recovery plan to identify the potential work needed to support the economic recovery of the region and the role the Combined Authority and LEP can play. Members discussed the workstreams which included the convening of a working group. This would include representatives from business groups and key industries and the group would focus on the co-ordination and delivery of the recovery plan.

Members asked that their thanks be passed to the staff involved in the Business Gateway team and also to the front line bus station teams for their efforts during this challenging time.

A further report would be prepared for the next meeting.

Resolved: That the update be noted.

79. Capital Spending and Project Approvals

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

- Rail Parking Package – Normanton
- Corridor Improvement Programme (CIP): A650 Newton Bar

In addition, since the last meeting, a decision on the following scheme have been made by the Investment Committee:

- A647 Corridor, Leeds

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

It was noted that the Leeds City Region Future Mobility Zone bid had been unsuccessful. There were however several elements of the bid which already have alternative funding in place to progress and additional funding opportunities that might allow other elements of the FMZ bid to be brought forward are being investigated.

The effect on the level of expenditure on funding programmes for the financial year 2019/20 will be minimal but it is very likely that spend for this financial year (2020/21) will be lower than was originally expected. The support of BEIS and DfT has been sought to help in responding to the challenges posed by COVID-19 in respect of extending reporting deadlines and managing possible delays to the programme.

Resolved:

(a) In respect of Rail Parking Package – Normanton –

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

- (i) That the Normanton Rail Car Park project proceeds through decision point 5 and work commences on activity 6 (Delivery).
- (ii) That the total project value of £1.987 million is given from the West Yorkshire plus Transport Fund.
- (iii) That the Combined Authority enters into a Section 56 Funding Agreement with Northern Trains Limited for expenditure of up to £1.635 million from the West Yorkshire plus Transport Fund.
- (iv) That future approvals are made in accordance with the assurance pathway and approval route outlined in the submitted report following a recommendation by the Combined Authority's Programme Appraisal Team. This will be subject to the scheme remaining within the tolerances outlined in the report.

- (b) In respect of the Corridor Improvement Programme (CIP): Newton Bar the Combined Authority approves –
- (i) That the A650 Newton Bar project proceeds through decision point 4 and work commences on activity 5 (FBC with finalised costs).
 - (ii) That an indicative approval to the Combined Authority’s contribution of £9.268 million, which will be funded from the West Yorkshire plus Transport Fund is given, with full approval to spend being granted once the scheme has progressed through the assurance process to decision point 5 (FBC with finalised costs). The total project value is £9.353 million.
 - (iii) That additional development costs of £145,365 from the West Yorkshire plus Transport Fund are approved in order to progress the scheme to decision point 5 (FBC with finalised costs), taking the total project approval from the West Yorkshire plus Transport Fund to £350,165.
 - (iv) That the Combined Authority enters into an addendum to the existing Funding Agreement with Wakefield Council for expenditure of up to £350,165 from the West Yorkshire plus Transport Fund.
 - (v) That future approvals are made in accordance with the assurance pathway and approval route outlined in the submitted report including at decision point 5 through a delegation to the Combined Authority’s Managing Director following a recommendation by the Combined Authority’s Programme Appraisal Team. This will be subject to the scheme remaining within the tolerances outlined in the report.

80. Devolution Deal for West Yorkshire - Initial Deal Endorsement and Review of Governance Arrangements

The Combined Authority considered a report of the Director Policy, Strategy and Communications on the devolution deal for West Yorkshire.

Members noted the detail of the West Yorkshire “minded-to” Devolution Deal which was a welcomed announcement as part of the Budget in March 2020. The report provided an overview of the Deal and the process required before the making of the Order in Parliament and to enable an election for a Mayor to take place in May 2021.

The “minded-to” Deal is the starting point leading ultimately to the adoption of a mayoral combined authority model with additional functions which will require an Order of the Secretary of State. Each council and the Combined Authority will need to agree specific actions as part of the statutory procedures which must be followed before the Secretary of State may grant such an Order and these were set out in the submitted report.

It was noted that a statutory Review of constitutional arrangements and functions for the proposed electoral area and preparing and adopting a Scheme would be carried out and this will then go out to public consultation. Councils and the Combined Authority will have the opportunity to consider the representations received before deciding to submit the Scheme to the Secretary of State setting out proposed arrangements, along with a summary of consultation responses. The consent of each council and the Combined Authority will subsequently be required to the making of the Order. It was proposed to follow the process set out in the flow chart provided in the report (with additional detail attached at Appendix 3).

Members discussed and endorsed the “minded to” Deal text which was attached as Appendix 1 and agreed that a statutory Review be undertaken jointly by the Constituent Councils and the Combined Authority.

The Authority discussed the main decisions and estimated timescales involved in obtaining the necessary secondary legislation which were outlined in Appendix 4. It was acknowledged that the timescales may be challenging due to the impact of the COVID-19 pandemic.

Information would continue to be shared with Members and additional briefings and discussions could be arranged as required.

It was agreed that the decisions taken in respect of the report be exempt from call-in by the Overview and Scrutiny Committee. This was on the grounds of urgency as any delay caused by the call-in process would prejudice the Combined Authority’s and Constituent Councils’ interests as delaying the start of the statutory Review process, which would have a significant detrimental impact on the proposed timeline set out in Appendix 4.

A summary of consultation responses will be brought back to the Constituent Councils and the Combined Authority for approval before the Scheme is submitted to the Secretary of State at the end of July 2020.

Resolved:

- (a) That the Deal agreed and attached as Appendix 1 to the submitted report be endorsed.
- (b) That the Combined Authority should be party, together with the five Constituent Councils of Bradford, Calderdale, Kirklees, Leeds and Wakefield –to a Review of the Combined Authority’s constitutional arrangements and of the functions carried out by the Combined Authority over the Combined Authority’s area, as set out in paragraph 2 of this report and pursuant to S111 of the Local Democracy, Economic Development and Construction Act 2009.
- (c) That the Combined Authority’s Managing Director, in consultation with the Chief Executive of each Constituent Council, be authorised to

carry out the Review on behalf of each Constituent Council and the Combined Authority.

- (d) That the Combined Authority's Managing Director, in consultation with the Chief Executive of each Constituent Council, and on behalf of each Constituent Council and the Combined Authority be authorised to prepare a draft Scheme for consideration by the Constituent Councils and the Combined Authority, subject to the outcome of the Review.
- (e) That the provisional timetable set out in Appendix 4 to the submitted report be noted and the next steps including, if appropriate, the submission of a summary of the consultation to the Secretary of State by the end of July 2020, so that a mayoral combined authority model and associated changes may be adopted and implemented by May 2021, as set out in the Deal but noting that this may be impacted by the Coronavirus pandemic.
- (f) That the decision be exempt from call-in on the grounds of urgency, for the reasons set out in paragraph 6.1 of the submitted report.

81. Governance Arrangements

The Combined Authority considered a report of the Director, Corporate Services on the following governance arrangements:

- To advise Members of the arrangements and proposals for decision making during the current pandemic.
- To appoint private sector representatives to the Combined Authority advisory committees (panels)
- To appoint a substitute LEP Member to the Combined Authority.

Decision Making

On 4 April 2020 new regulations came into force which make provision to enable local authorities (including Combined Authorities) to hold meetings remotely via means such as telephone conferencing, video conferencing, live webcast, and live interactive streaming provided that the press and public have real time access to the meetings and have website access to the papers. The regulations also remove the requirement for local authorities to hold annual meetings for this year.

The regulations are time limited and apply in relation only to meetings taking place before 7 May 2021. Amendments to the Combined Authority's standing orders have been made by the Head of Legal & Governance to reflect these interim arrangements and a copy was attached at Appendix 1 to the submitted report including a protocol which provided guidance as to the holding of virtual meetings.

Advisory Panels

It was reported that in accordance with the Recruitment and Appointment Procedure for Private Sector Representatives, a recruitment process has been conducted to appoint new private sector representatives to the Combined Authority's advisory panels. A list of private sector representatives on all the advisory panels, including the proposed new members was provided in Appendix 2.

In addition, a number of current panel members' terms of office are due to end before the end of the year. It was agreed that their terms be extended as detailed in Appendix 2 to the submitted report.

Membership

At their meeting on 25 February 2020, the LEP Board appointed Mark Roberts as Private Sector Deputy Chair with effect from 31 March 2020. It was agreed that Mark Roberts be appointed as the substitute LEP Member on the Combined Authority.

Resolved:

- (a) That the arrangements and proposals for decision making during the current pandemic, including the governance documents amended by the Head of Legal and Governance Services to implement new regulations allowing virtual meetings as set out in Appendix 1 to the submitted report, be noted.
- (b) That the recommendations in relation to private sector representatives of the advisory panels as set out in Appendix 2 to the submitted report be approved.
- (c) That Mark Roberts, LEP Board Deputy Chair, be approved as the substitute LEP Member to the Combined Authority, to act in the absence of the LEP Member.

82. 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).

Members were advised that the Investment Committee had not been able to consider the detail of the project as their meeting had been cancelled due to the COVID-19 pandemic.

In its role as the Intermediate Body (IB), the Combined Authority considered and approved the assessment of the Green Blue Gateway full application which was attached as Exempt Appendix 2, together with a covering note at Exempt Appendix 1.

Resolved: That the advice included in the full assessment form at Part 2 of Exempt Appendix 2 be approved by the Combined Authority, in its role as the Intermediate Body for the SUD part of the ESIF programme 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.

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Report to: West Yorkshire Combined Authority

Date: 21 May 2020

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

Director: Brian Archer, Director of Economic Services
Dave Pearson, Director of Transport Services

Author: Henry Rigg

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 Present the Combined Authority with progress on the delivery and development of products and services in response to the COVID-19 crisis.
- 1.2 Seek approval from the Combined Authority for the continued delivery and development of products and services in response to COVID-19, and for wider recovery work.
- 1.3 Due to the fast-moving nature of this agenda item, verbal updates will also be given at the meeting.

2. Information

Background

- 2.1 The full implications of COVID-19 on the region and its economy are still to be understood and will not be known in full for some time. However, it is already clear that it will have a significant long-term impact. At a city region level, work is taking place both to support the immediate response and to begin to

develop what might be required in recovery. This paper contains details on both of these elements.

2.2 Although it is too soon to define what will happen to the economy over the coming months, our response work and recovery planning to date has responded to significant evidence and intelligence gathered on a number of important issues being collected and collated in a weekly published monitoring report. Key issues raised to date include:

- Cash flow and immediate access to finance
- Implications for employment, self-employment, and the skills system
- Lockdown issues related to output and activity
- Supply chains and particularly the need for PPE and other medical equipment and services
- Pressures for the transport system and on town/city centres

2.3 This work is being overseen by a new West Yorkshire Economic Recovery Board, which is a working group of the West Yorkshire Combined Authority and brings together the region's local authority Leaders with the Chair of the LEP and representatives from key partnerships and stakeholders. At their first meeting on 30 April 2020, the Board agreed a strategic vision for recovery with three priorities:

1. developing resilient and thriving businesses, boosted by innovation, high skills and entrepreneurialism;
2. developing an inclusive economy that provides people with a decent standard of living;
3. promoting environmental sustainability in all parts of the region.

2.4 It will be important for all committees and panels of the Combined Authority and the LEP to contribute to this work.

Response to COVID-19

2.5 The Combined Authority / LEP has seen a significant increase in demand from businesses and individuals since the start of the Covid-19 crisis. For example, the Growth Service (renamed Business Support Service) has dealt with over 2,700 enquiries since the end of March to early May 2020, which is an increase of over 80% on the corresponding period of the previous year.

2.6 As a result of the above, the Business Gateway element of the service has increased its capacity by training an additional 10 members of staff from across the organisation to work alongside the existing two full-time Business Information Officers. At the time of writing (early May 2020) the need for this additional resource has dissipated as the volume of enquiries has reduced to circa 25% above pre-COVID-19 levels.

2.7 In addition to the above, the team of 21 SME Growth Managers (funded by the CA / LEP as part of the Business Support Service delivery model) have been actively supporting their own circa 1500 SME clients, and also helping their

Local Authorities to respond to the huge demand for the business rates related grants across the City Region. Also, at the time of writing, the Local Authorities of West Yorkshire have delivered over £400m of the grants to 33,000 businesses in West Yorkshire alone, accounting for over 70% of those eligible. Work continues by the local authorities to reach eligible firms that have not yet come forward and to handle more complex cases that require further investigation.

- 2.8 The enquiries to the Business Support Service Gateway and Growth Managers since late March 2020 have been predominantly related to the Government support package i.e. business rates related grants, business loans, support for the self-employed and the Job Retention Scheme. This support is detailed within the Business Support Product Portfolio, alongside the other support available to businesses in the City Region from the Combined Authority / LEP and its partners. The document has been made available to the wider business support community and is being regularly updated to include new and adapted products e.g. the Business Bounce Bank Fund, the Futures Fund and support from the Arts Council.
- 2.9 Many of the businesses contacting the Business Support Service have requested support with contingency planning. In addition to the much higher volume of enquiries received, the average length of the calls has been nearer to 15 minutes as opposed to the pre-COVID-19 average of circa five minutes. The understandable requirement, from small firms in particular, for longer conversations, including an important element of emotional support and provision of a 'sounding-board', has resulted in the development of the new Business Coaching Scheme.
- 2.10 This is providing small firms with two hours of free expert coaching from private sector intermediaries, such as large accountancy practices and business consultants. To date, over 60 volunteer coaches have signed up to the scheme via a social media campaign, and over 30 coaching relationships have already commenced. Although coaches are being asked to volunteer two hours of support, many are providing much more than this, which typifies the generosity evident within the business support community's response to the crisis.
- 2.11 A number of the current products delivered by the Business Support team have been adapted to meet the current situation, and to reach a larger audience of SMEs. This includes the expansion of the Strategic Business Growth project to provide additional intensive support for the 400 high growth firms supported to date, as well as a number of resilience and recovery webinars that have been available to all businesses. In addition, the current Investment Readiness project has also moved a large proportion of its delivery to on-line, with new webinars focussed on access to finance, including how to access the new Coronavirus Business Interruption Loan Scheme (CBILS), how to present strong business cases and investment propositions, and how to embed robust financial management. To date, over 20 new webinars have been delivered with almost 200 businesses participating, including 72 that are

new to the programme. Feedback from businesses has been very positive so far.

- 2.12 The City Region's scale-up programme, Strategic Business Growth (SBG), has also adapted its delivery model to provide a range of new webinars, including how to pivot for success, the mindset gym, people management and leadership groups. At the time of writing, 265 people from 85 businesses had registered for the webinars. The tender exercise to appoint a delivery partner(s) for the next phase of SBG closed in early May 2020 with 13 responses received.
- 2.13 It is also important to stress that the wide range of products and services available to businesses in the City Region are still being accessed, with over 20 applications for capital grants related to business expansions having come forward since late March 2020. In addition, applications for grant support from businesses seriously affected by the floods in early 2020 are also now being submitted for appraisal. The accompanying report on Business Support provides more detail on the current project delivery for the Business Growth Programme, the Productivity Pilot, Access Innovation, Resource Efficiency Fund and the Travel Plan Network.

PPE and Healthcare Supply Chain

- 2.14 In partnership with Local Authorities (through Growth Managers and the Employment Hubs), the University of Huddersfield's Supply Chain programme, Medilink, the Department for International Trade and the Textiles Centre of Excellence, the Combined Authority/ LEP has established a programme of support for City Region businesses that want to manufacture and/or supply healthcare products into the NHS, social care sector and other emergency services. This includes Personal Protective Equipment (PPE) and other essential products and equipment, such as ventilators, mattresses, and sanitisers.
- 2.15 The above is being complemented by a ringfenced capital grant budget of £3m from the Business Growth Programme that, to date, has been utilised by City Region businesses to support the supply of parts for a major ventilator order from the NHS, a new sanitiser product for health and social care settings and the supply of over 12,000 mattresses for the new Nightingale hospitals, including the one in Harrogate. In addition, there are two major applications in the pipeline for substantial PPE manufacturing facilities to be established within the City Region. The aim of this work is to build a more resilient and sustainable supply chain for healthcare products capable of serving health and social care providers in the Leeds City Region and across the country.
- 2.16 The Combined Authority / LEP has also established an access point and gateway for businesses in the City Region, and further afield, interested in supplying PPE products. The service is also working closely with procurers in the health and social care sectors, and with the Yorkshire Purchasing Organisation (YPO), to directly link supply and demand. To date, over 70 businesses have contacted the gateway, with 12 being referred directly to

senior procurement leads in the NHS and local authorities, 30 to the YPO and the others accessing support from the partners referenced above to get them into stronger positions to supply the products. Further information, including the detailed specifications for PPE products, can be found at : -

<https://www.the-lep.com/business-support/personal-protective-equipment-ppe/>

- 2.17 In early April 2020, the Chair of the LEP instigated weekly meetings between the four Yorkshire and Humber LEP Chairs and representatives of all the major banks in the region (including BIG Panel members). These constructive sessions, which have also included the British Business Bank and business representative organisations (Chambers of Commerce, FSB and CBI) have been useful in unblocking some of the access issues with the CBILS. They have also improved the referral routes between banks and the Growth Hubs, and have been instrumental in lobbying for, and supporting the design of, the new Bounce Back Loan Scheme.
- 2.18 The LEP continues to lead the Yorkshire and Humber Growth Hub Cluster, which involves coordinating activity, and capturing and reporting intelligence, across the wider region on the business impacts of COVID-19. A cluster coordinator will shortly be appointed to formalise and drive forward the collaboration, and to identify and implement business support interventions across the region with the expected uplift funding from the Government and the EU.

Recovery Product Development

- 2.19 Although response activity will continue for some time to come, businesses and individuals are rightly looking towards the future and how the economy will recover post-COVID-19. At the regional level, work has commenced at pace and in partnership to create an economic recovery plan, acknowledging that any plan will need to be updated as further information, intelligence and decision making occurs, and that it would need to complement plans developed by local authorities. The approach for this work is focussed on four-stages:
1. Data and intelligence
 2. Scenarios
 3. Narratives
 4. Products and programmes.
- 2.20 Acknowledging the importance of continuing to develop the recovery planning in line with emerging evidence and policy, a number of recovery-related products are already in development, with others under consideration, that respond to some of the challenges that have already emerged. It is important to stress that funding has not been identified for these products at this stage, and it will be critical to balance timely interventions with making the most significant possible impact, particularly as difficult decisions on priorities will need to be made.

- 2.21 The products currently under consideration will be discussed in more detail at the BIG Panel meeting also taking place on 21 May 2020, but are focussed on advice, support and funding for business recovery, support for businesses to innovate and diversify, support to build digital capacity to enable more effective remote-working (including cyber security) and more support for pre-start and start-up firms.

Transport Update

- 2.22 As reported to the previous meeting, a limited bus and rail service was provided following the introduction of the “lockdown” arrangements in March. Ahead of the Prime Minister’s announcement on 10 May, the Department for Transport initiated a discussion with the Combined Authority and the wider transport sector towards an increase in provision to support its phased return to work initiative. As a result, bus and rail services will increase to around 70% of normal frequency by the end of May. Capacity is however severely constrained to 10-20% by social distancing limitations. The Government guidance for travel is for people to avoid use of public transport to maintain capacity for those who need it to travel to work. Given the challenges of maintaining social distancing on public transport, people have been advised to wear face coverings. Fuller details were awaited at the time of writing.
- 2.23 In anticipation of an increase in ridership following the new Government guidance, works are in progress at bus stations, interchanges and bus shelters to reinforce the social distancing advice and to reduce the risk of overcrowding.
- 2.24 On 9 May, the Government announced additional £250m funding to promote works which will support walking and cycling. At the time of writing, details of the value and terms of this funding were awaited from Government.
- 2.25 The emergency arrangements for funding bus services as reported to the last meeting will expire on 9 June 2020. Discussions are in progress with the Department for Transport seeking clarity of further funding for the next phases of the emergency period. Cllr Blake and the Metro Mayors wrote to the Secretary of State on 6 May 2020 recommending that all public sector funding for buses be directed through the metropolitan area Local Transport Authorities including the Combined Authority. A verbal update will be provided to the meeting.

Internal organisational update

- 2.26 In terms of the internal organisational response to COVID-19, we are continuing to respond to the situation in line with our incident management and business continuity procedures and have instigated a “gold command” response to oversee this.
- 2.27 In terms of business continuity, each of our teams are implementing their existing service level plans to ensure frontline and business critical services continue to operate smoothly. All service areas have also reviewed their

business plan priorities to ensure that these reflect any emerging areas of work that will be required to assist in the recovery processes.

- 2.28 Detailed work is also under way to consider the medium and long term financial impacts of the Covid-19 pandemic on the financial health of the Combined Authority. Initial scenario planning highlights a combination of loss of income coupled with increased costs that, continuing over a full year, would create a revenue funding gap of some £12 million. These figures are subject to further review as the landscape changes and further information comes to light but there is as yet no direct support from government for anything other than a small proportion of additional bus costs. It is currently unclear how the additional bus costs set out in paragraph 2.25 will be met. It is proposed that forecasts and options are considered by a meeting of the Budget Working Group and a report is also made to the next meeting of the Governance and Audit Committee.
- 2.29 We are continuing to proactively communicate with staff on the latest Government advice through regular emails, a dedicated section on our intranet, Frequently Asked Questions and all-staff webinars. Managers are also receiving more tailored advice on how to support their staff and are being provided with support from HR where required. UNISON is also being kept fully briefed on our actions and approach.
- 2.30 In terms of other measures that continue to be in place to respond to Government guidance these include:
- Ongoing homeworking for all staff who are able to do so (with the vast majority of staff (over 400) now working remotely;
 - Continuing to keep our City Exchange and Wellington House offices closed, apart from essential access;
 - Supporting frontline staff in bus stations to continue with their day to day activities and providing advice on social distancing;
 - Holding formal meetings by video call to enable decision making processes to continue; and
 - Working with staff to enable people to plan their working time around family/caring responsibilities.

3. Clean Growth Implications

- 3.1 Clean Growth will continue to be supported through the current and new products delivered in response to Covid-19. The reduction in travel and the increased use of ICT to facilitate effective remote working is clearly having a positive impact on the environment. Businesses will continue to be supported to apply innovation and digital technologies to adapt their products and services to meet current and future demand.

4. Inclusive Growth Implications

- 4.1 As part of the current 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.

5. Financial Implications

- 5.1 The delivery and development of new recovery products would 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 wider organisational financial impacts are set out in paragraph 2.28.

6. Legal Implications

- 6.1 As above, 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 report would require changes to current staff roles and/or additional staff to be recruitment

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 a wide range of partners, including local authorities, Universities and Colleges, Business Representative and Membership Bodies, and direct with some individual businesses.

9. Recommendations

- 9.1 That the Combined Authority notes progress on the delivery and development of products and services in response to the COVID-19 crisis.
- 9.2 That the Combined Authority considers the position with regard to the impact of COVID-19 on the bus industry and organisation.

10. Background Documents

There are no background documents referenced in this report.

11. Appendices

None



Report to: West Yorkshire Combined Authority

Date: 21 May 2020

Subject: **Devolution Implementation**

Director: Alan Reiss, Director Policy, Strategy and Communications

Author: Emma Longbottom

Is this a key decision?	<input checked="" type="checkbox"/> Yes <input 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 The West Yorkshire “minded-to” Devolution Deal was announced as part of the Budget on 11 March 2020. Subject to consultation and statutory process, this will lead ultimately to the adoption of a mayoral combined authority model with additional functions, and will require an Order of the Secretary of State.

1.2 Subsequent to the Budget announcement, the Combined Authority and each Constituent Council:

- Endorsed the “minded to” Deal agreed.
- Agreed to be party to a Review of the Combined Authority’s constitutional arrangements and of the functions carried out by the Combined Authority over the Combined Authority’s area, as set out in paragraph 2 of this report and pursuant to S111 of the Local Democracy, Economic Development and Construction Act 2009.
- Authorised the Combined Authority’s Managing Director, in consultation with the Chief Executive of each Constituent Council, to carry out the Review on behalf of each Constituent Council and the Combined Authority.
- Authorised the Combined Authority’s Managing Director, in consultation with the Chief Executive of each Constituent Council, and on behalf of

each Constituent Council and the Combined Authority to prepare a draft Scheme for consideration by the Constituent Councils and the Combined Authority, subject to the outcome of the Review.

- 1.3 Following these approvals this report seeks to consider:
 - the outcome of the statutory Review, which has been undertaken jointly by the Constituent Councils and the Combined Authority;
 - whether an Order of the Secretary of State would likely improve statutory functions; and
 - the draft Scheme.
- 1.4 Subject to authorisation of Combined Authority and each Constituent Council, it is proposed that a consultation and engagement exercise with partners and stakeholders is undertaken on the draft Scheme. Following this exercise, it is proposed that Combined Authority and each Constituent Council receive a report in August/September 2020 to consider the outcome of the consultation and resolve to submit a summary of responses to the Secretary of State.
- 1.5 The structure of the consultation will be based on previous consultations undertaken by other MCAs. However, it should be noted that due to the current pandemic, the proposed consultation process will operate differently to similar consultations carried out by other MCAs. Consideration has been given to how the consultation will be promoted and how individuals who do not have online access may be able to participate. Further details are provided in paragraphs 2.23 and 2.24. In addition, the Consultation Institute have been procured to provide quality assurance and external challenge of the full consultation process, including the survey questions.

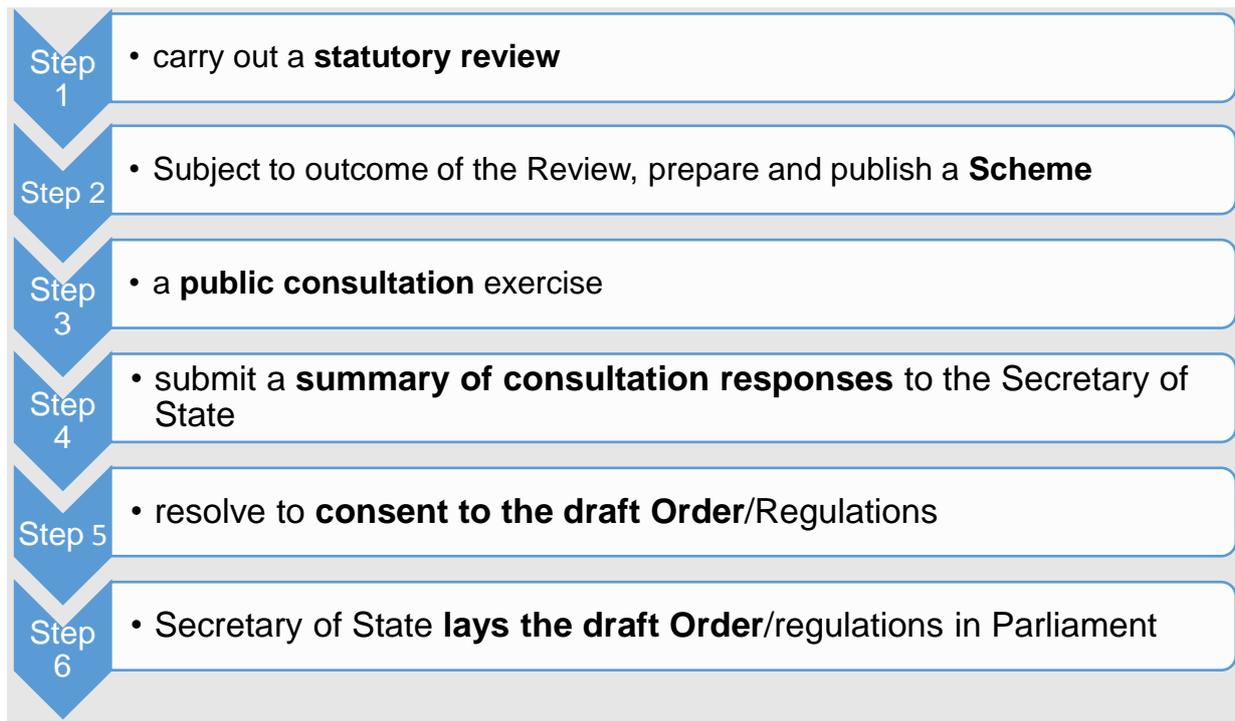
2. Information

- 2.1 The Deal will devolve a range of powers and responsibilities to West Yorkshire Combined Authority, supporting the region to drive economic growth and prosperity within its communities and across the north. It will build upon the area's history of collaboration to maximise this investment and increase its contribution to the national economy.
- 2.2 The Deal will unlock significant long-term funding and give the region greater freedom to decide how best to meet local needs and create new opportunity for the people who live and work there. This agreement is the first step in a process of further devolution. The Government will continue to work with West Yorkshire on important areas of public service reform and infrastructure investment, to support inclusive economic growth in towns, cities and rural areas whilst tackling the climate emergency.
- 2.3 The initial funding for the financial year 2020/2021 will be available prior to the first Mayoral election, but subject to: the establishing legislation being in place; and a revised Assurance Framework being approved. The revised Assurance Framework will consider opportunities to accelerate decision making at times when a more agile approach is required, including through the officer delegation scheme.

Process for enacting the deal

- 2.4 The Local Democracy, Economic Development and Construction Act 2009 (the 2009 Act) sets out statutory processes to be followed before any Order is made to provide for.
- a) adopting a mayoral combined authority model (S107A/B)
 - b) the Mayor to carry out and delegate mayoral general Functions (S107D)
 - c) the joint exercise of general functions by the Mayor (S107E)
 - d) Changes to the constitutional arrangements of a Combined Authority (including voting, membership, funding arrangements) (S104)
 - e) Delegation of transport-related functions to the Combined Authority (S104), and
 - f) Delegation of some general local authority functions concurrently to the Combined Authority (S105).
 - g) Delegation of public authority functions to the Combined Authority (S105A)
 - h) The Mayor to exercise functions currently carried out by a police and crime commissioner(S107F).
- 2.5 Each aspect listed in 2.4 above has a specific statutory procedure to be followed. In addition, the consent of each Constituent Council and the Combined Authority is required to any Regulations giving the Combined Authority powers to borrow for non-transport functions.
- 2.6 It was previously agreed that the process set out in the flow chart below be followed. This process addresses all statutory procedural requirements, facilitates an understanding of the overall impact of the changes, and maximises engagement with stakeholders including the public.

2.7 Flow chart of proposed process:



2.8 The following sections of the report provides: a summary of the Governance Review; a summary of the Scheme; and detail of the proposed consultation exercise. Full documents are available in the appendices to this paper.

Governance Review

2.9 Section 112 of the 2009 Act provides that where one or more of the authorities which undertook the Review conclude that the exercise of the power to make an Order under S104 or 105 would be likely to improve the exercise of statutory functions in West Yorkshire, they may prepare and publish a scheme relating to the exercise of the power in question – that is, the making of an order in relation to with new transport-related functions, concurrent functions with local authorities and changed constitutional arrangements, (including those changes related to adopting a directly elected mayoral model). A summary is provided here, with the full Governance Review available at Appendix 1.

2.10 The Secretary of State may only make an order under S104 or S105, if they consider that to do so is likely to improve the **exercise of statutory functions** in the Combined Authority’s area. In making any such order, the Secretary of State must have regard to the need

- To secure **more effective and convenient local government** for the area; and
- to reflect the **identities and interests of our local communities**

2.11 The review has found that the economic evidence provides a rationale to continue to work across the West Yorkshire area, recognising that it continues to operate as a strong and coherent functional geography in its own right. It has

a strong and diverse sectoral mix with significant growth potential, underpinned by notable economic assets and infrastructure, and through its links with the wider Leeds City Region, Yorkshire and the Northern Powerhouse.

- 2.12 Despite its economic successes, West Yorkshire is still a net spender of UK tax revenues, and there are significant challenges in relation to securing its ambitions to promote faster and more inclusive growth, achieving a zero-carbon economy and delivering a 21st century transport system for the area. And there is not enough local control over the policies which affect our economy.
- 2.13 The idea of West Yorkshire authorities working together on a range of transport and economic activities is not new. Leeds City Region was a pilot forerunner city region, the City Deal was secured in 2012 and £1bn Growth Deal was agreed in July 2014. This success has enabled the Combined Authority (established in 2014), the five West Yorkshire councils, and the Leeds City Region Enterprise Partnership ('the LEP') to make a strong start.
- 2.14 The minded-to devolution deal represents a significant step forward in delivering more and better jobs to the area. It delivers significant new responsibilities and investment that will benefit our communities and businesses across the region. It means that decisions previously taken centrally can now be taken closer to the people affected and gives the area greater financial freedom and flexibility to manage our investment choices according to local priorities. The MCA will promote local democracy through direct democratic accountability in exercising locally more of the levers of change that will drive economic growth. The review notes that the devolution deal is dependent on the establishment of an MCA and concludes that this is the appropriate mechanism by which the powers and funding proposed can be devolved to West Yorkshire.
- 2.15 The review concludes that:
- current regional governance arrangements - based on a non-mayoral combined authority - do not represent the best model in terms of delivering the long-term ambitions of the authorities within the area for economic growth and delivery of public services;
 - there is limited practical scope for the existing governance arrangements to be meaningfully strengthened, short of creating a mayoral combined authority;
 - a change is required to enable the West Yorkshire authorities to pursue their economic policy agenda at greater pace, while continuing to collaborate with the wider Leeds City Region, Yorkshire and the North in pursuit of shared economic objectives; and
 - the statutory criteria for preparing and publishing a Scheme are met, i.e., that making an Order under S104 and 105 will likely:
 - **improve the exercise of statutory functions in that area.**
 - **The Review findings include that the proposed changes to constitutional arrangements and to the Combined Authority's functions have a neutral or no impact on the identities of local communities** – these proposals are about the economy and not about the identity of an area which has been working closely together for a number of years; and

- **secure more effective and convenient local government** by reducing complexity and streamlining the delivery of public services within the area.

- 2.16 The review proposed that a scheme is published that confirms:
- Any MCA should cover the area of West Yorkshire;
 - A West Yorkshire Mayor would be elected in May 2021;
 - The mayor would become a member of the Combined Authority, and Chair meetings of the authority;
 - Each council will continue to appoint a member to the new MCA, along with political representatives from opposition groups, non-constituent members from City of York Council and a member of the LEP would be appointed; and
 - the Mayor and MCA will exercise specific statutory functions, and share some powers concurrently with West Yorkshire local authorities.

Preparing a draft Scheme

- 2.17 As proposed within the Review, a draft Scheme has been prepared. The Scheme will form the basis for a revised Order establishing the Mayoral Combined Authority. A summary is provided below with the full Scheme available at Appendix 2.

Scheme

- 2.18 The Scheme will form the basis for a revised Order establishing the mayoral combined authority. In addition to proposals relating to constitutional changes, the delegation of transport related functions and general local authority functions, the Scheme contains proposals relating to the adoption of a mayoral model, and the transfer of functions of a public authority to the Combined Authority, in accordance with S107B(2) and S105B(4) respectively.

It contains information on:

- proposed membership, voting and any other constitutional arrangements;
 - functions to be conferred on the mayoral combined authority and how they are exercised, that is, by the Combined Authority, concurrently with Constituent Councils or by the Mayor (including any constraints or limitations to the Mayor's powers);
 - any changes to the way in which the Combined Authority will be funded, including power for the Mayor to issue a precept, or prudential borrowing powers for functions other than transport;
 - practical arrangements, including any property transfers and ensuring transparency via enhanced scrutiny arrangements.
- 2.19 It will be important to ensure that any revised sub-regional arrangements secure and enhance effective working arrangements between the Mayoral Combined Authority and the Constituent Councils and their democratic arrangements, to facilitate a joined-up and collaborative approach to policy,

delivery and decision-making. In addition, local protocols may be established to ensure wider engagement and support for decisions and council approvals.

- 2.20 The 'minded to' deal set out that responsibility for West Yorkshire Police and Crime Commissioner (PCC) functions would be taken by the Mayor from 2024. Because the PCC elections have subsequently been delayed until May 2021, there is now an opportunity for any newly elected Mayor to potentially exercise PCC functions in the period after May 2021, rather than from May 2024 as originally proposed.

Consultation

- 2.21 It is proposed that once the draft Scheme has been considered by Constituent Councils and the Combined Authority and the Scheme is published, a wider public consultation with business and other stakeholders is undertaken. It is proposed that there is one consultation exercise co-ordinated by the Combined Authority, but that this is led by each council in relation to their district.
- 2.22 Following this, a summary of consultation responses will be brought back to the Constituent Councils and the Combined Authority to approve before the Scheme and summary of responses are submitted to the Secretary of State.
- 2.23 In line with other Mayoral Order consultations undertaken elsewhere in England, the primary consultation channel used will be an online survey asking respondents their views on the Scheme. The link to the survey and all associated documents will be hosted on the Combined Authority's Your Voice consultation and engagement website, plus West Yorkshire council's websites and will be co-branded by all partners.
- 2.24 Given the current Coronavirus situation, a communications plan will be developed, in partnership with local councils, to promote the consultation to the widest possible audiences using a range of digital and non-digital channels. These will include a combination of:
- Social media – including paid Facebook content
 - Press releases targeting local and regional media
 - Development of a toolkit so that councils and other partners can promote the consultation via their channels
 - Potential local radio advertising and/ or interviews
 - Direct engagement with community networks and equalities groups to improve accessibility
 - Development of an animation and associated assets explaining what devolution means in simple, accessible language
 - Mailshots to target postcodes.
 - Direct e-shots to an extensive stakeholder list
- 2.25 Due to the current social distancing guidelines face-to-face consultation channels are not possible. In order to enhance the accessibility of the consultation for groups and individuals who may not be able to access digital channels, a specialist consultant has been procured to support effective

targeting of particular postcode areas and equality groups. Contact has also been made with community and equalities groups and business representative organisations to be sure they have an opportunity to respond and share the consultation with their members to gather their views.

- 2.26 To ensure independence of process, specialist consultants have been commissioned to analyse the results and produce the final report. The Consultation Institute have also been asked to provide independent quality assurance and recommendations on the process adopted.
- 2.27 It is proposed that the consultation exercise will launch on 25 May for eight weeks, closing on the 19 July. A consultation on the Strategic Skills Plan for the devolved Adult Education Budget will be launched in parallel on 25 May. This is mentioned in the draft consultation document, in the section on the Skills and Employment.
- 2.28 The draft consultation questions are available at Appendix 3.

Next Steps

- 2.29 With regard to next steps, it is proposed that the public consultation on the Scheme is launched on 25 May with a consultation on the Strategic Skills Plan for the devolved Adult Education Budget to be launched in parallel. Following this, a summary of consultation responses will be brought back to the Constituent Councils and the Combined Authority for consideration and approval. Once approved the Scheme, along with the summary of the consultation responses including any representations made on behalf of Constituent Councils will be submitted to the Secretary of State.
- 2.30 Details of the Scheme would then be embodied in the draft statutory Order to establish a mayoral combined authority, and consents sought in due course from each of the Constituent Councils and the Combined Authority in respect of the draft Order and any related Regulations.
- 2.31 A paper on progress towards achieving devolution of the Adult Education Budget (circa £63m per annum) will be brought to the next meeting of the Combined Authority.

Further Considerations

Overview and Scrutiny

- 2.32 On 22 May members of the Combined Authority's Overview and Scrutiny Committee will hold a briefing session to consider a report which outlines the devolution deal along with the draft scheme, and draft consultation questions. As part of that session, consideration will also be given to future opportunities for Overview and Scrutiny during the devolution implementation process. In addition, the Committee is considering the design of the scrutiny structure in the Mayoral Combined Authority based on lessons learned in West Yorkshire since 2014 and in other MCAs to date.

Future of the Yorkshire Leaders Board

- 2.33 Throughout the devolution process to date, West Yorkshire Leaders have been clear that while securing a strong devolution deal for West Yorkshire is their immediate priority, it is vital to maintain a collective vision for devolution across the whole of Yorkshire.
- 2.34 The Yorkshire Leaders Board has been a key vehicle through which the entire region has been able to collaborate over recent months and years. As part of the Deal, Government has committed to continuing to work with all parts of Yorkshire to achieve shared ambitions on devolution, including exploring opportunities for developments beyond the current Deal in the future.
- 2.35 In order to support this work, and reflecting the strong Yorkshire brand and its cultural heritage, Government will provide £200,000 in 2020/21 to support the more formal establishment of the Yorkshire Leaders Board as a means of facilitating greater collaboration on a Yorkshire-wide basis. This is a positive step in ensuring continued dialogue with Government on the future of the region, and will enable councils and combined authorities to build upon the already excellent cross-border partnership work being undertaken.

3 Clean Growth Implications

- 3.1 As part of the Deal text, the Government welcomed West Yorkshire's commitment to becoming a net zero carbon economy by 2038, with significant progress by 2030. Although there are no immediate implications on Clean Growth arising as a direct result of the report, the Review and Scheme consider the potential for Mayoral Combined Authority governance arrangements to deliver West Yorkshire's clean growth ambitions.

4 Inclusive Growth Implications

- 4.1 Inclusive Growth is a key priority for West Yorkshire Combined Authority and the LEP. Although there are no immediate implications on Inclusive Growth arising as a direct result of the report, the Review and Scheme consider the potential for Mayoral Combined Authority governance arrangements to deliver West Yorkshire's Inclusive Growth ambitions.

5 Financial Implications

- 5.1 The Deal includes a number of flagship funding arrangements including £38m for 30 years into the West Yorkshire Investment Fund, £317m from the Transforming Cities Fund and control over the £63m annual Adult Education budget. The implications of these and the other funding provisions contained within the Deal are considered as part of the Review and subject to future reports.

6 Legal Implications

- 6.1 It is proposed that this decision is exempt from call-in on the grounds of urgency as any delay caused by the call-in process would prejudice the Combined Authority's and Constituent Councils' interests as delaying the start of the consultation process, which would have a significant detrimental impact on the proposed timeline set out in Appendix 4.
- 6.2 Statutory processes need to be followed, before any Order or regulations may be made to implement the Deal.
- 6.3 S101(5) Local Government Act 1972 provides that two or more local authorities (defined to include a Combined Authority) may discharge any of their functions jointly and may arrange for the discharge of those functions by an officer of one of the authorities.

7 Staffing Implications

- 7.1 There will be staffing implications arising from the need to move at pace to undertake the necessary statutory process and to move to a mayoral model.
- 7.2 In due course, it is anticipated that the establishment of the Mayoral Combined Authority will have staffing implications in terms of additional resources to deliver the ambition of the Deal and these will be considered at the appropriate point to ensure operational effectiveness and efficiency of the Combined Authority.

8 External Consultees

- 8.1 As part of the statutory process, as set out above, public consultation is required, with the results summarised and submitted to the Secretary of State before an Order creating the West Yorkshire Mayoral Combined Authority can be made (Appendices 3 and 4 set out more detail on the proposed process and timeline). As set out the consultation process and methodology will include digital and other appropriate means in order to ensure accessibility. At the current time, the Coronavirus pandemic impacts on consultation methodologies and the consultation approach has taken account for this. In parallel there will be a consultation on the Strategic Skills Plan relating to the Adult Education Budget.

9 Recommendations

- 9.1 To consider the Governance Review attached as Appendix 1 to this report and endorse its conclusions, including that an Order under S104 and S105 in relation to the changes to constitutional arrangements considered in the Review and the delegation of additional functions to the Combined Authority would be likely to improve the exercise of statutory functions in relation to the Combined Authority's area.
- 9.2 To consider and comment on the draft Scheme for the establishment of the Mayoral Combined Authority, attached as Appendix 2 to this report.

- 9.3 To agree that a public consultation exercise is undertaken on the proposals contained in the Scheme and comment on the draft consultation questions, which are attached as Appendix 3 to this report.
- 9.4 To agree that engagement with the Combined Authority and other Constituent Councils should progress as described in this report and (subject to agreement to recommendations 9.1 – 9.3) to agree that the Managing Director of the Combined Authority shall, in consultation with the Chief Executive and Leader of this Council, be authorised to take any steps to finalise the Scheme and progress the public consultation exercise as set out above.
- 9.5 To note the updated timetable set out in Appendix 4 to this report and the next steps including, subject to the approval by the Constituent Councils and Combined Authority, the submission of a summary of the consultation responses to the Secretary of State in August/September 2020 and subsequently consent to any draft Order in September 2020 so that a mayoral combined authority model and associated changes may be adopted and implemented by May 2021, as set out in the Deal.
- 9.6 To resolve that this decision is exempt from call-in on the grounds of urgency, for the reasons set out in paragraph 7.1 of this report.

10 Background Documents

The Devolution [Deal](#) is referenced as a background document within this report.

11 Appendices

Appendix 1 – Governance Review
Appendix 2 – Draft Scheme
Appendix 3 – Draft Consultation Questions
Appendix 4 – Timetable for implementation

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West Yorkshire Authorities

Governance Review

Undertaken in accordance with Section 111 of the Local Democracy Economic Development and Construction Act 2009

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Executive Summary

On 11 March 2020, a ‘minded-to’ Devolution Deal was agreed between government and local authority Leaders of West Yorkshire, comprising Bradford, Calderdale, Kirklees, Leeds, and Wakefield Councils, and West Yorkshire Combined Authority (‘the Combined Authority’). The deal agrees a significant shift of powers, funding and responsibility from Whitehall to the region in return for establishing the role of a directly elected Mayor for the area of West Yorkshire.

The additional powers and funding afforded through the deal, including £1.14 billion of additional investment over 30 years, would help to drive productivity by enabling additional investment in our towns, cities and rural areas in their infrastructure, skills, business, housing & regeneration, and in cultural and heritage assets, and by boosting trade, innovation, and inward investment.

The purpose of this governance review, undertaken in accordance with Section 111 of the Local Democracy, Economic Development and Construction Act 2009 (the 2009 Act) is to look at the exercise of statutory functions in West Yorkshire with a view to deciding whether to prepare and publish a scheme with new functions and changed constitutional arrangements, including a directly elected mayor. A public consultation would then be carried out on the proposals set out in the scheme. The Secretary of State would be provided with a summary of consultation responses and would need to consider whether an order should be made under the 2009 Act to establish a Mayoral Combined Authority (MCA) for the area.

Under section 112 of the 2009 Act, the review needs to conclude that the exercise of the power to make an order to establish an MCA for the West Yorkshire area would be likely to improve the exercise of statutory functions in relation to the West Yorkshire area.

The review has found that the economic evidence provides a rationale to continue to work across the West Yorkshire area, recognising that it operates as a coherent functional geography. It has a strong and diverse sectoral mix with significant growth potential, underpinned by notable economic assets and infrastructure, and through its links with the wider Leeds City Region, Yorkshire and the Northern Powerhouse.

Despite its economic successes, West Yorkshire is still a net spender of UK tax revenues, and there are significant challenges in relation to securing its ambitions to promote faster and more inclusive growth, tackle the climate emergency and deliver a 21st century transport system for the area. And there is not enough local control over the policies that affect our economy.

The idea of West Yorkshire authorities working together on a range of transport and economic activities is not new. Leeds City Region was a pilot forerunner city region, the City Deal was secured in 2012 and £1 billion Growth Deal was agreed in July 2014. This success has enabled the Combined Authority (established in 2014), the five West Yorkshire councils, and the Leeds City Region Enterprise Partnership (‘the LEP’) to make a strong start.

The ‘minded-to’ devolution deal represents a significant step forward in delivering more and better jobs to the area. It delivers significant new responsibilities and investment that will benefit our communities and businesses across the region. It means that decisions previously taken centrally can now be taken closer to the people affected and gives the area greater financial freedom and flexibility to manage our investment choices according to local priorities. Establishing an MCA for the area will promote local democracy through direct democratic accountability in exercising locally more of the levers of change that will drive economic growth. The review notes that the devolution deal is dependent on the adoption of an MCA model of governance and finds that this is the most appropriate mechanism by which the powers and funding proposed can be devolved to West Yorkshire.

The review concludes that:

- current regional governance arrangements - based on a non-mayoral West Yorkshire Combined Authority - do not represent the best model in terms of delivering the long-term ambitions of the authorities within the area for economic growth and delivery of public services;
- there is limited practical scope for the existing governance arrangements to be meaningfully strengthened, short of adopting an MCA model of governance;
- a change is required to enable the West Yorkshire authorities to pursue their economic policy agenda at greater pace, while continuing to collaborate with the wider Leeds City Region, Yorkshire and the North in pursuit of shared economic objectives;
- the statutory criteria for preparing and publishing a scheme are met, i.e., the making of an order under S104 and S105 to enable the adoption of an MCA model of governance for the area of West Yorkshire will likely **improve the exercise of statutory functions in that area**;
- in addition, establishing an MCA model of governance for West Yorkshire will:
 - **have a positive impact on the interests and identities of local communities** – these proposals build on established regional governance arrangements which cover a coherent functional economic area and which represent the views and interests of local communities; and
 - **secure more effective and convenient local government** by reducing complexity and streamlining the delivery of public services within the area.

It is therefore proposed that a scheme is published (a draft scheme is included at Appendix A) that confirms:

- an MCA should cover the area of West Yorkshire;
- a West Yorkshire Mayor would be elected in May 2021;
- the mayor would become a member of the Combined Authority, and Chair meetings of the authority.
- each council will continue to appoint a member to the new MCA, along with political representatives from opposition groups, and non-constituent members from the LEP and City of York Council would continue to be appointed; and
- the Mayor and MCA will exercise specific statutory functions, and hold some powers concurrently with West Yorkshire local authorities. No functions are being removed from those councils. Where existing functions currently held by West Yorkshire local authorities are to be shared with the Mayor or the MCA, this must be agreed by the constituent councils.

Purpose of Review

West Yorkshire Leaders have agreed with Government that fulfilling the local economic priorities and drawing down significant additional powers and funding through the West Yorkshire Devolution Deal raises the question about the on-going appropriateness of regional governance arrangements which are currently based on the (non-Mayoral) Combined Authority, the LEP, and West Yorkshire's Police and Crime Commissioner (PCC). As part of the Deal, Leaders have therefore committed to consider the creation of a new, directly elected West Yorkshire Mayor, acting as Chair to West Yorkshire Combined Authority by May 2021 (and in addition ex officio PCC by 2024).

West Yorkshire's councils, along with the Combined Authority, have therefore commissioned this review to look at whether strengthening existing collaboration arrangements by adopting an MCA model of governance would be the best way of improving delivery of a 21st century transport system, and more inclusive and cleaner growth across the City Region, and exercising PCC functions. Because the PCC elections have subsequently been delayed until May 2021, there is now an opportunity for any Mayor to exercise PCC functions from May 2021, rather than from May 2024 (as originally proposed in the West Yorkshire Devolution Deal).

To ensure compliance with the relevant legislation contained in the 2009 Act, the Review considers whether an MCA is the best governance model and would be likely to:

- Improve the **exercise of statutory functions** in the area of West Yorkshire;
- Secure **more effective and convenient local government** for the area; and
- have a positive or neutral impact on the **identities and interests of our local communities**

Methodology for the Governance Review

The governance review has comprised the following:

- West Yorkshire’s ambition and context, covering the area’s devolution journey and the devolution deal
- Economic assessment of:
 - a) the existence of a Functional Economic Market Area across West Yorkshire; and
 - b) the region’s economic strengths, challenges and opportunities
- Assessment of the current governance arrangements across West Yorkshire
- The case for change
- The devolved functions in scope
- An options appraisal that considers the alternative governance structures which could be pursued in the light of the above evidence
- Consideration of whether the preferred option meets the statutory tests
- Conclusions

Ambition

West Yorkshire local authorities, the Combined Authority and the LEP want our region to be recognised globally as a place with a strong, successful economy where everyone can build great businesses, careers and lives supported by world-class transport, housing and digital connectivity.

Securing more devolved powers and funding is a central enabler and we will deliver our ambitions by:

- Tackling the climate emergency
- Boosting productivity
- Enabling inclusive growth; and
- Delivering 21st century transport

West Yorkshire, a core part of the wider Leeds City Region, and located at the heart of the Northern Powerhouse, is an internationally significant economy in its own right comprising the five metropolitan areas of Bradford, Calderdale, Kirklees, Leeds and Wakefield, and which has:

- a £55.4 billion economy – bigger than 9 EU countries
- 2.3 million people
- 1.1 million jobs and nearly 92,000 businesses – West Yorkshire is the second largest LEP area by employment outside of the South East
- 1.6% of the land area of England
- a predominantly urban character but with 9% of the population living in the 38% of the geography defined as a DEFRA Rural Area.

Whilst overall, West Yorkshire - and the wider Leeds City Region - has been relatively successful in making the transition from a predominantly industrial to a more diverse economy there remain significant challenges, including in terms of labour market participation, skills and levels of economic activity. Well-co-ordinated, targeted, and locally determined investment and interventions are needed to address these issues.

West Yorkshire authorities are of the view that a radical devolution of powers and funding to local areas is needed to respond to our opportunities and address these challenges. Greater local control of the levers of growth, productivity and inclusion would enable West Yorkshire communities and businesses to be better served.

West Yorkshire Context

West Yorkshire has been on a considerable devolution journey to date and the following significant steps have already been taken in securing devolved powers and funding to the area:

- 2004 to 2009: Leeds City Region Concordat, expressing the shared local commitment to working together differently in the interests of the economy of the whole city region and all its diverse communities; establishment of the Leeds City Region Leaders Board, empowered to discharge, on behalf of the member Councils, the promotion and improvement of the economic wellbeing and competitiveness of the City Region; and the adoption of a City Region Development Plan to deliver Leeds City Region Leaders' shared ambition.
- Multi-Area Agreement (2008) – Leeds City Region was one of the first wave partnerships to agree freedoms and flexibilities with government around transport and skills.
- City Region Forerunner Pilot status (2009) - recognised the importance of the Leeds City Region economy to the North and that, without an ambitious package of devolution and local governance reform with particular reference to transport, skills and economic development, its full potential would not be realised.
- 2012 Leeds City Region City Deal – was a step change for the devolution of powers and funding from Government to the City Region, including initial funding and freedoms to build, manage and sustain a local £1 billion West Yorkshire Plus Transport Fund, and Leeds City Region to deliver a 'NEET free' City Region.
- 2014 - Following the establishment of the Combined Authority (a key condition of the City Deal), the first Leeds City Region Growth Deal - the largest secured in the country - which fully capitalised the £1 billion West Yorkshire Plus Transport Fund.
- 2015 – an initial, first stage Leeds City Region and West Yorkshire devolution deal with a focus on flexibilities including around skills, transport, employment and business support.

Building on these achievements, the 2020 West Yorkshire Devolution Deal provides the region with the opportunity to accelerate the delivery of local ambitions for a 21st century transport system and for faster, cleaner and more inclusive economic growth, provided it can be shown that the way it is all managed is fit for purpose.

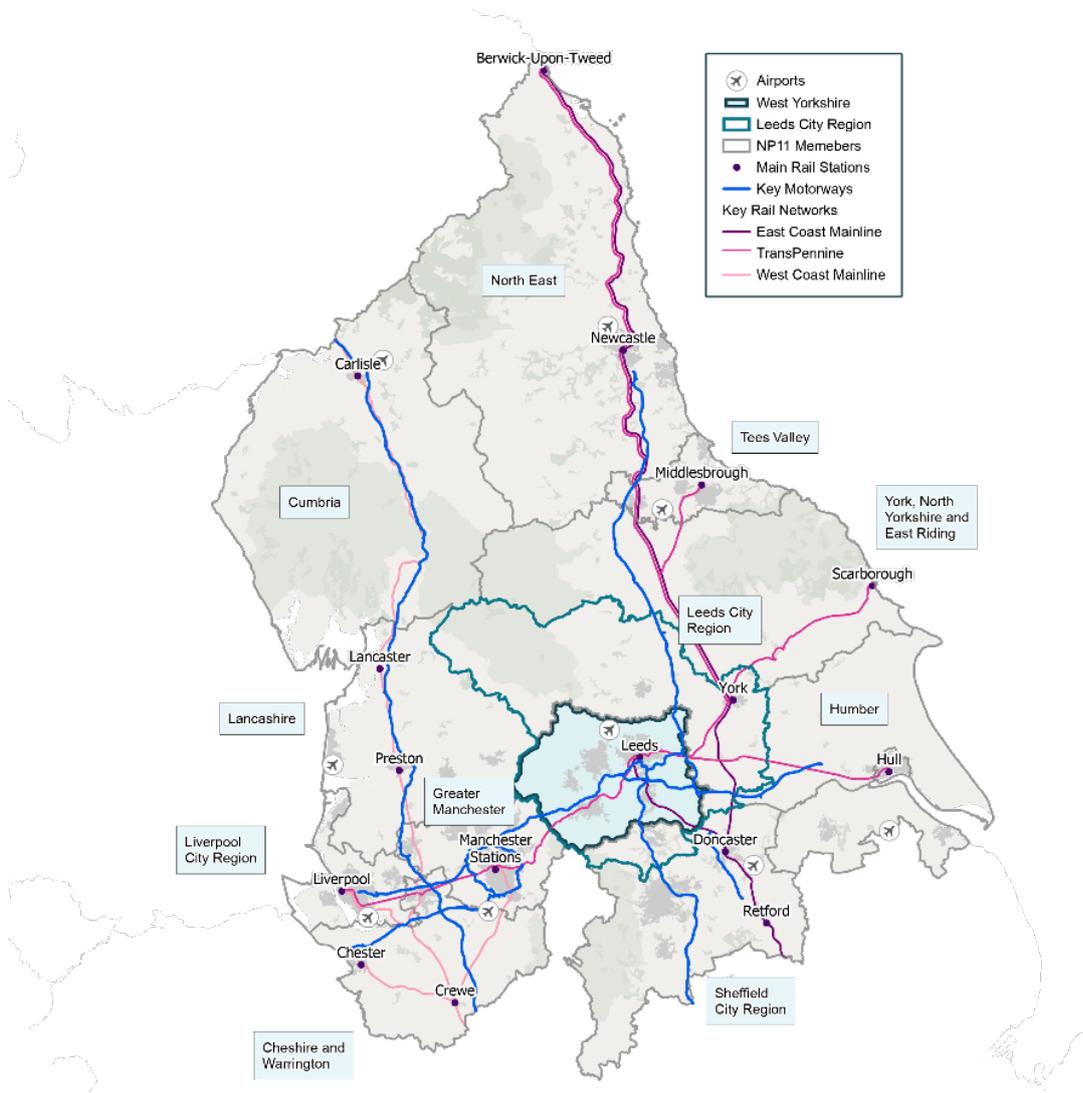
West Yorkshire Economy

This section provides an assessment of:

- the existence of a Functional Economic Market Area across West Yorkshire; and
- the region’s economic strengths, challenges and opportunities

Like all areas, the West Yorkshire economy also faces significant challenges as well as strengths in terms of achieving our full growth potential.

The following economic assessment is drawn from a broad survey of available data and intelligence, primarily analysis of published data from the Office for National Statistics and other official sources to provide an understanding of economic performance on a range of indicators.



A coherent, diverse and resilient region

West Yorkshire has an economically coherent, diverse and resilient economy that possesses a unique combination of economic strengths, assets and opportunities, including the following:

- An economy that values diversity, talent, and youth as the key to our future, exemplified by:
 - these distinctive strengths cited as a key reason for Channel 4 choosing Leeds as its new home;
 - Kirklees' Outstanding rated Huddersfield New College, which is ranked number one in England for Equality and Diversity; and
 - the University of Bradford, which has been identified as the best in the country for Social Inclusion.
- Home to substantial renewable and low-carbon energy capacity in on-shore wind, biomass, energy-from-waste and micro-generation; leading manufacturers in the low-carbon supply chain and strong environmental consultancy expertise, which will contribute towards our ambition to become a net-zero carbon city region by 2038, with significant progress by 2030, in order to play our part in limiting average global temperature rise to between 1.5 and 2.0 degrees Celsius.
- A thriving digital and tech hub cluster - employment in the digital sector in West Yorkshire has increased by 48% between 2015-18, faster than any other LEP area and six times the rate of growth seen in London since 2015 (8%). The cluster has the capability and potential to pioneer the next generation of technological change to transform outcomes for society, business and individuals across the region, including to become the most digitally connected and inclusive region in country.
- An economy that is focused on the future – for example the city of Bradford is the youngest city in the UK, with almost a quarter of the population under the age of 18. The City Region has the highest concentration of Higher Education institutions outside of London with some 7 universities, producing 30,000 graduates annually, of which 13,000 are in STEAM subjects.
- Leading business clusters e.g. Health-Tech, Fin-Tech and Digital Health. Also, in terms of sectors, the UK's largest regional finance centre, 140,000 jobs in the health economy, and more manufacturing jobs than anywhere in the North (with 13.5% of output vs 10.1% nationally), notably in textiles, food & drink, aerospace components, automotive engineering, printing & publishing and construction fabrication, and based on a core of precision engineering.
- Associated key assets that will enable the formation of the next wave of leading knowledge-based industries, clusters and businesses, including:
 - Leeds University's NEXUS;
 - Huddersfield University's 3M Buckley Innovation Centre;
 - the Wolfson Institute for Applied Health Research at Bradford Royal Infirmary; and
- At the centre of the UK, within one hour's drive of 7 million people, and at the heart of national railway and motorway networks, which provides easy access to global markets and means that Leeds City Region is ideally placed as a location for the logistics industry. Moreover, the City Region is a major connectivity hub for the Northern Powerhouse, with Leeds alone typically having more train passengers than anywhere else in the North (100,000 per day), equivalent to London Kings Cross.
- Outstanding historic and cultural assets enhancing both quality of life and economic growth (by £565m p.a.), including:

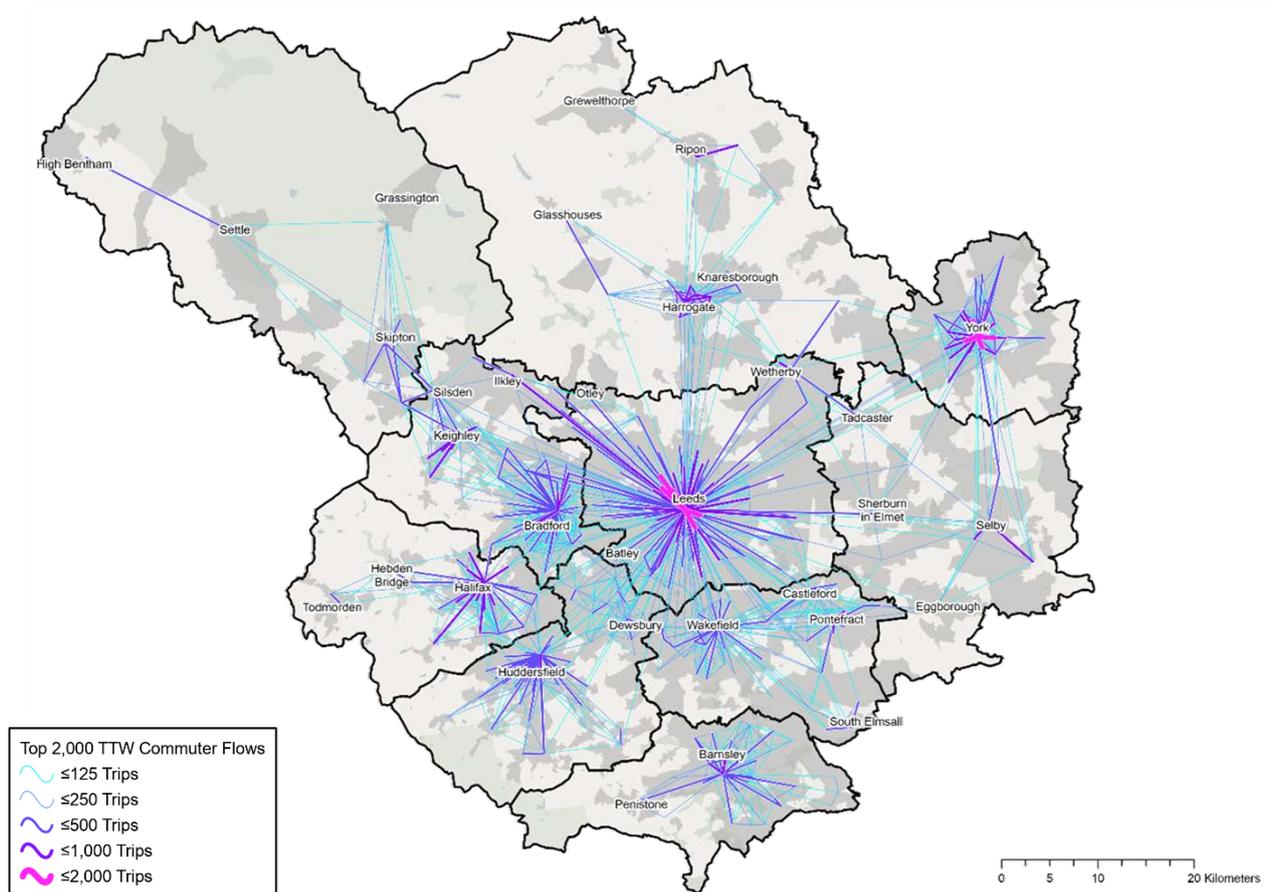
- the Sculpture Triangle which includes the internationally renowned Hepworth in Wakefield;
- Calderdale's historic, recently restored Halifax Piece Hall, which attracted 5 million visitors since reopening in 2017;
- Bradford's bid for 2025 City of Culture status, and Leeds 2023; and
- the role of sport and heritage across the region as distinctive economic drivers and the key to the identity of the place.

A functional economic market area

To improve productivity and jobs in those urban areas with several centres, such as West Yorkshire, and the wider Northern Powerhouse, there is a well-established evidence base which demonstrates the need to better connect the key towns and cities to reduce congestion, reduce journey times (shrink distances) between places, and improve freight transfer¹.

Although Leeds City Region is the area’s recognised functional economic market area, West Yorkshire represents its core, and in its own right evidences strong elements of economic self-containment but with clear linkages and interdependency with the wider City Region economic footprint in terms of a wider labour and housing market area.

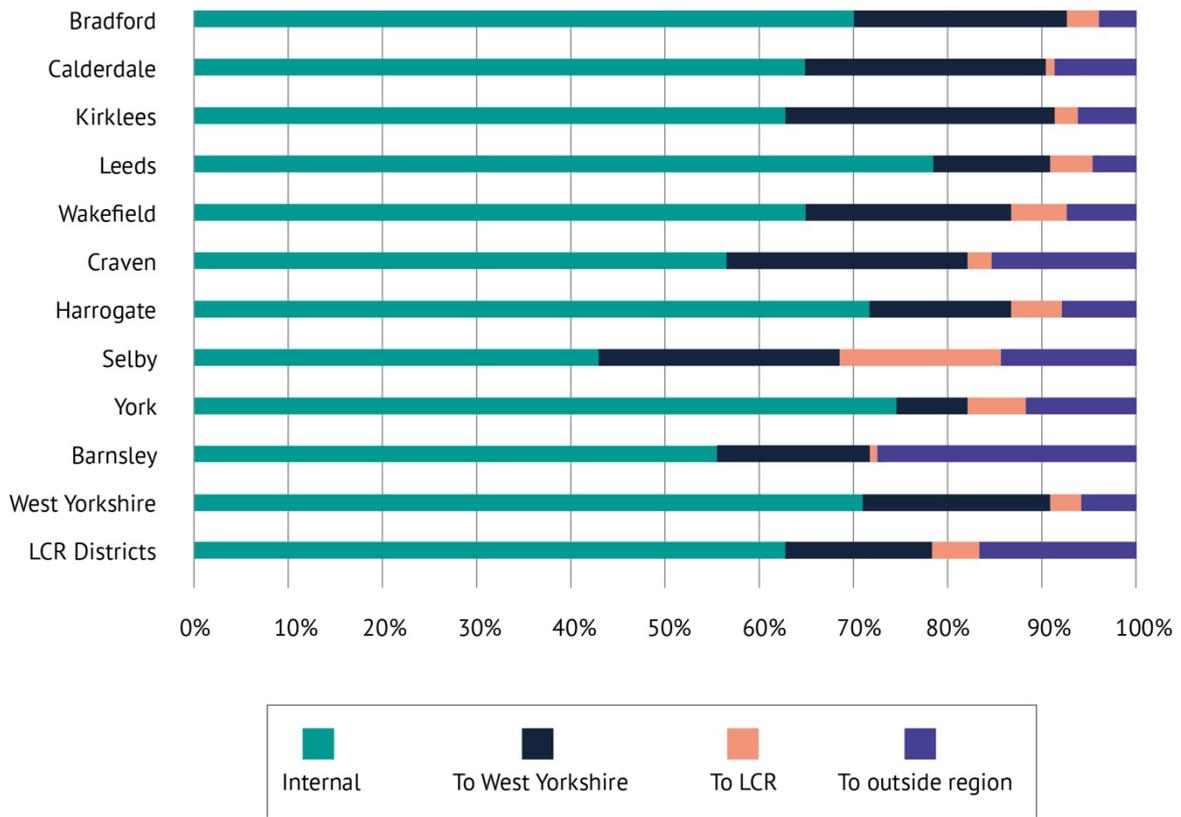
The map below reveals the economic context of West Yorkshire and the wider City Region via commuter flows. It highlights the top 2,000 travel to work-flows originating and terminating within the City Region (with colour, from blue to purple, representing strength of the flow) against a background of ‘urban’ areas. Flows are based on 2011 Census data and include all modes of transport.



¹ EU DG for Regional Policy (2012). Also SERC for the Northern Way (2009) found that a 20 minute reduction in journey times between Leeds and Manchester would generate productivity benefits (using wages as a proxy) in the region of 1.5% for West Yorkshire districts, after controlling for the skill, age, gender, and occupational mix of places.

The table below shows that a large proportion (70%) of West Yorkshire residents in work live and work in their home district, and that over 90% of West Yorkshire residents in work live and work in West Yorkshire. Only 5% of West Yorkshire commuters work outside the City Region compared to 17% of commuters in the remaining Leeds City Region Districts.

West Yorkshire and Leeds City Region commuting destinations

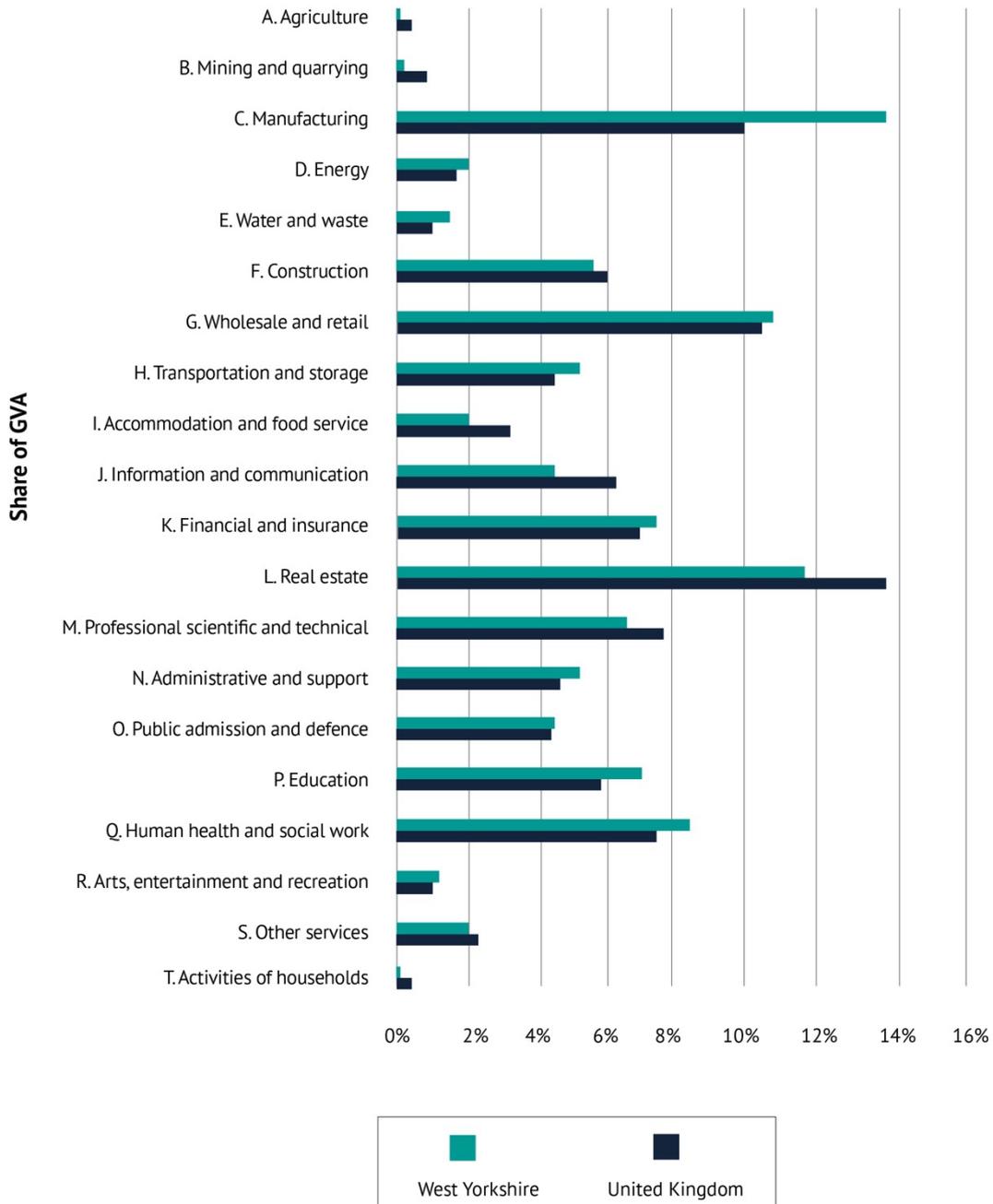


Economic Profile

(a) Structure

West Yorkshire’s diverse economic structure closely resembles that of the UK:

GVA by broad sector, 2017



Source: Office for National Statistics, 2018

However, this masks a broad range of specialisms across districts as illustrated by the table below. The prevalence of machinery & transport component manufacturers in multiple districts

emphasises the region's importance in supply chains. In many districts, this often higher-value activity sits alongside sectors where lower skilled jobs often dominate such as food production and more basic manufacturing industries. Knowledge intensive services are more prevalent in Leeds, though Bradford and Calderdale have at least some degree of specialism here.

Top 5 location quotients for West Yorkshire districts (district employment share >0.9%)

Rank	Bradford	Calderdale	Kirklees	Leeds	Wakefield
1	Water collection, treatment and supply	Insurance & pension funds	Manufacture of textiles	Advertising and market research	Warehousing and support activities for transportation
2	Printing and reproduction of recorded media	Manufacture of machinery and equipment	Manufacture of furniture	Auxiliary financial services activity	Manufacture of other non-metallic mineral products
3	Manufacture of machinery and equipment	Manufacture of furniture	Manufacture of machinery and equipment	Financial services	Manufacture of food products
4	Manufacture of food products	Manufacture of other non-metallic mineral products	Manufacture of fabricated metal products	Computer programming & consultancy	Manufacture of rubber and plastic products
5	Financial services	Financial services	Wholesale trade	Landscaping & building services	Wholesale trade

Source: Business Register & Employment Survey, Office for National Statistics, 2019

West Yorkshire is home to almost 92,000 businesses. In line with the UK as a whole, 99.5% of these are SMEs.

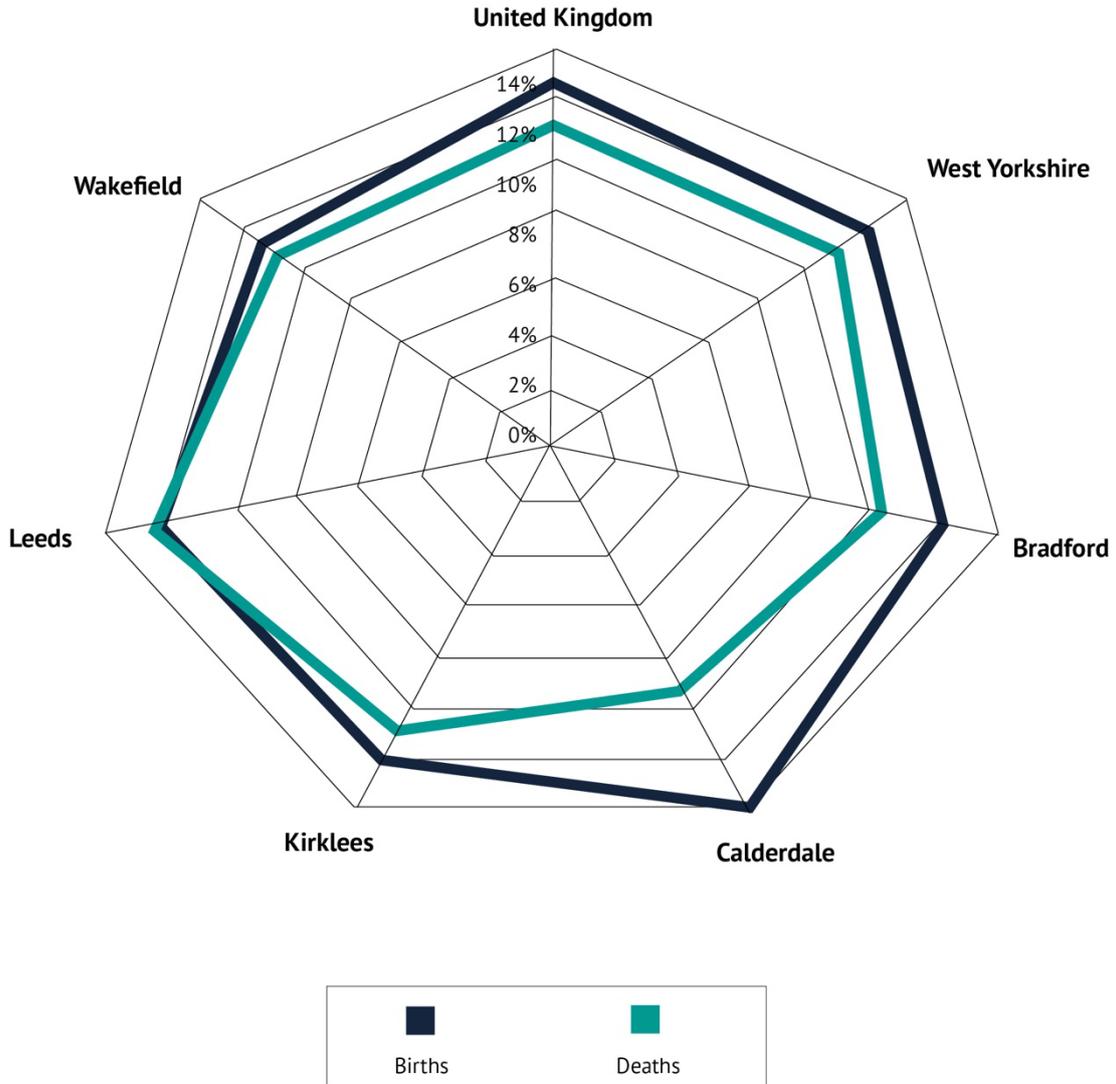
However, the area has relatively fewer micro businesses and more small and medium size firms. Businesses with 10-249 staff constitute 16.9% of our business base, compared to 15.2% nationally. This pattern is more pronounced among the manufacturing base. 30% of 5,800 manufacturers employ 10-249 staff, compared to 22% nationally.

The number of businesses in West Yorkshire has increased by 18.5% since 2014, ahead of national growth (17%). Transport & storage has increased from 3,000 in 2014 to 5,000 in 2018, an increase of 69%, compared to a 44% increase nationally. Both the UK and our region have seen a substantial increase in businesses in the energy sector in recent years, though the number of businesses in the sector remains small in absolute terms (200 in West Yorkshire as of 2019).

The area's business base is relatively stable with the combined business birth and failure rate, (or churn rate) at 23.6% in West Yorkshire and 24.4% in the UK. (A higher churn rate can indicate a more dynamic business base).

Within West Yorkshire, Leeds is the only district where the churn rate is higher than the national rate, albeit only marginally, at 24.9%, suggesting a relatively high degree of dynamism in the economy despite low net growth in the business base. Away from Leeds, business failures were generally below the UK average in most districts suggesting a relatively stable business base.

Business births and death rates



Source: *Business Demography, ONS 2018*

(b) Employment

The number of jobs in West Yorkshire rose to 1.1 million in 2018, an increase of 40,000 (3.8%) on 2015. This is faster than the 3.5% growth across England and 3.3% across Great Britain over this period. Within West Yorkshire, Leeds (8%) and Wakefield (5%) have seen the strongest growth with a more mixed picture elsewhere.

(c) The role of public transport

Within this area, the quality of public transport, and in particular local bus networks, have multiple impacts on the regional economy, amongst them:

- They join up our towns, cities and rural areas and allow people to access jobs, services and learning and leisure opportunities across the area, therefore affecting productive activities. In metropolitan areas, bus networks are estimated to generate £2.5 billion in economic benefits against public funding of £0.50 billion. More than 50% of this benefit is attributable to user benefits from access to jobs, training, shopping and leisure activities².
- They can increase participation in economic activity by providing affordable access to jobs and education. This is particularly important for our most deprived areas.
- Conversely, the effect of service cuts may have dramatic consequences in terms of labour market participation; research suggest that 11% of those who use bus as their means of travel to work would either change jobs or leave the labour market if there was no bus service available.

In addition the rail network offers the following economic benefits:

- Labour market mobility;
- Facilitating housing development;
- Social mobility; and
- Easing road congestion.

². PTEG (2013). *The Case for the Urban Bus. The Economic and Social Value of Bus Networks in Metropolitan Areas*: "...around £1.3bn reflect user benefits from access to jobs, training, shopping and leisure opportunities. The remaining benefits accrue to other transport users and society at large, through decongestion, reduced pollution, lower accident rates, improved productivity and the stand-by value of bus

Challenges

The headline economic data summarised below indicates that for a sub region of its scale and demographic composition, and despite its strengths and assets, West Yorkshire is not punching at its weight and is falling behind.

1. Growth

In recent years, West Yorkshire's economic growth has outpaced that seen in all other core city LEP areas, with the exception of Greater Birmingham & Solihull, at an average of 3.5%. Despite this, average annual growth has remained below UK levels since 2012. In the years preceding the recession, its GVA growth rate of 4.6% was below the national average, and lower than other northern core city LEP areas.

Within the area, GVA growth was at, or above, national levels in only Leeds and Calderdale prior to the financial crisis of 2008, though across West Yorkshire as a whole growth was a little below the national average. This gap has widened since the recession, with growth averaging 2.8% per year since 2009 compared to 3.3% nationally. Wakefield has seen growth outpace UK levels over that period, however.

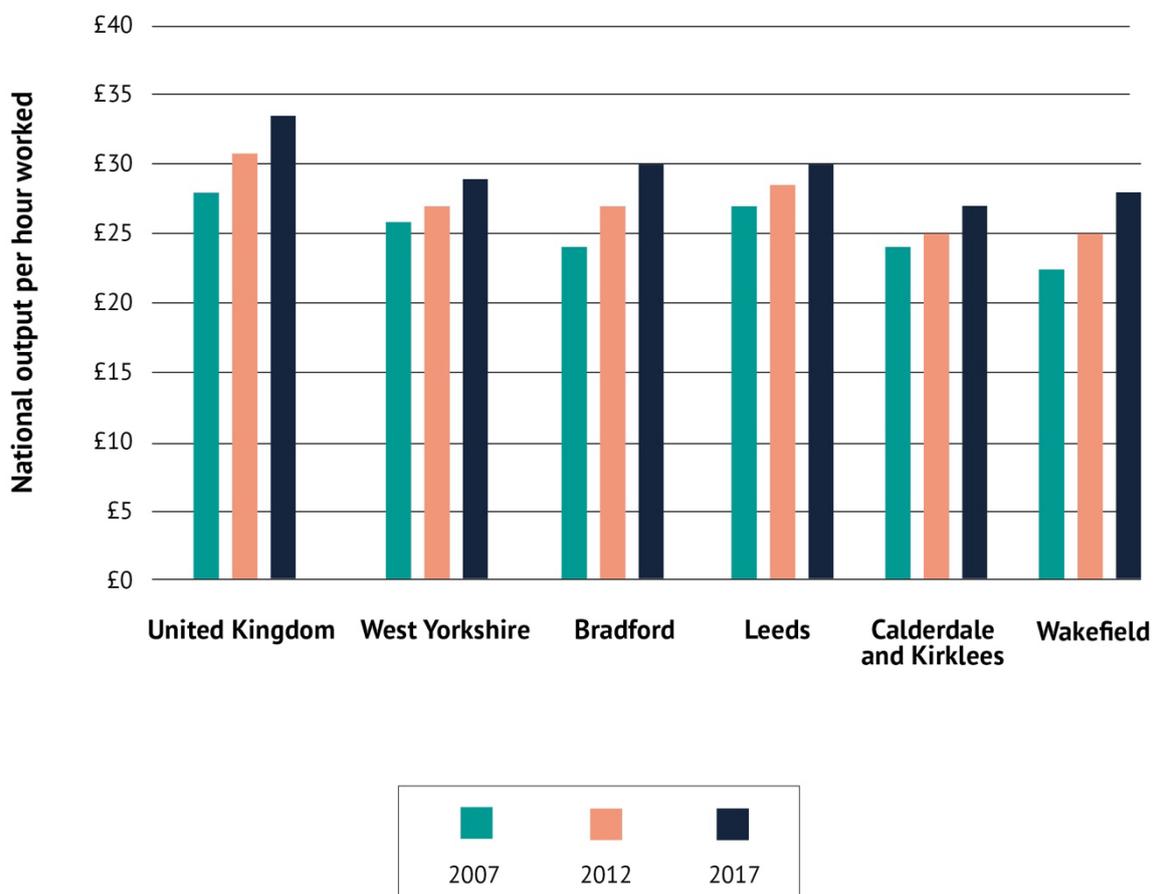
Area	GVA (£m), 2017	Compound annual growth rate, 2000-8	Compound annual growth rate, 2009-17	Share of West Yorkshire GVA
Bradford	10,031	4.0%	2.3%	18.9%
Calderdale	4,774	4.9%	3.3%	9.0%
Kirklees	7,650	3.6%	3.0%	14.4%
Leeds	23,252	5.4%	2.7%	43.8%
Wakefield	7,326	4.0%	3.5%	13.8%
West Yorkshire	53,033	4.6%	2.8%	-
England	1,562,694	4.9%	3.5%	-
UK	1,819,754	4.9%	3.3%	-

2. Productivity

Whilst UK productivity growth has been below trend since the recession, local productivity has persistently lagged behind UK levels. In 2008, output per hour in West Yorkshire was £25.65, about 89.6% of UK output. In 2017, output per hour in West Yorkshire had risen to £29.29, though is just 87% of UK levels. In value added terms, if productivity in West Yorkshire matched UK levels the economy would be £7.9 billion larger.

Although in absolute terms productivity is increasing in all parts of West Yorkshire, all areas have productivity levels below the UK average. In Leeds and Bradford it is now close to 90% of the UK average, but this falls to around 83% elsewhere in the area.

A range of factors influence this relative productivity underperformance. ONS research suggests that West Yorkshire has a higher proportion of firms with relatively low productivity compared to the country as a whole, and London in particular. This creates a long tail of underproductive firms.



Source: Office for National Statistics, 2019

3. Diversity and Inclusion

18.2% of the population are Black, Asian, Minority Ethnic (BAME), compared to 14.6% in England. One in nine (11%) business owners/directors is from a minority background in West Yorkshire. Whilst this is similar to England as a whole, the region has a higher share of business

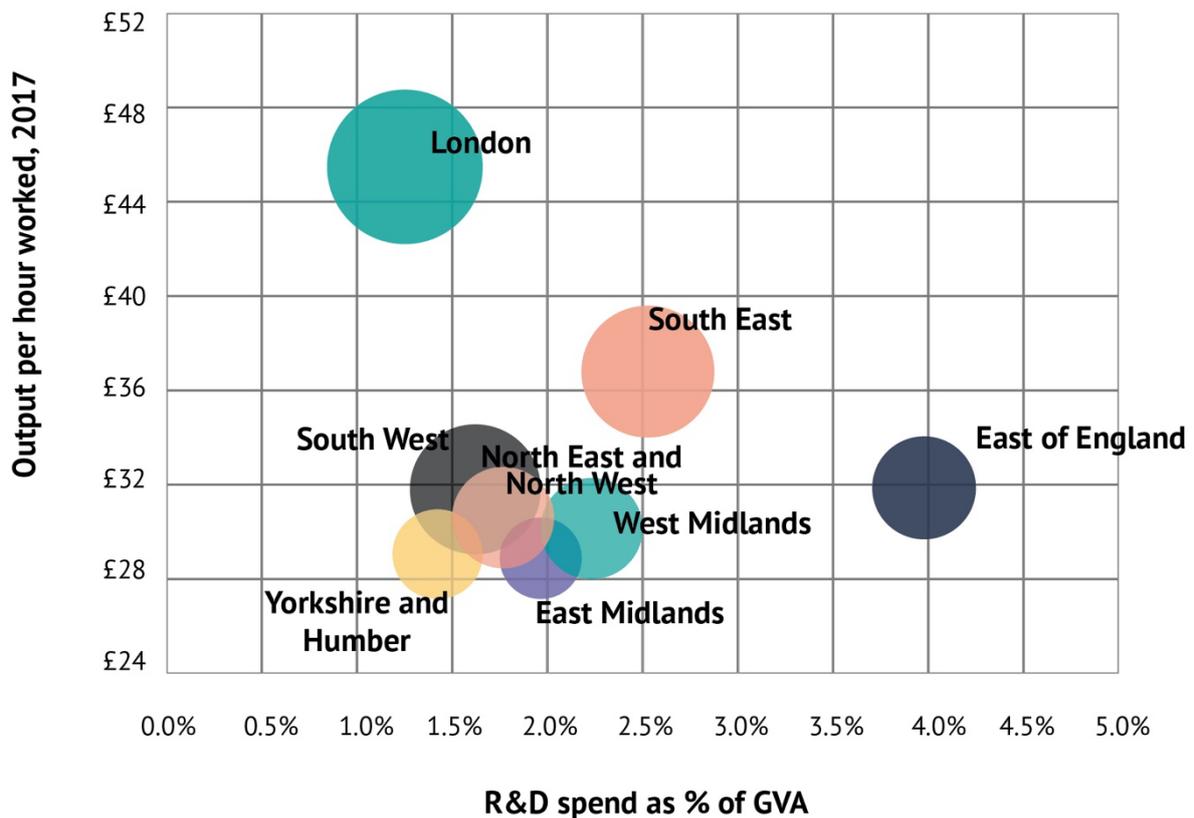
leaders from Asian backgrounds (8.7% compared to 6.8%). This is particularly true in Bradford and Kirklees, where 17% and 10% respectively of businesses owners are Asian.

The proportion of business leaders from ethnic minority backgrounds is therefore lower than the share of all workers from those backgrounds. Whilst this is true in most similar LEP areas, it does suggest that people from such backgrounds are under-represented in senior business positions.

A number of additional inclusion and deprivation related issues are identified in the Place challenge below.

4. Innovation

The national industrial strategy sets out the ambition for the UK to spend 2.4% of GDP on research and development (R&D). Although the 2014 Research Excellence Framework (REF) identified 23% of West Yorkshire HEI research as world leading, and 42% as internationally excellent, Yorkshire & Humber as a whole spends only 1.4% of GVA on R&D - less than any other English region. This is economically significant, and the chart below shows the generally positive correlation between R&D spend and productivity, though London is an outlier in this regard.



Source: Gross Expenditure on R&D, 2017 Office for National Statistics, 2019

5. Trade

The Yorkshire & Humber region accounts for 7.7% of UK goods exported in 2018, broadly in line with its 7% share of UK businesses. However, whilst the number of exporters has increased by 25% since 2013, it has remained relatively stable since 2016.

On average, Yorkshire & Humber goods exporters exported goods worth £1.49m in 2018, up from 1.25m in 2016. However, the value of goods exports per exporter remains lower than in other English regions other than London.

In total, West Yorkshire exported goods worth £6.17 billion in 2018. 10.6% of West Yorkshire goods went to the US compared to 15% across other core city areas and over 20% in the West Midlands. West Yorkshire is similarly underexposed to other key markets such as China, Germany and Singapore, though has a higher share of trade with Ireland and Canada.

6. Place

More than one in five people living in West Yorkshire (22% or almost 517k) live in areas defined as being amongst the most deprived 10% in England, and within the region there is considerable spatial variation. Relative levels of deprivation - and wider place-based challenges - in West Yorkshire have increased in recent years, which can be characterised as follows:

- 13% of West Yorkshire households are in fuel poverty.
- People born in Yorkshire & the Humber have significantly shorter life expectancies at birth compared to England average. The social gradient in life expectancy is steeper in Yorkshire & the Humber; people who live in more deprived neighbourhoods have shorter lives than those in less deprived areas and the difference is more pronounced here compared to the England average.
- West Yorkshire contains 162km of canals and 734km of statutory main rivers. 17k residential properties in West Yorkshire face a 1 in 100 year flood risk (Flood Zone 3) and a further 17,000 properties are in an area with a 1 in 1,000 year risk. Over 5,000 businesses are located in Flood Zone 3 with an additional 5,000 located in Flood Zone 2.
- Between 2001 and 2011, West Yorkshire (similar to national trends) has seen a decrease in the proportion of owned (outright & mortgage) and social rented properties, and near 5.2% increase in the number of privately rented properties.
- Housing sales in West Yorkshire are still recovering from the 2008/09 recession and prices in the areas lag behind the England average (£160,000 vs £240,000) - although this is skewed by the high prices in London and the South-East - and over the last 20 years the gap between house prices in Yorkshire and the Humber and England has widened. Locally there is considerable spatial variation in average house prices, and house price growth, even at sub-district level. These factors correlate with deprivation, which in turn means inequality of the wealth effect.
- Rates of active travel (walking and cycling) - important for public health, quality of life, the environment, and with implications for productivity - are lower than the England average.
- Gross median hourly pay for full-time jobs in West Yorkshire is 92% of the national average. All districts in West Yorkshire pay below the England average. The figure for Leeds is close to parity (96% of the national average) with the remaining districts occupying a fairly consistent level at 88 to 89% of the national average.
- 24% of jobs in West Yorkshire pay less than the Living Wage Foundation's Living Wage rate, which is intended to reflect the level of pay people need to get by. In contrast, for Oxfordshire LEP it is 13%. The largest number of low-paid people is in Leeds but Kirklees and Wakefield have higher proportions of low-paid people.
- West Yorkshire has more than its fair share of skills-based deprivation. Based on the Index of Multiple Deprivation 2019, 22% of neighbourhoods in the region are among the 10% most deprived nationally in relation to skills, with Bradford (33%), and Wakefield

(28%) the worst affected. However, all districts have more than their fair share of skills deprivation

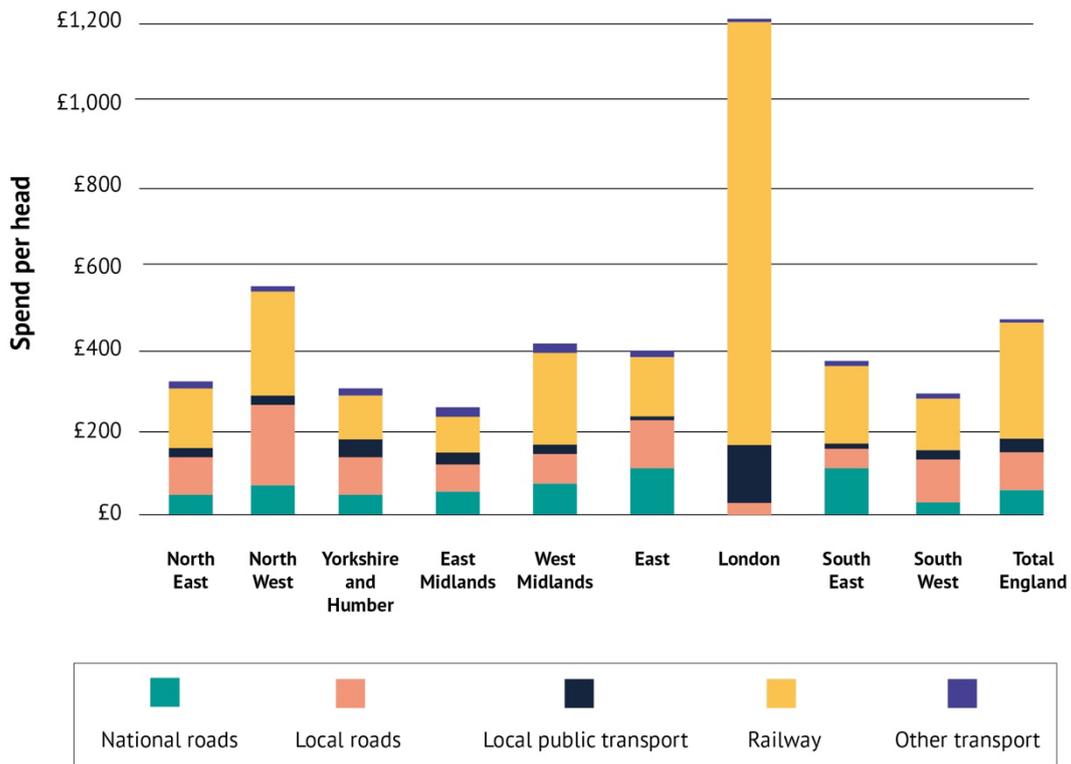
7. People

- West Yorkshire generally performs poorly in terms of skills supply - the proportion qualified at level 4 and above is 6 points lower than the national average – 33% of people aged 16-64 are qualified to NVQ4+ locally, compared to 39% nationally. Meanwhile the proportion qualified below level 2 is 5 points higher (27% in West Yorkshire and 22% nationally).
- The qualification profile at district level is quite disparate within West Yorkshire. For example, only 25% of the population in Wakefield is qualified to level 4. In Bradford there are significantly more people qualified below level 2 than qualified at level 4 and above. Leeds and Calderdale perform significantly better. The proportion of people qualified at level 4+ in Leeds is 13 points higher than in Wakefield. Nonetheless, all districts underperform against the national average on higher level qualifications. This helps explain why despite the area having a large HE sector, the extent to which it currently addresses local skills needs is limited, with graduate retention rates low relative to some comparable areas.
- The area has seen a strong recent improvement in its labour market performance but still has a significant number of people who are excluded from the labour market, with disadvantaged groups most at risk: employment in manual roles (semi-skilled operatives, labourers) saw decline in recession and also shows signs of further contraction following a period of recovery.
- Although West Yorkshire has a deficit of higher skilled employment, recent employment growth has nonetheless been driven by expansion of higher skilled occupations: the number of people employed in these roles has grown by 98,000, or 28%, over the last 15 years, four times the overall rate of employment growth.
- 44% of people working in the region are employed in higher skilled roles, versus a national average of 48%. Only in Leeds is the skills profile similar to the national average. Employment in professional roles is particularly low at 20% of the total compared with national average of 23%. Employment in middle-skilled, service-intensive and manual roles are all proportionately higher in the region than nationally.

8. Infrastructure

- Low levels of public sector investment have left the supply of infrastructure lagging behind what is needed to support a world-leading economy. For example, transport investment totalled £315 per head in Yorkshire & Humber in 2017/18, below the average for England of £475. This is skewed by London (£1,019 per head), but only the East Midlands had lower investment levels than Yorkshire & Humber.

**Transport investment per head-
English regions, 2017-18**



Source: *Country and Regional Analysis, HM Treasury, 2018*

- The volume of traffic is increasing and infrastructure improvements are not keeping pace which means congestion continues to be problem (with longer journey times and reduced averaged speeds). This has both economic and environmental impacts; it disrupts or delays the movement of people and goods, and it contributes to increased pollution and carbon emissions.
- Public transport is a key opportunity to reduce congestion, however only around 1 in 10 residents of West and North Yorkshire commute by bus, and bus passenger journeys in the area have declined by 13% since 2009/10. This trend is similar for other regions outside London, except the South East and South West. One reason for the decline in bus usage is the reduction in services. The number of bus miles operated in the Yorkshire and Humber Region has reduced by 14% between 2009/10 and 2017/18. This is one and a half times the England average.
- Almost 1 in 5 residents of West Yorkshire live within 1km of one of the area’s 69 rail stations, however data from the last census revealed that rails modal share of commuters is just 4% (less than the national average). Rail use, both nationally and locally is growing, despite recent poor performance indicators (Transport Focus survey results

reveal that passengers perceptions of rail journeys, stations, and services in West Yorkshire are below average for similar metropolitan areas). Station usage data reveals that growth has been less strong in West Yorkshire compared to England overall. Leeds station accounts for 43% of all station entries and exits in West Yorkshire.

- Access to Superfast Broadband falls to 69% in the 20% most deprived areas and only 3% of properties have access to Full Fibre Broadband (FFBB). Access to FFBB improves as the deprivation decile improves with 7% of properties in the 5th decile and above being connected.

Understanding current governance arrangements

The Combined Authority and the LEP work in partnership with one another - and with local councils and business - to seek to ensure everyone in our region benefits from a strong, successful economy and a modern accessible transport network. These ambitions will be driven by a forthcoming Local Industrial Strategy and Strategic Economic Framework which will capture and align economic policy making across the city region.

Combined Authorities, LEPs and PCCs

(a) Combined Authorities

Because the geographic areas covered by functional economic market areas (illustrated by, for example, travel to work areas) are typically significantly larger than the areas of individual local authorities, there is considered likely to be scope for improvements to be made to the exercise of some statutory functions and economic outcomes through joint decision making and close co-ordination of delivery activity across these economic areas.

All combined authorities are statutory ‘bodies corporate’ with legal personality and exercise functions as set out in orders and primary legislation. CAs may be made as either non-mayoral or mayoral – the mayoral variant has a directly elected mayor that personally exercises and/or delegates specific (“mayoral”) functions, in addition to being a voting member, and Chair, of the Combined Authority.

The constituent district authorities need not cede any of their functions to their combined authority, although they may choose to do so, or to share appropriate functions with the combined authority, where this would demonstrably improve the exercise of those functions. The combined authority model provides a way to take on powers and funding which would otherwise be managed from Whitehall.

The combined authority model therefore allows groups of relevant authorities to work closely together on a voluntary basis to create a strategic economic framework and policies to deliver, for example, improvements in transport and other infrastructure across their sub-regions and economic investment activity. It is intended to support improved strategic decision making and leadership on these and other issues.

As a combined authority has a separate legal identity from its constituent authorities it is able to hold budgets, employ staff and enter into contracts (e.g. to act as accountable body for funding distributed by government) and, in the case of West Yorkshire Combined Authority, to collaborate with local authorities within the wider Leeds City Region functional economy. The activities of a combined authority are governed by its members, a majority of whom must be elected members of the constituent local authorities, ensuring its local democratic mandate. A combined authority makes the delivery of strategic decisions more streamlined and efficient, e.g. by removing the requirement for each district authority to ratify the same decision separately.

(b) LEPs

From 2011, local enterprise partnerships (LEPs) were established as a public-private sector partnership. There are 38 LEPs across England. They are business led partnerships between local authorities and local private sector businesses. Each is tasked to play a central role in

determining local economic priorities and undertaking activities to drive economic growth and job creation, improve infrastructure and raise workforce skills within the local area. LEP boards are led by a business Chair and board members are local leaders of industry, educational institutions and the public and third sectors.

(c) Police and Crime Commissioners

PCCs were elected for the second time in May 2016 in 40 force areas across England and Wales. Every force area, including West Yorkshire, is represented by a PCC, except Greater Manchester and London, where PCC responsibilities lie with the Mayor.

The PCC does not run operational policing, that is the role of the Chief Constable; the role of the Commissioner is to be the voice of the people for the area, hold the police to account, set the policing budget and produce a Police and Crime Plan for the area.

Under the terms of the Police Reform and Social Responsibility Act 2011, PCCs will:

- appoint (and will be able to dismiss) the Chief Constable. The Chief Constable will appoint all other officers within the Force;
- set out a five-year police and crime plan (the Plan), although it may be refreshed each year and may be fully revised at the Commissioner's discretion;
- determine local policing priorities, publish the plan, set a local precept and set the annual Force budget (including contingency reserves) in consultation with the Chief Constable. The Plan will need to take account of national policing challenges, set out in the national 'Strategic Policing Requirement';
- receive the policing grant from the Home Office, various grants from the Ministry for Housing Communities and Local Government and the local precept (as well as any other funding streams);
- commission policing services from the Chief Constable (or other providers - in consultation with the Chief Constable). These services shall be set out in the Plan where the Commissioner's objectives and funding will be publicly disclosed;
- publish the Plan, which will remain a public document, including any updates or amendments made, during the five-year period;
- publish an annual report at the end of the financial year, which will set out progress made by the Commissioner against the objectives set out in the Plan;
- publish annual financial accounts alongside the annual report, including showing how resources were used to address priorities and how value for money was secured;
- have a general duty to regularly consult and involve the public and have regard to the local authority priorities; and
- be able to require a report from the Chief Constable at any time about the execution of their functions

West Yorkshire Combined Authority

The 2013 Review of West Yorkshire governance arrangements relating to transport, economic development and regeneration concluded that West Yorkshire Integrated Transport Authority and West Yorkshire Passenger Transport Executive should be abolished and a combined authority for the area created, both as the best option for the area going forward in terms of delivering the 2012 City Deal, and because it would be likely to improve:

- the exercise of statutory functions relating to economic development, regeneration and transport in the area;
- the effectiveness and efficiency of transport; and
- the economic conditions in the area.

In making the order to create the Combined Authority, the Secretary of State also had regard to the need to: secure more effective and convenient local government for the area; and to reflect the identities and interests of the area's local communities. On that basis, West Yorkshire Combined Authority was created in April 2014. Membership is comprised of elected members of the West Yorkshire partner councils of Bradford, Calderdale, Kirklees, Leeds and Wakefield, plus York and the Chair of the LEP. Voting members are: five elected members, one appointed by each of the five constituent West Yorkshire councils, and three elected members agreed by the constituent councils to reflect the balance of political parties across the Combined Authority area.

In addition there is: an elected member appointed by City of York Council (which is a non-constituent member of the Combined Authority) and the Chair of the LEP (these members are non-voting except where the Combined Authority has resolved to give them a vote on any issues).

Currently, West Yorkshire has a non-mayoral combined authority. The West Yorkshire Devolution Deal commits, subject to a statutory review, to the Combined Authority being made Mayoral with a directly elected Mayor to be elected by the voters of West Yorkshire by May 2021.

Supporting structures

The work of the Combined Authority (and the LEP) is supported through an integrated officer body and various Committees and advisory panels (comprising council members and private, other public, and third sector representation) including:

- Transport Committee, with supporting joint and district consultation sub-committees;
- West Yorkshire and York Investment Committee;
- Overview and Scrutiny and Governance and Audit Committees; and
- Advisory Panels: Business, Innovation and Growth; Employment and Skills; Green Economy; Inclusive Growth and Public Policy; and Place.

Functions

The Combined Authority exercises a combined range of specific statutory duties, powers and functions for economic development & regeneration and transport.

It works closely with the LEP to develop, shape and deliver policies that meet the needs of employers in the region, and this is enabled through the General Power of Competence which the Combined Authority exercises in respect of promoting economic development and regeneration.

The Combined Authority is the statutory body created under the Transport Act 1968 to secure public transport services and facilities required for the sub region. The five District authorities currently exercise local highways functions, including highways maintenance and traffic management. Under the Transport Act 1985, the Combined Authority is also responsible for procuring public passenger transport services following the de-regulation of the bus market. The Combined Authority has a duty as the Local Transport Authority to 'secure or promote the provision of a system of public transport which meets the needs of the area' and delivers public

services to the people of West Yorkshire via the Metro branded network of bus stations, travel centres and public transport information.

Amongst its other transport duties, the Combined Authority also:

- prepares the Statutory Local Transport Plan for the area, and other related plans and strategies (including for bus, rail and freight) and manages the local transport allocation from Department for Transport
- is responsible for administering the English National Concessionary Travel Scheme for subsidising public transport;
- is party to rail franchise agreements;
- is responsible for reviewing rail passenger services and advising Department for Transport under the Railways Acts.

Combined Authority transport functions are funded by:

- the transport levy placed on the District Authorities
- Department for Transport rail and other grants
- Devolved funds, e.g. Department for Transport major scheme grant funds, Growth Deal funding (until 2021), West Yorkshire+ Transport Fund gainshare funding (post 2021), enabling significant delivery including:
 - an additional 2,000 park and ride spaces at 14 West Yorkshire rail stations bringing the total to around 7,000, encouraging rail use and reducing car journeys into our town and city centres
 - rail stations at Apperley Bridge, Kirkstall Forge and Low Moor, opened with almost £27 million of investment from the Combined Authority, and which people used to make almost ¾ million journeys in 2018/19.
 - £60 million of investment in cycling and walking schemes across the region over the past five years. 67km of new and improved cycling and walking with more than 2.3 million trips made on the infrastructure to date.
 - £79 million invested in building eight new college facilities and refurbishing two further facilities, expected to deliver a £600m impact over the next five years
 - £45 million from the Growth Deal invested into creating ten Enterprise Zone sites across the Leeds City Region deliver over 1.5 million square feet of new commercial space
 - £4 million invested into creating a district heat network in Leeds City Centre providing low cost, low carbon heating to almost 2,000 homes as well as a number of businesses

Leeds City Region LEP

In 2011, the LEP was established as one of the first in the country as a public-private sector partnership.

The LEP brings together business and council leaders to ensure that services and investment are well co-ordinated across the City Region and support businesses to grow, eg through the Growing Places Fund, Inward Investment, Skills, Low Carbon and Inclusive Growth.

From March 2020, in order to comply with Government's requirement that LEP areas can no longer be partly overlapping, the geography of the LEP was changed to cover the West Yorkshire

district areas of Bradford, Calderdale, Kirklees, Leeds and Wakefield only and membership of the LEP Board now reflects that change whilst continuing to be known as Leeds City Region LEP.

West Yorkshire PCC

The West Yorkshire PCC was first elected in 2012 and again 2016 and his term of office is now due to end in May 2021 following the cancellation of the May 2020 elections. The PCC is supported by a Deputy PCC and an Office of the PCC (OPCC). The OPCC employs a number of statutory and core staff in addition to other staff that support wider service provision under the direction and control of the PCC.

The West Yorkshire Police and Crime Plan 2016-21 is built around delivering the following four key outcomes:

- tackle crime and anti-social behaviour;
- safeguard vulnerable people;
- make sure criminal justice works for communities; and
- support victims and witnesses.

The Plan also sets out 16 priorities for the OPCC, West Yorkshire Police and partners, identified by people and partners from across West Yorkshire through the consultation exercise 'Your Plan, Your Priorities'. The Plan priorities are shown in the following table:

Burglary	Domestic Abuse	Human Trafficking and Modern Slavery	Radicalisation
Child Sexual Abuse	Drugs and Alcohol Misuse	Major Threats	Road Safety
Community Cohesion	Hate Crime	Mental Health	Sexual Abuse
Cyber Crime	"Honour" Based Violence	Missing People	Strategic Policing Requirement

Case for change

The Combined Authority arrangements within West Yorkshire provide a framework for collaboration that is currently limited to economic development and transport, and available funding streams which are similarly constrained. West Yorkshire authorities have undertaken an assessment of the opportunities and challenges existing across the region demonstrating that access to a broader range of powers and devolved funding is needed to achieve the area's full growth potential.

The 'minded-to' West Yorkshire devolution deal

Government and West Yorkshire authorities have agreed an ambitious 'minded-to' devolution deal that will provide the area with significant new powers and funding to increase opportunities and living standards through inclusive growth and productivity improvements. The content of this deal expands on the model seen in other areas with a clear focus on clean and inclusive growth and driving increased productivity.

The deal is described as 'minded-to' as the proposals are subject to formal consent by the individual councils and parliamentary approval of the relevant legislation to implement the proposals over the coming months.

Governance

The economic and social challenges facing the region need to be addressed and opportunities maximised if the area is to grow and prosper. The powers and funding available through existing membership of the Combined Authority do not provide sufficient scope to tackle the key long-term, entrenched issues facing the West Yorkshire identified above in relation to growth, productivity, diversity and inclusion, innovation, trade, place, people and infrastructure. There is strong evidence that strengthened governance arrangements in the West Yorkshire area, with additional powers and funding, will deliver significant economic outcomes locally and improve the contribution of the area to the Northern Powerhouse and national economy.

For example, a compelling headline case for governance reform in the City Region has been made by the OECD³ which recognises that: "Institutional factors are crucial in ensuring successful consultation and co-ordinating among stakeholders within regions, with other regions and central government...thus, governance matters."

The OECD further concluded that in Leeds City Region - which was seen to be particularly affected by its polycentricity, geographic dispersion, and institutional complexity - it was challenging to generate effective communication, strong co-ordination and a shared sense of purpose in response to the challenges it then faced. Therefore, it was recommended that the City Region would benefit from strengthened and more established regional governance arrangements.

Moreover, the West Yorkshire authorities have an opportunity through the 'minded-to' devolution deal to take on a greater level of local control and responsibility for a number of key drivers of economic growth with an unprecedented range of additional powers and funding. This opportunity does not exist within the existing the Combined Authority arrangements as Government has been clear that strong, accountable governance exercised through a mayoral combined authority is an essential prerequisite of any further devolution of powers and functions to a city region.

³ Promoting Growth in All Regions, OECD, 2012

Under the terms of the deal a Mayoral West Yorkshire Combined Authority with a new directly elected mayor for the area will provide a stable and directly accountable platform for devolution of resources and a wider range of powers from central government. The MCA will exercise a broader range of functions as detailed below, with the Mayor exercising certain powers with personal accountability to the electorate, devolved from central Government and set out in legislation. The Mayor may choose to delegate function(s) to members of the Combined Authority. No constituent council functions will be removed from those councils.

The Mayor will chair Combined Authority meetings within which each of the five constituent authorities will appoint one member. Three elected members will continue to be agreed by the constituent councils to reflect the balance of political parties across the Combined Authority area.

The MCA will be able to explore opportunities for further collaboration with its neighbouring councils, including Harrogate, Craven, Selby, York and North Yorkshire County Council, and across the whole of Yorkshire through the Yorkshire Leaders Board. York will remain as a non-constituent member and the Mayoral Combined Authority may invite representatives from other partner councils to attend (and speak) at any Mayoral Combined Authority meeting

The relationship with business is integral to the proposed arrangements, with the LEP represented on the Combined Authority through a non-voting member, and the Mayor represented on the LEP Board.

It is anticipated that decision making will generally be by way of consensus and with clear voting arrangements set out in the constitution for the occasions where it is not possible for all constituent members to agree.

In addition, for the following decisions, the majority of members must include the consent of three of the five members for the constituent councils (but not that of the three additional constituent council members appointed for political balance):

- Approving the Combined Authority's budget (excluding decisions which relate to the Mayor's budget); and
- Setting a levy.

The Mayor will be required to consult the Combined Authority on Mayoral strategies, and this will be subject to the following specific conditions:

- The spatial development strategy will require the consent of the members of each of the five constituent councils (but not that of the three additional constituent council members appointed for political balance);
- The Combined Authority will be able to amend the Mayor's budget if five eighths of the members agree to do so; and
- The Combined Authority will be able to amend the Mayor's transport strategy if a majority of members agree to do so.

The following decisions by the Mayor will require the consent of the Combined Authority member (but not the member appointed for political balance), or substitute member acting in that member's place, appointed by the constituent council in whose area the decision will apply:

- the designation of any area of land as a Mayoral development area leading to the establishment, by order, of a Corporation (the consent of the relevant national park authority is also required if the land falls within the designated national park area);
- the compulsory purchase of land or buildings by the Mayor;

- any decision that could lead to a financial liability falling directly upon that constituent council; and
- such other matters as may be contained in the Combined Authority constitution and agreed with the Mayor.

The Mayor and the Combined Authority will be scrutinised and held to account by the Combined Authority’s Overview and Scrutiny and Governance and Audit Committees. The arrangements currently established for the Combined Authority will be retained, subject to any amendments required to reflect the introduction of the Mayor and any new statutory provisions. The Mayor and the Combined Authority may also seek to enhance scrutiny and develop wider conference with all elected members in the Combined Authority’s area to engage on key issues.

Functions

The deal specifies that the new MCA would continue to exercise the range of current Combined Authority functions in relation to economic development regeneration and transport - outlined elsewhere in this review (save for the Mayor taking responsibility for preparing the transport plan and strategies).

The new MCA and Mayor would exercise distinct new functions. These would be devolved from central Government and set out in legislation and draw down from Whitehall significant new funding streams. No transfer would be required of statutory responsibility from local authorities to the MCA or Mayor as a result of the deal.

The various powers in scope, and their rationale, are considered in the grid below and encompass a broad set of ambitions covering:

- Finance and Investment
- Transport
- Skills and Employment
- Innovation
- Trade and Regional Business Support
- Housing and Planning
- Culture Heritage and Digital
- Climate, flooding and the environment
- Public Service Reform

Functions – Finance and Investment	Economic Challenge Addressed	Rationale
<p>Power for the Mayor to:</p> <ul style="list-style-type: none"> charge business rate supplement (subject to ballot); and set a precept on council tax to fund Mayoral functions <p>Power for the Combined Authority to borrow up to an agreed cap for non-transport functions</p>	<p>1,2,3,4,5,6,7,8</p>	<p>The Mayoral Combined Authority will be able to utilise the new functions (and existing Combined Authority powers and devolved funding, eg borrowing for transport functions) in relation to charging a business rates supplement and borrowing powers to create a fully devolved, flexible single pot to be named the West Yorkshire Investment Fund (WYIF), covering all devolved budgets, and in line with an agreed assurance framework to ensure that all funded interventions are aligned to the balanced economic outcomes for the area. This will transform the region’s capacity to drive its ambitions of faster, more inclusive and greener growth and delivery of a 21st century transport system. The WYIF would comprise a number of devolved income streams, including from the following funds agreed in the deal:</p> <ul style="list-style-type: none"> £38m per annum to the Combined Authority for 30 years (25% capital and 75% revenue), to capitalise the WYIF, subject to five-yearly gateway assessments to confirm that the investment has contributed to economic growth; The Combined Authority will be able to use capital receipts from asset sales as revenue funding for public service transformational initiatives; Combined Authority powers to borrow (within limits agreed with HMT) for its new functions will allow the Combined Authority to invest in economically productive infrastructure; Powers to raise a Strategic Infrastructure Tariff would enable the Combined Authority to raise funding for strategic infrastructure and would operate alongside any local forms of developer contributions; and Mayoral power to introduce a supplement on business rates for expenditure on a project or projects that will promote economic development in the area, subject to a ballot of affected businesses. Flood risk management schemes worth at least £101m will be taken forward in West Yorkshire over the course of the six-year programme, as a result of the announcement by the Chancellor at Budget of a £5.2bn envelope; and A £25 million Heritage Fund to support the British Library in establishing a potential ‘British Library North’. In addition, the Mayoral power to set a precept on local council tax bills would help pay for the Mayor’s work (and no other Combined Authority functions). A precept would offer greater transparency to West Yorkshire residents in relation to the funding of Mayoral functions.

Functions - Transport	Economic Challenge Addressed	Rationale
<p>Power for the Mayor to:</p> <ul style="list-style-type: none"> draw up a local transport plan and strategies request local regulations requiring large fuel retailers to provide Electric Vehicle charging points implement bus franchising in the area; and pay grants to bus service operators <p>Combined Authority transport powers to set up and coordinate a Key Route Network (KRN) on behalf of the Mayor, along with:</p> <ul style="list-style-type: none"> powers to collect contributions from utility companies for diversionary works needed as a result of highways works carried out on the Key Route Network; and powers to operate a permit scheme designed to control the carrying out of works on the Key Route Network 	<p>2,6,8</p>	<ul style="list-style-type: none"> The additional powers devolved to the Mayoral Combined Authority will unlock the devolution of the following transport related funds and funding flexibilities: A consolidated local transport budget, devolved to the Mayor, including all relevant devolved highways funding, starting with a five-year, integrated transport settlement beginning in 2022/23 from a wider £4.2bn envelope. £317m to the Combined Authority from the Transforming Cities Fund to deliver the projects included in the Leeds City Region bid; to take forward the next stage of development of the Outline Business Case for the redevelopment of Leeds station, subject to endorsement of the current business case, which will deliver improvements both in track and services and in the station's accessibility and environment; and up to £500,000 to support Bradford's master planning work to explore the regeneration opportunities of potential NPR services. <p>In addition to the ability to pay grants to bus service operators, access to franchising powers under the Bus Services Act 2017 will provide the opportunity for the Mayor to specify bus services in West Yorkshire as part of an integrated local transport system and help to facilitate the delivery of smart, simple integrated ticketing across the city region.</p> <p>Through the Automated and Electric Vehicles Act, the Mayor's power to request from the Secretary of State local regulations requiring large fuel retailers to provide Electric Vehicle charging points within the Combined Authority area will be beneficial in terms of promoting lower carbon transport modes.</p> <p>The establishment of a statutory Key Route Network (KRN) would build on existing local arrangements to enable better collaborative decision-making on major strategic transport issues. The identified KRN will be collaboratively managed at the West Yorkshire level by the respective local highway authorities in partnership with the Combined Authority on behalf of the Mayor (who would be responsible for the overall coordination of the collaborative arrangements). There will be no transfer of statutory responsibility for such roads from the existing highway authorities. Responsibility for resourcing maintenance and operational management of the network would remain the responsibility of the respective local highway authorities.</p>

Functions - Economic development and Skills	Economic Challenge Addressed	Rationale
<ul style="list-style-type: none"> • Mayor to have the functional power of competence • Combined Authority duty to prepare an assessment of economic conditions • Combined Authority adult education and skills functions 	<p>2,3,7</p>	<p>The Mayor will not have the general power of competence, however the Mayor will have, as an ancillary power, a functional power of competence which complements the Combined Authority’s existing powers and enables the Mayoral CA to do things appropriate or incidental to, or connected with, the Mayor’s and Combined Authority’s functions. It will also aid the delivery of the comprehensive programme of collaboration with Government departments and national agencies which is envisaged in the deal, in order to build on West Yorkshire’s economic strengths and assets and address its weaknesses, including in relation to: transport; skills and employment; innovation; trade and regional business support; housing and planning; culture, heritage and digital; climate, flooding and the environment; and public service reform (for example to explore the feasibility and opportunities around an ‘Act Early’ Health Institute).</p> <p>The Combined Authority’s powers to prepare an assessment of economic conditions will underpin the pending Local Industrial Strategy and ensure that regional policy making is evidence based and takes account of current and emerging economic conditions, including for example in respect of providing business support.</p> <p>By devolving the annual Adult Education Budget and conferring the relevant powers on the Combined Authority, the provision of adult skills in West Yorkshire will be better aligned with locally determined priorities to ensure the skills system is demand led so that all our residents have the skills required to help businesses to grow, innovate and diversify. A workforce that has transferable and relevant skills is a prerequisite to delivering inclusive growth within the region.</p>

Functions - Housing and planning and regeneration	Economic Challenge Addressed	Rationale
<p>Mayoral powers:</p> <ul style="list-style-type: none"> statutory spatial planning powers to produce a West Yorkshire Spatial Development Strategy (SDS) - exercisable with the unanimous consent of the constituent authorities power to designate a Mayoral Development Area and then set up a Mayoral Development Corporation (subject to the consent of the constituent council affected by the exercise of the function) housing and land acquisition powers to support housing, regeneration, infrastructure and community development and wellbeing. <p>Combined Authority housing and regeneration powers in relation to:</p> <ul style="list-style-type: none"> compulsory purchase (subject to the consent of the constituent council affected by the exercise of the function), plus provision of housing and land, land acquisition and disposal, and development and regeneration of land seeking consent to raise a Strategic Infrastructure Tariff 	<p>6,7,8</p>	<p>An SDS for West Yorkshire (supported by the proposed additional Mayoral and Combined Authority housing and development powers) would enable a common strategic vision for spatial planning across the area to be agreed and implemented, ensuring policy decisions are made more effective by reducing the impact of administrative boundaries. This enhanced coordination would also allow the individual local planning authorities to develop their individual local plans with a common base in evidence and strategy.</p> <p>SDSs in particular are considered effective in cementing this joint-working as the local plans of constituent members have to be in general conformity with them, whilst democratically accountable governance arrangements (such as requiring unanimous agreement from districts) can help ensure that the SDS is truly a common vision.</p> <p>The scope and preferred approach to developing any West Yorkshire SDS is a matter for local agreement, in line with the National Planning Policy Framework. Because the MCA would be given powers over other areas of strategic policy, such as strategic transport powers, an SDS could help ensure that there is a corresponding land-use policy tool to prevent coordination failure between land-use policy and these other policy areas.</p> <p>In the context of climate crisis, it is a regional SDS's ability to coordinate key strategic policies to tackle the pressing issues in a cross-boundary way that provides significant value added when compared to a local plan, including by providing strategic co-ordination on: energy policy; regeneration; renewal and retrofitting; modal shift; utilising broadband infrastructure; strategic waste management; flood risk management; developing and enhancing blue and green infrastructure; and ensuring policies deliver biodiversity net gains.</p> <p>In addition, £3.2m will be devolved to the MCA to support development of a pipeline of strategic housing sites across the region. Government will explore the potential for investment into housing propositions that emerge from development of this pipeline, including through the Brownfield Housing Fund, with a national £400m envelope, and future funding streams. If successful, this funding will support the Combined Authority in bringing more land into development for delivery of housing on brownfield sites beyond existing local plans.</p>

Functions – Police and Crime Commissioner (PCC)	Economic Challenge Addressed	Rationale
PCC functions to be exercised by the Mayor or the Mayor's appointed Deputy Mayor for Policing	3,6,7	<p>Would enable opportunities to be explored for efficiencies through wider strategic public service integration.</p> <p>Improved functional effectiveness by strengthening links such as between inclusive growth and community safety and cohesion, eg by diverting vulnerable people (for example care-leavers) away from the criminal justice system by ensuring they have a structured pathway towards personal wellbeing, relevant and transferable skills, and access to good work and building on West Yorkshire OPCC strategies around reducing reoffending and victims already developed and in place.</p>

Criteria

This section sets out the local and legislative criteria against which possible regional governance options are then considered.

Local requirements

- Add value to West Yorkshire’s delivery of outcomes **through clear, transparent and accountable regional decision making**;
- **Enable control over additional funding and powers** which would otherwise be managed from Whitehall (such as in the current Devolution Deal, and future Deals);
- **Work more effectively in partnership** with others, such as:
 - with local authorities at West Yorkshire / Leeds City Region and Yorkshire level, e.g. in delivering a comprehensive approach to delivering faster, greener and more inclusive growth; and
 - across the North of England, for example on the Transport for the North agenda, including HS2, Northern Powerhouse Rail and rail franchising.
- Ensure strategic decisions eg on economic investment, planning and transport are made at the **most appropriate administrative level, and as locally as possible**; and
- **Enable efficiency savings to be realised**, either financial savings from devolved project and programme delivery, also co-ordination, time and transaction cost savings through reduced fragmentation of decision making and strategic planning.

Statutory tests

Section 112 of the 2009 Act provides that where one or more of the authorities which undertook the review conclude that the exercise of the power to make an order under S104 or 105 would be likely to improve the exercise of statutory functions in West Yorkshire, they may prepare and publish a scheme relating to the exercise of those functions. The Secretary of State may only make an order (under S104 or S105) if they also consider that to do so is likely to **improve the exercise of statutory functions** in the Combined Authority’s area. In making any such order, the Secretary of State must have regard to the need:

- To secure **more effective and convenient local government** for the area; and
- To reflect the **identities and interests of our local communities**

Governance options

This Section examines the effectiveness of existing governance structures at the West Yorkshire level and considers their appropriateness against that of other possible governance models. An assessment of the following three options is provided below:

- Option 1 - Do nothing / business as usual
- Option 2 - Strengthen existing arrangements
- Option 3 – An MCA

Option 1 - Do nothing / business as usual

The (non-mayoral) combined authority model in West Yorkshire has demonstrated several strengths:

- Enabled the historic fragmentation of previous regional governance arrangements to be addressed by establishing a single, integrated regional authority bringing together statutory economic development and transport functions;
- Created the opportunity for various types of collaborative effort, including a stronger shared sense of strategic purpose between partners on the challenges of promoting faster, cleaner and more inclusive growth and the delivery of a 21st century transport system;
- Been able to effectively and efficiently discharge significant devolved powers and funding, including those agreed the 2012 City Deal, and to fulfil ambitions set out in the Leeds City Region Strategic Economic Plan (SEP) , such as proposals for a £1 billion West Yorkshire Plus Transport Fund; and has
- Provided a visible, stable and streamlined body corporate to which Government has been demonstrably confident in devolving significant further powers and funding, such as via the £1 billion 2014 Growth Deal, which would otherwise have been controlled by Whitehall.

The PCC model and West Yorkshire PCC have delivered various benefits:

- Provided stronger and more transparent local accountability of the police, e.g., the West Yorkshire PCC has been directly elected by the public to hold the Chief Constable to account, making the police answerable to the communities they serve.
- Ensuring community needs are met as effectively as possible and improving local relationships through building confidence and restoring trust, which is a key aspect of promoting social cohesion and maintaining public order.
- Working in partnership across a range of agencies at local and national level to ensure there is a unified approach to preventing and reducing crime, including sharing learning and best practice.

The following are however considered to be drawbacks of maintaining the status quo / business as usual:

- Foregoes co-ordination benefits of having strategic powers on skills, planning, housing, economic development transport within a single streamlined authority, and in some instances West Yorkshire may not be able to take forward strategic infrastructure schemes;
- Retaining existing separate Combined Authority and PCC governance arrangements potentially hinders further exploring opportunities for efficiencies and collaboration through more alignment and integration, e.g. in terms of links between inclusive growth and community cohesion.
- The powers and funding on offer through the West Yorkshire Devolution Deal are conditional upon the adoption of a directly elected Mayor.

Option 2 – Strengthen existing arrangements

Under this option, the existing non-mayoral Combined Authority would be further strengthened through the exercise of additional powers, duties and functions, including for example the following:

- Power to borrow up to an agreed cap for non-transport functions;
- Adult education and skills functions;
- Duty to prepare an assessment of economic conditions;
- Housing functions relating to compulsory purchase, plus provision of housing and land, land acquisition and disposal, and development and regeneration of land; and
- Ability to seek consent to raise a Strategic Infrastructure Tariff.

The above functions would need to be devolved to the Combined Authority via secondary legislation, and therefore would require Government (and local) approvals to make the relevant order. Moreover, a number of the functions are only meaningful if accompanied by devolved funds, for example the Adult Education Budget needs in practice to be devolved to the area to give effect to the related functions. There is however currently no evidence that Government is either likely to consent to the transfer of these additional functions to the Combined Authority or provide additional devolved funding in order to make these functions meaningful, outside of a Mayoral devolution deal.

Under this option, the benefits of promoting collaboration with - and potentially integrating the Combined Authority and PCC staffing structures - could be also explored, e.g., in order to seek to secure some overall efficiency savings. However, the main governance reform driver in terms of streamlining public decision-making arrangements would not be deliverable because the Combined Authority would first need to have in place a directly elected Mayor in order to take on and exercise PCC powers on an ex officio basis.

Option 3 - A Mayoral Combined Authority

This option would require the existing Combined Authority to become an MCA.

The adoption of an MCA model of governance with an elected Mayor for West Yorkshire will enable the area to unlock the additional benefits of the 'minded-to' devolution deal through the

additional powers and funding from government, as described above. An MCA is the government's preferred governance mechanism for the greater transfer of powers and funding, and in line with other devolution deals the West Yorkshire deal is dependent on adopting an MCA model of governance.

In addition to the Combined Authority's existing joint governance arrangements for key growth levers such as transport, skills, economic development and regeneration - which allow for strategic prioritisation across its area and integrated policy development - the following value is added from West Yorkshire moving to a mayoral combined authority model:

- the 30-year gainshare funding mechanism agreed in the deal provides the basis for the long term approach needed to address the long standing economic challenges facing the region, as well as building on the area's significant assets and strengths;
- an opportunity to draw together a range of devolved and other funding sources into a flexible West Yorkshire Investment Fund programme to enable a holistic approach to tackling shared priorities and driving growth;
- greater local accountability and decision-making power, working in partnership with the Government, constituent councils and the LEP;
- a unified and influential voice to strengthen conversations with government, national agencies and business leaders in the development of local growth policy, strategic interventions, securing a greater share of national resources and influencing national decision making;
- greater visibility and influence as part of the group of mayoral combined authorities with an increasing level of national influence and access to important initiatives only available to these authorities;
- alignment of decision-making at a strategic level across a broader range of statutory functions, including skills, planning, housing, economic development transport and under a coherent strategy, appraisal framework and investment programme;
- consistency in the governance arrangements for strategic transport and other infrastructure assets that span across a wider geography;
- an important role and voice across the Northern Powerhouse, by working with partners across the North of England to promote opportunities for pan-Northern collaboration, including the Yorkshire Leaders Board, Transport for the North and the NP11, to drive productivity and build the Northern Powerhouse;
- closer working across the wider public sector on integrating functions and services, including PCC powers, and providing innovative solutions to the challenges of reducing financial resources and new and improved ways of working; and
- a stable and accountable platform underpinned by statutory powers to access greater devolved powers and funding delegated from government as part of future deals to enable locally devised interventions.

Conclusions

To ensure the effective exercise of statutory functions across the area of West Yorkshire, adopting an MCA model of governance for the area (Option 3) is considered optimal. An MCA for the area offers greater flexibility and accountability, and moreover devolved powers and funding, than can be provided through either continuing with the existing arrangements (Option 1) or strengthening existing arrangements (Option 2).

The new MCA governance model, along with the additional devolved powers and funding resulting from the 'minded-to' deal, would better enable the area to pursue its objectives of promoting faster, more inclusive and cleaner growth and delivering a 21st century transport system.

It is therefore concluded that:

- current regional governance arrangements - based on a non-mayoral Combined Authority for West Yorkshire - do not represent the best model in terms of delivering the long-term ambitions of the authorities within the area for economic growth and delivery of public services;
- there is limited practical scope for the existing governance arrangements to be meaningfully strengthened, short of adopting a mayoral combined authority model;
- a change is required to enable the West Yorkshire authorities to pursue their economic policy agenda at greater pace, while continuing to collaborate with the wider Leeds City Region, Yorkshire and the North in pursuit of shared economic objectives;
- the statutory criteria for preparing and publishing a scheme are met, i.e., the making of an order under S104 and S105 to enable the adoption of an MCA model of governance for the area of West Yorkshire is the best option and will be likely to **improve the exercise of statutory functions in that area**;
- in addition, establishing an MCA model for West Yorkshire will:
 - **have a positive impact on the interests and identities of local communities** – these proposals build on established regional governance arrangements which cover a coherent functional economic area and which represent the views and interests of local communities ; and
 - **secure more effective and convenient local government** by reducing complexity and streamlining the delivery of public services within the area.

It is therefore proposed that a governance scheme is published (a draft scheme is included at Appendix A) that confirms:

- A mayoral combined authority should cover area of West Yorkshire;
- A West Yorkshire Mayor would be elected in May 2021;
- The Mayor would become a member of the Combined Authority, and chair meetings of the authority;
- Each constituent council will continue to appoint a member to the new mayoral combined authority, along with political representatives from opposition groups, and non-constituent members from the LEP and City of York Council would be appointed; and

- the Mayor and MCA will exercise specific statutory functions, and hold some powers concurrently with West Yorkshire local authorities. No functions are being removed from those councils. Where existing functions currently held by West Yorkshire local authorities are to be shared with the Mayor or the MCA, this must be agreed by the constituent councils.



Find out more

westyorks-ca.gov.uk

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All information correct at time of writing (May 20)

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Scheme setting out proposals for changes to the governance and functions of the West Yorkshire Combined Authority

Section 112 Local Democracy, Economic Development and Construction Act 2009

Preamble

This scheme has been jointly prepared by:

- City of Bradford Metropolitan District Council,
- Borough Council of Calderdale,
- Council of the Borough of Kirklees,
- Leeds City Council,
- Council of the City of Wakefield, and
- West Yorkshire Combined Authority

This Scheme sets out proposals to change the governance arrangements of the West Yorkshire Combined Authority (the Combined Authority), by adopting a mayoral model (with the Mayor exercising the functions currently exercised by the Police and Crime Commissioner for West Yorkshire) and making related changes to constitutional arrangements.

It also sets out proposals for the Combined Authority to be delegated additional functions.

Interpretation

In this Scheme:

“the 2008 Act” means the Housing and Regeneration Act 2008,

“the 2009 Act” means the Local Democracy, Economic Development and Construction Act 2009,

“the 2011 Act” means the Police Reform and Social Responsibility Act 2011,

“the 2014 Order” means the West Yorkshire Combined Authority Order 2014 (SI 2014/864),

“the Combined Authority” means the West Yorkshire Combined Authority,

“Constituent Councils” means

- City of Bradford Metropolitan District Council,
- Borough Council of Calderdale,

- Council of the Borough of Kirklees,
- Leeds City Council,
- Council of the City of Wakefield

“Deputy Mayor for Policing and Crime” means the deputy mayor for policing and crime for the Combined Area,

“Combined Area” means the area consisting of the areas of the Constituent Councils,

“LEP” means the Leeds City Region Enterprise Partnership,

“Mayor” means the mayor for the Combined Area,

“Mayoral Function” means any function which is the responsibility of the Mayor, other than a PCC Function,

“PCC Function” means any function carried out by a PCC, which is exercisable by the Mayor,

“MCA” means the mayoral combined authority,

“Non-Mayoral Function” means any function of the Combined Authority which is not a Mayoral Function or a PCC Function,

“PCC” means police and crime commissioner,

“Review” means the review carried out the West Yorkshire Authorities under section 111 of the 2009 Act in 2020, and

“West Yorkshire Authorities” means the Constituent Councils and the Combined Authority.

Introduction

- 1.1 On 11th March 2020, the West Yorkshire Authorities agreed a “minded to” devolution deal with HM Government. The deal details £1.8bn of government investment (including £1.14bn over 30 years), which will be subject to local influence and decision making, enabling spend on local priorities, together with a range of devolved functions. This devolution deal is subject to adopting the model of a directly elected mayor (Mayor) over the Combined Area (West Yorkshire) that is, becoming a mayoral combined authority (MCA).
- 1.2 The West Yorkshire Authorities must also follow relevant statutory procedures to adopt the model of a directly elected mayor, and secure changes to the constitutional arrangements set out in the 2014 Order (which established the Combined Authority) and the additional functions set out in the deal.
- 1.3 The West Yorkshire Authorities therefore conducted a review under section 111 of the 2009 Act (the Review) in relation to:
 - changing constitutional arrangements of the Combined Authority, and
 - the delegation to the Combined Authority of additional functions under section 104 and section 105 of the 2009 Act (transport-related functions of the Secretary of State and functions concurrent to local authorities).
- 1.4 Having considered the findings of the Review, the West Yorkshire Authorities concluded that an Order by the Secretary of State to make the changes considered in the Review, including delegating additional functions to the Combined Authority, would be likely to improve the exercise of statutory functions in relation to the Combined Area. The West Yorkshire Authorities have therefore resolved to prepare and publish this Scheme under section 112 of the 2009 Act.
- 1.5 In addition, to secure the devolution of new government investment and the range of additional functions set out in the devolution deal, the West Yorkshire Authorities have included the following proposals in this Scheme:
 - to adopt the model of an MCA for the Combined Authority, and
 - for the Combined Authority to be delegated functions under section 105A of the 2009 Act (functions of a public authority).
- 1.6 It is also proposed that the functions currently exercised by the PCC for West Yorkshire (the PCC Functions) will be exercised by the Mayor from 2021. The postponement of the PCC elections to May 2021 has created a potential opportunity to transfer those functions to the Mayor by that time, subject to feasibility.
- 1.7 Proposals contained in the Scheme will be subject to public consultation from 25 May 2020 to 19 July 2020.

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- 1.8 As set out below, it is proposed that the Combined Authority will continue to exercise the functions conferred on the Combined Authority by the 2014 Order, as well as the new additional functions described in this Scheme.
 - 1.9 Any transfer to the Combined Authority, or to the Mayor, of existing functions or resources currently held by any Constituent Council must be by agreement with the Constituent Council.

2 Proposed MCA for West Yorkshire

- 2.0.1 The following part of the Scheme sets out how it is proposed that the Combined Authority will operate and discharge its functions as an MCA.

2.1 Geography

- 2.1.1 The area of the Combined Authority as MCA shall remain the Combined Area, as defined by the 2014 Order - that is, the area consisting of the areas of the Constituent Councils (West Yorkshire).

2.2 Name

- 2.2.1 It is proposed that the name of the Combined Authority as an MCA remains West Yorkshire Combined Authority.

2.3 Election of Mayor

- 2.3.1 It is proposed that the first Mayor will be elected in May 2021. The Mayor will be elected by the local government electors for the Combined Area (West Yorkshire).
- 2.3.2 As set out in the 2009 Act, the Mayor is to be returned under the simple majority system ('first past the post'), unless there are three or more candidates. If there are three or more candidates, the Mayor is to be returned under the supplementary vote system.
- 2.3.3 It is proposed that the initial term of the Mayor will be 3 years. Each subsequent mayoral term will be 4 years.
- 2.3.4 The 2009 Act provides that the Mayor will be entitled to the style of "Mayor" and the title of the Mayor will be the West Yorkshire Combined Authority Mayor.

2.4 Membership

- 2.4.1 It is proposed that the current membership arrangements for the Combined Authority are retained as set out in the 2014 Order, with the addition of the Mayor who by virtue of their office will be a member of the Combined Authority. The Combined Authority as MCA shall therefore comprise the following eleven members:
- the Mayor,
 - 5 elected members from Constituent Councils (one appointed by each Constituent Council),
 - 3 additional elected members for political balance jointly appointed by the Constituent Councils,
 - 1 elected member appointed by the City of York Council (the Non-Constituent Council), and
 - 1 person nominated by the Leeds City Region Enterprise Partnership (the LEP Member).
- 2.4.2 Of these, the elected member appointed by the City of York Council and the LEP Member are required by statute to be non-voting – see further below.
- 2.4.3 Other than in relation to the Mayor, no changes are proposed to the membership arrangements set out in the 2014 Order. These shall continue to apply to members of the Combined Authority other than the Mayor, in relation to:
- substitute arrangements (one for each member)
 - appointment arrangements and
 - terms of office.

2.5 Role of the Mayor

- 2.5.1 As provided by the 2009 Act, the Mayor by virtue of their office will be the Chair of the Combined Authority.
- 2.5.2 The Mayor will be responsible for functions of the Combined Authority which are Mayoral Functions, as set out below, and also exercise the PCC Functions.

Deputy Mayor

2.5.3 The 2009 Act requires the Mayor to appoint one of the members of the Combined Authority as a Deputy Mayor, who will act in place of the Mayor if for any reason the Mayor is unable to act or the office of Mayor is vacant. Provisions within the 2014 Order relating to the appointment of a Chair and Vice Chair of the Combined Authority from amongst its members will therefore no longer apply, and will be omitted; the Deputy Mayor will chair meetings of the Combined Authority in the absence of the Mayor.

Deputy Mayor for Policing and Crime

2.5.4 Where an Order provides for the Mayor to exercise PCC Functions, the Secretary of State must by Order authorise the Mayor to appoint a Deputy Mayor for Policing and Crime – see further paragraph 3.6 (PCC Functions).

2.6 Partnership Arrangements

2.6.1 As an MCA, the Combined Authority will continue to explore opportunities for further collaboration with partner councils, including Harrogate Borough Council, Craven District Council, Selby District Council, City of York Council and North Yorkshire County Council, and across the whole of Yorkshire through the Yorkshire Leaders' Board. The Combined Authority may invite representatives from any partner council to attend (and speak) at any meeting of the Combined Authority.

2.6.2 The Combined Authority may enter into joint arrangements with other local authorities in respect of Non-Mayoral Functions, under S101(5) Local Government Act 1972 and, it is proposed that arrangements for the Combined Authority as MCA provide that Mayoral Functions may also be carried out under joint arrangements – see paragraph 2.7.2.5.

2.6.3 It is proposed that the current governance arrangements of the Leeds City Region Enterprise Partnership (“the LEP”) will be revised to include the Mayor as a member of the LEP Board to ensure continued recognition of the LEP’s importance in the design and delivery of local economic strategies.

2.7 Decision-making arrangements

2.7.1 Decisions of the Combined Authority

2.7.1.1 The Combined Authority will be responsible for any function of the Combined Authority which is not the responsibility of the Mayor (any Non-Mayoral Function). Decisions on Non-Mayoral Functions will be taken by the Combined Authority, (that is, at a meeting of the members of the Combined Authority acting collectively), or taken in accordance with arrangements agreed by the Combined Authority, including:

- by a committee or sub-committee of the Combined Authority which has delegated authority for the function, or
- under joint arrangements agreed by the Combined Authority, or
- by an officer with delegated authority.

2.7.1.2 No business of the Combined Authority will be transacted at a meeting unless the Mayor (or the Deputy Mayor acting in place of the Mayor) and at least three members of the Combined Authority appointed by a Constituent Council who are not members appointed for political balance, are present at the meeting.

2.7.1.3 The following voting arrangements will apply at meetings of the Combined Authority:

- Un-weighted voting based on one member one vote,
- The Non-Constituent Member and the LEP Member must be non-voting (a requirement of section 85(4) of the Local Transport Act 2008) but could individually be given a vote on some or all issues voted upon, subject to agreement of the Voting Members (in accordance with section 85(5) of the Local Transport Act 2008),and
- The Mayor (or Deputy Mayor acting in their place) will not have a second or casting vote.

2.7.1.4 The Combined Authority aims to reach decisions by consensus. If it is not possible to reach a consensus on a matter that requires a decision, the matter will be put to the vote.

2.7.1.5 Any matter that comes before the Combined Authority will be decided by a simple majority of the members of the Combined Authority present and voting (whether a motion or an amendment), unless otherwise provided for in legislation or as set out below.

2.7.1.6 Where the decision relates to any new Non-Mayoral Function which the Combined Authority acquires pursuant to the Deal, or where otherwise

required by the Combined Authority's constitutional arrangements, that majority must include the vote of the Mayor.

2.7.1.7 For the following decisions, the simple majority of members must include three of the five members of the Combined Authority appointed by a Constituent Council (who are not appointed for political balance):

- approving the Combined Authority's budget (other than any decision which relates to the Mayor's budget, which is subject to the statutory provisions referred to in paragraph 4.3), and
- setting a levy.

2.7.2 Decisions of the Mayor

2.7.2.1 In accordance with the 2009 Act, any Mayoral Function will be exercisable only by the Mayor except where the Mayor delegates such a function to:

- the Deputy Mayor,
- another Member of the Combined Authority,
- an officer of the Combined Authority,
- under joint arrangements – see paragraph 2.7.2.4, or
- the Deputy Mayor for Policing and Crime, where provided for by Order.

2.7.2.2 It is proposed that any member or officer of the Combined Authority may assist the Mayor in the exercise of Mayoral Functions, but that the Mayor cannot delegate to their political advisor.

2.7.2.3 It is proposed that some decisions in respect of Mayoral Functions will require the consent of the member appointed by any Constituent Council directly affected by the decision, (who is not appointed for political balance). This consent requirement applies to the following:

- a) The designation of any area of land as a Mayoral Development Area leading to the establishment, by Order, of a Mayoral Development Corporation (the consent of the relevant national park authority is also required if the land falls within the designated national park area) (see paragraph 3.5.2);
- b) The compulsory purchase of land or buildings by the Mayor (see paragraph 3.5);
- c) Any decision that could lead to a financial liability falling directly upon that Constituent Council; and

- d) Such other matters as may be contained in the Combined Authority’s constitutional arrangements and agreed with the Mayor.

2.7.2.4 The Mayor will be required to consult the Combined Authority on any policy or strategy, relating to the exercise of a Mayoral Function, and this will be subject to the following specific conditions:

- a) The Spatial Development Strategy will require the consent of each of the five members of the Combined Authority appointed by a Constituent Council (who are not appointed for political balance)
- b) The Combined Authority will be able to amend the Mayor’s transport strategy if a majority of members agree to do so.

2.7.2.5 It is proposed that in relation to the Mayoral Functions, joint arrangements under S101(5) of the Local Government Act 1972 are provided for by Order, in accordance with S107E of the 2009 Act.

2.7.2.6 Decision-making arrangements in respect of the Mayor’s budget for Mayoral Functions are set out in paragraph 4.3 of this Scheme.

2.7.3 PCC Functions

2.7.3.1 Decision-making arrangements in respect of PCC Functions are set out in paragraph 3.6.

2.8 Scrutiny Arrangements

2.8.1 The Mayor and the Combined Authority will be scrutinised and held to account by the Combined Authority’s Overview and Scrutiny Committee(s).

2.8.2 In accordance with the 2009 Act, the Combined Authority ensures that the Overview and Scrutiny Committee has power to:

- (a) review or scrutinise decisions made, or other action taken, in connection with the any functions which are the responsibility of the Combined Authority;
- (b) make reports or recommendations to the Combined Authority with respect to the functions that are the responsibility of the Combined Authority;

- (c) make reports or recommendations to the Combined Authority on matters that affect the Combined Area or the inhabitants of the Combined Area.
- 2.8.3 As an MCA, the Combined Authority's arrangements must also ensure that the Overview and Scrutiny Committee has power to:
- (a) to review or scrutinise decisions made, or other action taken, in connection with the discharge by the Mayor of any Mayoral Functions,
 - (b) to make reports or recommendations to the Mayor with respect to the discharge of any Mayoral Functions,
 - (c) to make reports or recommendations to the Mayor on matters that affect the Combined Authority's Area or the inhabitants of the Combined Area.
- 2.8.4 The Committee's power to "call-in" a decision (that is, direct that a decision is not to be implemented while it is under review or scrutiny by the Committee, and recommend that the decision be reconsidered) extends to decisions taken by the Mayor in connection with Mayoral Functions.
- 2.8.5 The overview and scrutiny arrangements currently established for the Combined Authority will be retained, subject to any amendments to reflect:
- the introduction of the Mayor (such as a requirement for the Mayor to respond to reports or recommendations made by any Overview and Scrutiny Committee);
 - the scrutiny of additional Mayoral and Non-Mayoral Functions; and
 - any statutory provisions
- 2.8.6 The Mayor and the Combined Authority may also seek to enhance scrutiny and develop wider conference with all elected members in the Combined Area (West Yorkshire) to engage on key issues.
- 2.8.7 There will be separate oversight and scrutiny arrangements in respect of PCC Functions, which will be carried out by a Police and Crime Panel – see further paragraph 3.6.

2.9 Audit

- 2.9.1 The Combined Authority will retain its current Governance and Audit Committee, which carries out the statutory functions of an audit committee in accordance with the 2009 Act, which include:
- reviewing and scrutinising the Combined Authority's financial affairs,

- reviewing and assessing the Combined Authority's risk management, internal control and corporate governance arrangements,
- reviewing and assessing the economy, efficiency and effectiveness with which resources have been used in discharging the Combined Authority's functions, and
- making reports and recommendations to the Combined Authority in relation to reviews the Committee has conducted.

2.9.2 It is proposed that membership of any audit committee may include co-opted members.

2.10 Appointments - political advisors

2.10.1 It is proposed that the Mayor may appoint one person as the Mayor's political adviser.

2.11 Standing Orders

2.11.1 It is proposed that the Combined Authority will continue to make standing orders for the regulation of its proceedings and business and may vary or revoke any such standing orders.

2.12 Remuneration

2.12.1 It is proposed to amend the arrangements in the 2014 Order (which provides that no remuneration is to be paid by the Combined Authority to members of the Combined Authority, other than for travel and subsistence) to provide that an allowance may be paid to:

- the Mayor,
- the Deputy Mayor, (provided that they are not a Leader of a Constituent or Non-Constituent Council, or the Chair of the LEP)
- the Deputy Mayor for Policing and Crime.

The Combined Authority shall approve a scheme for allowances, following consideration of a report from an Independent Remuneration Panel, which the Combined Authority may appoint.

3 Functions of the Combined Authority as MCA

- 3.0.1 The prime purpose of conferring functions on the Combined Authority is to improve the exercise of statutory functions in relation to the Combined Area. In pursuit of this prime purpose, the Combined Authority will take on those functions set out in the “minded to” Devolution Deal (and retain those functions which were previously exercised by the Combined Authority in respect of the Combined Area).
- 3.0.2 Mayoral Functions and PCC Functions will be the responsibility of the Mayor, and are exercisable only by the Mayor, unless delegated by the Mayor. Mayoral Functions are listed in paragraph 3.1, and PCC Functions addressed in paragraph 3.6.
- 3.0.3 All other functions of the Combined Authority will be Non-Mayoral Functions – see further paragraph 3.2.
- 3.0.4 Where any Mayoral or Non-Mayoral Function is concurrent with any Constituent Council, (that is, where Constituent Councils share any function), arrangements for their exercise will be a matter for agreement between the Combined Authority and a Constituent Council.
- 3.0.5 It is proposed that the Constituent Councils, Public Authorities and the Combined Authority will agree operating protocols for the exercise of concurrent functions by the Combined Authority where considered appropriate. These protocols will recognise the strategic role of the Combined Authority and safeguard the role of Constituent Councils in local decision making and delivery.

3.1 Functions exercised by the Mayor - overview

3.1.1 It is proposed that the Mayoral Functions will be:

a) **Transport**

- I. Power to draw up a local transport plan and strategies

- II. Power to request local regulations requiring large fuel retailers to provide Electric Vehicle charging points
- III. Bus franchising powers
- IV. Ability to pay grants to operators.

b) Housing and planning (see further paragraph 3.5 below)

- I. Housing and land acquisition powers to support housing, regeneration, infrastructure and community development and wellbeing
- II. Power to designate a Mayoral Development Area and then set up a Mayoral Development Corporation

- III. Statutory spatial planning powers to produce a Spatial Development Strategy

c) Finance (see further paragraphs 4.2 and 4.5 (Finance))

- I. Power for the Mayor to set a **precept** on council tax to fund Mayoral functions (resulting from the setting of the Mayoral budget)
- II. Power to charge **business rate supplement** (subject to ballot)

3.1.2 For the purposes of the discharge of Mayoral Functions it is also proposed that the Mayor may exercise the ancillary power set out under section 113A of the 2009 Act (general power of combined authority). By law, the Mayor may not exercise this power to borrow money.

3.1.3 As stated above, it is also proposed that the Mayor exercises **PCC Functions** – see paragraph 3.6.

3.2 Non-Mayoral Functions - overview

3.2.1 Non-Mayoral Functions to be exercised by the Combined Authority include any function conferred on the Combined Authority by the 2014 Order, with the exception of specified functions relating to the local transport plan only (see paragraph 3.3.1).

3.2.2 In addition to the functions of the Combined Authority conferred by the 2014 Order, it is proposed that the Combined Authority exercise the following additional Non-Mayoral Functions:

- a) **Transport-related powers** to set up and coordinate a Key Route Network on behalf of the Mayor (unless otherwise agreed locally, all operational responsibility for Key Route Network roads will remain with the Constituent Councils) (see further paragraph 3.3.3)
 - b) **Transport-related powers** to collect contributions from utility companies for diversionary works needed as a result of highways works carried out on the Key Route Network (see further paragraph 3.3.3)
 - c) Powers to operate a permit scheme designed to control the carrying out of works on the Key Route Network (see further paragraph 3.3.3)
 - d) **Adult education and skills functions** (see further paragraph 3.4)
 - e) **Housing functions** relating to compulsory purchase, plus provision of housing and land, land acquisition and disposal, and development and regeneration of land. (see further paragraph 3.5)
 - f) **Economic development** – duty to prepare an assessment of economic conditions (see further paragraph 3.5.3.2)
 - g) **Finance** – power to borrow up to an agreed cap for non-transport functions (see further paragraph 4.4).
 - h) The power to seek consent to raise a **Strategic Infrastructure Tariff** (see further paragraph 4.6).
- 3.2.3 Notwithstanding the above, any Constituent Council and the Combined Authority may, enter into arrangements under Section 101 of the Local Government Act 1972 and/or Section 9EA of the Local Government Act 2000 and the Local Authorities (Arrangements for Discharge of Functions) (England) Regulations 2012 to allow the delegation of functions from a Constituent Council to the Combined Authority. Any such delegation arrangement will require the agreement of the Combined Authority and the relevant Constituent Council.
- 3.2.4 The Combined Authority may also enter into joint arrangements with any Constituent Council or other local authority, in respect of Non-Mayoral Functions, in accordance with S101(5) of the Local Government Act 1972.

3.3 Transport

3.3.1 The Mayor will be given the functions in Part 2 of the Transport Act 2000 to produce a Local Transport plan and strategies. Members of the Combined Authority will be able to amend the Local Transport Plan and strategies if a majority of members agree to do so.

3.3.2 Consolidated Transport Budget

3.3.2.1 The Mayor will be responsible for a devolved and consolidated multi-year local transport budget for the Combined Area (West Yorkshire) including all relevant devolved highways funding, to enable greater surety of funding, more effective and efficient long-term asset management and procurement arrangements. This budget will be fully devolved and provide a firm funding settlement for a five-year period starting in 2022/23. This Mayoral budget is separate from the existing 20-year transport funding (West Yorkshire plus Transport Fund) that has already been agreed with Government.

3.3.2.2 It is proposed that the Combined Authority will be able to exercise the functions of a minister of the Crown contained in Section 31 of the Local Government Act 2003 to pay grants to the Constituent Councils for exercising highway functions. This function is a Mayoral Function exercisable concurrently with a Minister of the Crown.

3.3.3 Roads

3.3.3.1 The Combined Authority will take on highways powers to set up and coordinate a Key Route Network (KRN) on behalf of the Mayor. The strategy for the KRN will be developed, agreed and coordinated by the Combined Authority on behalf of the Mayor. The Combined Authority will be the Highway Authority for the KRN for the purposes of exercising the powers of the Highways Act 1980 and the relevant other primary and secondary legislation.

3.3.3.2 In partnership with Constituent Councils, the Combined Authority and the Mayor will develop a single strategic asset management plan, and where practical, work towards streamlined contractual and delivery arrangements across the Combined Area (West Yorkshire).

3.3.3.3 It is proposed to grant the Combined Authority functions in relation to the KRN as more particularly set out below. These will enable the KRN to be defined and allow the KRN roads to be strategically managed and

coordinated at the West Yorkshire level by the Combined Authority on behalf of the Mayor. However, unless otherwise agreed locally, all operational responsibility for highways will remain with the Constituent Councils. As such the specific functions of the Combined Authority which relate to operational management of the roads within the KRN will only be exercised with the unanimous approval of the five members of the Combined Authority appointed by a Constituent Council (who are not appointed for political balance).

3.3.3.4 The Combined Authority will be granted the following powers:

- a) Powers equivalent to those contained within the Road Traffic Regulation Act 1984 in relation to traffic orders (including sections 1, 2(4), 9, 23 and 65) and the power to enter into agreements as if it were a traffic authority pursuant to section 121A. The Combined Authority will only exercise such functions with the unanimous approval of the five members of the Combined Authority appointed by a Constituent Council (who are not appointed for political balance);
- b) Powers contained in the New Roads and Street Works Act 1991, the Traffic Management Act 2004 and the Traffic Management Permit Scheme (England) Regulations 2007 to enable the Combined Authority to manage street works and issue permit schemes to manage disruption and bid to the Secretary of State for Transport to seek approval to operate a lane rental scheme in relation to KRN roads, including seeking contributions from utility companies through lane rental and exercising the power to create an updated lane rental scheme as needed (subject to the Secretary of State's agreement) together with powers relating to moving traffic offences. The Combined Authority will only exercise such functions with the unanimous approval of the five members of the Combined Authority appointed by a Constituent Council (who are not appointed for political balance).
- c) The Combined Authority will be granted, in respect of the KRN, powers in relation to the enforcement of bus lane contraventions pursuant to the Bus Lane Contraventions (Penalty Charges, Adjudication and Enforcement) (England) Regulations 2005. The Combined Authority will only exercise such functions with the approval of the five members of the Combined Authority appointed by a Constituent Council (who are not appointed for political balance). The outcome will be to ensure a consistent approach to the enforcement, application of penalty charges etc. of bus lanes.

3.3.3.5 The Combined Authority will be granted functions equivalent to the below, concurrently with the relevant Constituent Council, unless otherwise stated:

- a) Section 6 of the Highways Act 1980 (enabling the Secretary of State or Highways England to delegate or enter into an agreement with a county council, metropolitan district council or London borough council in relation to the construction, improvement or maintenance of trunk roads). It is proposed that the section should be modified to include the Combined Authority amongst the authorities to which such functions may be delegated, to support better integration between local and national networks, or the equivalent legislative provision in order to achieve the aim of better integration.

- b) Section 8 of the Highways Act 1980 (enabling local highway authorities and Highways England to enter into agreements with other such authorities in relation to the construction, improvement, maintenance etc. of a highway for which any party to the agreement is the highway authority). It is proposed that the section be modified to allow the Combined Authority to be a party to such agreement as if it were a local highway authority, with the consent of any affected highway authority, or the equivalent legislative provisions in order to allow the Combined Authority to be party to such agreements.

3.3.3.6 Under the Automated and Electric Vehicles Act 2018, the Mayor will have the power to request from the Secretary of State local regulations requiring large fuel retailers to provide electric vehicle charging points within the Combined Area.

3.3.4 Buses

3.3.4.1 The Combined Authority will be granted powers under section 154 of the Transport Act 2000 to make grants to bus operators.

3.3.4.2 As an MCA, the Combined Authority will become a franchising authority under the Transport Act 2000. This Act provides for the Mayor to carry out functions in relation to making, varying or revoking a franchising scheme.

3.4 Adult Education / Skills and Employment

3.4.1 It is proposed that the Combined Authority will be given devolved functions in respect of Adult Education and will control the Adult Education Budget (AEB) from the academic year 2021/2022 subject to readiness conditions and successful passage through Parliament.

- a) These functions include those set out in the following sections of the Apprenticeships, Skills, Children and Learning Act 2009: section 86 (education and training for persons aged 19 or over and others subject to adult detention);
 - b) section 87 (learning aims for persons aged 19 or over: provision of facilities);
 - c) section 88 (learning aims for persons aged 19 or over: payment of tuition fees);
 - d) section 90 (encouragement of education and training for persons aged 19 or over and others subject to adult detention);
 - e) section 100 (provision of financial resources)
- 3.4.2 The Combined Authority will also have the responsibilities and functions under sections 15ZA, 15ZB, 15ZC, 18A(1)(b), 514A and 560A of the Education Act 1996 (duties and powers related to the provision of education and training for persons over compulsory school age)
- 3.4.3 In addition, the Combined Authority will also have the following authority functions to be held concurrently with Constituent Councils:
- a) sections 10 and 12 of the Education and Skills Act 2008 to ensure that its functions are exercised so as to promote the effective participation in education and training of relevant persons in its area aged 16 and 17, and to make arrangements to enable it to establish (so far as possible) the identities of such relevant persons.
 - b) sections 68, 70, 71 and 85 of the Education and Skills Act 2008 to make available to young persons and relevant young adults such support services as it considers appropriate to encourage, enable and assist the effective participation of such persons in education and training.
 - c) section 13A of the Education Act 1996 to ensure that their education and training functions are exercised with a view to promoting high standards, fair access to opportunity for education and training, and the fulfilment of learning potential.
 - d) section 51A of the Further and Higher Education Act 1992 to require relevant institutions in the further education sector to provide appropriate education to specified individuals aged between 16 and 18 years.

3.5 Housing and Planning Functions

3.5.1 Housing

3.5.1.1 In order to exercise the functions outlined in the “minded to” Devolution Deal, it is proposed that the Combined Authority will be granted the following powers concurrently with the Constituent Councils or Homes England as appropriate.

3.5.1.2 It is proposed that the Combined Authority will be granted devolution of the objectives and functions of Homes England under section 2(1) of the Housing and Regeneration Act 2008 (to be exercised only in respect of the Combined Area) and the following powers contained in the 2008 Act will be exercised by the Combined Authority concurrently with Homes England:

- a) Section 3 (principal power);
- b) Section 4 (general powers);
- c) Section 5 (powers to provide housing or other land);
- d) Section 6 (powers for regeneration, development or effective use of land);
- e) Section 7 (powers in relation to infrastructure);
- f) Section 8 (powers to deal with land etc);
- g) Section 9 (acquisition of land);
- h) Section 10 (restrictions on disposal of land);
- i) Section 11 (main powers in relation to acquired land);
- j) Section 12 (powers in relation to, and for, statutory undertakers);
- k) Section 19 (power to give financial assistance);
- l) Paragraphs 19 and 20 of Schedule 3 (powers in relation to burial grounds and consecrated land etc.)
- m) Paragraphs 1,2,3,4,6,10 and 20 of Schedule 4 (extinguishment or removal powers for the HCA)

3.5.1.3 These functions will be Non-Mayoral with the exception of the specific Homes England compulsory purchase powers in section 9 of the 2008 Act (see below).

3.5.1.4 The objectives in section 2(1) of the 2008 Act are to provide the Combined Authority with the necessary powers:

- a) to improve the supply and quality of housing;
- b) to secure the regeneration or development of land or infrastructure;
- c) to support in other ways the creation, regeneration and development of communities or their continued well-being; and

- d) to contribute to the achievement of sustainable development and good design.

3.5.1.5 The functions in this section include powers enabling the achievement of the above objectives. Such powers include the power of compulsory purchase contained in section 9 of the 2008 Act (subject to the authorisation of the Secretary of State). In order to achieve the objectives above, it is proposed that the Combined Authority should also have the benefit of exemption from section 23 of the Land Compensation Act 1961, which is enjoyed by Homes England under section 23(3)(d) of that Act.

3.5.1.6 As set out above, it is proposed that the exercise of the compulsory purchase power contained in section 9 of the 2008 Act, will only be exercisable by the Mayor with the consent of the member of the Combined Authority appointed by the Constituent Council (who is not appointed for political balance) for the area(s) of land to be compulsorily acquired and the Secretary of State.

3.5.1.7 It is proposed that the Combined Authority should be granted the power to acquire land for the development of housing under section 17 of the Housing Act 1985 and the associated section 18. It is proposed that the power to acquire land compulsorily under Section 17(3) of the Housing Act 1985 will be a Mayoral Function but will require the consent of the member of the Combined Authority appointed by the Constituent Council (who is not appointed for political balance) for the area(s) of land to be compulsorily acquired and the Secretary of State.

3.5.1.8 The conferral of such powers on the Combined Authority will be entirely without prejudice to the exercise of those powers by the Constituent Councils which will exercise those powers concurrently.

3.5.2 Mayoral Development Corporation

3.5.2.1 It is proposed that the Mayor will have the power to designate an area a Mayoral Development Area (“MDA”) and so create a Mayoral Development Corporation (“MDC”) to help drive regeneration and expedite housing delivery on complex schemes in the area. The advantage of MDCs is that they have most of the powers of an Urban Development Corporation but are controlled locally rather than by the Secretary of State.

3.5.2.2 It is proposed that Part 8, Chapter 2 of the Localism Act 2011 be modified so that references to the GLA, Greater London and the London Mayor would include the Combined Authority and the Mayor. This would enable the Combined Authority to have functions for the Combined Area corresponding

to the following functions contained in the Localism Act 2011 that the Mayor of London has:

- a) Section 197 (designation of Mayoral development areas);
- b) Section 199 (exclusion of land from Mayoral development areas);
- c) Section 200 (transfers of property etc. to a Mayoral development corporation);
- d) Section 202 (functions in relation to town and country planning);
- e) Section 204 (removal or restriction of planning functions);
- f) Section 214 (powers in relation to discretionary relief from non-domestic rates);
- g) Section 215 (reviews);
- h) Section 216 (transfers of property, rights and liabilities);
- i) Section 217 (dissolution: final steps);
- j) Section 219 (guidance by the Mayor);
- k) Section 220 (directions by the Mayor);
- l) Section 221 (consents);
- m) Paragraph 1 of Schedule 21 (membership);
- n) Paragraph 2 of Schedule 21 (terms of appointment of members);
- o) Paragraph 3 of Schedule 21 (staff);
- p) Paragraph 4 of Schedule 21 (remuneration etc: members and staff);
- q) Paragraph 6 of Schedule 21 (committees); and
- r) Paragraph 8 of Schedule 21 (proceedings and meetings).

3.5.2.3 It is proposed that the Mayor's power to designate an area a MDA under Section 197 of the Localism Act 2011 will require the consent of the member of the Combined Authority appointed by the Constituent Council (who is not appointed for political balance) whose local government area contains any part of the MDA.

3.5.2.4 It is further proposed that the Mayor's power to exclude land from a MDA under Section 199 of the Localism Act 2011 will require the consent of the member of the Combined Authority appointed by the Constituent Council (who is not appointed for political balance) whose local government area contains any part of the area to be excluded from the MDA.

3.5.2.5 It is also proposed that the London Mayor's power under section 202 of the Localism Act 2011 to decide that a MDC should have certain planning functions in relation to the whole or part of a MDA should be modified in

relation to the Mayor so that the Mayor can only exercise this power with the consent of the member of the Combined Authority appointed by the Constituent Council (who is not appointed for political balance) whose local government area contains any part of the MDA concerned.

3.5.3 Economic Development and Regeneration

3.5.3.1 For the avoidance of doubt, the Combined Authority currently has the general power of competence pursuant to Section 1 of the localism Act 2011 exercisable for the purposes of economic development and regeneration which it will retain as an MCA.

3.5.3.2 It is proposed that the Combined Authority will have a duty to prepare an assessment of economic conditions under section 69 of the 2009 Act, concurrently with the Constituent Councils.

3.5.3.3 The Combined Authority will be granted the power to exercise concurrently with the Constituent Councils the functions of the Constituent Councils to compulsorily acquire land for development and other planning purposes under section 226 of the Town and Country Planning Act 1990 and the associated powers under sections 227, 229, 230, 232, 233, 235-241 of the Town and Country Planning Act 1990. The Combined Authority's exercise of such powers will in each instance be subject to the consent of the member of the Combined Authority appointed by the Constituent Council (who is not appointed for political balance) in whose area the property is located.

3.5.3.4 The conferral of such powers on the Combined Authority will be entirely without prejudice to the exercise of those powers by the Constituent Councils which will exercise those powers as previously.

3.5.4 Strategic Place Partnership

3.5.4.1 It is proposed that the Combined Authority and Homes England will establish a Strategic Place Partnership to work together to identify and develop key opportunities for housing delivery. The creation of the partnership does not require any new statutory provision.

3.5.5 Planning

3.5.5.1 It is proposed that the Mayor will have the power to create a statutory Spatial Development Strategy for the Combined Area (West Yorkshire). This will coordinate strategic land-use planning with strategic transport planning

providing a framework to achieve a strategic level change in environmental planning policy to reduce carbon emissions and tackle the climate emergency.

3.5.5.2 The development of the scope and preferred approach to a Spatial Development Strategy will require an inclusive and collaborative approach to be taken by the Mayor together with other members of the Combined Authority and the Constituent Councils. Its approval will require the consent of each of the five members of the Combined Authority appointed by a Constituent Council (who are not appointed for political balance).

3.5.5.3 It is proposed that the Mayor will have the functions for the Combined Area corresponding to the following functions contained in the Greater London Authority Act 1999 (“the 1999 Act”) which the Mayor of London exercises in relation to Greater London or where appropriate such sections will apply subject to appropriate modifications:

- a) Section 334 (the spatial development strategy);
- b) Section 335 (public participation);
- c) Section 336 (withdrawal);
- d) Section 337 (publication);
- e) Section 338 (examination in public);
- f) Section 339 (review of matters affecting the strategy);
- g) Section 340 (review of the strategy);
- h) Section 341 (alteration or replacement);
- i) Section 342 (matters to which the Mayor is to have regard);
- j) Section 343 (ability of the Secretary of State to make regulations);
- k) Section 344 (amendments to the Town & Country Planning Act 1990);
- l) Section 346 (monitoring and data collection);
- m) Section 347 (constituent councils to have regard to the strategy); and
- n) Section 348 (Mayor’s functions as to planning around Greater London)

3.5.5.4 The exercise of any of the functions corresponding to the functions in sections 33(public participation), 336 (withdrawal), 337 (publication) and 341 (alteration or replacement) of the 1999 Act by the Mayor will require the consent of each member of the Combined Authority appointed by a Constituent Council (who are not appointed for political balance).

3.6 PCC Functions

3.6.1 Legislative Context

3.6.1.1 The Police Reform and Social Responsibility Act 2011 (the 2011 Act) established the position of PCC for West Yorkshire and specifies the core functions of a PCC. By Order under the 2009 Act these may be exercised by the Mayor.

3.6.1.2 An order providing for the Mayor to exercise the functions of a PCC must provide that there is to be no directly elected PCC in the Combined Authority area from a specified date.

3.6.2 Proposals

3.6.2.1 The Mayor will carry out the functions conferred on the PCC for West Yorkshire under Part 1 of the 2011 Act or any other Act (whenever passed) (the PCC Functions) in relation to the Combined Area, which corresponds to the West Yorkshire police area. This will provide for a single directly accountable individual responsible for the discharge of the PCC's functions, which will be consistent with the current PCC model and ambition for local people to have a single point direct accountability. Key PCC Functions are:

- securing the maintenance of an efficient and effective police force and holding the chief constable to account,
- issuing a police and crime plan, and
- appointing, suspending or calling on a chief constable to retire or resign.

3.6.2.2 In accordance with the 2009 Act, any PCC Function is to be taken to be a function of the Combined Authority exercisable by the Mayor acting individually, or by a person acting under arrangements with the Mayor in accordance Schedule 5C of the 2009 Act – see further below.

3.6.2.3 Under the 2011 Act, the PCC for West Yorkshire is a Corporation Sole carrying out the functions provided for in the 2011 Act. As set out above, it is proposed that the PCC Functions will be exercised by the Mayor who will have the sole responsibility for the PCC Functions. However, the following will transfer to the Combined Authority as legal entity although the decision-making in respect of these functions, after the transfer, will remain with the Mayor:

- Properties, Rights and Liabilities
- Appointments
- Borrowing
- Contracts

3.6.3 Deputy Mayor for Policing and Crime

3.6.3.1 Where an Order provides for the Mayor to exercise PCC Functions, the Secretary of State must by order authorise the Mayor to appoint a Deputy Mayor for Policing and Crime. The 2009 Act precludes the appointment as Deputy Mayor for Policing and Crime of:

- the Deputy Mayor;
- any person listed in section 18(6) of the 2011 Act; or
- any other person of a description specified by order.

3.6.4 PCC Functions

3.6.4.1 A Mayor may delegate any PCC Function to a Deputy Mayor for Policing and Crime, with the exception of functions reserved by Order in accordance with the 2009 Act as exercisable only by the Mayor, as follows:

- issuing a police and crime plan;
- calculating a council tax or budget requirement;
- appointing, suspending or calling on a chief constable to retire or resign; and
- any other function specified by Order.

3.6.4.2 PCC Functions that may only be exercised by the Mayor and/or the Deputy Mayor for Policing and Crime are:

- determining police and crime objectives;
- attendance at a meeting of a Police and Crime Panel in compliance with a requirement by the panel to do so;
- preparing an annual report;
- appointing a local auditor under section 7 of the Local Audit and Accountability Act 2014 (“the 2014 Act”); and
- deciding whether to enter into a liability limitation agreement under section 14

3.6.4.3 In addition, the Mayor, must by order be authorised to arrange for any other person to exercise any PCC Functions, such as an officer of the Combined Authority, but such an order must prevent the Mayor from arranging for a person to exercise:

- Any PCC Function if the person is listed in section 18(6) of the 2011 Act
- Any PCC Function listed in section 18(7) of the 2011 Act, or
- Any other PCC Function specified by order.

3.6.4.4 The Deputy Mayor for Policing and Crime must also by order be authorised to arrange for any other person to exercise any PCC Functions exercisable by the Deputy Mayor for Policing and Crime, but such an order must prevent the Deputy Mayor for Policing and Crime from arranging for a person to exercise

- Any PCC Function if the person is listed in section 18(6) of the 2011 Act,
- Any PCC Function of a kind listed in section 18(7)(b),(c) or (d) of the 2011 Act, (determining police and crime objectives, attending at a meeting of the Police and Crime Panel in compliance with a requirement, or preparing an annual report to a Policing and Crime Panel), or
- Any other kind of PCC Function specified by order.

3.6.5 Transfer of properties, rights and liabilities

3.6.5.1 All property, rights and liabilities which are property, rights and liabilities of the PCC for West Yorkshire will transfer and vest in the Combined Authority, subject to any exceptions to be agreed. However, all decisions relating to PCC Functions (and relating to assets and liabilities etc.) will be for the Mayor unless delegated as set out above. The Order will also provide for:

- all functions in relation to such property, rights and liabilities to be exercised by the Mayor;
- all decisions relating to such property, rights and liabilities to be made by the Mayor;
- any receipts arising from such property, rights and liabilities (whether arising from their use, sale, disposal or otherwise) are to be paid into the Police Fund kept by the Mayor by virtue of section 21 of the 2011 Act.

3.6.6 Continuity

3.6.6.1 The transfer of the functions of the PCC of West Yorkshire, and the transfer of property, rights and liabilities, do not affect the validity of anything done before the abolition or transfer.

3.6.6.2 The Combined Authority is to be substituted for the PCC for West Yorkshire in any instruments, contracts or legal proceedings which relate to any of the functions, property rights or liabilities transferred and which were made and commenced before the transfer and anything which was made or done by the PCC for West Yorkshire in connection with any of the functions, property rights or liabilities transferred before the transfer has effect as if made or done by the Combined Authority, subject to any exceptions to be agreed.

3.6.7 Staff of the Police and Crime Commissioner

3.6.7.1 The staff of the PCC of West Yorkshire will transfer under a statutory transfer order which will replicate the characteristics of a TUPE transfer.

3.6.8 Police and Crime Panel

3.6.8.1 Scrutiny of the discharge of PCC Functions will be performed by a Police and Crime Panel established in relation to the Combined Area by order in accordance with the 2008 Act, which carries out functions of a police and crime panel (as set out in section 28 and section 29 of the 2011 Act) to effectively scrutinise the actions and decisions of the Mayor and Deputy Mayor for Policing and Crime, and enable them to be held to account in public.

3.6.8.2 These functions include reviewing:

- a draft police and crime plan,
- an annual report,
- proposed senior appointments,
- any proposed precept for PCC Functions, (including a power of veto), and
- the appointment, suspension or removal of the chief constable.

3.6.8.3 In accordance with the 2011 Act, the Secretary of State must also by order provide for the Police and Crime Panel to have power to suspend the Mayor, so far as acting in the exercise of PCC Functions, in circumstances corresponding to those mentioned in section 30(1) of the 2011 in relation to a PCC.

3.6.8.4 In accordance with section 29 of the 2011 Act, the Police and Crime Panel may require the Mayor and members of staff to attend before the Panel to answer any question which appears to the Panel to be necessary in order for

it to carry out its functions. If the Panel requires the Mayor to attend, it may also request the chief constable to attend on the same occasion. The Panel may also require the Mayor to respond in writing to any report or recommendation the Panel makes to the Mayor.

3.6.8.5 The Police and Crime Panel will exercise the same functions under sections 28 and 29 of the 2011 Act, as police and crime panels under the PCC model, but with some minor modifications, such as reflecting that the Panel only scrutinises the policing component of the precept, which forms a separately identifiable component of a wider Combined Authority precept, rather than the whole precept.

3.6.8.6 The Police and Crime Panel may by order have oversight functions in relation to any Mayoral Function that is exercised by the Deputy Mayor for Policing and Crime. Any such order may disapply or modify provisions relating to the Overview and Scrutiny Committee, in relation to any Mayoral Function coming within the remit of the Panel.

3.6.9 Police Fund

3.6.9.1 The Mayor will be required to maintain a separate fund in relation to receipts arising and liabilities incurred in the exercise of PCC Functions (the Police Fund). The Police Fund will be kept separate to the Mayor's General Fund (see paragraph 4 below) and all receipts arising will be paid into it, and liabilities incurred in the exercise of PCC Functions must be paid out of it.

3.6.9.2 Money paid into the Police Fund will be reserved for policing. For example, receipts from the sale of police assets would have to be spent on matters relating to policing. In line with statutory guidance for PCCs, as set out in the 'Revised Financial Management Code of Practice' for policing, the Mayor would have to publicly account for expenditure from the Police Fund.

3.6.9.4 The Police Fund, which will include precept income, will also include reserves maintained for policing and crime reduction. The Local Government Finance Act 1992 requires billing and precepting authorities in England and Wales to have regard to the level of reserves needed for meeting estimated future expenditure when calculating the budget requirement. Police reserves should be maintained in accordance with the relevant guidance, agreed accounting principles and locally agreed financial regulations and schemes of governance.

3.6.9.5 The Mayor is responsible for expenditure on PCC Functions. Money in the Police Fund can only be spent on PCC Functions and matters that are incidental to the PCC Functions.

3.6.9.6 Decisions on the sale of police assets and reinvestment of receipts must be made by the Mayor and money paid into Police Fund.

3.6.10 Borrowing

3.6.10.1 The Mayor will be ultimately responsible for decisions relating to borrowing in relation to PCC Functions, (as laid out in the ‘Revised Financial Management Code of Practice’ for Policing), but may delegate them in practice. The cost of such borrowing will be met from the Police Fund and as above kept separate to the discharge of other Combined Authority functions, which are not PCC Functions. This does not detract from the legal status of the Combined Authority as the borrowing party.

3.6.11 Contracts

3.6.11.1 Decisions on entering into contracts regarding police matters are functions of a PCC under the PCC model (with scope for some delegation to the Chief Constable). As such and in keeping with the PCC model the Mayor will have ultimate responsibility for all contracts relating to police matters, although they may provide consent for contracts to be entered into by the chief constable or another to whom the Mayor personally delegates responsibility in accordance with statutory provisions, any agreements and protocols.

3.6.11.2 Decisions on the issuing of policing-related grants would also rest with the Mayor or anyone to whom they delegate responsibility.

3.6.12 Police and Crime Plan

3.6.12.1 The Police and Crime Plan which involves consideration of the strategic policing requirement is a key public facing deliverable. The provisions on police and crime plans as set out in the 2011 Act will still apply to the Mayor carrying out PCC Functions.

3.6.13 Policing Protocol

3.2.13.1 The Mayor will be required by order to have regard to the Policing Protocol issued by the Secretary of State under section 79 of the 2011 Act.

3.2.13.2 The Policing Protocol sets out ways in which relevant persons should, in the Secretary of State's view, exercise or refrain from exercising functions so as to encourage maintain or improve working relationships (including co-operative working) between relevant persons, and limit or prevent the overlapping or conflicting exercise of functions.

3.6.14 West Yorkshire Police

3.6.14.1 West Yorkshire Police will remain a distinct and separate organisation as set out in legislation.

3.6.15 Complaints about Conduct

3.6.15.1 The 2011 Act provides that the Secretary of State must by order make provision about the procedures for making, handling and investigating complaints about the conduct of the Mayor and Deputy Mayor for Policing and Crime.

3.6.16 Consequential amendment and modification requirements

3.6.16.1 The following consequential amendment and modification requirements of enactments may be required in their application to the Combined Authority with PCC Functions:

3.6.17 Primary Legislation

- Amendments to the Police Reform and Social Responsibility Act 2011
- Modifications to the Local Government Act 1972
- Police (Property) Act 1897
- Trustee Investments Act 1961
- Pensions (Increase) Act 1971
- Local Government (Miscellaneous Provisions) Act 1976
- Local Government, Planning and Land Act 1980
- Local Government Finance Act 1988
- Road Traffic Act 1988
- Local Government and Housing Act 1989
- Police Act 1996

- Police Reform Act 2002
- Proceeds of Crime Act 2002
- Railways and Transport Safety Act 2003
- Local Government Act 2003
- Local Government and Public Involvement in Health Act 2007
- Local Democracy, Economic Development and Construction Act 2009
- Police Reform and Social Responsibility Act 2011
- Local Audit and Accountability Act 2014

3.6.18 Secondary legislation

- Motor Vehicles (Third Party Risks) Regulations 1972
- Official Secrets Act 1989(Prescription) Order 1990
- Police (Disposal of Sound Equipment) Regulations 1995
- Police (Property) Regulations 1997
- Health and Safety (Enforcing Authority) Regulations 1998
- Motor Vehicles (Driving Licences) Regulations 1999
- Redundancy Payments (Continuity of Employment in Local Government, etc.) (Modification) Order 1999
- Motor Vehicles (Access to Driver Licensing Records) Regulations 2001
- Police and Criminal Evidence Act 1984 (Drug Testing of Persons in Police Detention) (Prescribed Persons) Regulations 2001
- Police Regulations 2003
- Docking of Working Dogs' Tails (England) Regulations 2007
- REACH Enforcement Regulations 2008
- Elected Local Policing Bodies (Specified Information) Order 2011
- Policing Protocol Order 2011
- Elected Local Policing Bodies (Complaints and Misconduct) Regulations 2012
- Police Appeals Tribunals Rules 2012
- Police and Crime Commissioner (Disqualification) (Supplementary Provisions) Regulations 2012
- Police and Crime Panels (Precepts and Chief Constable Appointments) Regulations 2012
- Local Government Pension Scheme Regulations 2013

- Local Audit (Auditor Resignation and Removal) Regulations 2014
- Combined Authorities (Mayors) (Filling of Vacancies) Order 2017

3.7 Miscellaneous

- 3.7.1 For the avoidance of doubt, the Combined Authority will be a body specified for the purposes of Section 33 of the Value Added Tax Act 1994. This will entitle the Combined Authority to claim refunds of Value Added Tax charged on supplies to, and acquisitions or importations by the Combined Authority.

3.8 Information Sharing

- 3.8.1 It is proposed that sections 17A and 115 of the Crime and Disorder Act 1998 should be amended to give the Combined Authority the same standing as a Local or Public Authority for the purpose of information sharing, given that the Mayor will be exercising PCC Functions.

Finance and Investment

4.1 Levy

- 4.1.1 The Combined Authority will continue to have the power to issue a levy to its Constituent Councils in respect of transport functions under section 74 of the Local Government Finance Act 1988 (levies) and in accordance with the Transport Levying Bodies Regulations 1992.

4.2 Precept

- 4.2.1 It is proposed that the Secretary of State makes an Order to provide for the costs of the Mayor for the Combined Area that are incurred in, or in connection with, the exercise of Mayoral Functions to be met from precepts issued by the Combined Authority under section 40 of the Local Government Finance Act 1992, and also provide for a precept for PCC Functions exercised by the Mayor, subject to any transitional provisions.
- 4.2.2 That is, the Mayor will have the power to issue a Council Tax Precept on behalf of the Combined Authority in relation to Mayoral Functions and PCC Functions.
- 4.2.3 The council tax requirement calculated under S42A of the Local Government Finance Act 1992 will consist of separate components for the Mayoral Functions and PCC Functions. The components will appear separately on council tax bills, and any monies paid to the Mayor by a billing authority in respect of the PCC Functions component of a precept must be paid by the Mayor into the Police Fund – see paragraph 3.6 above.
- 4.2.4 Any precept in relation to Mayoral Functions will be subject to scrutiny and amendment under the procedure relating to the Mayor's budget, as set out below.
- 4.2.5 The precept in relation to PCC Functions will be subject to scrutiny by the Police and Crime Panel – see paragraph 3.6.

4.3 Mayor's budget

- 4.3.1 The Combined Authority will follow the procedure set out in the Combined Authorities (Finance) Order (SI 2017/611) (the Finance Order) to approve the Mayor's budget. The Finance Order provides that each year, the Mayor must prepare a draft budget in respect of Mayoral Functions by 1 February, setting out the Mayor's spending plans and how the Mayor intends to meet the costs of Mayoral Functions, and including the relevant amounts and calculations to be used for the purpose of determining the precept.
- 4.3.2 In accordance with the Finance Order, if the Mayor fails to present a draft budget to the Combined Authority by 1 February, the Combined Authority must determine the relevant amounts and calculations. The Mayor is not excluded from voting on this decision, which would be decided by a 2/3 majority.
- 4.3.3 The Combined Authority must review any draft budget, and may make a report on it, to include any changes the Combined Authority thinks the Mayor should make to the draft budget. The Mayor does not vote on this decision, and the default simple majority voting arrangement would apply. (If the Combined Authority does not make a report before 8 February, the Mayor's draft budget shall be deemed to be approved).
- 4.3.4 Where the Combined Authority makes a report, the Mayor will then decide whether to make any changes to the draft budget and notify the Combined Authority of the reasons for their decision, and where changes are made, the revised draft budget.
- 4.3.5 The Combined Authority may then:
- approve the Mayor's draft budget, containing any revisions the Mayor has chosen to make, (default simple majority voting arrangement applies) or
 - veto the draft budget, and approve a budget incorporating the Combined Authority's recommendations set out in its report to the Mayor (it is proposed that a 5/8 majority of the members of the Combined Authority excluding the Mayor would be required for this.)
- 4.3.6 The Mayor's budget will also be scrutinised by the Combined Authority's Overview and Scrutiny Committee. The Mayor may change their draft budget further to any recommendations received from the Overview and Scrutiny Committee, and in accordance with the procedure set out in the Finance Order.

4.4 Borrowing

- 4.4.1 It is proposed that West Yorkshire Authorities will consent to Regulations being made pursuant to section 23(5) of the Local Government Act 2003 to extend the Combined Authority's existing borrowing powers (for transport functions) to other priority infrastructure projects, including but not limited to: highways, housing, investment and economic regeneration, as relevant to the exercise of the Combined Authority's functions, both Mayoral and Non-Mayoral, within agreed limits.

4.5 Business Rate Supplement

- 4.5.1 It is proposed that the Mayor will have the power, with the agreement of the Combined Authority and in consultation with the business community, to raise a Business Rate Supplement to fund infrastructure investment. The Combined Authority will be a levying authority for the purposes of the Business Rates Supplement Act 2009 and the Constituent Councils shall be deemed to be acting jointly through the Combined Authority in accordance with Section 2(3) of the Business Rates Supplement Act 2009.

4.6 Strategic Infrastructure Tariff

- 4.6.1 The Combined Authority will be able to seek consent to raise a Strategic Infrastructure Tariff to enable it to raise funding for strategic infrastructure.

4.7 Mayor's General Fund

- 4.7.1 The Finance Order will require the Mayor to keep a fund (to be known as the Mayor's "General Fund") in relation to receipts arising, and liabilities incurred, in the exercise of the Mayor's Mayoral Functions. All of the Mayor's receipts in respect of the exercise of the Mayoral Functions must be paid into the General Fund, and the Mayor's expenditure in respect of Mayoral Functions must be paid out of the General Fund. The Mayor must keep accounts of payments made into or out of the General Fund.



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All information correct at time of writing (May 20)

West Yorkshire Devolution - Public Consultation

What will a devolution deal mean for West Yorkshire?

On 11 March 2020, a 'minded to' devolution deal was agreed between HM Government and West Yorkshire. Implementation of this deal is being done jointly between Bradford, Calderdale, Kirklees, Leeds and Wakefield Councils, West Yorkshire Combined Authority and the Leeds City Region Enterprise Partnership (LEP).

Devolution is the transferring of money and powers from central Government. This will enable decisions that are a priority for West Yorkshire to be made locally. These decisions will be made by a mayoral combined authority and Mayor, who will be elected to serve local people, communities and businesses.

Each Local Authority in West Yorkshire and the Combined Authority have carefully considered the 'minded to' devolution deal along with the proposals for implementation and have decided that the introduction of a mayoral combined authority and election of a Mayor would benefit the whole area.

Public consultation

Subject to the West Yorkshire Devolution Deal being implemented, work has begun to set out how it will help meet the priorities related to the economic and infrastructure development of the region: transport, education and skills, planning and housing, and, potentially, Police and Crime Commissioner functions.

Structures will be put in place to give each of the five West Yorkshire councils representation, to work with the Mayor and exercise these new functions as a mayoral combined authority.

It is proposed that the mayoral combined authority will continue to be called the West Yorkshire Combined Authority. The West Yorkshire Combined Authority will retain its current functions and powers, and these will be complemented by the devolution deal.

We have set out the detail of how this will work, our proposals and ambitions. We want to know what you think.

To include: governance information and paper/form completion instructions inc. closing date

How will it work?

To implement the deal we are proposing the following:

- The first Mayor for West Yorkshire will be elected in May 2021 by the residents of the five West Yorkshire council areas: Bradford, Calderdale, Kirklees, Leeds and Wakefield
- The initial term of the Mayoral will be for 3 years, to 2024. Then each mayoral term will last for 4 years to align with other mayoral combined authority elections in England
- The Mayor will be supported in their operations and functions by the West Yorkshire Combined Authority as a mayoral combined authority
- The deal will provide control and influence of £1.8bn funding and a range of devolved powers to focus and invest in our towns, cities and rural areas, for: infrastructure, skills, business, housing and regeneration, cultural and heritage assets.
- Decisions on funding, operations and functions of the mayoral combined authority will be made in agreement by the five councils of West Yorkshire working together with the Mayor
- The mayoral combined authority will have a total of 11 Members:
 - eight voting members from the constituent councils expected to include the five leaders of each council (Bradford, Calderdale, Kirklees, Leeds and Wakefield), and three members chosen in collective agreement to reflect as far as practical the political parties among the constituent councils
 - the Mayor
 - plus, two non-voting additional members which will include an elected member from City of York Council and a member of the Leeds City Region Enterprise Partnership (LEP) board
- Police and Crime Commissioner functions will be passed to the mayor who will be able to appoint a Deputy Mayor for Policing and Crime to delegate some functions
- The mayor will also have functions relating to transport, housing and planning and finance
- The mayoral combined authority will have non-mayoral functions of transport-related powers, adult education and skills functions, housing functions, economic development and finance
- The mayoral combined authority will exercise responsibility for overview and scrutiny of its, and the Mayor's, functions, as well as exercises to audit. The Mayor's Police and Crime Commissioner functions will be scrutinised by a Police and Crime Panel.

Detail of the governance, scrutiny and auditing arrangements are set out in the scheme [\[hyperlink\]](#).

Q1a. Do you agree or disagree with our proposals for the devolution arrangements of the Mayor, mayoral combined authority, and the councils, working together?

Strongly agree

Agree

Neither agree
nor disagree

Disagree

Strongly
disagree

Don't know

Q1b. Please use the space below to tell us more about your answer:

DRAFT

Transport

The deal will give the Mayor and mayoral combined authority responsibilities for significant investment in transport infrastructure and services, including public transport. This will help create effective and efficient long-term asset management and procurement to deliver a 21st century transport system for West Yorkshire.

It is proposed that this will be done by:

Devolving powers to the Mayor to:

- produce a Local Transport Plan and strategies
- manage a multi-year local transport budget
- have access to franchising powers for bus services that would enable the Mayor to decide what bus services are provided (routes, timetables and fares) which would have many benefits including smart, simple, integrated ticketing across West Yorkshire. There will be a separate process and consultation if the Mayor decides to consider franchising.
- request the provision of electric vehicle charging points that are beneficial to promoting lower carbon transport

Devolving powers to the mayoral combined authority to:

- set up a Key Route Network across West Yorkshire on behalf of the Mayor to enable a consistent approach to the management of that network, building on the existing Key Route Network of local roads.
- mitigate disruption on the Key Route Network with a permit scheme to help plan and manage utility and highway works.
- enter into agreements with local highway authorities for construction, improvement and maintenance. The expectation is that all operational responsibility for highways will remain with the constituent Councils. So, the use of these powers will need to be agreed with constituent authorities.
- make grants to bus operators

These powers will unlock transport funds and funding flexibilities that will build on successful funding bids in the region that include the £317m Transforming Cities Fund recently awarded to the Leeds City Region.

Q2a. Do you support or oppose this proposal to devolve transport powers to a West Yorkshire Mayor and mayoral combined authority?

Strongly support

Support

Neither support nor oppose

Oppose

Strongly oppose

Don't know

Q2b. Please use the space below to tell us more about your answer:

Housing and planning

The deal will give the Mayor and mayoral combined authority powers to look at planning across the West Yorkshire area to ensure that: there is enhanced coordination in decisions; decisions are not impacted by council boundaries; and add value by addressing cross-boundary issues.

The proposal is that this will be done by granting powers to the Mayor and mayoral combined authority to exercise functions alongside the West Yorkshire Councils or Homes England, as appropriate.

Devolved powers and funding to the Mayor that include:

- compulsory purchase powers
- powers to produce a spatial development strategy for West Yorkshire
- designate an area of land as a mayoral development area and set up a mayoral development corporation to focus on that area's community regeneration and sustainability

Devolved powers to the mayoral combined authority 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 the achievement of sustainable development and good design

The mayoral combined authority will provide a pipeline plan of housing sites in West Yorkshire, to bring more land into development for the delivery of housing on brownfield sites. Regeneration powers will allow compulsory purchase and land acquisition and disposal to support infrastructure and community development and wellbeing.

This includes providing coordination to infrastructure planning such as broadband and utilities management, and energy and risk planning, which includes flood risk management.

Q4a. Do you support or oppose this proposal to devolve housing and planning powers to a West Yorkshire Mayor and mayoral combined authority?

Strongly support

Support

Neither support nor oppose

Oppose

Strongly oppose

Don't know

Q4b. Please use the space below to tell us more about your answer:

Police and Crime Commissioner Functions

The 'minded to' devolution deal announcement included the transfer of Police and Crime Commissioner functions and powers to the Mayor in 2024.

Currently we are exploring the potential to transfer the functions and powers of the Police and Crime Commissioner to the Mayor ahead of the agreed 2024 timeline, possibly as early as 2021. This will deliver enhanced outcomes for the public by strengthening joined up working across public services, for example between inclusive growth and community safety and cohesion. Joining police and crime functions with oversight of other public services in the mayoral combined authority should also promote further collaboration within the area. A mayor exercising police and crime functions will continue to provide a single, directly accountable individual who is responsible for securing an efficient and effective police force in West Yorkshire, in the same way the Police and Crime Commissioner does currently.

It is proposed that the Mayor will have Police and Crime Commissioner functions to:

- issue a police and crime plan
- set the police budget including the council tax requirements
- undertake Chief Constable dismissals, suspensions and appointments

The Mayor will appoint a Deputy Mayor for Policing and Crime to delegate functions like:

- determining police and crime objectives
- attending meetings of a Police and Crime Panel
- preparing an annual report
- decisions for auditing and liability limitations

These functions will be transferred from the existing West Yorkshire Police and Crime Commissioner and Office of the Police and Crime Commissioner, to the Mayor. A Police and Crime Panel will scrutinise the actions and decisions of the Mayor/Deputy Mayor for Policing and enable the public to hold them to account.

Q5a. Do you support or oppose this proposal to transfer Police and Crime Commissioner functions to a West Yorkshire Mayor and mayoral combined authority?

Strongly support

Support

Neither support nor oppose

Oppose

Strongly oppose

Don't know

Q5b. Please use the space below to tell us more about your answer:

The devolution deal agrees a significant shift of powers, funding and responsibility from central government to West Yorkshire. The additional powers and funding would help to drive productivity by enabling additional investment in our towns, cities and rural areas such as infrastructure, skills, business, housing and regeneration, cultural and heritage assets, and by boosting trade, innovation and inward investment. The scheme proposes the full details of how the new functions and changed arrangements will be carried out by the West Yorkshire Mayor and mayoral combined authority.

Are there any comments you would like to make that you do not feel you have addressed in this consultation survey? Please provide detail:

To include: about you information – business and individual applicable

Appendix 4: Indictive timeline

Step	Action/Decision	When – proposed timescales	Who
1	Carry out statutory Review	April - May 2020	Each Constituent Council and the Combined Authority jointly
	Consider Review outcome and resolve: <ul style="list-style-type: none"> • that an Order would be likely to improve statutory functions • agree Scheme for publication • agree to consult public on the Scheme 	W/c 18 May 2020	Each Constituent Council, and the Combined Authority
2	Publish Scheme	25 May 2020	Constituent Councils and the Combined Authority jointly
3	Consultation	25 May 2020 - 19 July 2020	Constituent Councils and the Combined Authority jointly
4	Consider outcome of consultation and resolve to submit a summary of responses to the Secretary of State	August/September 2020	Each Constituent Council and the Combined Authority
5	Secretary of State approves proposals set out in Scheme and decides to lay draft Order/Regulations	September 2020	Secretary of State
5	Consent to Order/Regulations	End of September 2020	Each Constituent Council and the Combined Authority
6	Order/Regulations laid	October 2020	Secretary of State
	Order/Regulations made and final deal published	December 2020/January 2021	Secretary of State
-	Notice of Mayoral Election	March 2021	Mayoral Combined Authority
-	Election of Mayor	May 2021	-

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Report to: West Yorkshire Combined Authority

Date: 21 May 2020

Subject: **Local Cycling and Walking Infrastructure Plans**

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

Author(s): Ambrose White, Policy Officer

Is this a key decision?	<input checked="" type="checkbox"/> Yes <input 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 approval to adopt phase one Local Cycling and Walking Infrastructure Plans (LCWIPs) produced for Bradford, Calderdale, Kirklees, Leeds and Wakefield as daughter documents of the West Yorkshire Transport Strategy 2040.

2. Information

Background

- 2.1 During the current COVID-19 crisis, the importance of walking and cycling – supported by good infrastructure – has been brought to the fore. They are playing an increasing role in enabling travel of key workers and others, as an alternative to the car and to public transport services which are currently subject to capacity restrictions. As we exit lockdown and restrictions are lifted, it is expected that more people will choose to walk and cycle. These modes will also support a healthy and green recovery.

- 2.2 Following the publication of technical guidance by Government in 2017¹, Local Cycling and Walking Infrastructure Plans (LCWIPs) are being developed for West Yorkshire to help the Combined Authority and its partner councils prioritise future investment in walking and cycling infrastructure.
- 2.3 LCWIPs can play a role in recovery from the COVID-19 crisis. The proposals identified through the work to date offer potential for consideration as shorter term trial interventions as well as guiding future investment.
- 2.4 As part of the longer term recovery, investment informed by these LCWIPs will enable more people to walk and cycle for short everyday journeys, and help deliver the policies and targets of the West Yorkshire Transport Strategy 2040, in particular to increase the number of trips made on foot by 10% and by bike by 300% by 2027. Walking and cycling provide an alternative to more carbon intensive modes of transport for shorter journeys, offering potential to reduce carbon emissions and contribute to the target to become a net zero carbon city region by 2038.
- 2.5 As part of its devolution deal with government, the Combined Authority has committed to prioritise investment in cycling and walking networks identified through LCWIPs and partner council's own cycling and walking strategies. The proposals identified through LCWIPs will therefore be integrated with work to develop a connectivity investment pipeline for West Yorkshire for all modes of transport, as well as potentially helping to influence local planning processes.
- 2.6 Investment guided by the LCWIPs will build on the Combined Authority and partner councils' delivery to date of infrastructure and supporting behaviour change, through the CityConnect programme and other transport investment programmes.
- 2.7 LCWIPs are being developed on a phased approach for each partner council area in West Yorkshire that will be able to function as standalone plans, enabling potential future adoption by individual partner councils if deemed appropriate.

Progress to date

- 2.8 Transport Committee has overseen the technical work to develop the LCWIPs. Given the expected amount of resource required to develop a comprehensive plan for cycling and walking in each partner council area, Transport Committee endorsed a phased approach to developing LCWIPs in West Yorkshire. The first phase of work has concluded, identifying potential walking and cycling networks and improvements for specific geographic areas of focus. This first phase has acted as a pilot to inform further development.
- 2.9 Following targeted stakeholder engagement in 2019, Transport Committee endorsed phase one LCWIP documents in January 2020. One of the cycle routes proposed in the phase one LCWIP for Bradford included a section

¹ <https://www.gov.uk/government/publications/local-cycling-and-walking-infrastructure-plans-technical-guidance-and-tools>

outside the Bradford boundary, and the endorsement from Transport Committee excluded this section which would be subject to further feasibility work and engagement. As this feasibility and engagement work is ongoing, the phase one LCWIP for Bradford does not include this section, which will be considered in future phases of work.

- 2.10 The work carried out to develop the phase one LCWIPs is being used to inform other workstreams such as the Transforming Cities Fund programme which includes some of the schemes identified in the draft phase one LCWIPs.
- 2.11 Appendix 1, 2, 3, 4 and 5 include the phase 1 summary LCWIPs for Bradford, Calderdale, Kirklees, Leeds and Wakefield respectively. Approval is sought from the Combined Authority to adopt the phase one LCWIP documents. The presentation of these summary documents and the more detailed technical reports that support them have not yet been finalised for publication and it is proposed that design work to prepare the full document follows their adoption by the Combined Authority.
- 2.12 The first phase of LCWIP development has enabled the LCWIP approach to be tested. Lessons learnt from work carried out to-date has provided insight into the level of resource required to produce LCWIPs to the Government's methodology. Further phases of LCWIP development will involve a mixture of wider stakeholder engagement and technical work to assess proposals for priority cycle routes within the region, as well as improvements required for local walking and cycling trips, including potential neighbourhood-wide interventions (for example, creation of "low traffic neighbourhoods") in response to feedback from stakeholders.

Related workstreams

- 2.13 Future improvements will need to be designed to ensure that facilities will enable the greatest number of people to walk and cycle more, with direct, convenient, safe, comfortable and attractive routes. Development of a set of principles relating to the design and maintenance of walking and cycling provision in West Yorkshire is underway, linked to forthcoming national detailed design guidance for cycling infrastructure. These principles are proposed to underpin future investment as identified through the LCWIPs and other investment programmes such as the Transforming Cities Fund.
- 2.14 Work to develop LCWIPs in West Yorkshire builds on aspirations and plans already developed by partners in the region, such as partner council Cycling Strategies or Local Plans, which identify future aspirational networks. These published ambitions are being collated to create a schematic future West Yorkshire Strategic Cycle Network Map, which will be reported to Transport Committee and used to guide development of LCWIPs in the next phase.

3. Clean Growth Implications

- 3.1 This report seeks endorsement of phase one LCWIPs, which set out network proposals and route improvements which will inform future investment to

enable more people to walk and cycle. The West Yorkshire Transport Strategy 2040 and the Leeds City Region Energy Strategy recognise that walking and cycling are ideal ways of making shorter journeys and as a result offer potential to reduce carbon.

4. Inclusive Growth Implications

- 4.1 Improvements to walking and cycling identified through Local Cycling and Walking Infrastructure Plans in West Yorkshire are intended to enable all those who can walk or cycle to make journeys as safely and conveniently as possible, including disabled people, helping to ensure our transport network is as inclusive as possible.

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. However, further development of LCWIPs will require staff resources to be allocated to this work by the Combined Authority and partner councils.

8. External Consultees

- 7.1 Stakeholder engagement has been undertaken and has shaped the phase one LCWIPs presented for approval. The results of the engagement have been published on the Combined Authority's engagement portal.

9. Recommendations

- 9.1 That the Combined Authority adopt the phase one Local Cycling and Walking Infrastructure Plans (LCWIPs) produced for Bradford, Calderdale, Kirklees, Leeds and Wakefield, and that proposals included in the plans be used as inputs into the development of a transport investment pipeline.
- 9.2 That a decision on the final appearance of the phase one LCWIP documents for publication is delegated to the Combined Authority's Managing Director, in consultation with the Chair of the Transport Committee.

10. Background Documents

Report to Transport Committee, 10 January 2020

11. Appendices

- Appendix 1 – Bradford LCWIP – Phase One Summary Document
- Appendix 2 – Calderdale LCWIP – Phase One Summary Document
- Appendix 3 – Kirklees LCWIP – Phase One Summary Document
- Appendix 4 – Leeds LCWIP – Phase One Summary Document
- Appendix 5 – Wakefield LCWIP – Phase One Summary Document

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Bradford Local Cycling and Walking Infrastructure Plan – Phase 1

Summary Document

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Bradford Local Cycling and Walking Infrastructure Plan – Phase 1

Introduction

In 2017 the Government published its first Cycling and Walking Investment Strategy, which sets out an ambition to make cycling and walking the natural choices for shorter journeys or as part of a longer journey. Local Cycling and Walking Infrastructure Plans (LCWIPs) form part of the Strategy and set out a new, strategic approach to identifying cycling and walking improvements required at the local level. They enable a long-term approach to developing cycling and walking networks so that the Government's objectives can be achieved.

The document provides a summary of the phase one Bradford LCWIP, which for its initial phase has been produced to cover certain geographic areas of focus (south Bradford for cycling; Keighley for walking). The plan has been developed through a process of stakeholder consultation (workshops and street audits), data analysis, and high level engineering assessment of potential improvements. The document provides a summary of the phase one LCWIP including the key outputs:

- **Network maps** for cycling and walking, which identifies preferred routes and core zones for further development;
- A **programme of infrastructure improvements** for future investment

A more detailed report is available on the Combined Authority's website, that sets out the underlying analysis carried out and a narrative to support the identified improvements.

Bradford Local Cycling and Walking Infrastructure Plan – Phase 1

Proposed Cycling Network for South Bradford

These network proposals include:

A Network Map, showing the main desire lines to provide connections across South Bradford – with two routes prioritised for further assessment in detail

Route alignments for the prioritised desire lines.

Two potential options were assessed for each route and will inform more detailed feasibility work to be carried out at a later stage. Further sections of route which could connect these route options to other communities and linking to other cycle routes will be considered in future stages of LCWIP development

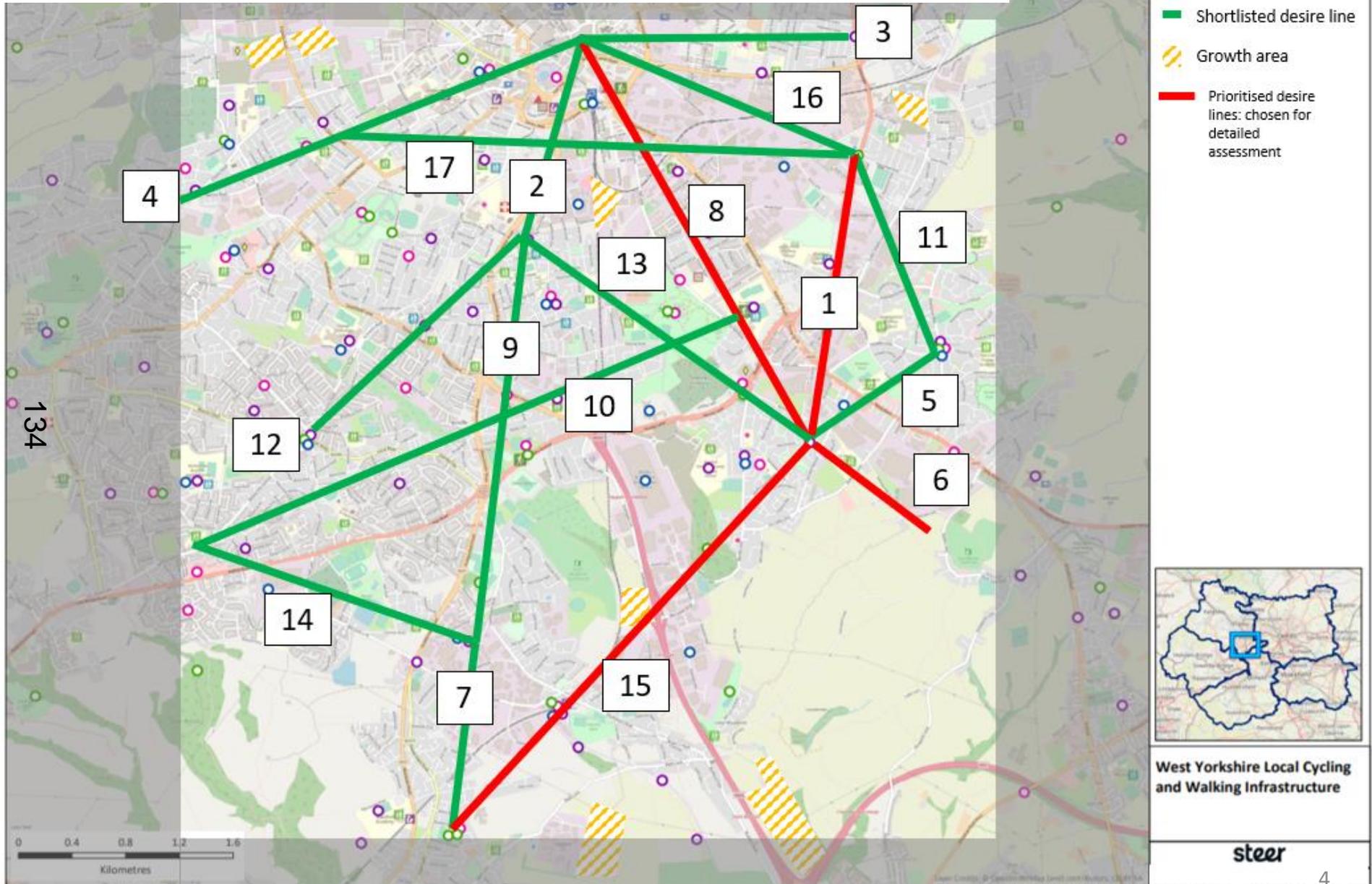
Programmes of improvements for cycling on the detailed route alignments

These improvements have been identified through high level assessment and further feasibility work is required to be carried out. The types of cycling provision proposed are based on route types identified in government guidance, and approximate costs based on typical costs for this type of provision provided in government guidance.

The proposed cycling infrastructure may also be accompanied by a range of complementary measures to be defined in further stages of LCWIP development.

Complementary measures may include: new waiting/loading restrictions; Improved enforcement of existing waiting/loading restrictions; Behaviour change programmes to raise awareness of infrastructure improvements and encourage walking and cycling; Restrictions to general traffic; Improved landscaping and lighting; New and improved cycle parking

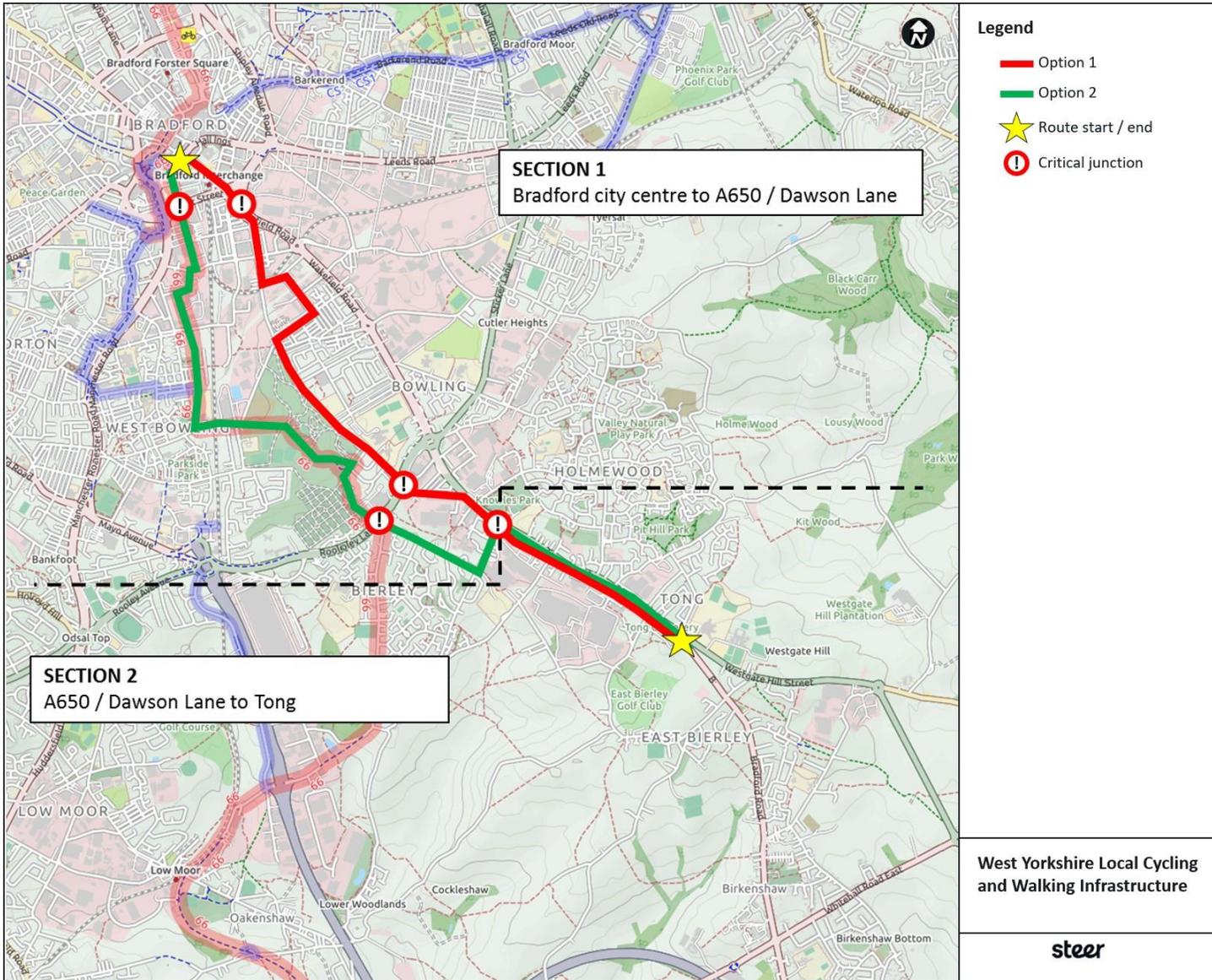
Proposed Cycling Network Map



Proposed Cycling Network: Detailed Route Alignment

Route 1: Bradford city centre to Tong Street

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Proposed Cycling Network: Programme of improvements

Route 1: Bradford city centre to Tong Street

Direct route (option 1)

Route section	Proposed provision	Indicative Cost
1 City Centre to A650/ Dawson Lane	Mixed cycle route Hall Ings to Croft Street (315 m)	£0.2m
	Segregated cycle route, on highway Croft Street to Hall Lane	£0.3m
	Mixed cycle route Hall Lane to A650 Tong Street (2.8km)	£2m
	New at-grade toucan crossing over Rooley Ln (also part of Route 2)	£0.2m
	Segregated cycle route, on highway A650 (from A6177 to A651) (1.32km)	£1.5m

Alternative route (option 2)

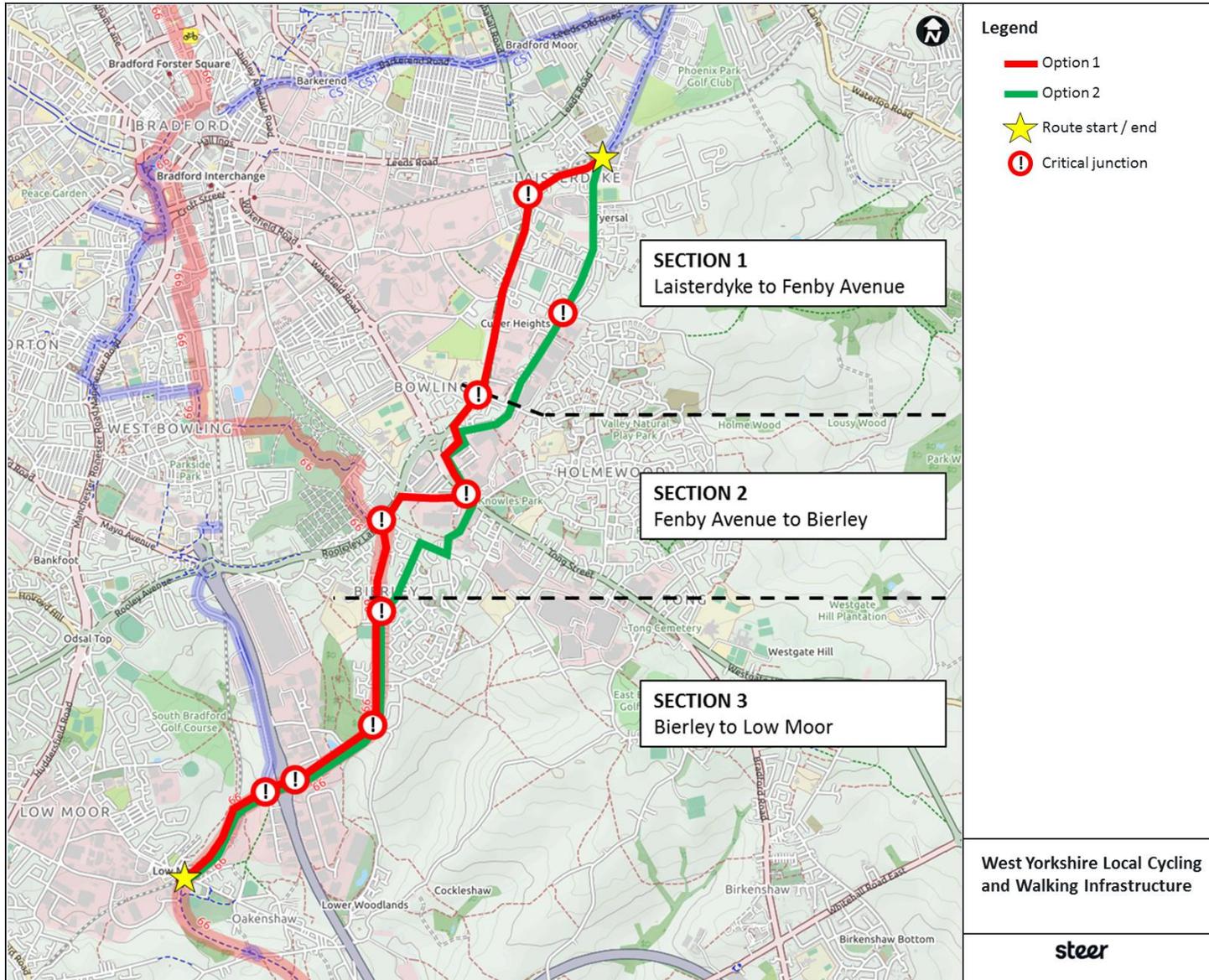
Route section	Infrastructure	Indicative Cost
1 City Centre to A650/ Dawson Lane	Mixed cycle route Hall Ings to A650	£3.2m
2 A650/ Dawson Ln to Tong	Segregated cycle route, on highway A650 (from A6177 to A651) (1.32km)	£1.5m

More information on the types of provision proposed are provided on page 16

Cycling Network: Detailed Route Alignment

Route 2: Laisterdyke to Low Moor

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Cycling Network: Programme of improvements

Route 2: Laisterdyke to Low Moor

Option 1

Route section	Proposed provision	Indicative Cost
1 Laisterdyke to Fenby Avenue	Mixed cycle route Dick Lane to A6177 via New Lane (665m)	£0.5m
	Segregated cycle route, on highway New Lane/A6177 to Fenby Avenue (1.32km)	£1.5m
2 Fenby Avenue to Bierley	Segregated cycle route, on highway Fenby Avenue to Cutler Heights Lane (245m)	£0.3m
	Mixed cycle route Cutler Heights to Bierley Lane roundabout (1.75km)	£1.2m
	At grade crossing of A650 at Rook Lane	£0.4m
	New at grade toucan crossing over Rooley Lane (also part of Route 1)	£0.2m
3 Bierley to Low Moor	Mixed cycle route Bierley Lane roundabout to path off Kingsmark Freeway (2.13km)	£1.5m

Option 2

Route section	Infrastructure	Indicative Cost
1 Laisterdyke to Fenby Avenue	Segregated cycle route, on highway Dick Lane/New Lane to Fenby Avenue (1.93km)	£2.7m
2 Fenby Avenue to Bierley	Segregated cycle route, on highway – 393m from Fenby Ave to School St	£0.5m
	Mixed cycle route – 1.75km from School Street to Bierley Ln roundabout	£1.2m
	At-grade crossing of A650 at Rook Lane	£0.4m
3 Bierley to Low Moor	Mixed cycle route Bierley Lane roundabout to path off Kingsmark Freeway (2.13km)	£1.5m

Bradford Local Cycling and Walking Infrastructure Plan – Phase 1

Proposed Walking Network: Keighley

These network proposals include:

A Network Map, showing the main routes for walking (“Primary” routes) and other important pedestrian routes (“secondary”), as well as a central destination area for walking trips (“Core Walking Zone”)

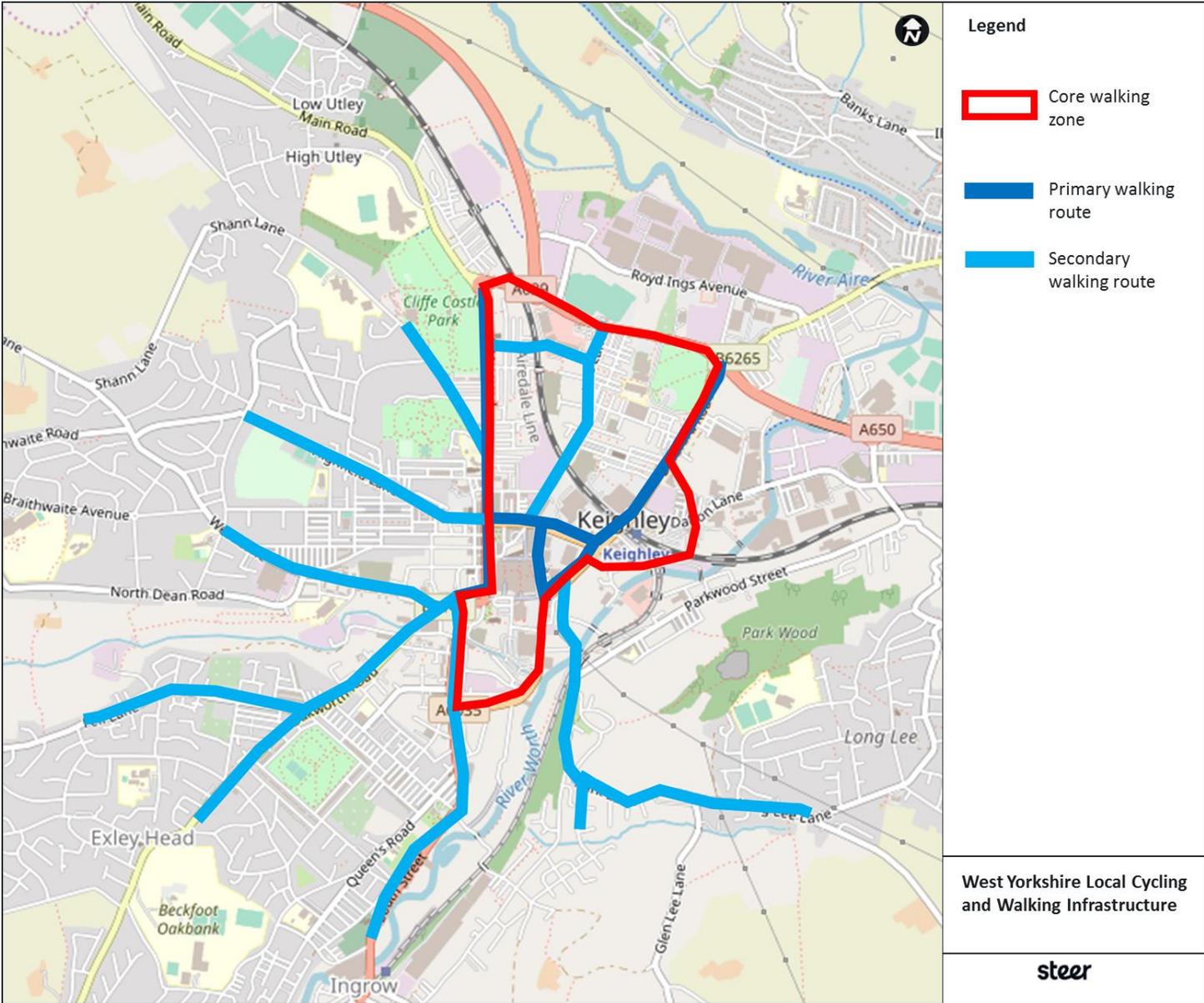
Programmes of improvements for walking within the Core Walking Zone

These improvements have been identified through a community street audit which allowed local stakeholders to provide feedback on the local walking environment, with a follow up workshop.

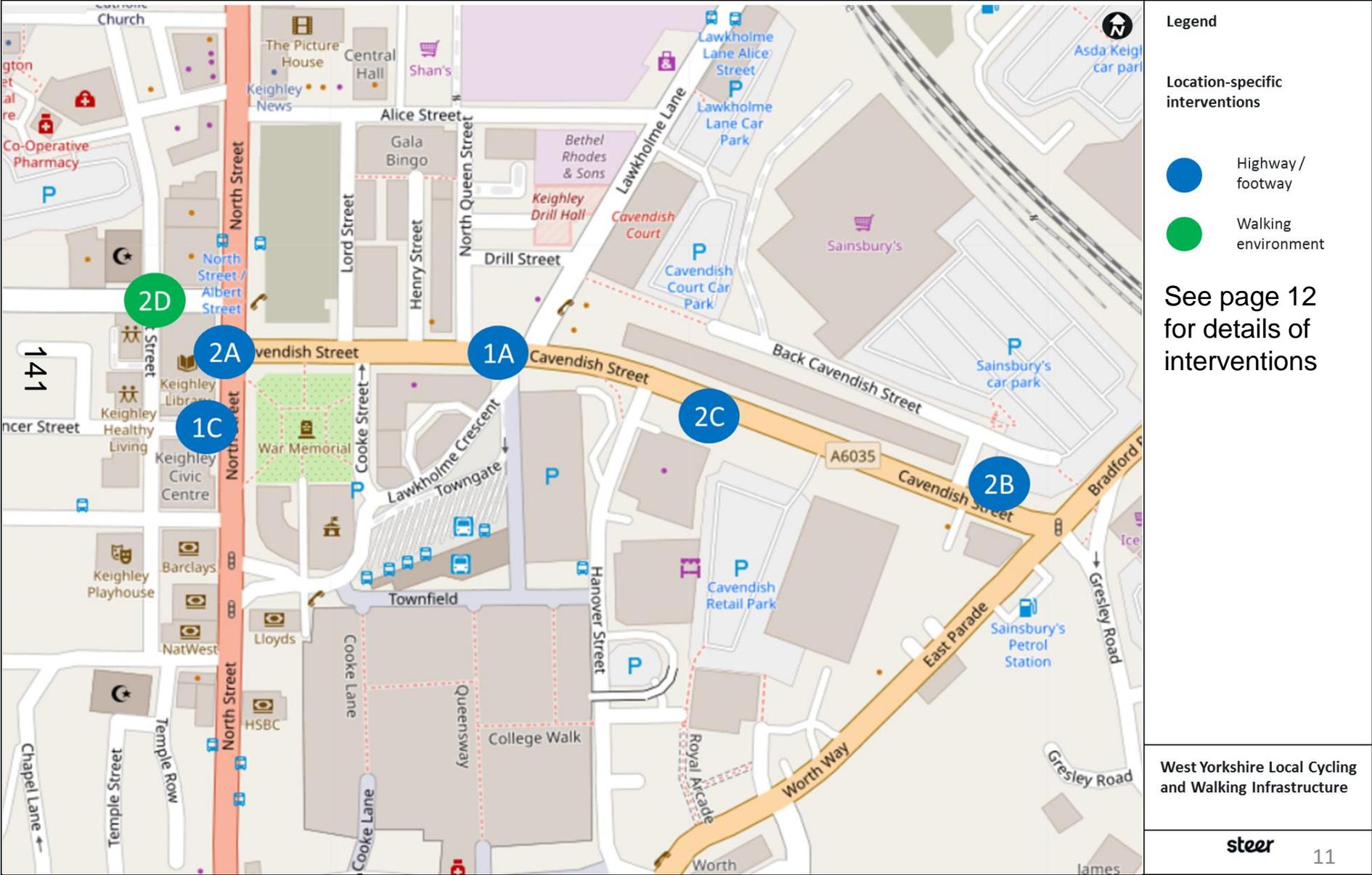
The proposed walking infrastructure could also be accompanied by a range of complementary measures to be defined in further stages of LCWIP development. Complementary measures could include new waiting/loading restrictions; improved enforcement of existing waiting/loading restrictions; behaviour change programmes; restrictions to general traffic; improved landscaping and lighting and accessible seating.

Proposed Walking Network Map

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Proposed Walking Network: Programme of improvements



Proposed Walking Network: Programme of improvements

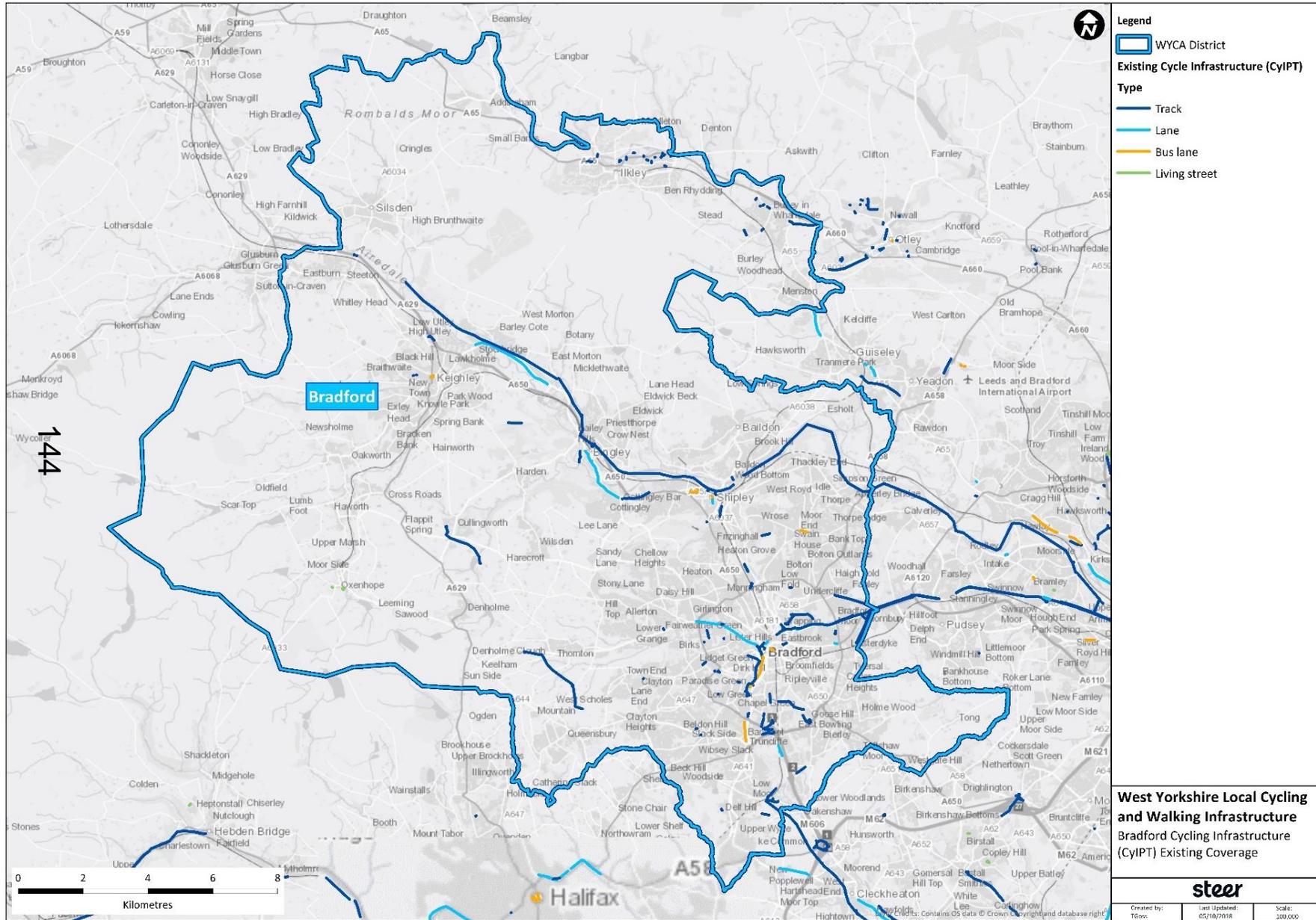
	Intervention	Intervention	Indicative Costs	Time scale
1A	Removal or reduction of vehicular traffic from Cavendish Street	<ul style="list-style-type: none"> Minimal interventions (signage, change to road markings, legal costs) Series of extensive interventions (e.g. new pedestrianised area with cycle lanes, street planting, benches, other public realm interventions) 	Further study required	M – L M – L
1B	Improved pedestrian crossing facility at Bradford Road / Cavendish Road intersection	<ul style="list-style-type: none"> Install single stage puffin crossings across Bradford Road Reconfigure junction to reduce number of lanes/slip roads Widen footway (reduction of carriageway width) 	c. £50 – 60k Further study required Further study required	M M M
1C	Restrict access to side roads along North Street and install continuous footway / modal filters	<ul style="list-style-type: none"> Modal filters at side roads (bollards) Continuous footway at side-roads 	£150-£350 per bollard £10k-£20k side road	M M
2A	Improved pedestrian crossing at North Street / Cavendish Street / Highfield Lane intersection	Install single stage puffin crossings across North Street and Cavendish Street	c. £50k-£60k per crossing	M
2B	Improved Hanover Street and Sainsbury's access side road crossings	<ul style="list-style-type: none"> Installation of raised table crossings and altered road markings at two side roads Build outs to reduce junction width / turning radii 	c. £15k per crossing Further study required	S - M S – M
2C	Install zebra crossing on Cavendish Street at site of current courtesy crossing	Install zebra crossing	c. £20k-£35k	S
2D	Improve back streets parallel to North Street for walking and cycling	<ul style="list-style-type: none"> Various public realm interventions Installation of implied zebras (currently being trialled nationally) 	Further study required Further study required	S S
3A	Wayfinding	Install comprehensive wayfinding	c. £1k per finger post	S – M
3B	Installation of raised table pedestrian crossings at side roads	Installation of raised table crossings and altered road markings at side roads	c. £15k per crossing	M

Bradford Draft Local Cycling and Walking Infrastructure Plan – Phase 1

Supporting information

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Existing Cycle Network



Cycling – principles of design

Core Design Outcomes are well established principles for cycling infrastructure set out in Government’s LCWIP guidance, which have informed the proposed infrastructure improvements and associated cost estimates, to ensure that proposals meet the appropriate quality of infrastructure provision needed to increase cycling. These Core Design Principles have been used to shape the development the proposals in this summary document.

A set of principles for walking and cycling design is being developed locally by West Yorkshire partners which will inform the basis of further development of the schemes identified through this LCWIP.

Coherent	The network must be coherent: it must link all the places cyclists want to start and finish their journeys with a route quality that is consistent and easy to navigate. Abrupt changes in the level of provision for cyclists will mean that an otherwise serviceable route becomes disjointed and unusable by the majority of potential users
Direct	<p>Routes for cyclists must provide direct and fast routes from origin to destination. In order to make cycling preferable to driving, routes for cyclists must be at least as direct – and preferably more direct – than that available for private motor vehicles.</p> <p>And indirect route for cyclists may result in some of them choosing the more direct, faster route, even if it is unsuitable for cycling.</p>
Safe	Cycle networks must not only improve cyclists’ safety, but also their feeling of how safe the environment is. Consideration must be given to reducing the speeds of motor vehicles to acceptable levels, particularly when cyclists are expected to share the carriageway. The needs for cyclists to come into close proximity and conflict with motor traffic must be removed, particularly at junctions, where the majority of crashes occur.
Comfortable	Smooth surfaces, with minimal stopping and starting, without the need to ascend or descend steep gradients and which present few conflicts with others users creates comfortable conditions that are more conducive to cycling. The presence of high speed, high volume motor traffic affects both the safety and the comfort of the user.
Attractive	Cyclists are more aware of the environment they are moving through than people in cars or other motor vehicles. Cycling is a pleasurable activity, in part because it involves such close contact with the surroundings. The attractiveness of the route itself will therefore affect whether users choose to cycle.

Cycling provision - Definitions

The definitions provided below for different types of cycle route provision identified in the Programme of Improvements are taken from Government's LCWIP guidance and research commissioned by the Department for Transport.

Segregated cycle route, on highway

Referred to as Cycle-Superhighway in guidance. An extended cycle route that enables direct, rapid, safe cycle trips largely segregated from traffic along an arterial route e.g. a 10km route following an A-road from outer suburbs to a city centre.

Typical features:

- Physically protected segregation from traffic and pedestrians for much of the route, using kerbs, paving level differences or other physical means.
- Sufficient width to accommodate large flows of cyclists.
- Cyclist priority at side roads with speed tables to slow cars. • Clearway orders to prevent parking in the cycle lane.
- Cyclist 'bypasses' to the rear of bus stops forming passenger waiting 'islands'.
- Dedicated cycle crossing facilities across major roads, signalised where necessary.
- A feeling of safety so that unconfident cyclists feel comfortable using the route

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Mixed cycle route

Referred to as "Mixed Strategic cycle route" in guidance. An extended cycle route to facilitate cycling along a strategic corridor, comprising a mixture of: signed route without dedicated lanes along quieter roads; on-road lanes without physical segregation; physically segregated cycle lanes along busier roads; marked cycle routes away from roads where such alignments are available.

Typical features:

- Continuous clear signage from one end to the other.
- Routing and provision of segregation and crossings so the whole route can be cycled without encountering major obstacles or having to battle with fast traffic on a busy road.
- Deviations from the fastest most direct route to follow parallel quieter roads or paths through parks and green corridors.
- Speed restrictions such as 20mph zones and traffic calming.

Toucan Crossing

A Toucan crossing is a shared signal-controlled crossing for pedestrians and cyclists, linking cycle track and pedestrian routes on opposite sides of a carriageway

Sources: LCWIP Technical Guidance, Department for Transport, 2017
Typical Costs of Cycling Interventions, Transport for Quality of Life (for DfT), 2016
Local Transport Note 2/95 "The Design of Pedestrian Crossings", Department for Transport 1995

Walking principles of design

The **Core Design Outcomes** are well established principles for cycling infrastructure set out in Government's LCWIP guidance, which have informed the proposed infrastructure improvements and associated cost estimates, to ensure that proposals meet the appropriate quality of infrastructure provision needed to increase cycling.

Comfort	Footways level and in good condition, with no trip hazards.
	Footway widths generally in excess of 2m effective width
	Width on staggered crossings/pedestrian islands/refuges able to accommodate all users without 'give and take' between users or walking on roads. Widths generally in excess of 2m to accommodate wheel-chair users.
	No instances of vehicles parking on footways.
	Clearance widths generally in excess of 2m between permanent obstructions.
Directness	Footways are provided to cater for pedestrian desire lines (e.g. adjacent to road).
	Crossings follow desire lines.
	Crossing of road easy, direct, and comfortable and without delay (< 5s average).
	Crossings are single phase pelican/puffin or zebra crossings.
	Diagonal crossing (pedestrian and all-green phase) available at intersections
	Green man time is of sufficient length to cross comfortably (presume 0.8m/s)
Coherence	Walking network developed to link key trip generators, public transport and residential areas
	Adequate dropped kerb and appropriate tactile paving provision.
	Comprehensive wayfinding with walking times installed throughout core walking zone and along key routes
	Footway and crossing materials consistent throughout core walking zone and along key walking routes
Safety	Appropriate formal crossing points installed at all major road crossings
	Continuous network of footway available throughout core walking zone and along key walking routes
	Appropriate street lighting installed along all key routes
	Footway network maintained to avoid trip hazards
	Traffic calming measures in place in areas of higher pedestrian vulnerability e.g. schools, residential care homes, hospitals etc
Attractiveness	Footway and street furniture maintained to a good standard (clean, safe and accessible)
	Regular litter and waste collection to ensure clean street
	Planting and greenery installed where possible, also to provide shade

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Calderdale Local Cycling and Walking Infrastructure Plan – Phase 1

Summary Document

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Calderdale Local Cycling and Walking Infrastructure Plan – Phase 1

Introduction

In 2017 the Government published its first Cycling and Walking Investment Strategy, which sets out an ambition to make cycling and walking the natural choices for shorter journeys or as part of a longer journey. Local Cycling and Walking Infrastructure Plans (LCWIPs) form part of the Strategy and set out a new, strategic approach to identifying cycling and walking improvements required at the local level. They enable a long-term approach to developing cycling and walking networks so that the Government's objectives can be achieved.

The document provides a summary of the draft Calderdale LCWIP, which for its initial phase has been produced to cover certain geographic areas of focus (Brighouse for cycling; Halifax for walking). The plan has been developed through a process of stakeholder consultation (workshops and street audits), data analysis, and high level engineering assessment of potential improvements. The document provides a summary of the following key outputs contained within the draft LCWIP:

- **Network maps** for cycling and walking, which identifies preferred routes and core zones for further development;
- A **programme of infrastructure improvements** for future investment

A more detailed report is available on the Combined Authority's website, that sets out the underlying analysis carried out and a narrative to support the identified improvements

Calderdale Local Cycling and Walking Infrastructure Plan – Phase 1

Proposed Cycling Network for Brighouse

These network proposals include:

A Network Map, showing the main desire lines to provide connections across Brighouse– with two routes prioritised for further assessment in detail

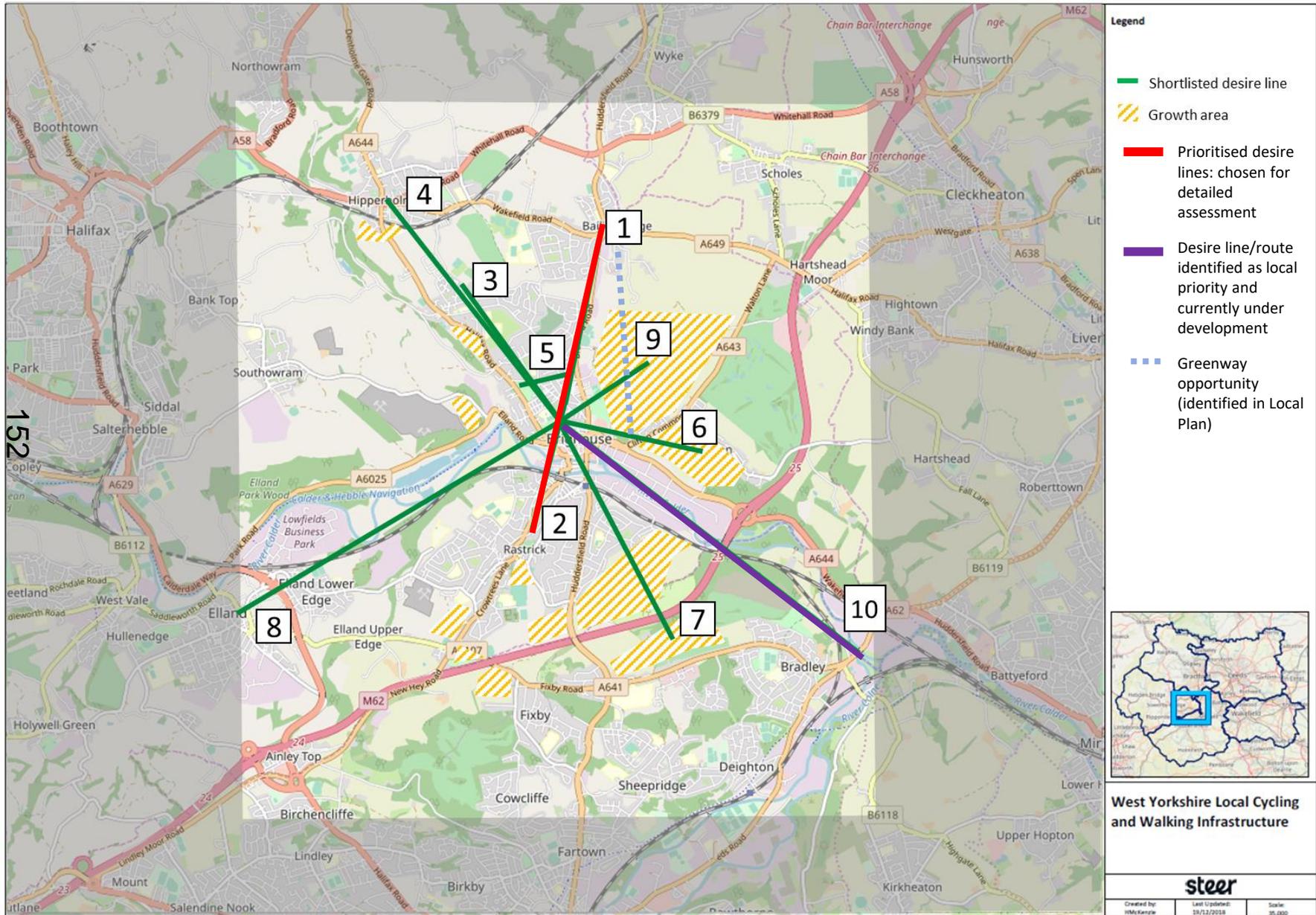
Route alignments for the prioritised desire lines.

Two potential options were assessed for each route and will inform more detailed feasibility work to be carried out at a later stage. Further sections of route which could connect these route options to other communities and linking to other cycle routes will be considered in future stages of LCWIP development

Programmes of improvements for cycling on the detailed route alignments

These improvements have been identified through high level assessment and further feasibility work is required to be carried out. The types of cycling provision proposed are based on route types identified in government guidance, and approximate costs based on typical costs for this type of provision provided in government guidance.

Proposed Cycling Network Map



- Legend**
- Shortlisted desire line
 - ▨ Growth area
 - Prioritised desire lines: chosen for detailed assessment
 - Desire line/route identified as local priority and currently under development
 - - - Greenway opportunity (identified in Local Plan)



West Yorkshire Local Cycling and Walking Infrastructure

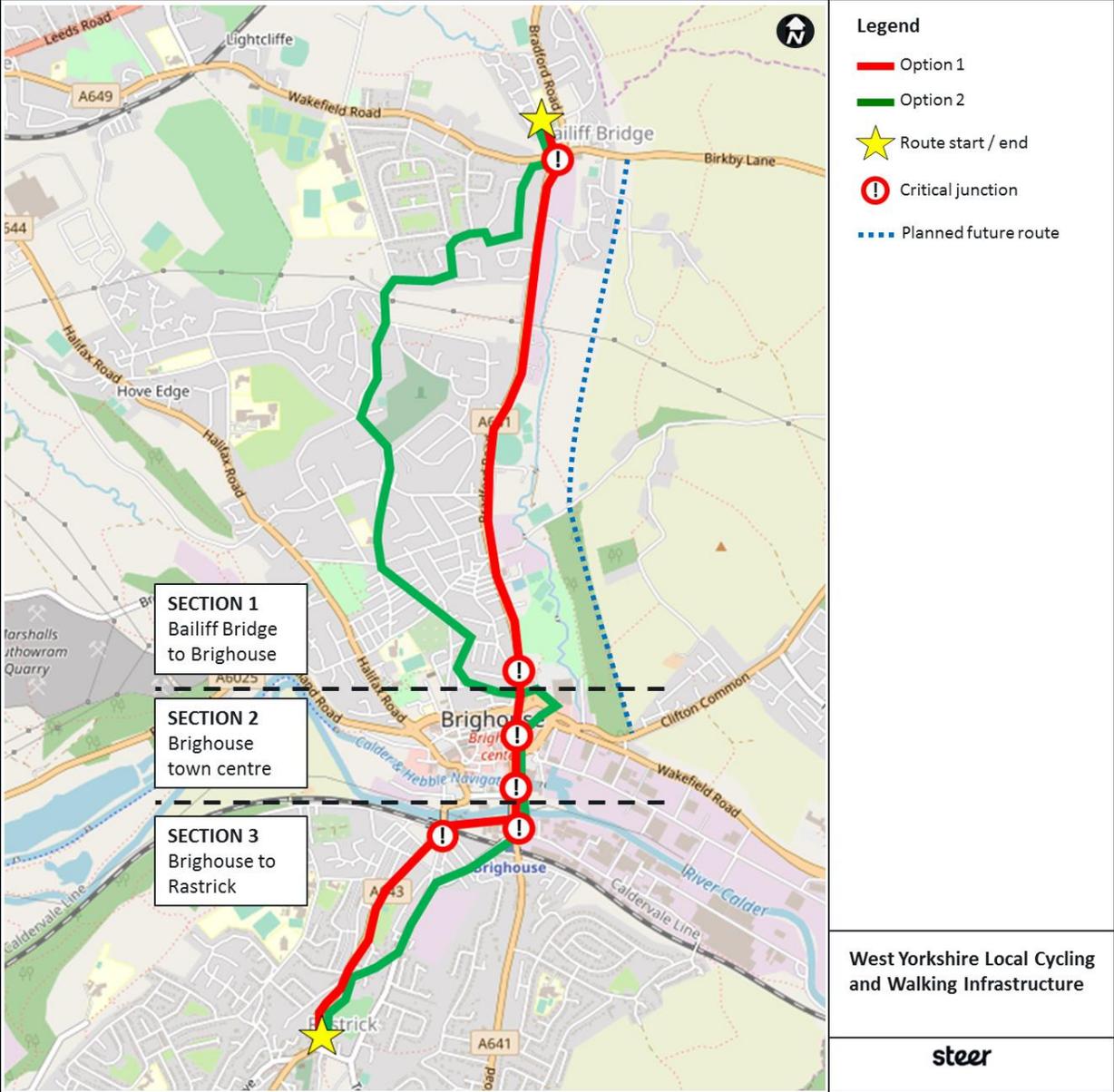
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Proposed Cycling Network: Detailed Route Alignment

Bailiff Bridge to Rastrick via Brighouse

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Proposed Cycling Network: Programme of improvements

Direct Route (Option 1)

Route section	Proposed provision	Indicative Cost
1 Bailiff Bridge to Brighouse	Mixed cycle route Empire Court to A649 (115m)	£0.1m
	Segregated cycle route, on highway Bradford Road (2.15km)	£2.5m
2 Brighouse Town Centre <small>154</small>	Mixed cycle route Bradford Rd to A641/Bethel St roundabout (281m)	£0.2m
	Segregated cycle route, on highway A641/Bethel St roundabout to Cliffe Rd (294m)	£0.3m
	Remodelling of one major junction A641/Bethel St roundabout	£1.6m
3 Brighouse to Rastrick	Mixed cycle route Cliffe Rd to Bramston St (396m)	£0.3m
	Segregated cycle route, on highway Bramston St to A643/Ogden Ln roundabout (~1km)	£1.1m

Alternative (Option 2)

Route section	Proposed provision	Indicative Cost
1 Bailiff Bridge to Brighouse	Mixed cycle route Empire Court to Bradford Road (3.23km)	£2.2m
2 Brighouse Town Centre	Mixed cycle route Bradford Rd to A641/Bethel St roundabout (281m)	£0.2m
	Segregated cycle route, on highway A641/Bethel St roundabout to Cliffe Rd (294m)	£0.3m
	Remodelling of one major junction A641/Bethel St roundabout	£1.6m
3 Brighouse to Rastrick	Mixed cycle route Cliffe Rd to A643 (983m)	£0.7m
	Segregated cycle route, on highway A643 to A643/Ogden Ln roundabout (~1km)	£0.3m

Calderdale Local Cycling and Walking Infrastructure Plan – Phase 1

Proposed Walking Network: Halifax

These network proposals include:

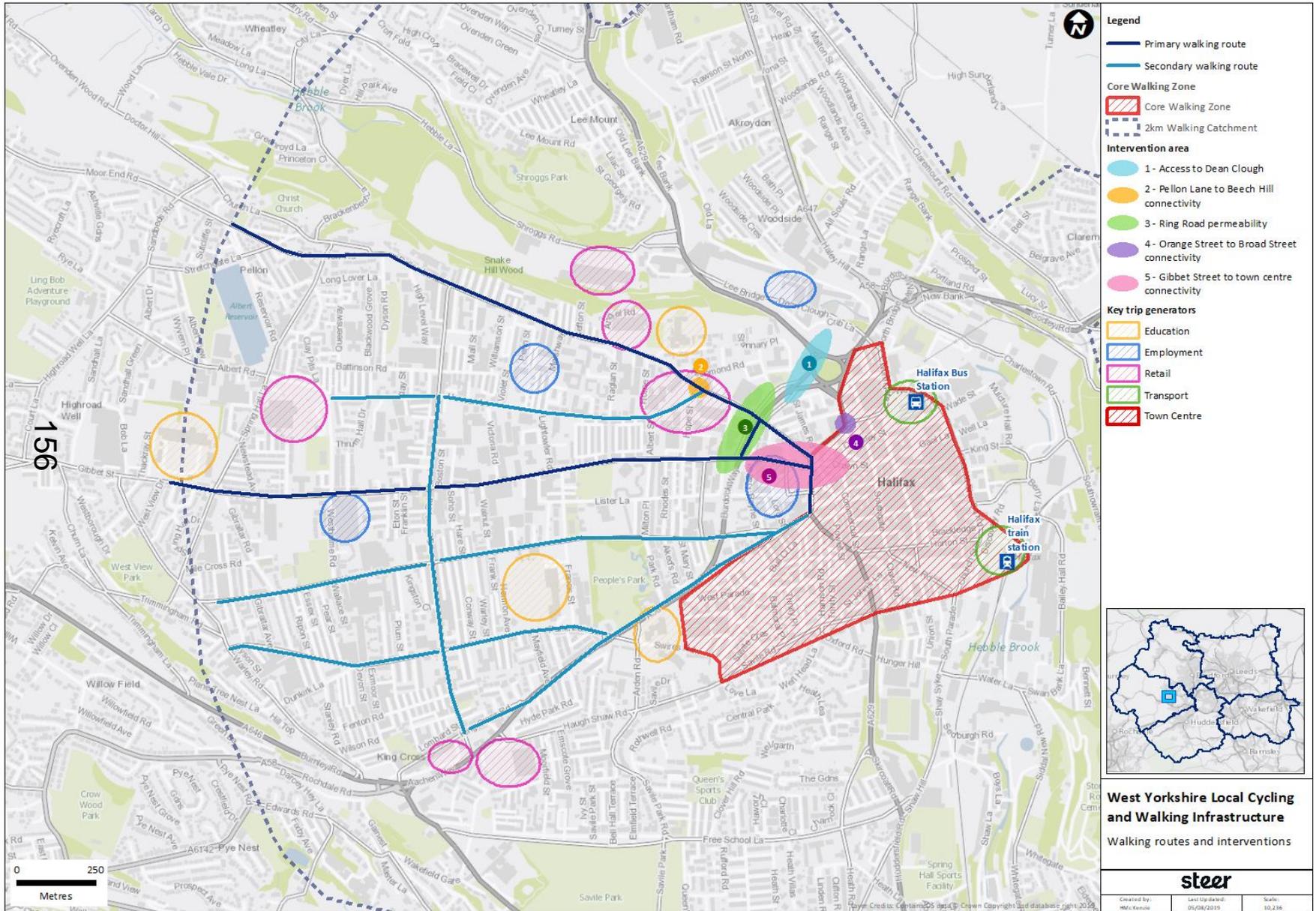
A Network Map, showing the main routes for walking (“Primary” routes) and other important pedestrian routes (“secondary”), as well as a central destination area for walking trips (“Core Walking Zone”)

Programmes of improvements for walking within the Core Walking Zone

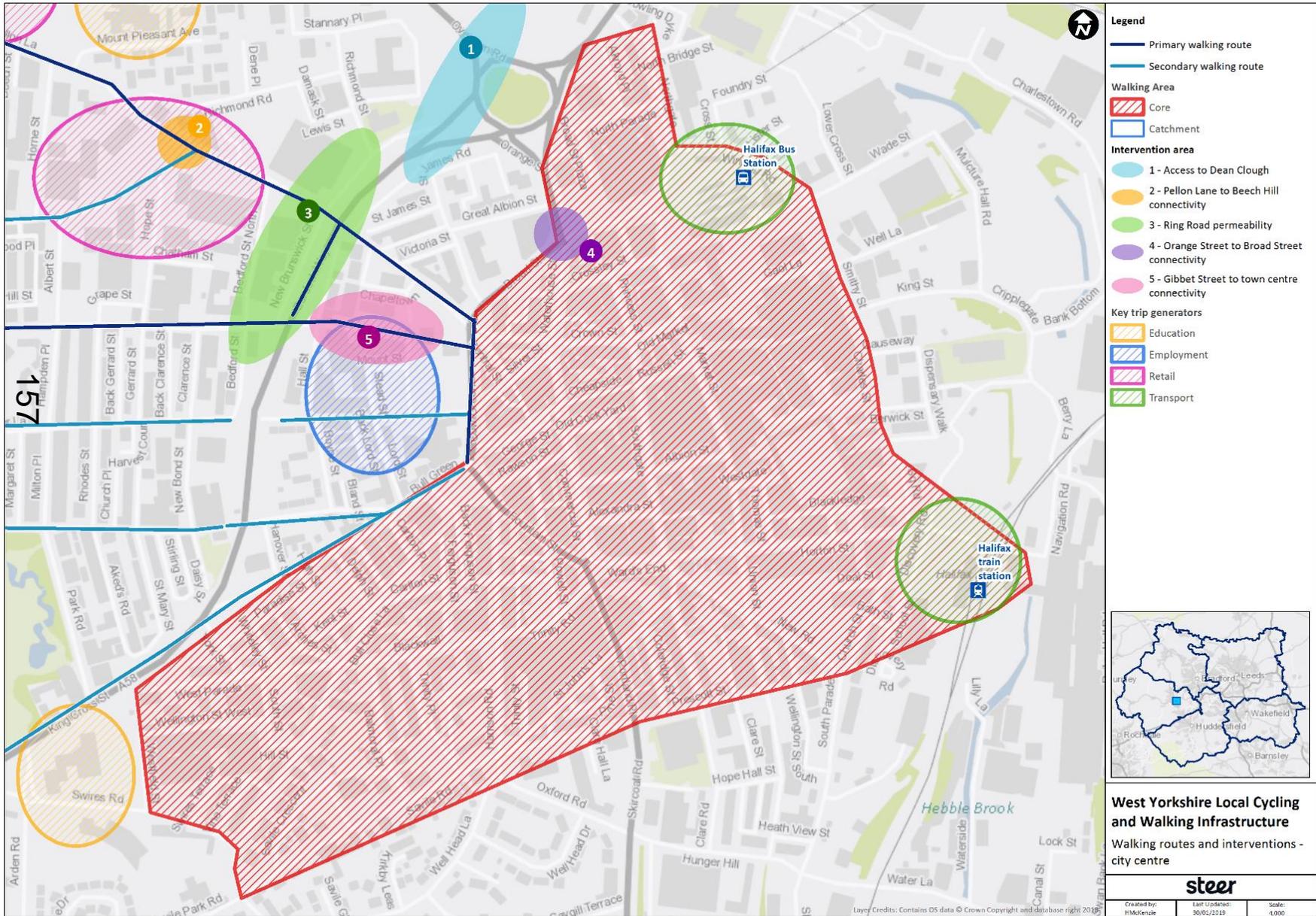
These improvements have been identified through a community street audit which allowed local stakeholders to provide feedback on the local walking environment, with a follow up workshop.

The proposed walking infrastructure could also be accompanied by a range of complementary measures to be defined in further stages of LCWIP development. Complementary measures could include new waiting/loading restrictions; improved enforcement of existing waiting/loading restrictions; behaviour change programmes; restrictions to general traffic; improved landscaping and lighting and accessible seating.

Proposed Walking Network Map



Proposed Walking Network Map



Proposed Walking Network: Programme of improvements

	Intervention	Intervention	Indicative Costs	Time scale
1	Improve access from town centre to Dean Clough and Beech Hill areas	Pedestrian overbridge	£1m-£1.5m	L
		Surface level signalised crossing points	£50k-£62k each	M
		Reduce foliage and repaint subways	£5k-10k	S
		Open out subway entrances and exits	Further study required	S
		Wayfinding and interpretation boards	Further study required	M
2	Improve pedestrian access across Pellon Lane and connection to Beech Hill	Zebra crossing at Hanson Lane	£20k-£33k	M
3	Improve pedestrian access along Gibbet Street, Pellon Lane and along New Brunswick Street and Burdock Way to enhance connectivity around crossing road and along key routes	Raised table crossing with markings at New Brunswick Street/Gibbet Street	£14k	M
		Build outs to reduce junction width at New Brunswick Street/Gibbet Street	Further study required	M
		Signalised pedestrian crossings at Burdock Way/Pellon Lane on all arms	£50k-£62k each	M
		Restrict access to vehicles from Richmond Street to New Brunswick Street	Further study required	S
		Continuous footway across Richmond Street	£10k-£20k	M
		Modal filter cell for cycle access	£150-350 each	M
4	Adjust signal timings to improve accessibility at Broad Street / Orange Street intersection	Reduce pedestrian wait time and lengthen pedestrian green phase	Further study required	S
		Introduce pedestrian all-green phase with diagonal crossing markings	Further study required	S
5	Improve access and amenity at eastern end of Gibbet Street	Brighter LED lighting	£2.6k-3.2k per column	M
		Sealed path to north of tower block connecting to new crossing point	£200 per metre	S
		Wayfinding along length of Gibbet Street	Further study required	M
		Local business engagement	Further study required	S

Proposed Walking Network: Programme of improvements

	Intervention	Intervention	Indicative Costs	Time scale
6	Improve perception of safety through brighter lighting	Install LED lighting across the core walking zone and surrounding area with supplementary task lighting where required	£2.6-3.2k per column	M
7	Improve perception of safety and walkability through footway maintenance and repair	Audit all existing footway to identify areas requiring repair or maintenance and locations lacking level access	Further study required	S
		Repairs to footway and crossing points	£200 per metre	M
		Raised table crossings at side roads to replace dropped kerbs	£14k per crossing	M
8	Enhance sense of community and reduce vehicle speeds through Park Ward	Gateway treatments at key access routes to Park Ward	£7-8k	M
		Modal filter treatment across Park Ward to restrict vehicle access, including pedestrianisation of lower portion of Hopwood Road	Further study required	L

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Calderdale Local Cycling and Walking Infrastructure Plan – Phase 1

Supporting information

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Cycling – principles of design

Core Design Outcomes are well established principles for cycling infrastructure set out in Government's LCWIP guidance, which have informed the proposed infrastructure improvements and associated cost estimates, to ensure that proposals meet the appropriate quality of infrastructure provision needed to increase cycling. These Core Design Principles have been used to shape the development the proposals in this summary document.

A set of principles for walking and cycling design is being developed locally by West Yorkshire partners which will inform the basis of further development of the schemes identified through this LCWIP.

Coherent	The network must be coherent: it must link all the places cyclists want to start and finish their journeys with a route quality that is consistent and easy to navigate. Abrupt changes in the level of provision for cyclists will mean that an otherwise serviceable route becomes disjointed and unusable by the majority of potential users
Direct 162	Routes for cyclists must provide direct and fast routes from origin to destination. In order to make cycling preferable to driving, routes for cyclists must be at least as direct – and preferably more direct – than that available for private motor vehicles. And indirect route for cyclists may result in some of them choosing the more direct, faster route, even if it is unsuitable for cycling.
Safe	Cycle networks must not only improve cyclists' safety, but also their feeling of how safe the environment is. Consideration must be given to reducing the speeds of motor vehicles to acceptable levels, particularly when cyclists are expected to share the carriageway. The needs for cyclists to come into close proximity and conflict with motor traffic must be removed, particularly at junctions, where the majority of crashes occur.
Comfortable	Smooth surfaces, with minimal stopping and starting, without the need to ascend or descend steep gradients and which present few conflicts with others users creates comfortable conditions that are more conducive to cycling. The presence of high speed, high volume motor traffic affects both the safety and the comfort of the user.
Attractive	Cyclists are more aware of the environment they are moving through than people in cars or other motor vehicles. Cycling is a pleasurable activity, in part because it involves such close contact with the surroundings. The attractiveness of the route itself will therefore affect whether users choose to cycle.

Cycling provision - Definitions

The definitions provided below for different types of cycle route provision identified in the Programme of Improvements are taken from Government's LCWIP guidance and research commissioned by the Department for Transport.

Segregated cycle route, on highway

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Referred to as Cycle-Superhighway in guidance. An extended cycle route that enables direct, rapid, safe cycle trips largely segregated from traffic along an arterial route e.g. a 10km route following an A-road from outer suburbs to a city centre.

Typical features:

- Physically protected segregation from traffic and pedestrians for much of the route, using kerbs, paving level differences or other physical means.
- Sufficient width to accommodate large flows of cyclists.
- Cyclist priority at side roads with speed tables to slow cars. • Clearway orders to prevent parking in the cycle lane.
- Cyclist 'bypasses' to the rear of bus stops forming passenger waiting 'islands'.
- Dedicated cycle crossing facilities across major roads, signalised where necessary.
- A feeling of safety so that unconfident cyclists feel comfortable using the route

Mixed cycle route

Referred to as "Mixed Strategic cycle route" in guidance. An extended cycle route to facilitate cycling along a strategic corridor, comprising a mixture of: signed route without dedicated lanes along quieter roads; on-road lanes without physical segregation; physically segregated cycle lanes along busier roads; marked cycle routes away from roads where such alignments are available.

Typical features:

- Continuous clear signage from one end to the other.
- Routing and provision of segregation and crossings so the whole route can be cycled without encountering major obstacles or having to battle with fast traffic on a busy road.
- Deviations from the fastest most direct route to follow parallel quieter roads or paths through parks and green corridors.
- Speed restrictions such as 20mph zones and traffic calming.

Toucan Crossing

A Toucan crossing is a shared signal-controlled crossing for pedestrians and cyclists, linking cycle track and pedestrian routes on opposite sides of a carriageway

Sources: LCWIP Technical Guidance, Department for Transport, 2017
Typical Costs of Cycling Interventions, Transport for Quality of Life (for DfT), 2016
Local Transport Note 2/95 "The Design of Pedestrian Crossings", Department for Transport 1995

Walking - principles of design

The **Core Design Outcomes** are well established principles for cycling infrastructure set out in Government's LCWIP guidance, which have informed the proposed infrastructure improvements and associated cost estimates, to ensure that proposals meet the appropriate quality of infrastructure provision needed to increase cycling.

A set of principles for walking and cycling design is being developed locally by West Yorkshire partners which will inform the basis of further development of the schemes identified through this LCWIP.

Comfort	Footways level and in good condition, with no trip hazards.
	Footway widths generally in excess of 2m effective width
	Width on staggered crossings/pedestrian islands/refuges able to accommodate all users without 'give and take' between users or walking on roads. Widths generally in excess of 2m to accommodate wheel-chair users.
	No instances of vehicles parking on footways.
Directness	Clearance widths generally in excess of 2m between permanent obstructions.
	Footways are provided to cater for pedestrian desire lines (e.g. adjacent to road).
	Crossings follow desire lines.
	Crossing of road easy, direct, and comfortable and without delay (< 5s average).
	Crossings are single phase pelican/puffin or zebra crossings.
	Diagonal crossing (pedestrian and all-green phase) available at intersections
Coherence	Green man time is of sufficient length to cross comfortably (presume 0.8m/s)
	Walking network developed to link key trip generators, public transport and residential areas
	Adequate dropped kerb and appropriate tactile paving provision.
	Comprehensive wayfinding with walking times installed throughout core walking zone and along key routes
Safety	Footway and crossing materials consistent throughout core walking zone and along key walking routes
	Appropriate formal crossing points installed at all major road crossings
	Continuous network of footway available throughout core walking zone and along key walking routes
	Appropriate street lighting installed along all key routes
	Footway network maintained to avoid trip hazards
Attractiveness	Traffic calming measures in place in areas of higher pedestrian vulnerability e.g. schools, residential care homes, hospitals etc
	Footway and street furniture maintained to a good standard (clean, safe and accessible)
	Regular litter and waste collection to ensure clean street
	Planting and greenery installed where possible, also to provide shade

Kirklees Local Cycling and Walking Infrastructure Plan – Phase 1

Summary Document

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Kirklees Local Cycling and Walking Infrastructure Plan – Phase 1

Introduction

In 2017 the Government published its first Cycling and Walking Investment Strategy, which sets out an ambition to make cycling and walking the natural choices for shorter journeys or as part of a longer journey. Local Cycling and Walking Infrastructure Plans (LCWIPs) form part of the Strategy and set out a new, strategic approach to identifying cycling and walking improvements required at the local level. They enable a long-term approach to developing cycling and walking networks so that the Government's objectives can be achieved.

This document provides a summary of the draft Kirklees LCWIP, which for its initial phase has been produced to cover certain geographic areas of focus (east Huddersfield for cycling; Dewsbury town centre for walking). The plan has been developed through a process of stakeholder consultation (workshops and street audits), data analysis, and high level engineering assessment of potential improvements. The document provides a summary of the following key outputs contained within the draft LCWIP

- **Network maps** for cycling and walking, which identifies preferred routes and core zones for further development;
- A **programme of infrastructure improvements** for future investment

A more detailed report is available on the Combined Authority's website, that sets out the underlying analysis carried out and a narrative to support the identified improvements.

Kirklees Local Cycling and Walking Infrastructure Plan – Phase 1

Proposed Cycling Network for east Huddersfield

These network proposals include:

A Network Map, showing the main desire lines to provide connections across east Huddersfield– with two routes prioritised for further assessment in detail

A route alignment for the prioritised desire line. *Further sections of routes which would connect this proposed route to other communities and linking to other cycle routes will be considered in future stages of LCWIP development.*

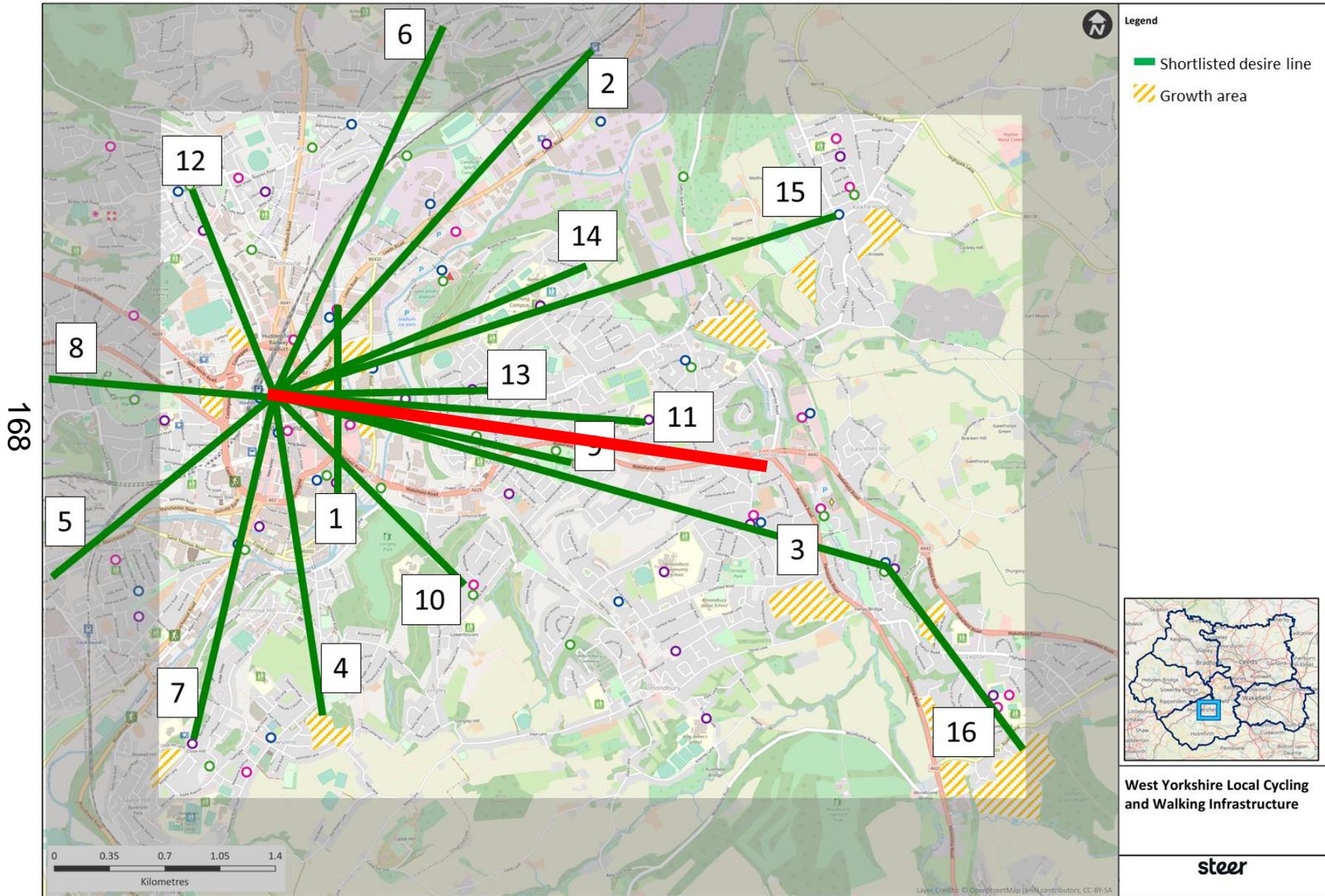
Programmes of improvements for cycling on the detailed route alignment

These improvements have been identified through high level assessment and further feasibility work is required to be carried out. The types of cycling provision proposed are based on route types identified in government guidance, and approximate costs based on typical costs for this type of provision provided in government guidance.

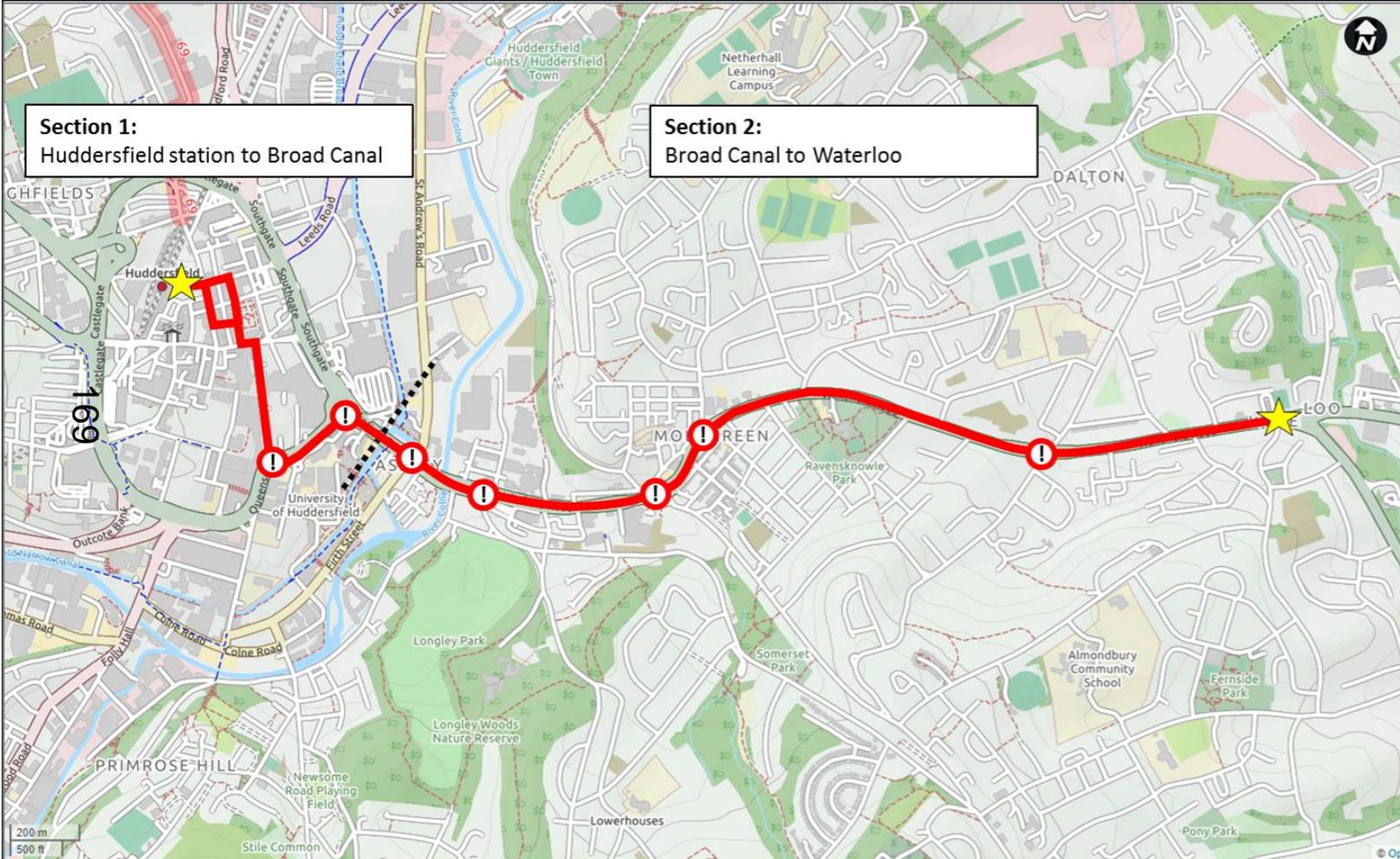
The proposed cycling infrastructure could also be accompanied by a range of complementary measures to be defined in further stages of LCWIP development.

Complementary measures could include: new waiting/loading restrictions; Improved enforcement of existing waiting/loading restrictions; Behaviour change programmes to raise awareness of infrastructure improvements and encourage walking and cycling; Restrictions to general traffic; Improved landscaping and lighting; New and improved cycle parking

Proposed Cycling Network Map



Proposed Cycling Network: Detailed Route Alignment



- Legend**
- Priority route
 - Route start / end
 - Critical junction

West Yorkshire Local Cycling and Walking Infrastructure



Proposed Cycling Network: Programme of improvements

Route section	Proposed provision	Indicative Cost
1 Huddersfield station to Broad Canal 170	Mixed cycle route – 700m from Huddersfield station to Queensgate, via Queen Street	£0.4m
	Upgraded crossing of Queensgate	£0.2m
	Segregated cycle route, on highway – 370m on Queensgate / Wakefield Road	£0.5m
	Reconfiguration of Shorehead roundabout	£1.6m*
2 Broad Canal to Waterloo	Segregated cycle route, on highway – 2.75km on Wakefield Rd to Waterloo	£4m

Indicative Costs are based on government guidance, which uses an average of implementation costs across a range of cities.

More information on types of provision is provided on page 15

* costs may be higher, subject to feasibility design work

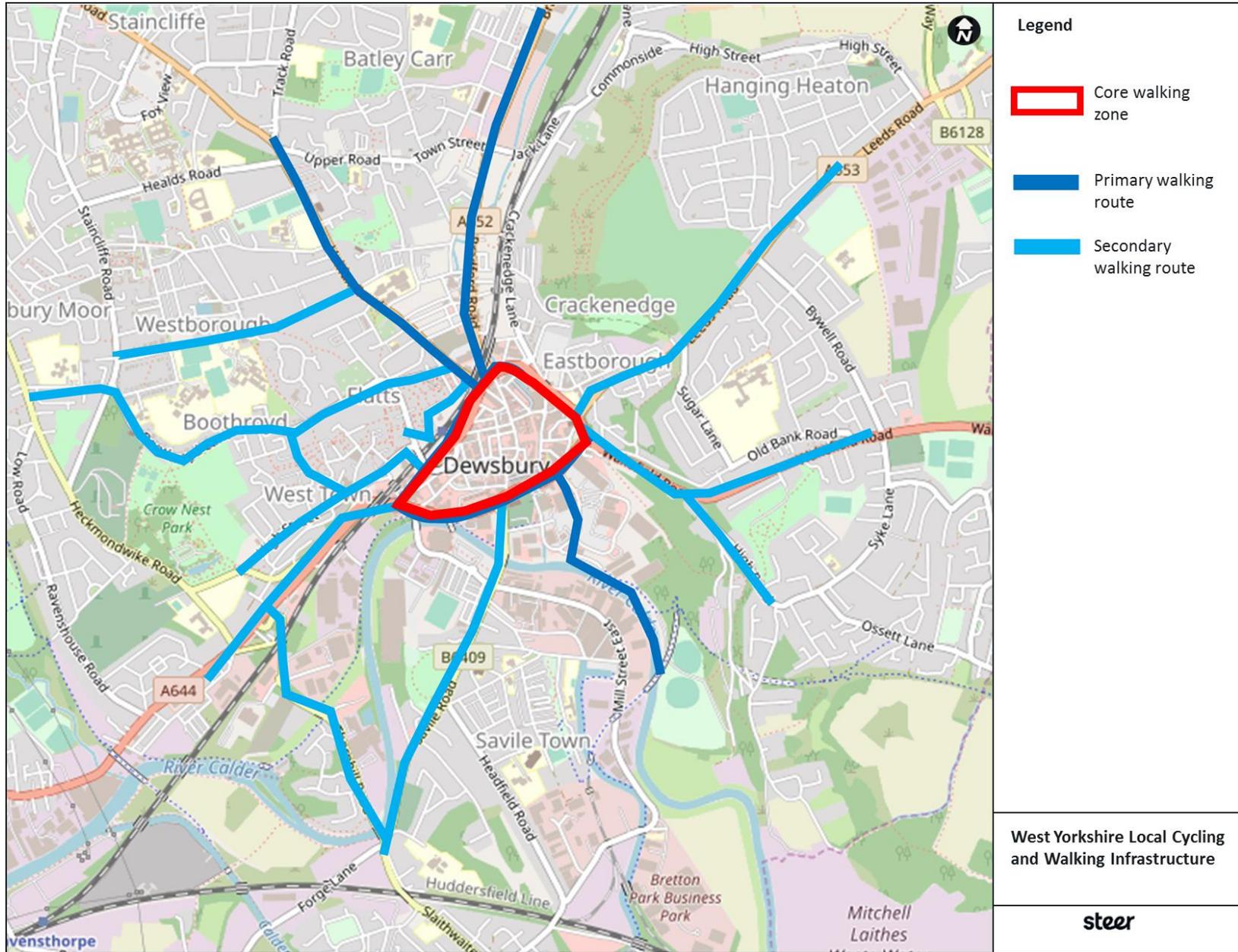
Kirklees Local Cycling and Walking Infrastructure Plan – Phase 1

Proposed Walking Network: Dewsbury town centre

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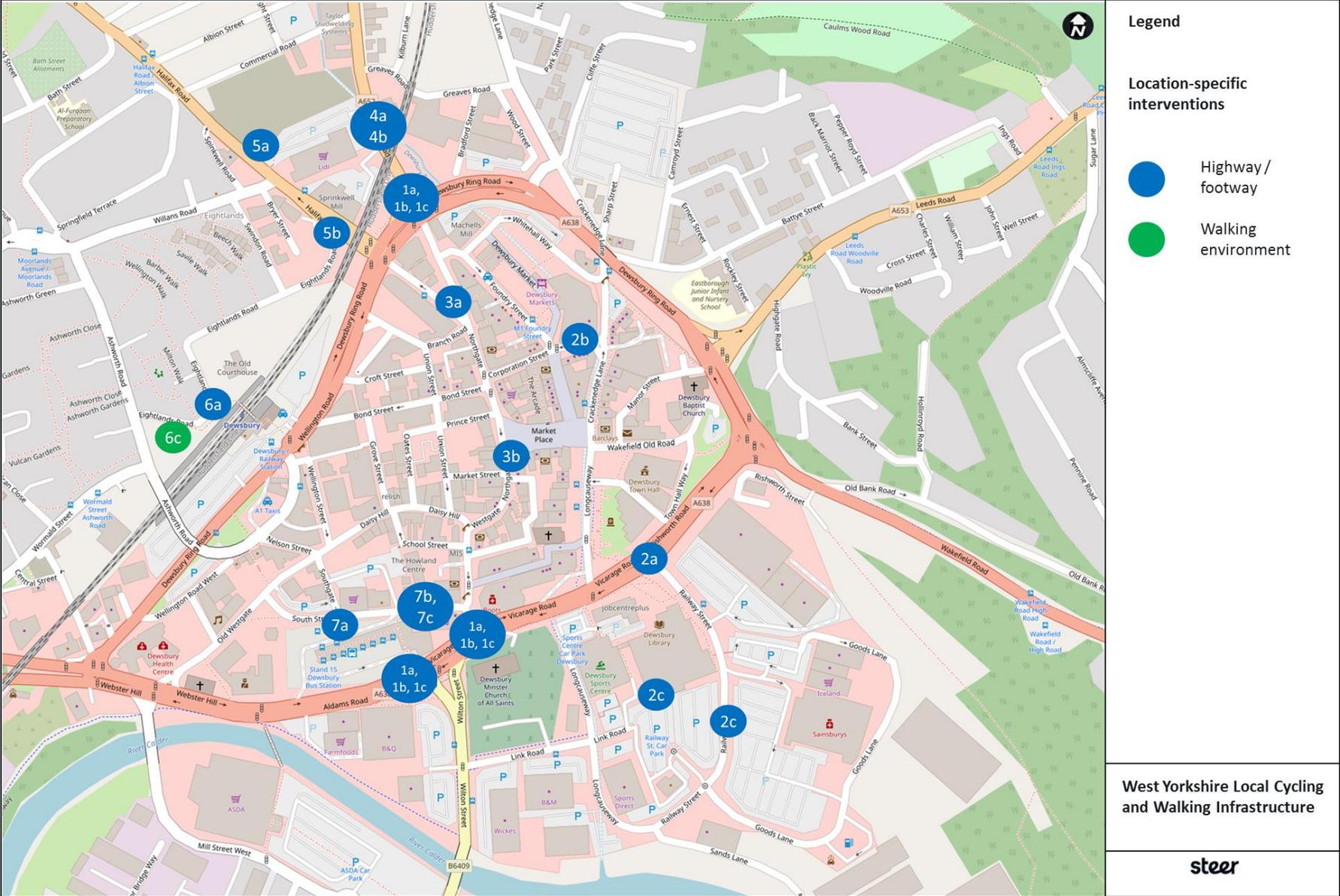
Proposed Walking Network Map

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Proposed Walking Network: Programme of improvements

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Proposed Walking Network: Programme of improvements

	Intervention	Infrastructure improvement	Indicative Costs	Time scale
1	Improving ring road crossings for pedestrians –all crossings	<ul style="list-style-type: none"> a. Upgrade ring road crossings to single stage b. Narrow vehicle lanes to allow for footway widening c. Widening the refuges as far as possible at multi-stage crossings 	<ul style="list-style-type: none"> £50k-£62k per crossing Further study required Further study required 	<ul style="list-style-type: none"> M M M
2	Improve link from town centre to Railway St Retail Parks and through to NCN66 Calder Valley Greenway	<ul style="list-style-type: none"> a. Improve subway from Railway Street to Longcauseway b. Upgrade to zebra crossing outside Matalan on Railway Street between retail parks c. Install continuous footway with raised side road crossings through retail park car parks 	<ul style="list-style-type: none"> Further study required £20k-£33k £200 per metre and £10k-£20k per side road 	<ul style="list-style-type: none"> S S S
3	Pedestrian access to/through the emerging Pioneer Square	<ul style="list-style-type: none"> a. Remove traffic from Northgate Road and inner section of Halifax Road to create pedestrianised space around Pioneer Square and improve access to markets b. Remove traffic from southern section of Northgate to create traffic-free route north-south through town centre 	<ul style="list-style-type: none"> Further study required Further study required 	<ul style="list-style-type: none"> M – L M – L
4	Narrow Lidl access road from Bradford Rd	<ul style="list-style-type: none"> a. Reduce width of junction mouth b. Install continuous footway with footway-level crossings along other side roads 	<ul style="list-style-type: none"> Further study required £200 per metre and £10k-£20k per side road 	<ul style="list-style-type: none"> S M
5	Crossing points at Kirklees College on Halifax Rd	<ul style="list-style-type: none"> a. Install puffin crossing outside the entrance to the college b. Install zebra crossing at the site of the current informal crossing on Halifax Road towards the town centre 	<ul style="list-style-type: none"> £50k-£62k £20k-£33k 	<ul style="list-style-type: none"> M M
6	Improve rear entrance to railway station on Eightlands Road	<ul style="list-style-type: none"> a. Ensure footway is continuous and of reasonable quality along Eightlands Road b. Install LED lighting across whole area c. Activating and cleaning the park 	<ul style="list-style-type: none"> £200 per metre £2.6k-£3.2k per column Further study required 	<ul style="list-style-type: none"> M M S

Proposed Walking Network: Programme of improvements

	Intervention	Infrastructure improvement	Indicative Costs	Time scale
7	Realign pedestrian access to bus station	a. Relocate taxi rank away from pedestrian desire line to bus station entrance b. Realign the courtesy crossing so it connects directly from Southgate to the entrance to the bus station c. Upgrade courtesy crossing to zebra	Further study required Further study required £20k-£33k	M M S
8	Install comprehensive wayfinding	Finger posts at every significant decision point with walking times	£1k per finger post	S
9	Rationalise clutter	Carry out further audit of entire CWZ and key routes to identify footway obstructions, missing dropped kerbs, signage that could be rationalised	Further study required	S
10	Improve lighting	Install brighter LED lighting across CWZ and linking routes	£2.6k-£3.2k per column	M

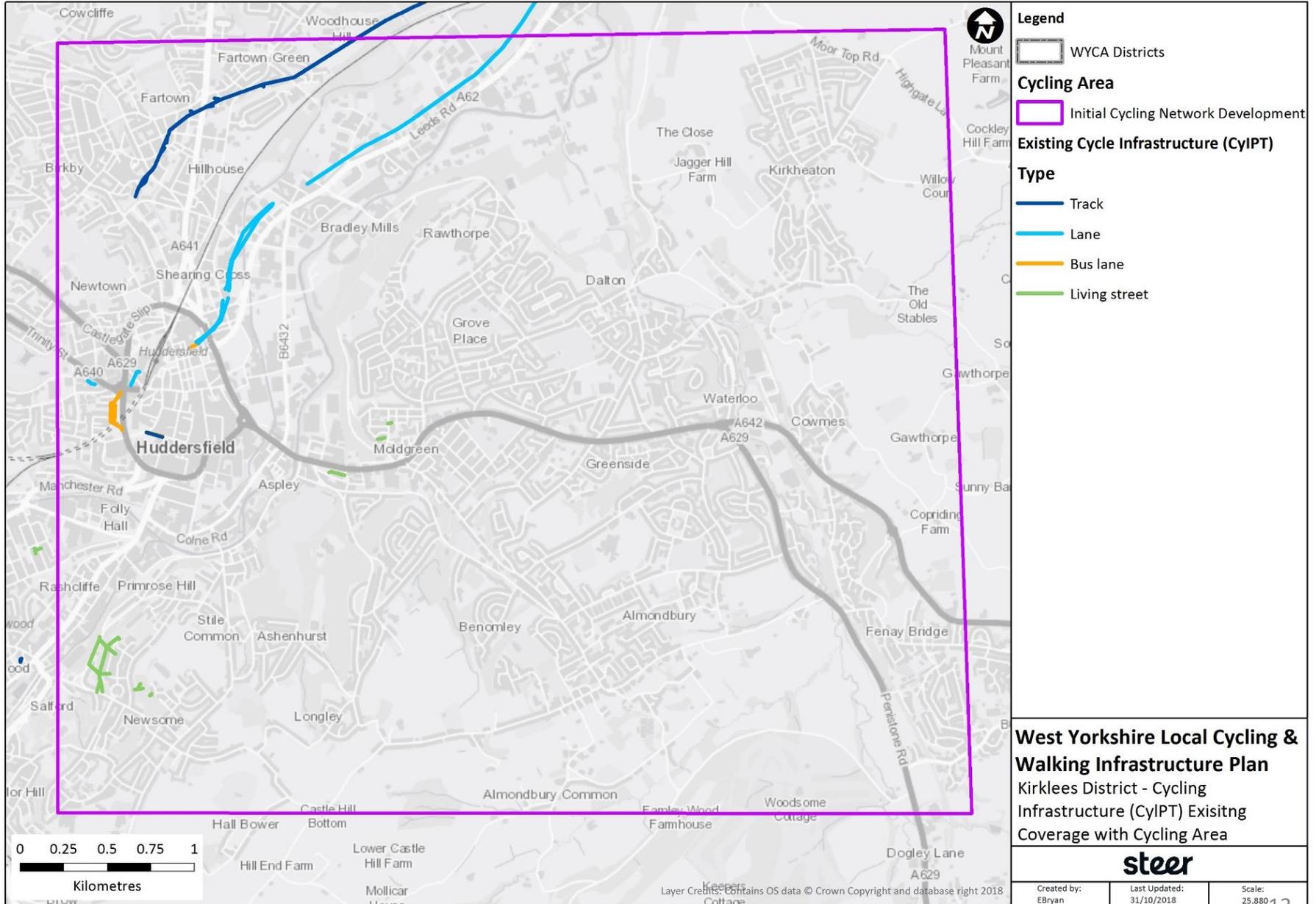
Kirklees Local Cycling and Walking Infrastructure Plan – Phase 1

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Existing Cycle Network

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Cycling – principles of design

Core Design Outcomes are well established principles for cycling infrastructure set out in Government’s LCWIP guidance, which have informed the proposed infrastructure improvements and associated cost estimates, to ensure that proposals meet the appropriate quality of infrastructure provision needed to increase cycling. These Core Design Principles have been used to shape the development the proposals in this summary document.

A set of principles for walking and cycling design is being developed locally by West Yorkshire partners which will inform the basis of further development of the schemes identified through this LCWIP.

Coherent	The network must be coherent: it must link all the places cyclists want to start and finish their journeys with a route quality that is consistent and easy to navigate. Abrupt changes in the level of provision for cyclists will mean that an otherwise serviceable route becomes disjointed and unusable by the majority of potential users
Direct 178	Routes for cyclists must provide direct and fast routes from origin to destination. In order to make cycling preferable to driving, routes for cyclists must be at least as direct – and preferably more direct – than that available for private motor vehicles. And indirect route for cyclists may result in some of them choosing the more direct, faster route, even if it is unsuitable for cycling.
Safe	Cycle networks must not only improve cyclists’ safety, but also their feeling of how safe the environment is. Consideration must be given to reducing the speeds of motor vehicles to acceptable levels, particularly when cyclists are expected to share the carriageway. The needs for cyclists to come into close proximity and conflict with motor traffic must be removed, particularly at junctions, where the majority of crashes occur.
Comfortable	Smooth surfaces, with minimal stopping and starting, without the need to ascend or descend steep gradients and which present few conflicts with others users creates comfortable conditions that are more conducive to cycling. The presence of high speed, high volume motor traffic affects both the safety and the comfort of the user.
Attractive	Cyclists are more aware of the environment they are moving through than people in cars or other motor vehicles. Cycling is a pleasurable activity, in part because it involves such close contact with the surroundings. The attractiveness of the route itself will therefore affect whether users choose to cycle.

Cycling provision - Definitions

The definitions provided below for different types of cycle route provision identified in the Programme of Improvements are taken from Government's LCWIP guidance and research commissioned by the Department for Transport.

Segregated cycle route, on highway

179

Referred to as Cycle-Superhighway in guidance. An extended cycle route that enables direct, rapid, safe cycle trips largely segregated from traffic along an arterial route e.g. a 10km route following an A-road from outer suburbs to a city centre.

Typical features:

- Physically protected segregation from traffic and pedestrians for much of the route, using kerbs, paving level differences or other physical means.
- Sufficient width to accommodate large flows of cyclists.
- Cyclist priority at side roads with speed tables to slow cars. • Clearway orders to prevent parking in the cycle lane.
- Cyclist 'bypasses' to the rear of bus stops forming passenger waiting 'islands'.
- Dedicated cycle crossing facilities across major roads, signalised where necessary.
- A feeling of safety so that unconfident cyclists feel comfortable using the route

Mixed cycle route

Referred to as "Mixed Strategic cycle route" in guidance. An extended cycle route to facilitate cycling along a strategic corridor, comprising a mixture of: signed route without dedicated lanes along quieter roads; on-road lanes without physical segregation; physically segregated cycle lanes along busier roads; marked cycle routes away from roads where such alignments are available.

Typical features:

- Continuous clear signage from one end to the other.
- Routing and provision of segregation and crossings so the whole route can be cycled without encountering major obstacles or having to battle with fast traffic on a busy road.
- Deviations from the fastest most direct route to follow parallel quieter roads or paths through parks and green corridors.
- Speed restrictions such as 20mph zones and traffic calming.

Toucan Crossing

A Toucan crossing is a shared signal-controlled crossing for pedestrians and cyclists, linking cycle track and pedestrian routes on opposite sides of a carriageway

Sources: LCWIP Technical Guidance, Department for Transport, 2017
Typical Costs of Cycling Interventions, Transport for Quality of Life (for DfT), 2016
Local Transport Note 2/95 "The Design of Pedestrian Crossings", Department for Transport 1995

Walking principles of design

The **Core Design Outcomes** are well established principles for cycling infrastructure set out in Government's LCWIP guidance, which have informed the proposed infrastructure improvements and associated cost estimates, to ensure that proposals meet the appropriate quality of infrastructure provision needed to increase cycling.

Comfort	Footways level and in good condition, with no trip hazards.
	Footway widths generally in excess of 2m effective width
	Width on staggered crossings/pedestrian islands/refuges able to accommodate all users without 'give and take' between users or walking on roads. Widths generally in excess of 2m to accommodate wheel-chair users.
	No instances of vehicles parking on footways.
	Clearance widths generally in excess of 2m between permanent obstructions.
Directness	Footways are provided to cater for pedestrian desire lines (e.g. adjacent to road).
	Crossings follow desire lines.
	Crossing of road easy, direct, and comfortable and without delay (< 5s average).
	Crossings are single phase pelican/puffin or zebra crossings.
	Diagonal crossing (pedestrian and all-green phase) available at intersections
	Green man time is of sufficient length to cross comfortably (presume 0.8m/s)
Coherence	Walking network developed to link key trip generators, public transport and residential areas
	Adequate dropped kerb and appropriate tactile paving provision.
	Comprehensive wayfinding with walking times installed throughout core walking zone and along key routes
	Footway and crossing materials consistent throughout core walking zone and along key walking routes
Safety	Appropriate formal crossing points installed at all major road crossings
	Continuous network of footway available throughout core walking zone and along key walking routes
	Appropriate street lighting installed along all key routes
	Footway network maintained to avoid trip hazards
	Traffic calming measures in place in areas of higher pedestrian vulnerability e.g. schools, residential care homes, hospitals etc
Attractiveness	Footway and street furniture maintained to a good standard (clean, safe and accessible)
	Regular litter and waste collection to ensure clean street
	Planting and greenery installed where possible, also to provide shade

Leeds Local Cycling and Walking Infrastructure Plan – Phase 1

Summary Document

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Leeds Local Cycling and Walking Infrastructure Plan – Phase 1

Introduction

In 2017 the Government published its first Cycling and Walking Investment Strategy, which sets out an ambition to make cycling and walking the natural choices for shorter journeys or as part of a longer journey. Local Cycling and Walking Infrastructure Plans (LCWIPs) form part of the Strategy and set out a new, strategic approach to identifying cycling and walking improvements required at the local level. They enable a long-term approach to developing cycling and walking networks so that the Government's objectives can be achieved.

The document provides a summary of the phase one Leeds LCWIP, which for its initial phase has been produced to cover certain geographic areas of focus (north east Leeds for cycling; Harehills for walking). The plan has been developed through a process of stakeholder consultation (workshops and street audits), data analysis, and high level engineering assessment of potential improvements. The document provides a summary of the phase one LCWIP including the key outputs:

- **Network maps** for cycling and walking, which identifies preferred routes and core zones for further development;
- A **programme of infrastructure improvements** for future investment

A more detailed report is available on the Combined Authority's website, that sets out the underlying analysis carried out and a narrative to support the identified improvements.

Leeds Local Cycling and Walking Infrastructure Plan – Phase 1

Proposed Cycling Network for North East Leeds

These network proposals include:

A Network Map, showing the main desire lines to provide connections across north east Leeds – with two routes prioritised for further assessment in detail

Route alignments for the prioritised desire lines.

Two potential options were assessed for each route and will inform more detailed feasibility work to be carried out at a later stage. Further sections of route which could connect these options to other communities and linking to other cycle routes will be considered in future stages of LCWIP development.

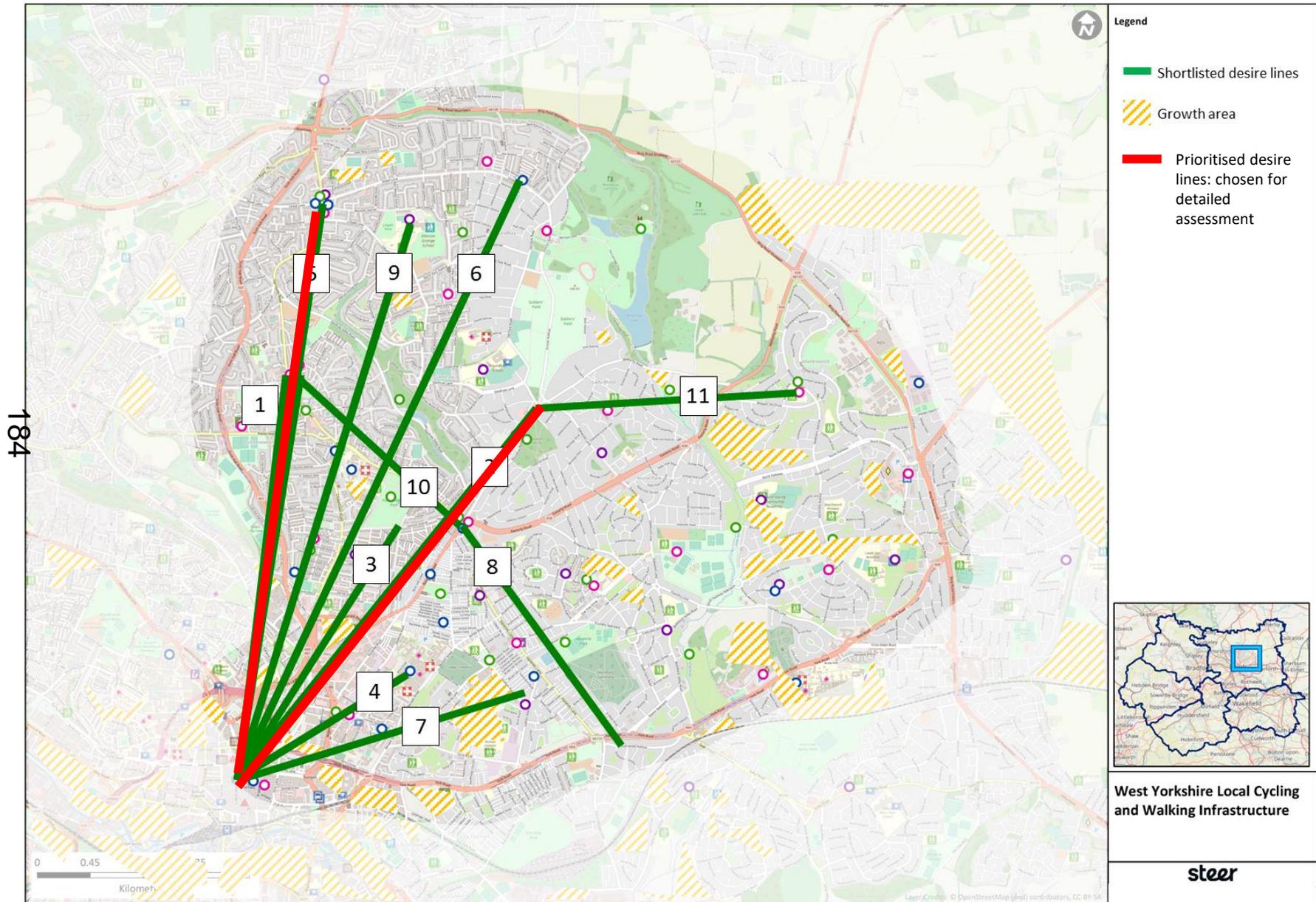
Programmes of improvements for cycling on the detailed route alignments

These improvements have been identified through high level assessment and further feasibility work is required to be carried out. The types of cycling provision proposed are based on route types identified in government guidance, and approximate costs based on typical costs for this type of provision provided in government guidance.

The proposed cycling infrastructure may also be accompanied by a range of complementary measures to be defined in further stages of LCWIP development.

Complementary measures may include: new waiting/loading restrictions; Improved enforcement of existing waiting/loading restrictions; Behaviour change programmes to raise awareness of infrastructure improvements and encourage walking and cycling; Restrictions to general traffic; Improved landscaping and lighting; New and improved cycle parking

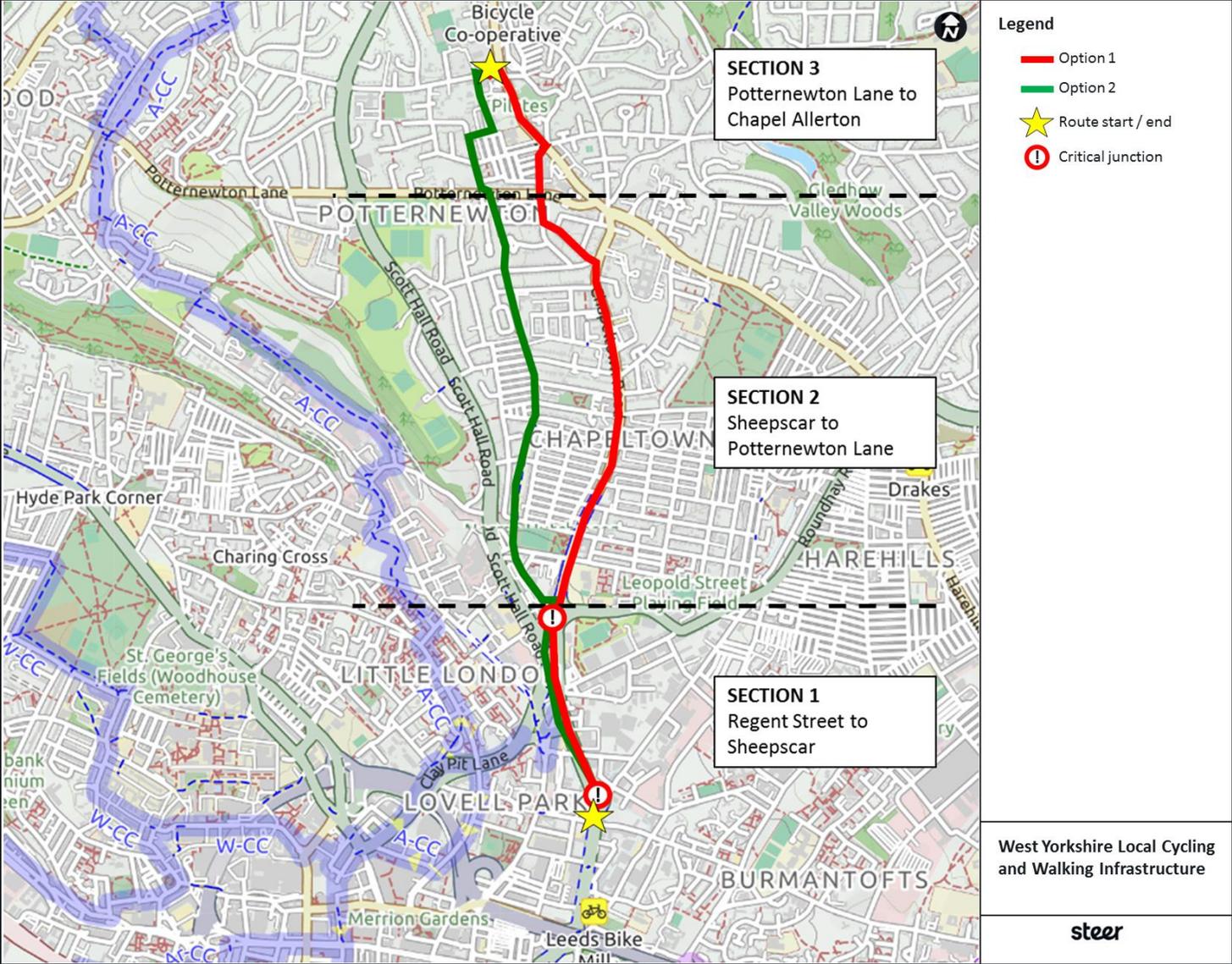
Proposed Cycling Network Map



Proposed Cycling Network: Detailed Route Alignment

Route 1: Regent Street to Chapel Allerton

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Proposed Cycling Network: Programme of improvements

Route 1: Regent Street to Chapel Allerton

Option 1

Route section	Proposed provision	Indicative Cost
1 Regent Street to Sheepscar	Segregated cycle route, on highway 445m from Nortech Close to Barrack Road	£0.6m
2 Sheepscar to Potternewtown Lane	Segregated cycle route, on highway 1.31km from Barrack Road to St Martins Road	£1.7m
	Mixed cycle route – 369m from St Martins Rd to Potternewtown Lane	£0.3m
3 Potternewtown Lane to Chapel Allerton	Mixed cycle route – 191m from Potternewtown Lane to Harrogate Road	£0.1m
	Segregated cycle route, on highway – 385m from Harrogate Rd to Chapel Allerton	£0.5m

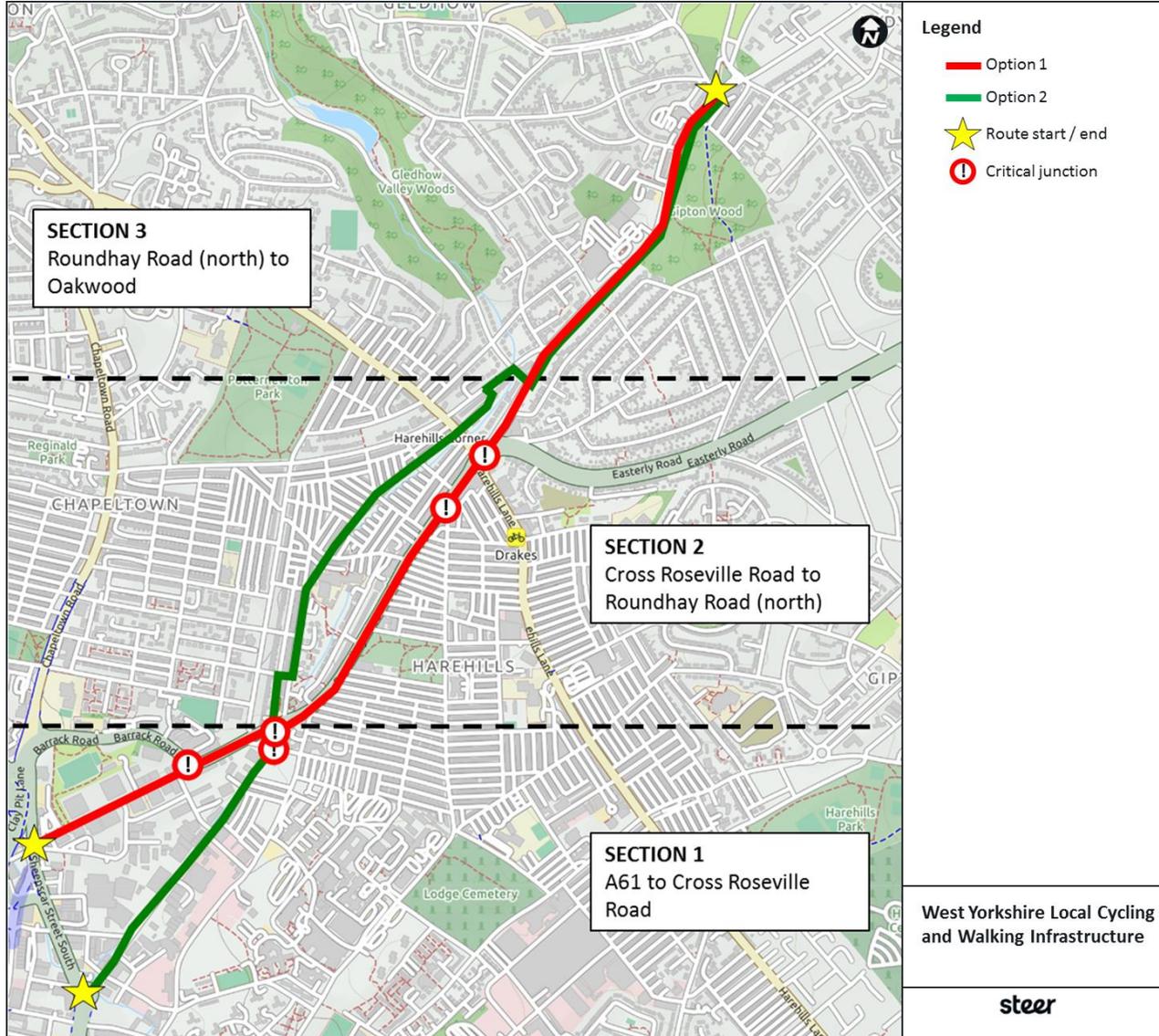
Option 2

Route section	Proposed provision	Indicative Cost
1 Regent Street to Sheepscar	Segregated cycle route, on highway – 445m from Nortech Close to the path leading to Sheepscar Way	£0.6m
2 Sheepscar to Potternewtown Lane	1.67km cycle route of mixed provision from the path leading to Sheepscar Way to Potternewtown Lane, including: <ul style="list-style-type: none"> • Mixed cycle route – 1.24km • Resurfaced cycle route – 0.51km 	£0.7m
3 Potternewtown Lane to Chapel Allerton	Mixed cycle route – 580m from Potternewtown Lane to Chapel Allerton	£0.3m

Cycling Network: Detailed Route Alignment

Route 2: A61 to Oakwood

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Proposed Cycling Network: Programme of improvements

Route 2: A61 to Oakwood

Option 1

Route section	Proposed provision	Indicative Cost
1 A61 to Cross Roseville Road	Mixed cycle route 485m from A61 to A58	£0.3m
	Segregated cycle route, on highway – 258m from A61 to Cross Roseville Road	£0.3m
2 Cross Roseville Road to Roundhay Road (north)	Segregated cycle route, on highway – 1.2km from Cross Roseville Road to Roundhay Road/Gledhow Valley Road	£1.6m
	Remodelling of one major junction – Easterly Rd/Roundhay Rd	£1.6m
3 Roundhay Road (north) to Oakwood	Segregated cycle route, on highway – 1.04km from Roundhay Road/Gledhow Valley Road to Oakwood	£1.4m

Option 2

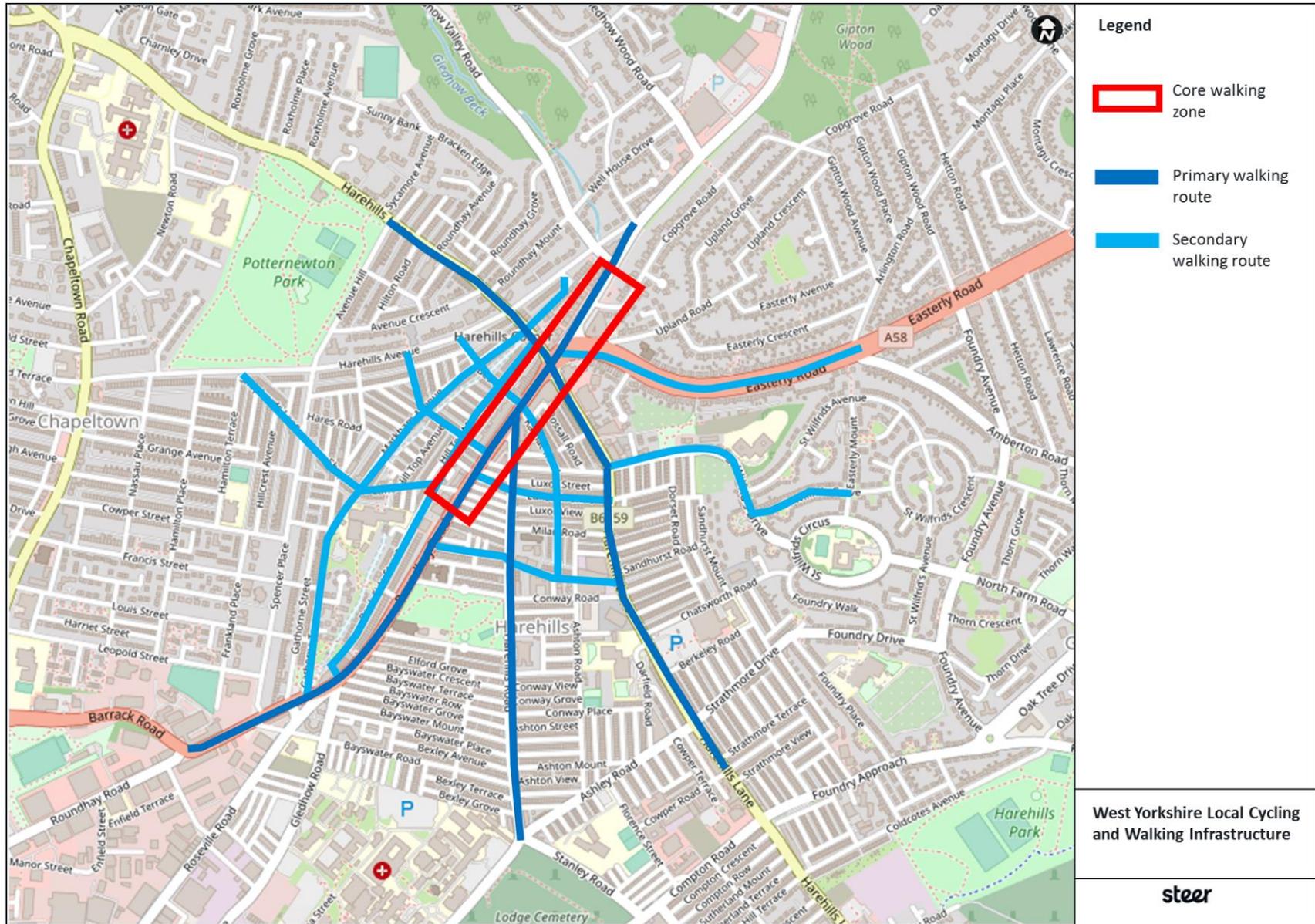
Route section	Proposed provision	Indicative Cost
1 A61 to Cross Roseville Road	Mixed cycle route 915m from A61 to Cross Roseville Road	£0.6m
2 Cross Roseville Road to Roundhay Road (north)	Mixed cycle route 1.35km from Cross Roseville Road to Roundhay Road/Gledhow Valley Road	£1m
3 Roundhay Road (north) to Oakwood	Segregated cycle route, on highway 1.04km from Roundhay Road/Gledhow Valley Road to Oakwood	£1.4m

Leeds Local Cycling and Walking Infrastructure Plan – Phase 1

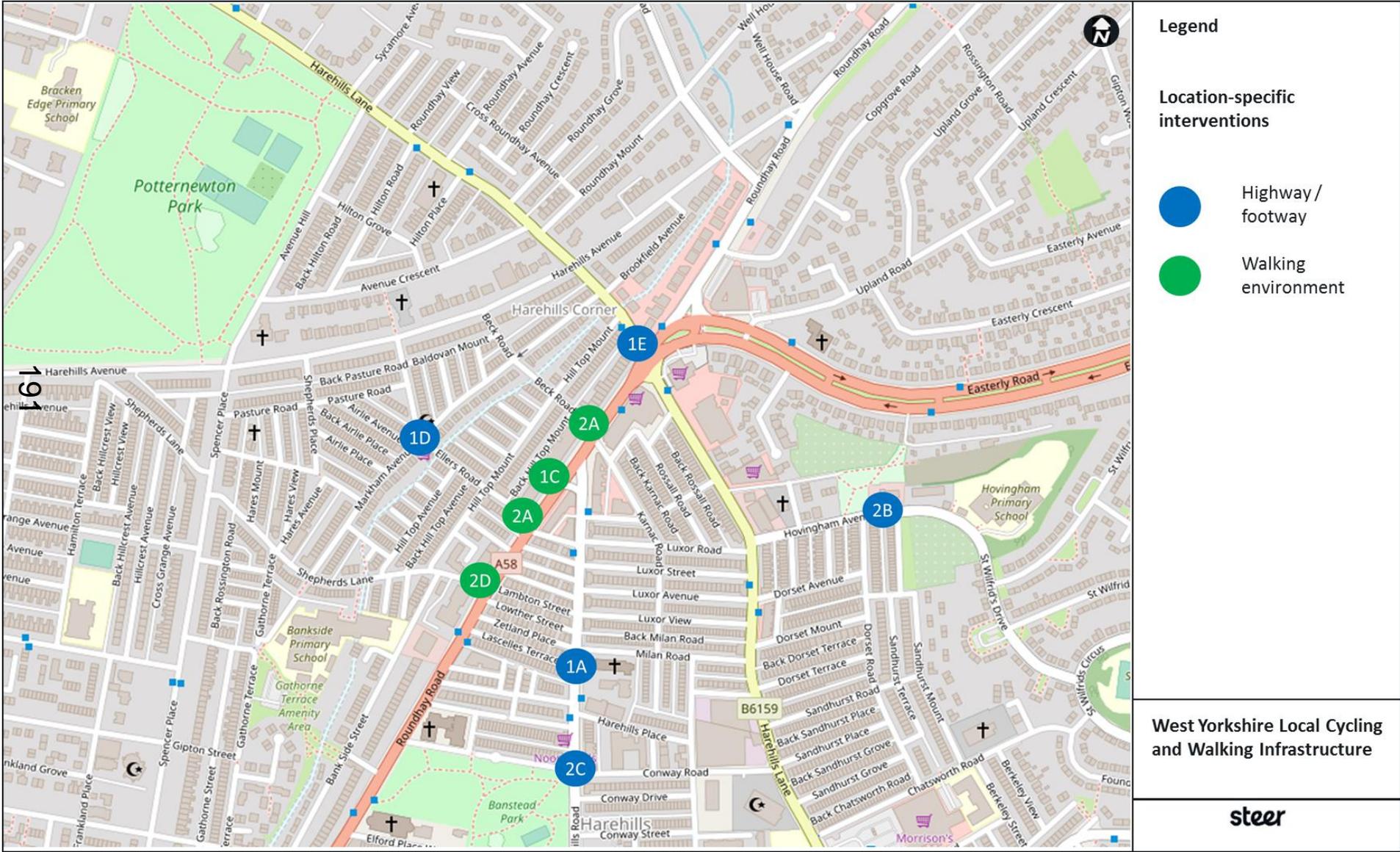
Proposed Walking Network: Harehills

Proposed Walking Network Map

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Proposed Walking Network: Programme of improvements



Proposed Walking Network: Programme of improvements

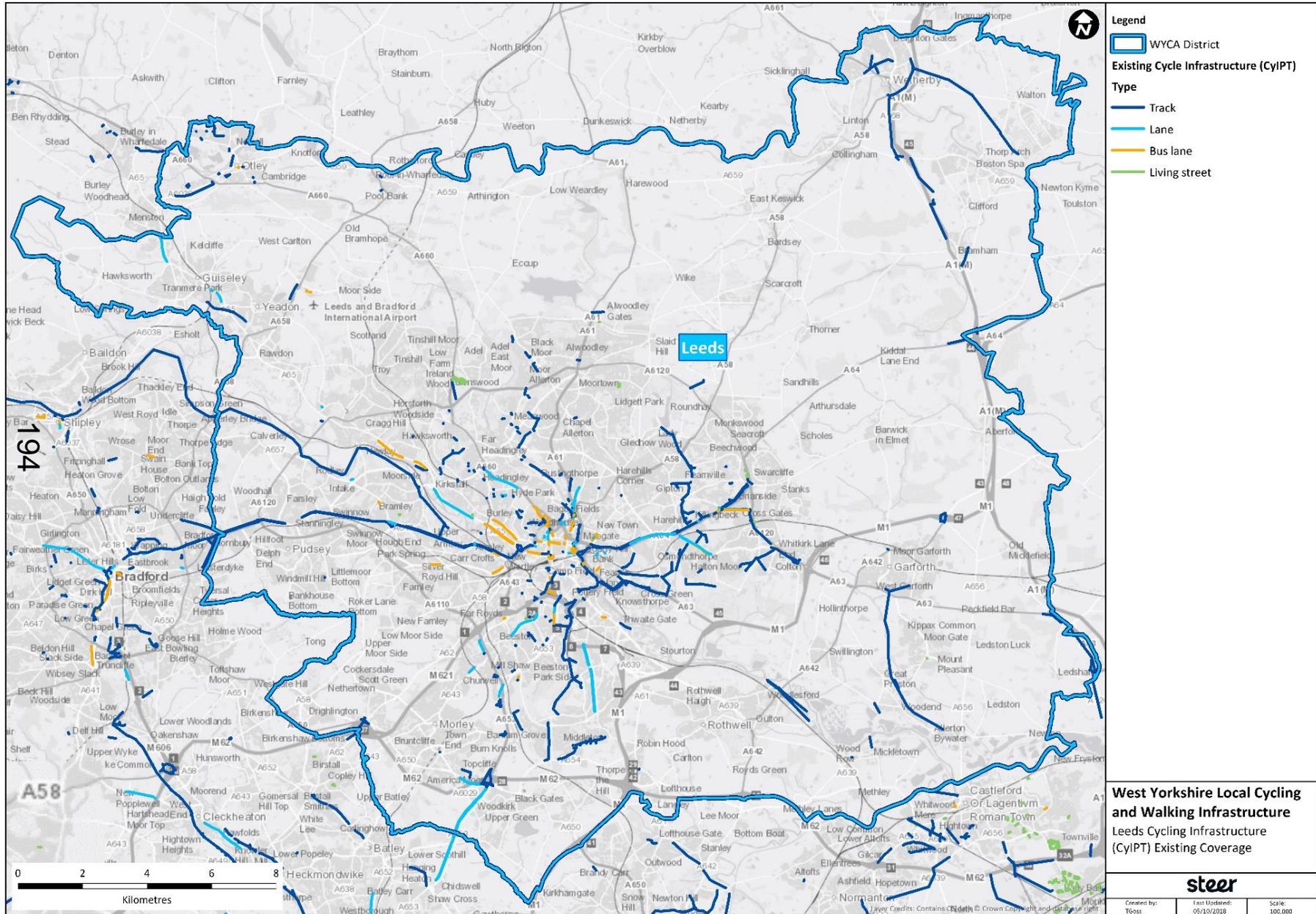
	Intervention	Intervention	Indicative Costs	Time scale
1A	Upgrades to Harehills Lane filtering scheme	Continuous footway and bollards at side roads	£10k-20k per crossing	M
1B	Footway treatment at side roads along Roundhay Road, Harehills Road and Harehills Lane	Raised table crossings at side roads	£8k-£15k per crossing	M
		Cycle access through modal filters	Further study required	M
1C	Improve pedestrian safety and walking environment along the parade of shops on northwest side of Roundhay Road	Bollards (subject to local study)	£150-£350 per bollard	S
		Re-engineered road corridor to provide a wide, unobstructed footway	Further study required	L
1D	Improve the public realm at junction of Ellers Road and Markham Avenue	New public realm area	Further study required	M
1E	Improve pedestrian crossings at the Harehills Lane / Roundhay Road intersection	Single-stage crossings across each arm of the junction	£50k - £62k per crossing	M
2A	Prevent vehicles driving on the footway to access/exit Roundhay Road	Bollards at key side road locations	£150-350 per bollard	S
		Parklet	£500-£2k	S
2B	Improve crossing points outside of schools	Zebra crossing with a raised table outside the ARK Centre	£20k-£33k	S
		Audit of crossing points at other schools	Further study required	M
2C	Upgrade the Conway Road / Barnstead Terrace crossing	Zebra crossing	£20k-£33k	S
2D	Upgraded crossing at junction of Shepherds Lane and Roundhay Road	Upgraded pelican crossing providing single-stage crossings across each arm of the junction	b. £50k - £62k per crossing	M
3A	Traffic management across the Core Walking Zone	Modal filters, continuous footways at side roads, upgraded crossings, removal of vehicle lanes and traffic calming across a similar area	Further study required	L

Leeds Local Cycling and Walking Infrastructure Plan – Phase 1

Supporting information

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Existing Cycle Network



Cycling – principles of design

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A set of principles for walking and cycling design is being developed locally by West Yorkshire partners which will inform the basis of further development of the schemes identified through this LCWIP.

Coherent	The network must be coherent: it must link all the places cyclists want to start and finish their journeys with a route quality that is consistent and easy to navigate. Abrupt changes in the level of provision for cyclists will mean that an otherwise serviceable route becomes disjointed and unusable by the majority of potential users
Direct	<p>Routes for cyclists must provide direct and fast routes from origin to destination. In order to make cycling preferable to driving, routes for cyclists must be at least as direct – and preferably more direct – than that available for private motor vehicles.</p> <p>And indirect route for cyclists may result in some of them choosing the more direct, faster route, even if it is unsuitable for cycling.</p>
Safe	Cycle networks must not only improve cyclists’ safety, but also their feeling of how safe the environment is. Consideration must be given to reducing the speeds of motor vehicles to acceptable levels, particularly when cyclists are expected to share the carriageway. The needs for cyclists to come into close proximity and conflict with motor traffic must be removed, particularly at junctions, where the majority of crashes occur.
Comfortable	Smooth surfaces, with minimal stopping and starting, without the need to ascend or descend steep gradients and which present few conflicts with others users creates comfortable conditions that are more conducive to cycling. The presence of high speed, high volume motor traffic affects both the safety and the comfort of the user.
Attractive	Cyclists are more aware of the environment they are moving through than people in cars or other motor vehicles. Cycling is a pleasurable activity, in part because it involves such close contact with the surroundings. The attractiveness of the route itself will therefore affect whether users choose to cycle.

Cycling provision - Definitions

The definitions provided below for different types of cycle route provision identified in the Programme of Improvements are taken from Government's LCWIP guidance and research commissioned by the Department for Transport.

Segregated cycle route, on highway

Referred to as Cycle-Superhighway in guidance. An extended cycle route that enables direct, rapid, safe cycle trips largely segregated from traffic along an arterial route e.g. a 10km route following an A-road from outer suburbs to a city centre.

Typical features:

- Physically protected segregation from traffic and pedestrians for much of the route, using kerbs, paving level differences or other physical means.
- Sufficient width to accommodate large flows of cyclists.
- Cyclist priority at side roads with speed tables to slow cars. • Clearway orders to prevent parking in the cycle lane.
- Cyclist 'bypasses' to the rear of bus stops forming passenger waiting 'islands'.
- Dedicated cycle crossing facilities across major roads, signalised where necessary.
- A feeling of safety so that unconfident cyclists feel comfortable using the route

Mixed cycle route

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Typical features:

- Continuous clear signage from one end to the other.
- Routing and provision of segregation and crossings so the whole route can be cycled without encountering major obstacles or having to battle with fast traffic on a busy road.
- Deviations from the fastest most direct route to follow parallel quieter roads or paths through parks and green corridors.
- Speed restrictions such as 20mph zones and traffic calming.

Toucan Crossing

A Toucan crossing is a shared signal-controlled crossing for pedestrians and cyclists, linking cycle track and pedestrian routes on opposite sides of a carriageway

Sources: LCWIP Technical Guidance, Department for Transport, 2017
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Walking principles of design

The **Core Design Outcomes** are well established principles for cycling infrastructure set out in Government's LCWIP guidance, which have informed the proposed infrastructure improvements and associated cost estimates, to ensure that proposals meet the appropriate quality of infrastructure provision needed to increase cycling.

Comfort	Footways level and in good condition, with no trip hazards.
	Footway widths generally in excess of 2m effective width
	Width on staggered crossings/pedestrian islands/refuges able to accommodate all users without 'give and take' between users or walking on roads. Widths generally in excess of 2m to accommodate wheel-chair users.
	No instances of vehicles parking on footways.
	Clearance widths generally in excess of 2m between permanent obstructions.
Directness	Footways are provided to cater for pedestrian desire lines (e.g. adjacent to road).
	Crossings follow desire lines.
	Crossing of road easy, direct, and comfortable and without delay (< 5s average).
	Crossings are single phase pelican/puffin or zebra crossings.
	Diagonal crossing (pedestrian and all-green phase) available at intersections
	Green man time is of sufficient length to cross comfortably (presume 0.8m/s)
Coherence	Walking network developed to link key trip generators, public transport and residential areas
	Adequate dropped kerb and appropriate tactile paving provision.
	Comprehensive wayfinding with walking times installed throughout core walking zone and along key routes
	Footway and crossing materials consistent throughout core walking zone and along key walking routes
Safety	Appropriate formal crossing points installed at all major road crossings
	Continuous network of footway available throughout core walking zone and along key walking routes
	Appropriate street lighting installed along all key routes
	Footway network maintained to avoid trip hazards
	Traffic calming measures in place in areas of higher pedestrian vulnerability e.g. schools, residential care homes, hospitals etc
Attractiveness	Footway and street furniture maintained to a good standard (clean, safe and accessible)
	Regular litter and waste collection to ensure clean street
	Planting and greenery installed where possible, also to provide shade

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Wakefield Local Cycling and Walking Infrastructure Plan – Phase 1

Introduction

In 2017 the Government published its first Cycling and Walking Investment Strategy, which sets out an ambition to make cycling and walking the natural choices for shorter journeys or as part of a longer journey. Local Cycling and Walking Infrastructure Plans (LCWIPs) form part of the Strategy and set out a new, strategic approach to identifying cycling and walking improvements required at the local level. They enable a long-term approach to developing cycling and walking networks so that the Government's objectives can be achieved.

The document provides a summary of the phase one Wakefield LCWIP, which for its initial phase has been produced to cover certain geographic areas of focus (north and south Wakefield for cycling; Wakefield city centre for walking). The plan has been developed through a process of stakeholder consultation (workshops and street audits), data analysis, and high level engineering assessment of potential improvements. The document provides a summary of the phase one LCWIP including the key outputs:

- **Network maps** for cycling and walking, which identifies preferred routes and core zones for further development;
- A **programme of infrastructure improvements** for future investment

A more detailed report is available on the Combined Authority's website, that sets out the underlying analysis carried out and a narrative to support the identified improvements.

Wakefield Local Cycling and Walking Infrastructure Plan – Phase 1

Proposed Cycling Network for north and south Wakefield

These network proposals include:

A Network Map, showing the main desire lines to provide connections across north and south Wakefield – with two routes prioritised for further assessment in detail

Route alignments for the prioritised desire lines.

Two potential options were assessed for each route and will inform more detailed feasibility work to be carried out at a later stage. Further sections of route which could connect these route options to other communities and linking to other cycle routes will be considered in future stages of LCWIP development.

Programmes of improvements for cycling on the detailed route alignments

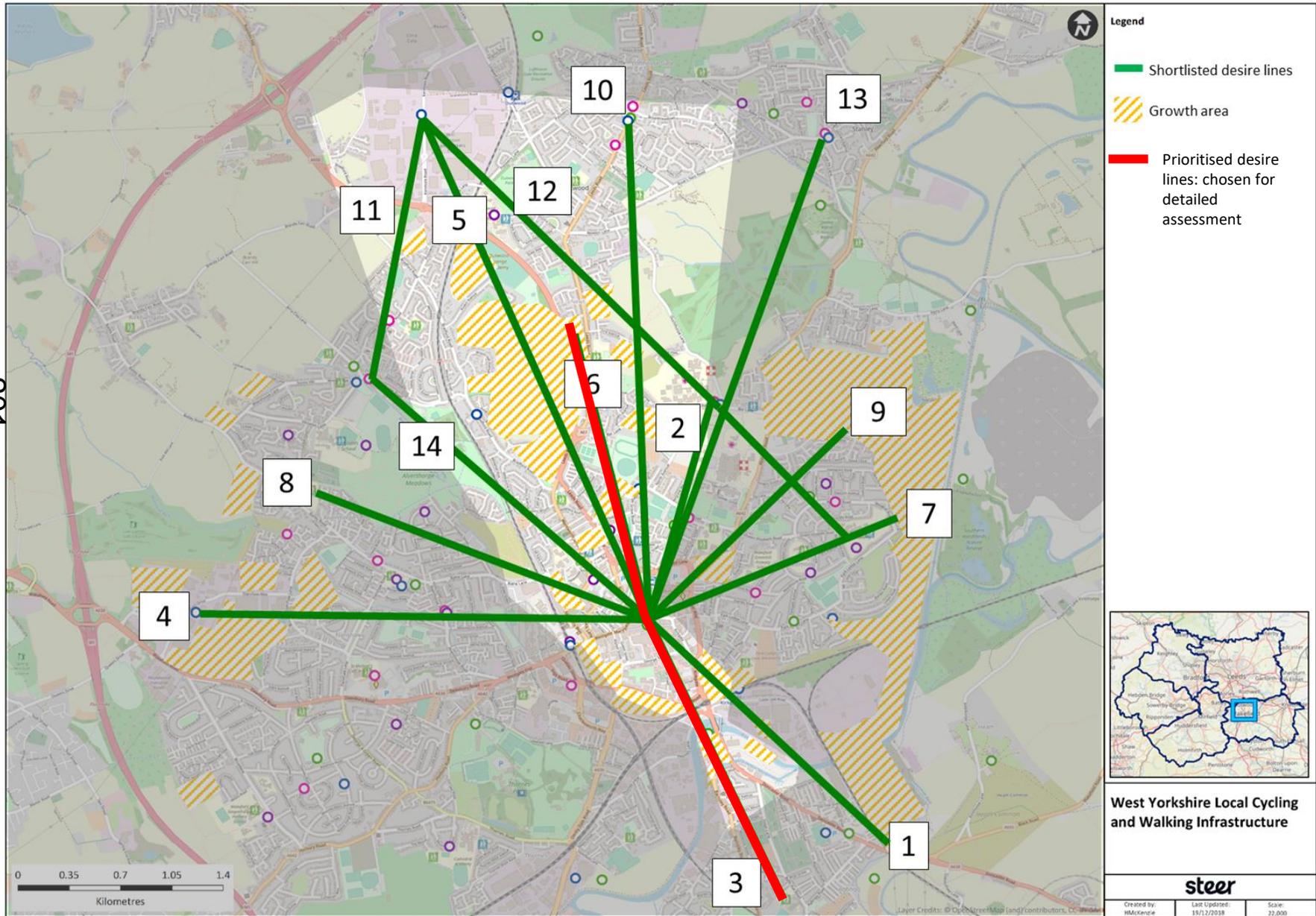
These improvements have been identified through high level assessment and further feasibility work is required to be carried out. The types of cycling provision proposed are based on route types identified in government guidance, and approximate costs based on typical costs for this type of provision provided in government guidance.

The proposed cycling infrastructure may also be accompanied by a range of complementary measures to be defined in further stages of LCWIP development.

Complementary measures may include: new waiting/loading restrictions; Improved enforcement of existing waiting/loading restrictions; Behaviour change programmes to raise awareness of infrastructure improvements and encourage walking and cycling; Restrictions to general traffic; Improved landscaping and lighting; New and improved cycle parking

Proposed Cycling Network Map

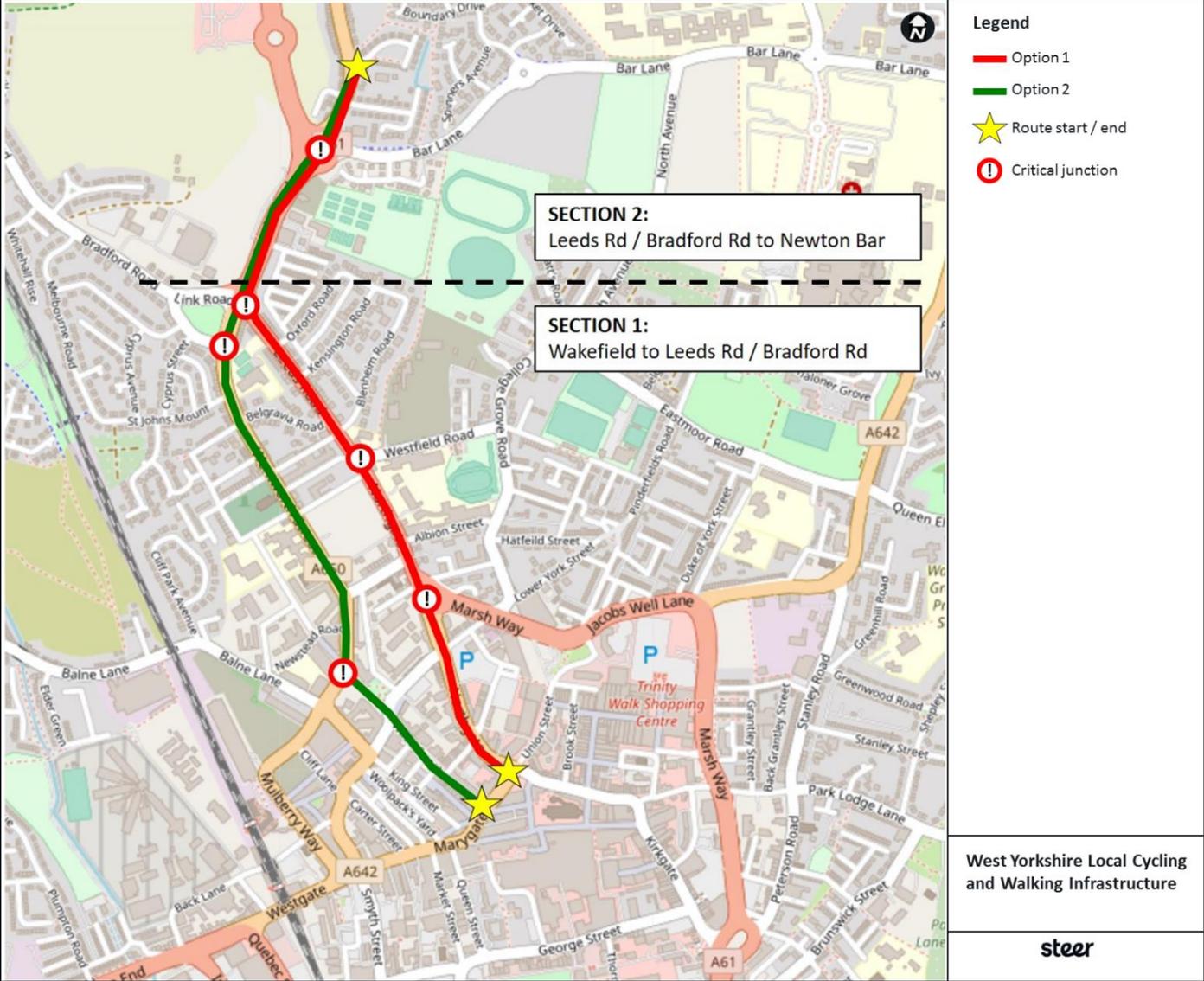
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Proposed Cycling Network: Detailed Route Alignment

Route 1: Wakefield to Newton Bar

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Proposed Cycling Network: Programme of improvements

Route 1: Wakefield to Newton Bar

Option 1

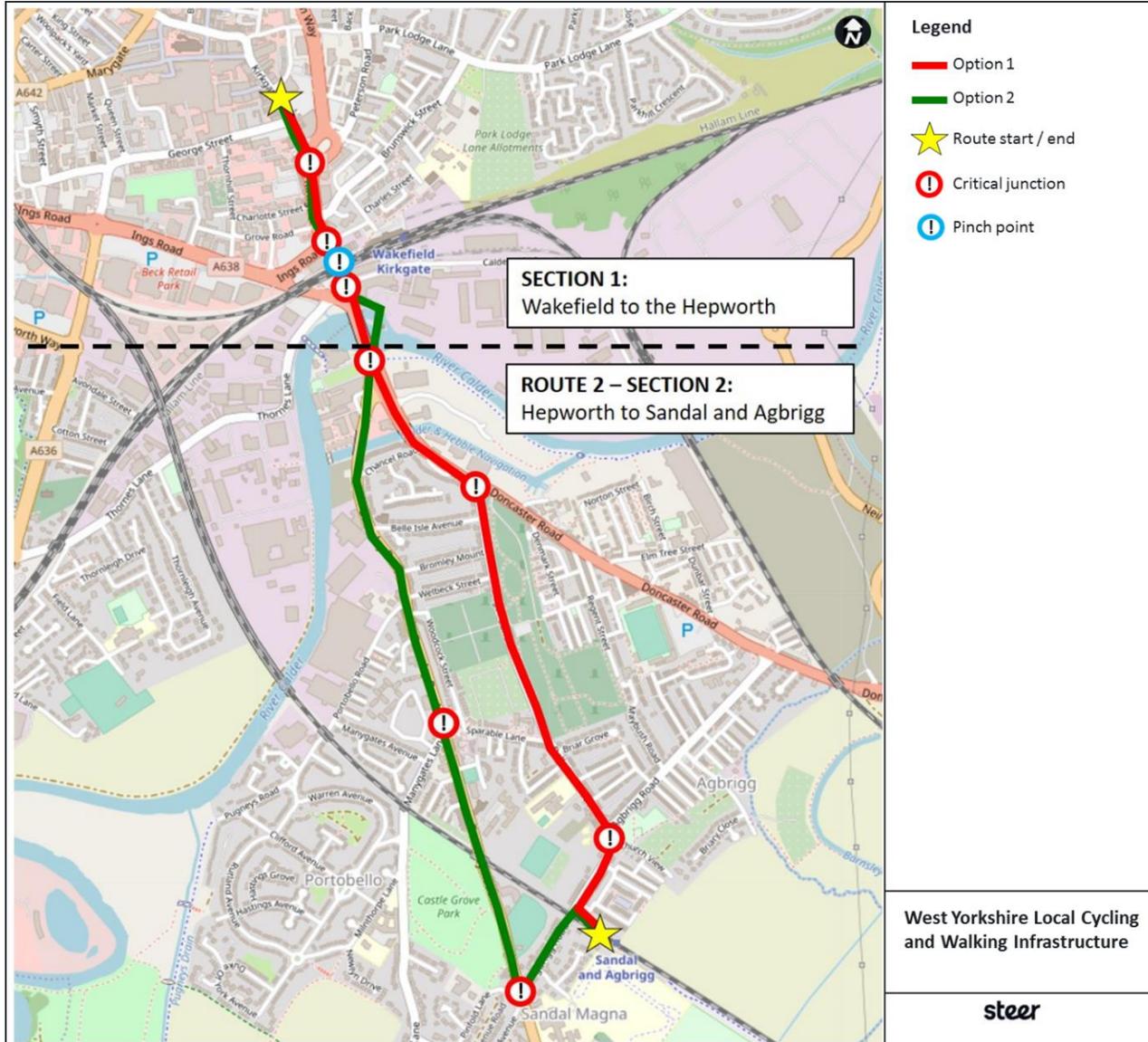
Route section	Proposed provision	Indicative Cost
1 Wakefield to Leeds Rd/Bradford Rd	Segregated cycle route, on highway 1.11km from Bull Ring to A61/Bradford Rd	£1.6m
	Remodelling of two major junctions – 61/Northgate, A61/Bradford Rd	£3.2m
2 Leeds Rd/Bradford Rd to Newton Bar	Segregated cycle route, on highway 540m from A61/Bradford Rd to Newton Close	£0.8m
	Remodelling of one major junction – Newton Hill roundabout	Already funded

Option 2

Route section	Proposed provision	Indicative Cost
1 Wakefield to Leeds Rd/Bradford Rd	Mixed cycle route 400m from Bull Ring to A650	£0.3m
	Segregated cycle route, on highway 838m from A650 to A61/Bradford Rd	£1.2m
	Remodelling of one major junction – A61/Bradford Road	£1.6m
2 Leeds Rd/Bradford Rd to Newton Bar	Segregated cycle route, on highway 512m from A61/Bradford Rd to Newton Close	£0.7m
	Remodelling of one major junction – Newton Hill roundabout	Already funded

Cycling Network: Detailed Route Alignment

Route 2: Wakefield to Sandal and Agbrigg



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Proposed Cycling Network: Programme of improvements

Route 2: Wakefield to Sandal and Aggbrigg

Option 1

Route section	Proposed provision	Indicative Cost
1 Wakefield to The Hepworth	Segregated cycle route, on highway 655m from Kirkgate to The Hepworth	£1m
2 The Hepworth to Sandal and Aggbrigg	Segregated cycle route, on highway 445m from The Hepworth to Sugar Lane	£0.7m
	Mixed cycle route – 1.25km from Sugar Lane to Sandal and Aggbrigg	£0.9m
	Remodelling of one major junction – A61/A638	£3m

Option 2

Route section	Proposed provision	Indicative Cost
1 Wakefield to The Hepworth	Segregated cycle route, on highway 500m from Kirkgate to Calder Vale Road	£0.7m
	Mixed cycle route – 240m via Calder Vale Road and Chantry Bridge	£0.2m
	Improved link from Chantry bridge to River Calder cycle track	Already funded
2 The Hepworth to Sandal and Aggbrigg	Segregated cycle route, on highway 1.65km from A638/Calder Vale Road to Aggbrigg Road	£2.4m
	Strategic cycle route 260m from A61 to Sandal and Aggbrigg via Aggbrigg Road	£0.1m
	Remodelling of one major junction – A61/A638	£3m

Wakefield Local Cycling and Walking Infrastructure Plan – Phase 1

Proposed Walking Network: Wakefield city

These network proposals include:

A Network Map, showing the main routes for walking (“Primary” routes) and other important pedestrian routes (“secondary”), as well as a central destination area for walking trips (“Core Walking Zone”)

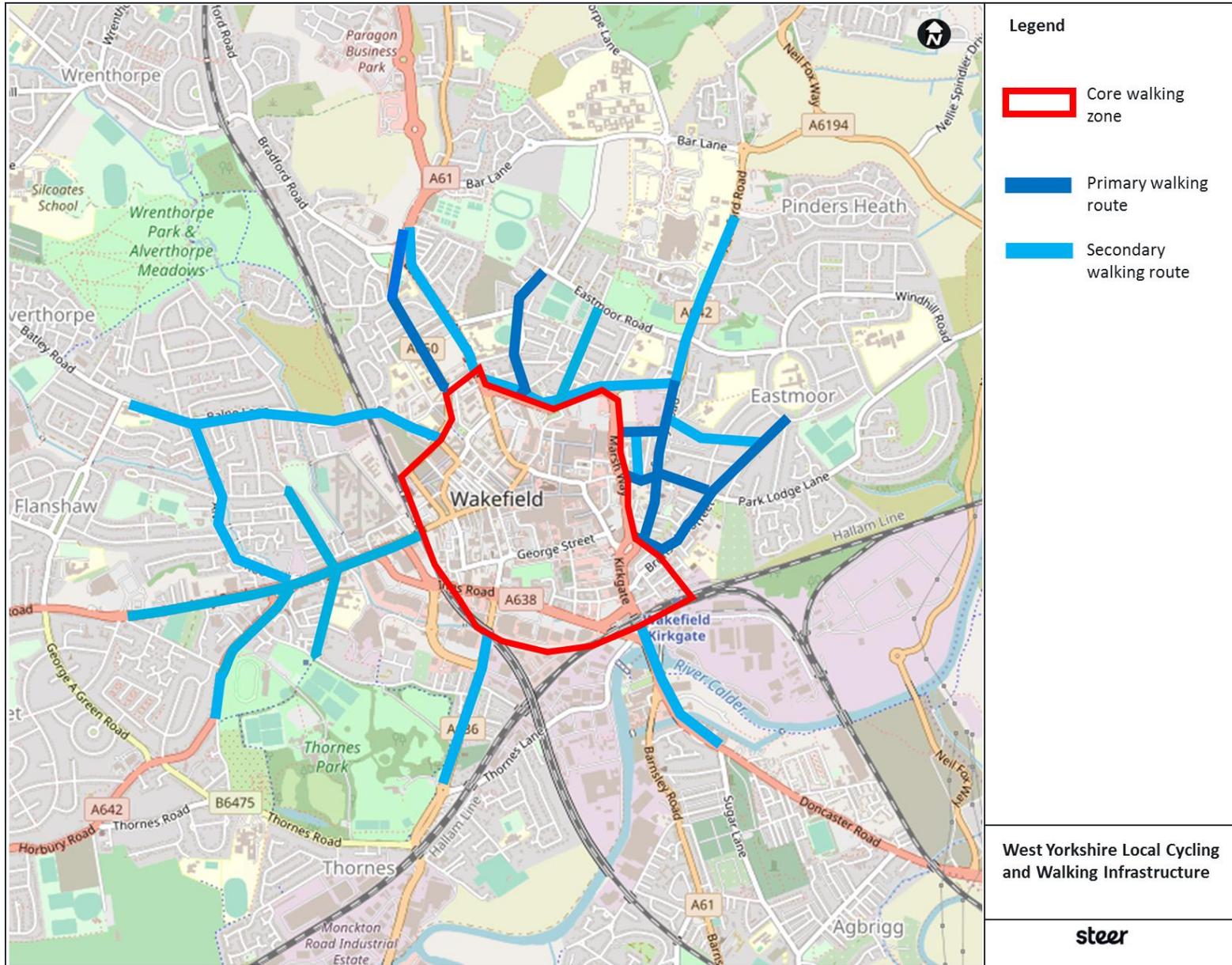
Programmes of improvements for walking within the Core Walking Zone

These improvements have been identified through a community street audit which allowed local stakeholders to provide feedback on the local walking environment, with a follow up workshop.

The proposed walking infrastructure could also be accompanied by a range of complementary measures to be defined in further stages of LCWIP development. Complementary measures could include new waiting/loading restrictions; improved enforcement of existing waiting/loading restrictions; behaviour change programmes; restrictions to general traffic; improved landscaping and lighting and accessible seating.

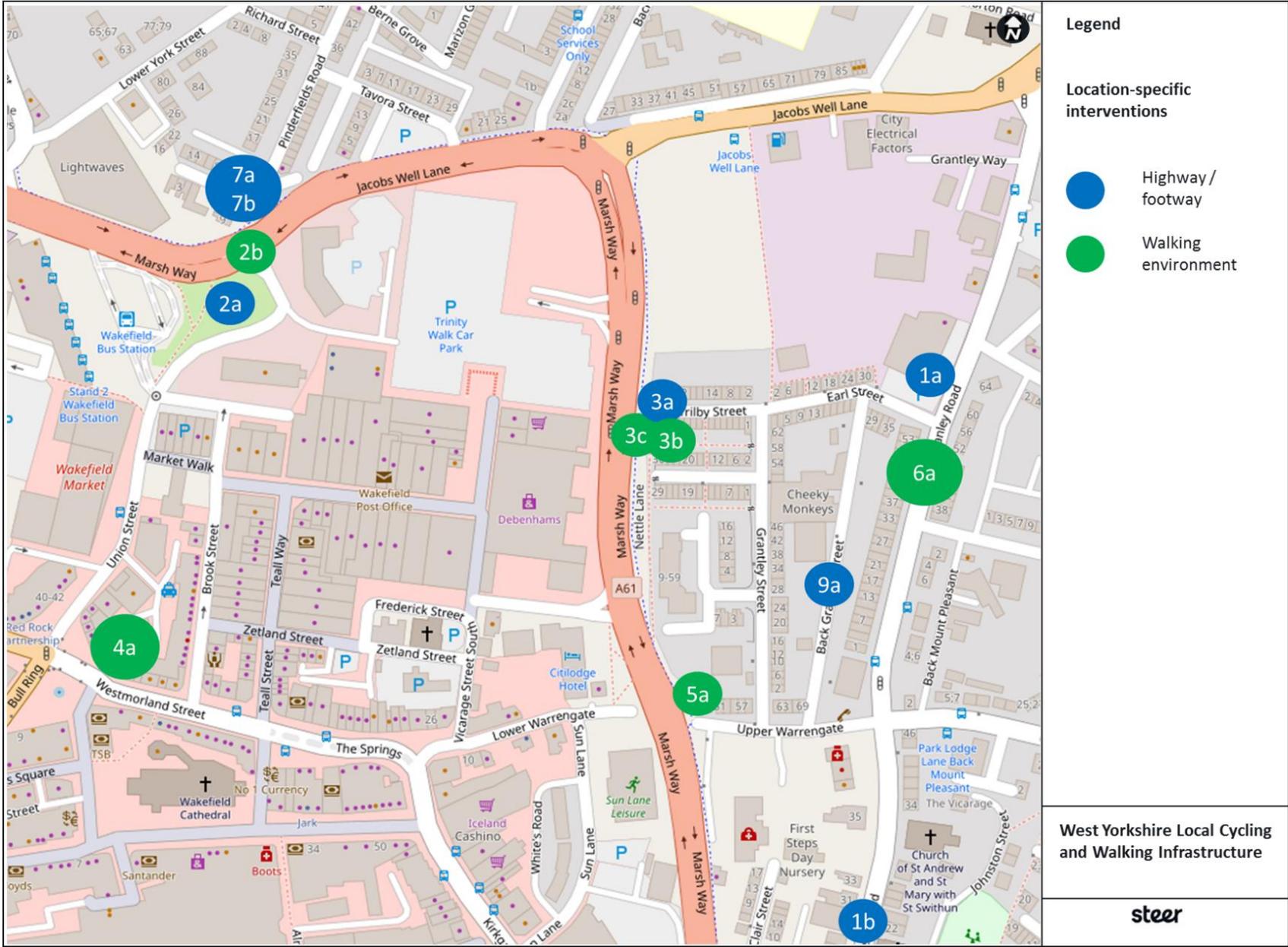
Proposed Walking Network Map

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Proposed Walking Network: Programme of improvements

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Proposed Walking Network: Programme of improvements

	Intervention	Intervention	Indicative Costs	Time scale
1	Stanley Road / Peterson Road crossing points	a. Install signalised (puffin) crossing at Earl Street	£50k-£60k	M
		b. Install zebra crossing at Berners Street	£20k-£35k	M
		c. Traffic reduction along Stanley Road / Peterson Road as part of area-wide treatment	Further study required	M
2 209	Installation of additional pedestrian crossing over Marsh Way at Union Street and northern arm of Kirkgate roundabout	a. Install sealed paths along the clear desire lines at Union Street	£200 per metre	S
		b. Install a pedestrian phase and appropriate signals at the existing signalised junction at Union Street	£50k-£60k	S
		c. Install puffin crossing at northern arm of Kirkgate roundabout	£50k-£60k	M
3	Nettle Lane / Marsh Way access via Trilby Street	a. Remove steps and install ramped access at Trilby Street	Further study required	S
		b. Reduce the height of wall along Nettle Lane or take down entirely	Further study required	S
		c. Reduce severance caused by noise screen	Further study required	S
		d. Seal desire line paths or open out Trilby Street access entirely	d. £200/m	S
		e. Improve street lighting	e. £2,600-£3,200 per lamp column	M
		f. Seal the surface of Nettle Lane and add drainage	f. £200/m	M
4	Enforcement of pedestrian zone through Westmoreland Street / Union Street	Consider enforcement options, including cameras	Further study required	S

Proposed Walking Network: Programme of improvements

	Intervention	Intervention	Indicative Costs	Time scale
5	Create park or garden in green area opposite Sun Lane Leisure Centre	Install community garden or other green space	Further study required	S
6	Improve pedestrian comfort on Stanley Road / Peterson Road through parking management	Parking management scheme to protect footway space from parked cars on the western side	Further study required	M
7	Completion of pedestrian access to ring road from streets north of ring road	a. Perform maintenance on footways along residential streets to north of ring road b. Pave desire line paths connecting to ring road from streets to the north	£200/m for new footway £200/m for new footway	S S
8	Wayfinding	Extend wayfinding beyond ring road	£1k per finger post	M
9	Speed calming along residential streets	Install speed calming measures, including build outs and raised tables	Further study required	M

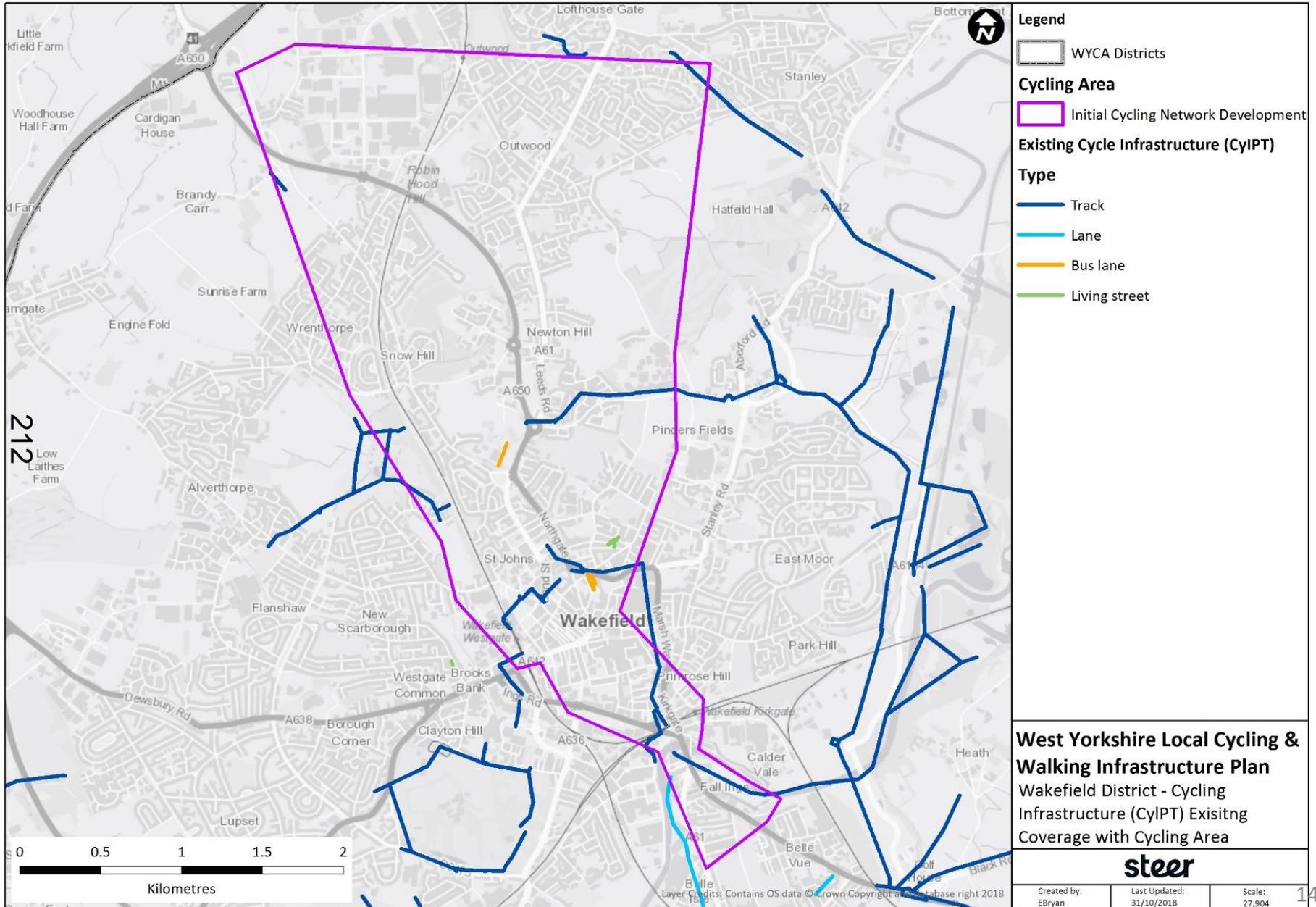
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Wakefield Local Cycling and Walking Infrastructure Plan – Phase 1

Supporting information

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Existing Cycle Network



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Report to: West Yorkshire Combined Authority

Date: 21 May 2020

Subject: **Corporate matters**

Director: Angela Taylor, Director, Corporate Services

Author(s): Jon Sheard, Faye Barker

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:	N/A

1. Purpose of this report

- 1.1 To endorse the revised capital strategy and consider the updated procurement strategy.

2. Information

Capital strategy

- 2.1 A capital strategy was considered and endorsed by the Combined Authority at its April meeting in 2019. The Governance and Audit Committee considered a revision of that strategy at its meeting on 12 May 2020 and have recommended it to today's meeting for approval. The Committee did note however that the strategy would require early review to ensure it remained fit for purpose for the Covid-19 response which may require a change to the current strategy. The updated strategy is attached at **Appendix 1**.
- 2.2 Determining a capital strategy for the Combined Authority is a requirement of the Prudential Code that require all local authorities to have one in place. It is required in order to demonstrate that the Combined Authority takes capital expenditure and investment decisions in line with service objectives and properly takes account of stewardship, value for money, prudence,

sustainability and affordability. The strategy, in a high-level view, sets out the long-term context in which capital expenditure and investment decisions are made and gives due consideration to both risk and reward and impact on the achievement of priority outcomes. The capital strategy will form part of the authority's revenue, capital and balance sheet planning. The strategy is tailored to the authority's circumstances and includes or signposts information on capital expenditure, investments and liabilities and treasury management.

2.3 The revised strategy has not had any material changes from the one approved in 2019, which was developed using the following guidance provided by CIPFA and by benchmarking with other local authorities:

- apply a long-term approach ie 20-30 years;
- explore external influences (eg government funding / policy);
- explore internal influences (eg corporate plan, local plan etc);
- ensure corporate plan priorities drive capital investment ambition;
- determine implications of any Investment Strategy;
- examine commercial activity / ambition;
- examine available resources and capacity to deliver;
- assess affordability against ambition and identify any gap;
- identify capital financing principles;
- demonstrate integration with other strategies / plans;
- produce a 10 year capital investment plan;
- capture risks and mitigating factors;
- outline governance and monitoring processes.

2.4 Members are asked to approve the Capital Strategy and to note that it will continue to be developed and reviewed during the coming year, as set out in paragraph 2.1 above and as requested by the Governance and Audit Committee. It is also expected that it will need a more fundamental review and consideration ahead of its next review date of April 2021 in the light of the move to becoming a mayoral combined authority.

Procurement Strategy

2.5 A three year procurement strategy was considered and endorsed by the Combined Authority at its February meeting in 2018. That strategy reflected the findings of a review of the procurement function within the Combined Authority at the time. There have been a lot of changes within procurement and the wider organisation during the intervening period. Those changes need to be reflected in the procurement strategy and more definition given to the next phases of development. A new procurement strategy can therefore be found in **Appendix 2**.

2.6 The strategy clearly sets out the direction of travel for procurement within the Combined Authority. The document explains the drivers, approach and intended outcomes for procurement activity. It is a point of reference internally and will be used as a means of signposting intentions externally.

2.7 The main elements of the strategy are:
2.14.1 a reflection on the successes and issues to date
2.14.2 defining value for money

- 2.15.3 making social value part of every aspect of procurement
- 2.15.3 enhanced stakeholder management
- 2.16.4 introduction of category management
- 2.17.5 improving contract management.

2.8 Members are asked to approve the procurement strategy and to note that it will continue to be developed throughout the strategic cycle. The revised strategy facilitates individual procurements being undertaken in a way to support the appropriate policy driver, including inclusive growth or clean growth implications.

3. Inclusive Growth Implications

3.1 The revisions to the procurement strategy strengthen the requirement for procurements to include inclusive growth requirements.

4. Clean Growth Implications

4.1 The revisions to the procurement strategy will facilitate a greater focus on clean growth in procurements.

5. Financial Implications

5.1 None arising directly from this report.

6. Legal Implications

6.1 None arising directly from this report.

7. Staffing Implications

7.1 None arising directly from this report.

8. External Consultees

8.1 No external consultations have been undertaken.

9. Recommendations

8.1 That the Combined Authority approves the capital strategy at Appendix 1.

8.2 That the Combined Authority approves the procurement strategy at Appendix 2.

9. Background Documents

None.

10. Appendices

Appendix 1 – Capital strategy

Appendix 2 – Procurement strategy

Capital Strategy 2020/21 – 2029/30

Revised: April 2020

DRAFT

Content

1. Introduction & background
2. Core Principles
3. Governance Framework
4. Capital Planning Objectives
 - a. Short Term (1-3yr)
 - b. Medium Term (4-10yr)
 - c. Long Term (10yr +)
5. Strategic Economic Plan – Capital Investment Priorities
6. Asset Management Planning
7. Commercial Activity and Investment Property
8. Loans
9. Capital Funding
 - a. Capital Grants
 - b. Non Government Funding
 - c. Capital Receipts
 - d. Revenue budget contributions and general reserves
 - e. Leasing
 - f. Section 106 contributions
 - g. Private Finance Initiatives
 - h. Borrowing
 - i. Joint Ventures
 - j. Equity Investment
10. Revenue budget implications from capital investment decisions
11. Risk Appetite
12. Knowledge and skills
13. Capital Programme Performance monitoring
14. Investments for a return
15. Minimum revenue provision

Appendix

- A. Longer term capital budget as at February 2020.

1. INTRODUCTION AND BACKGROUND

This Capital Strategy is an overarching document which sets the policy framework for the development, management and monitoring of capital investment for the West Yorkshire Combined Authority. The strategy focuses on core principles that underpin the authority's capital programme; its short, medium and long-term objectives; the key issues and risks that will impact on the delivery of the programme; and the governance framework required to ensure the capital programme is delivered and provides value for money.

The capital strategy aligns with the key strategies and priorities including those set out in the Strategic Economic Plan. The strategy is integrated with the medium term financial strategy and treasury management strategy.

The Combined Authority will agree the capital strategy and programme annually and as necessary in the event of a significant change in circumstances. The programme includes schemes relating to the Combined Authority's own assets, schemes where we are responsible for direct delivery and schemes being delivered by our district partners.

The indicative capital programme approved 6 February 2020 is shown below:

West Yorkshire Combined Authority - Summary Capital Budget

Capital Expenditure (Programmes)	2019/20	2020/21	2021/22	2022/23	Total
	£	£	£	£	£
Growing business	12,810,201	14,809,439	0	0	27,619,640
Skilled People and Better Jobs	492,383	667,110	0	0	1,159,493
Clean Energy	320,148	741,887	0	0	1,062,035
Housing and Regeneration	3,284,920	6,500,000	0	0	9,784,920
West Yorkshire plus Transport Fund	51,210,000	110,670,000	183,420,000	165,990,000	511,290,000
Economic Resilience	4,647,050	4,181,524	0	0	8,828,574
Enterprise Zone Development	2,901,717	12,337,000	0	0	15,238,717
Growth Deal - Other	2,000,000	2,000,000	0	0	4,000,000
Leeds Public Transport Investment Programme	59,475,661	88,233,338	12,000,000	0	159,708,999
Local Transport Capital	16,483,691	13,129,332	13,104,000	13,104,000	55,821,023
Highways Maintenance / Pothole Action	29,997,000	29,997,000	29,997,000	29,997,000	119,988,000
Corporate Projects	5,753,154	5,503,000	206,777	0	11,462,931
Broadband	3,593,998	2,608,437	3,067,328	2,501,000	11,770,763
City Connect	16,509,299	4,924,881	92,500	0	21,526,680
<i>Transforming Cities (small & Core)</i>	<i>5,529,866</i>	<i>106,684,551</i>	<i>175,673,991</i>	<i>120,596,314</i>	<i>408,484,722</i>
<i>Future Mobility Zones</i>	<i>2,562,725</i>	<i>11,867,514</i>	<i>7,428,130</i>	<i>5,423,578</i>	<i>27,281,947</i>
Land Release Fund & One Public Estate	662,125	0	0	0	662,125
Low Emission Vehicles	3,525,000	0	0	0	3,525,000
A - Total Capital Spend	221,758,938	414,855,014	424,989,726	337,611,892	1,399,215,570

Capital Funding	2019/20	2020/21	2021/22	2022/23	Total
	£	£	£	£	£
Growth Deal (including b/fwd)	(128,887,320)	(129,527,273)	(48,300,000)	(48,300,000)	(355,014,593)
Leeds Public Transport Investment Programme	(70,948,197)	(88,760,803)	0	0	(159,709,000)
Local Transport Capital	(16,483,691)	(13,129,331)	(13,104,000)	(13,104,000)	(55,821,022)
Highways Maintenance / Pothole (DfT)	(29,997,000)	(29,997,000)	(29,997,000)	(29,997,000)	(119,988,000)
Broadband	(3,593,998)	(2,608,437)	(3,067,328)	(2,501,000)	(11,770,763)
City Connect	(16,509,299)	(4,924,881)	(92,500)	0	(21,526,680)
<i>Transforming Cities</i>	<i>(5,529,866)</i>	<i>(106,684,551)</i>	<i>(175,673,991)</i>	<i>(120,596,314)</i>	<i>(408,484,722)</i>
<i>Future Mobility Zones (DfT)</i>	<i>(2,562,725)</i>	<i>(11,867,514)</i>	<i>(7,428,130)</i>	<i>(5,423,578)</i>	<i>(27,281,947)</i>
Land Release Fund & One Public Estate	(662,125)	0	0	0	(662,125)
Low Emission Vehicles (DfT)	(3,525,000)	0	0	0	(3,525,000)
	(278,699,220)	(387,499,790)	(277,662,949)	(219,921,892)	(1,163,783,852)

Annual (surplus) / deficit - indicative financing requirement (56,940,283) 27,355,223 147,326,777 117,690,000 235,431,718

2. CORE PRINCIPLES THAT UNDERPIN THE CAPITAL PROGRAMME

The core principles for the capital programme are summarised below and shown in more detail at Annex A.

- Capital investment decisions reflect the aspirations and priorities included within the Strategic Economic Plan, Transport Plan and other organisational strategies;
- Schemes to be added to the capital programme will be subject to our Assurance Framework, prioritised according to strategic and economic fit, availability of resources (capacity and financial) and scheme specific funding and factors such as legal, statutory obligations, health and safety considerations, value for money and the longer-term impact on the authority's financial position.
- The cost of financing capital schemes, net of revenue benefits, are profiled over the lifetime of each scheme and incorporated into the medium-term financial strategy and annual revenue budget.
- Commissioning and procuring for capital schemes will comply with the requirements set out in our financial regulations and contracts standing orders.

3. GOVERNANCE FRAMEWORK

The Combined Authority is the accountable body for the Local Enterprise Partnership (LEP) and receives significant capital funding from government. As the accountable body it ensures that all spending decisions are overseen by locally elected politicians. A significant part of our expenditure is with district council partners who directly deliver a range of schemes to help transform the Leeds City Region economy.

The aim is for the Combined Authority to agree, with appropriate input from the LEP, the capital strategy and programme annually and in the event of a significant change in circumstances. In conjunction with the Assurance Framework, the Chief Finance Officer (Section 73) will consider the impact of proposed schemes in the capital programme with the medium term financial strategy, the capital resources available to the Combined Authority, the revenue implications of the proposed capital expenditure and any other relevant information.

Democratic decision-making and scrutiny processes provide overall political direction and ensure accountability for investment in the capital programme. These processes include:

- Combined Authority approving the plan which sets out the strategic priorities
- Combined Authority being ultimately responsible for approving the capital strategy, treasury management strategy and capital programme.
- The Combined Authority, Transport Committee and Investment Committee receiving regular capital monitoring reports, approving variations to the programme and considering new programmes / projects for inclusion in the

capital programme as part of the Assurance Framework and in line with LEP priorities.

- Managers being assigned projects in line with their responsibilities
- Overview and Scrutiny committee being able to call in decisions, receive and scrutinise reports
- All projects progressing through the capital programme follow the constitution, financial regulations and contracts standing orders.
- The capital programme is subject to internal and external audit reviews.

All capital expenditure is considered as part of a thorough appraisal / evaluation in line with the requirements of the Assurance Framework. The appraisal / evaluation will outline the key benefits that are expected to arise from projects in relation to priorities and economic and strategic fit. The evaluation will include the financial considerations such as the expected cost and funding sources identified, benefit-cost ratio, value for money and consideration of any risks to either the delivery or cost forecasts.

Approval to spend on individual capital schemes will only be given once procedural guidelines have been complied with and assessed to the satisfaction of the Assurance Framework which involves senior management, technical experts and Investment Committee, Transport Committee and Combined Authority as appropriate.

The Delivery Directorate, in support to senior managers, monitor the delivery of assigned capital programmes / projects. Any additions or variations to a capital programme / project must be considered via the Assurance Framework before being agreed by the Combined Authority directly or via related delegated authority.

4. SHORT, MEDIUM AND LONG-TERM CAPITAL PLANNING OBJECTIVES

The Combined Authority approves annually a refresh of the indicative capital programme that covers a three year period. The capital programme is a longer-term ambition, with the lifetime of new and existing assets stretching far into the future. The obligation for maintaining and improving operational buildings (including bus stations) is very long term and as such should be considered accordingly in financial and asset management planning. With regards to the latter an Asset Management Strategy is in development as at March 2020 and will be submitted for approval over the coming year.

The application and planning for the capital expenditure obligations and objectives for the Combined Authority can be considered over short, medium and long term time horizons.

Short to medium term (1-3 Years):

Within a shorter timeframe the focus of the capital strategy is towards the delivery and implementation of any capital scheme. At this stage, the management of potential risks in the acquisition or delivery of particular capital projects is of importance for the Combined Authority.

Within the short-term timeframe, the capital programme may be amended with the introduction of urgent, high priority capital projects. The overall programme will need to be flexible to ensure it can incorporate projects arising from previously unforeseen circumstances. As part of capital programme and resource management, projects may be phased over multiple years due to factors such as complexity, resourcing, legal and planning requirements.

Medium to long-term (4-10 Years)

There is typically a long lead time from identifying investment need or opportunity and to implementation. The medium-term timescale allows the Combined Authority to develop plans for the delivery and funding across capital projects as well as the contribution of this capital expenditure toward the Combined Authority's objectives and individual service priorities.

Early evaluation can be developed to allow the Combined Authority to assess the expected benefits and costs of capital expenditure and to identify the sources of funding, specific grants, external contributions or revenue budget contribution required to fund capital projects.

The Combined Authority incorporates the capital programme expenditure and funding projections into medium term cashflow forecasting which in turn feeds into the treasury management strategy for the Combined Authority. Decisions on debt financing will be influenced by capital projections as well as forecast capital receipts.

The capital programme and the implications of the programme for the Minimum Revenue Provision (see later in the strategy for more detail) and debt financing costs are incorporated into the medium term financial strategy.

Long Term: 10 Years Plus

The Combined Authority has some longer term plans that require capital investment consideration including:

- the Strategic Economic Plan (2016 – 2036)
- West Yorkshire Plus York Transport Plan (to 2036)
- the Local Transport Plan, branded as the Local Transport Strategy (to 2040)
- Future Funding Investment Strategy (draft November 2019)
- Reinvestment of Enterprise Zone Business Rate Income (to 2042)
- Asset Management Strategy (under development December 2019)

The Combined Authority can review and develop strategies for meeting investment need in the much longer term where there is considerable uncertainty and complexity.

For example understanding economic, social and technological factors that drive regeneration and redevelopment initiatives, long-term planning issues to deliver objectives e.g. the Combined Authority's ambition to deliver on the key elements of the Strategic Economic Plan (including Clean Energy, Infrastructure for Growth), and asset management planning for long-term property need and investment.

There is a clear link between long term planning for capital and for treasury management purposes. The Combined Authority's debt portfolio contains loans that mature in up to 30-50 years time. The debt repayment profile needs to be managed alongside the longer term expectations for capital expenditure and funding forecasts.

Long-term forecasts are not easily predicted and the accuracy of all financial estimates will be limited. However, long-term forecasting is valuable in informing strategic plans taking account of the cumulative sustainability and affordability of existing and planned investment, which will need to be repaid over future periods. For major projects and investment, the funding and financial implications need to be planned well in advance.

5. COMBINED AUTHORITY STRATEGIC ECONOMIC PLAN - CAPITAL INVESTMENT PRIORITIES

Capital investment plans are driven by the Strategic Economic Plan, the Combined Authority's key strategic document that sets out the vision, ambitions, values and priorities.

Key capital commitments in the capital programme include:

- Delivery of a programme of significant transport projects including Elland station, the rail park and ride programme and a potential new bus station at Halifax;
- Supporting district partners to deliver a range of major highways, public transport and sustainable transport initiatives including schemes through the West Yorkshire plus Transport Fund, Connecting Leeds and City Connect
- Supporting district partners to deliver a range of economic benefits including delivery of major capital infrastructure through the Skills Capital and Innovation and Flood Alleviation, and Housing and Regeneration programmes
- Alleviating fuel poverty and improving homes through the Better Homes and Warm Homes programmes
- Supporting digital inclusion through the provision of broadband infrastructure in urban and rural communities through the continued Superfast West Yorkshire and York programme
- Developing smart card technology, making it easier for bus and rail users when paying for their journeys
- Accelerating economic growth through the development of 10 sites within the Leeds City Region Enterprise Zone
- Delivery of the corporate head office accommodation project and Corporate Technology Programme.

6. ASSET MANAGEMENT PLANNING

The overriding objective of asset management within the Combined Authority is to achieve a corporate portfolio of property and equipment assets that is appropriate, fit for purpose and affordable. The Combined Authority's property portfolio consists mainly of operational properties (eg bus stations), investment properties (rented to

tenants) and property held for development or regeneration purposes. The Combined Authority has specific reasons for owning and retaining property:

- Operational purposes e.g. assets that support core business and service delivery e.g. bus stations, office buildings and that provide a financial return (eg tenant rent)
- Regeneration, enabling strategic place shaping and economic growth.
- Delivery of major infrastructure eg in support of mass transit
- Delivery of the Enterprise Zone programme.

The Combined Authority is in the process of developing its Asset Management Strategy which will align with the Capital Strategy. It is anticipated that this strategy will include the approach to 'invest to save' projects, investment required, asset classes/ type, estimated revenue streams, risks, approach to lease, economic footprint, ethical value to the organisation.

Asset management is a key part of the Combined Authority's business management arrangements and is crucial to the delivery of efficient and effective services. The ongoing management and maintenance of capital assets will be considered as part of the strategy. The asset management planning includes an objective to optimise the Combined Authority's land and property portfolio through proactive estate management and effective corporate arrangements for the acquisition and disposal of land and property assets.

The Combined Authority will continue to realise the value of any properties that have been declared surplus to requirements in a timely manner, having regard to the prevailing market conditions.

7. COMMERCIAL ACTIVITY AND INVESTMENT PROPERTY

The Chartered Institute of Public Finance and Accountancy (CIPFA) defines investment property as property held solely to earn rentals or for capital appreciation or both. Returns from property ownership can be both income driven (through the receipt of rent) and by way of appreciation of the underlying asset value (capital growth). The combination of these is a consideration in assessing the attractiveness of a property for acquisition.

In the context of the Capital Strategy, the Combined Authority is in the process of considering plans to use capital (including capital grant) to invest in property / land to provide a positive surplus/financial return. The Combined Authority funds the purchase of property by borrowing money or use of capital grant. The rental income paid by the tenant contributes to the cost of repaying the borrowed money each year and is part of the annual revenue budget.

The reasons for buying and owning property are primarily:

- Financial returns to fund services
- Market and economic opportunity.
- Economic development and regeneration.

Historically, owned property has provided strong returns in terms of a stable income. Property investment is not without risk as property values can fall as well as rise and changing economic conditions could cause tenants to leave with properties remaining vacant. The strategy makes it clear that the Combined Authority will continue to invest prudently on a commercial basis and to take advantage of opportunities as they present themselves, supported by our robust governance process.

8. LOANS

The Combined Authority has discretion to make loans for several reasons, though primarily for economic development. These loans are treated as capital expenditure. In making loans the Combined Authority is exposing itself to the risk that the borrower defaults on repayments and must therefore ensure it is prudent and has fully considered the risk implications, regarding both the individual loan and that the cumulative exposure of the Combined Authority is proportionate and prudent.

The Combined Authority will ensure that a full due diligence exercise is undertaken, that the formal Assurance Framework processes are used to assess the business case and associated loan risk, benefits and opportunities and that security is in place. All loans under the existing programme are agreed by the Combined Authority and are subject to close, regular monitoring.

9. CAPITAL FUNDING

Capital expenditure for the Combined Authority is financed through a variety of sources, typically:

- Capital grants from government (including Local Enterprise Partnership funding)
- Non-Government funding (eg European Funding)
- Receipts from the sale of capital assets
- The use of revenue budget contributions and general reserves
- Leasing
- Section 106 contributions
- Private Finance Initiatives (PFI)
- Borrowing
- Joint Ventures
- Equity Investment

Capital Grants:

Capital resources from Central Government can be split into two categories:

- a. Ring-fenced – resources which are ring fenced to particular areas and therefore have restricted uses, specified by the funder.

This currently encompasses most of the Government funding received by the Combined Authority.

- b. Non-ring fenced – resources which are delivered through grant that can be utilised on any project (albeit that there may be an expectation of use for a specific purpose).

Non-Government Funding

Where there is a requirement to make an application to an external agency to receive external funding, and, when appropriate, to commit Combined Authority resources as matched funding to any bid for external resources, the proposal goes through the Assurance Framework for consideration / approval. The business case must demonstrate how the project aligns to the Combined Authority's priorities and how matched funding and any revenue consequences can be managed within the context of the capital and revenue budget, including consideration of the timing of which funds are used first.

Capital Receipts

Capital Receipts come from the sale of the Combined Authority's assets.

Where the sale of an asset leads to the requirement to repay grant, the capital receipt will be utilised for this purpose. Once this liability has been established and provided for, capital receipts will be available to support the capital programme as a corporate resource.

There will be no ring-fencing of capital receipts to specific projects unless the use of the receipt is governed by legislation or by a specific agreement. However, where the asset has been funded from prudential borrowing a review will be undertaken to determine whether the most cost effective option is to utilise the receipt to repay debt, considering the balance sheet position of the Combined Authority.

There is no current strategy for the use of capital receipts. However future consideration will be given to the following:

- To provide for an MRP holiday to the value of external loan payments generating a revenue budget saving;
- To consider forgoing the immediate capital receipt for longer term and sustainable income stream through development of sites or other projects.
- To invest in further economic activity in support of the SEP.

Revenue budget contributions and general reserves

An element of the revenue budget can be set aside to fund the capital programme (Direct Revenue Financing). The annual refresh of the capital programme will detail

any amount that is forecast to be available in upcoming years, however with increasing revenue budget pressures and diminishing, available reserves, any such amounts will be limited and will need to be regularly reviewed.

A directorate / service area may wish to offer some of its revenue budget to support the financing of a capital project. This may be acceptable if it can be demonstrated that this funding is unrestricted.

Leasing

The Combined Authority does have the option to lease assets utilising an operating lease arrangement, though due to Prudential Borrowing this source of financing is becoming less attractive.

The International Accounting Standards Board have reviewed how leased assets are treated and in January 2016 issued a new standard for annual periods starting on or after the 1st January 2019. This will need to be reflected as part of any business case proposals.

Section 106 contributions (S106)

Our district partners make S106 agreements with developers / landowners as part of the planning approval process to ensure that new development mitigates its own impact and provides the necessary site specific infrastructure to support it. The Combined Authority accesses these contributions via the district partners as appropriate.

These contributions are site specific or can be 'pooled' for a maximum of five site specific projects. Any contributions received are 'ring-fenced' for the purpose as set out in the relevant S106 agreement and can be applied to fund schemes within the relevant capital programme.

The S106 contributions are time limited in that if they are not spent within an agreed timescale, typically 5 – 10 years, dependent on what has been agreed in the S106 agreement and any funds not spent in line with the agreement would have to be repaid to the developer, which, may include interest.

Consideration of available S106 funding should be taken into consideration when agreeing the use of the available funding and reduce the reliance on other sources of funding, predominantly borrowing.

Private Finance Initiatives (PFI)

PFI is a means by which the Combined Authority can facilitate major new infrastructure projects. PFI schemes involve partnerships between the public and private sector to fund public sector infrastructure projects with private capital.

Under PFI, a private sector contractor agrees to accept the risks associated with the design, construction and maintenance of the asset over the contract term, which is typically for a 25 year period. The public sector partner pays an annual fixed price during the contract term, part of which is subject to inflation. At the end of the term, the asset is wholly owned by the Combined Authority.

No PFI projects are currently being proposed and any future proposals would require approval by the Combined Authority having been evaluated beforehand through the Assurance Framework.

Borrowing

Any capital expenditure not financed by the above may need to be funded by borrowing, though currently the Combined Authority can only borrow money for a purpose **relevant to its transport functions**.

Existing Combined Authority debt is the consequence of historical capital expenditure. The Combined Authority can temporarily utilise other resources in lieu of external borrowing to fund capital expenditure (ie internal borrowing from cash balances).

The Combined Authority will investigate opportunities to resource capital projects using prudential borrowing where plans are sustainable, affordable and prudent. Full appraisal will take place to ensure that, where appropriate, sufficient revenue returns are generated to cover the cost of borrowing.

Where it is considered that prudential borrowing is the appropriate method of funding, but it requires additional revenue financing, the cost will be built into the revenue budget planning process. There are various debt instruments available for financing prudential borrowing and these are explored in more detail in the Treasury Management Strategy.

The Public Works Loan Board (PWLB) remains the Combined Authority's preferred source of long term borrowing given the transparency and control that its facilities continue to provide.

An alternative debt instrument available to the Combined Authority is the European Investment Bank (EIB) facility which was established in 2018. The EIB provides an option to provide a flexible financing offer to support the West Yorkshire plus Transport Fund. Many of the Combined Authority's schemes in the Fund meet the EIB funding criteria and this would provide an attractive alternative to the traditional PWLB lending. The UK's decision to withdraw from the European Union does not preclude this arrangement taking place.

It is not proposed at this stage that the Combined Authority enter into any other credit arrangements as defined by the regulations, other than as described above. If and when these are to be progressed then it should be recognised that they would be classified as borrowing and would need to be recognised in the operational boundary and authorised limit approval. Should any such arrangements be required these will be expected to be funded within the approved strategy.

Joint Ventures (JV)

A joint venture is a cooperative enterprise entered into by two or more entities for the purpose of a specific project or other business activity. The reason for a joint venture is usually some specific project.

JVs are commonly formal arrangements and they can be short term or long term. Often the JV creates a separate business entity, to which the owners contribute assets, have equity, and agree on how this entity may be managed. The new entity may be a corporation, limited liability company, or partnership.

In other cases, the individual entities retain their individuality and they operate under a JV agreement. In any case, the parties in the JV share in the management, profits, and losses, according to a joint venture agreement (contract).

Joint ventures are often entered into for a single purpose but they may also be formed for a continuing purpose.

The Combined Authority currently has one JV with Leeds City Council for the Next Generation Technology (NGT) assets (primarily land and buildings).

Any future JV proposals require approval by the Combined Authority having been evaluated beforehand through the Assurance Framework or other relevant approval processes.

Equity Investment

An equity investment generally refers to the buying and holding of company shares in anticipation of income from dividends and capital gains.

The Combined Authority do not currently have any equity investments. Any future proposals require approval by the Combined Authority having been evaluated beforehand through the Assurance Framework or other relevant approval processes.

10. REVENUE BUDGET IMPLICATIONS FROM CAPITAL INVESTMENT DECISIONS

In approving the inclusion of schemes and projects within the capital programme, the Combined Authority ensures all the capital and investment plans are affordable, prudent and sustainable. In doing so the Combined Authority will consider the arrangements for the repayment of debt, through a prudent MRP policy in line with MRP guidance produced by the Ministry of Housing, Communities and Local Government.

The capital financing charges and any additional running costs arising from capital investment decisions are incorporated within the annual revenue budget and medium term financial plans. This enables the Combined Authority to consider the consequences of capital investment alongside other competing priorities for revenue funding.

Long Term revenue implications of capital investment decisions

Capital investment decision making is not only about ensuring the initial allocation of capital funds meets the corporate and service priorities but ensuring the asset is fully utilised, sustainable and affordable throughout its whole life. This overarching commitment to long term affordability is a key principle in any capital investment appraisal decision. In making its capital investment decisions the Combined

Authority must have explicit regard to consider all reasonable options available. These would include sustainable revenue streams achieved through initiatives such as business rates receipts (EZ programme), tenant rental income (Bus station development) and interest earned from loans (Future Investment Fund, Growing Places Fund).

11. RISK APPETITE

This section considers the Combined Authority's risk appetite regarding its capital investments and commercial activities, i.e. the amount of risk that the Combined Authority is prepared to accept, tolerate, or be exposed to at any point in time. It is important to note that risk will always exist in some measure and cannot be removed in its entirety.

A risk review is an important aspect of the consideration of any proposed capital or investment proposal. The risks will be considered in line with the risk management strategies we have in place and commensurate with the Combined Authority's relatively low risk appetite on financial matters. The Combined Authority's risk appetite statement is summarised in the table below.

	Low ↔ High Appetite					
	1	2	3	4	5	
Legal Compliance and Regulation	1					This is something for which the CA has no appetite for and expects minimal exposure to risk. Where it relates to a service which must be provided, significant controls must be in place.
Safety and Security	1					
Finance and Resources		2				There is a preference for what are deemed to be 'safe' options where there is a reduced degree of risk. Good controls are expected to be in place where risk remains.
Reputational		2				
Environmental		2				
Service Delivery and Operational			3			The CA accepts a level of risk may remain in the delivery of services in pursuit of our corporate priorities. The chosen option must present a healthy level of reward in relation to the risk faced.
Transformational Change				4		This is an area in which the CA has an increased appetite for risk. More uncertainty can be tolerated in seeking opportunities for improvement, commercialisation or innovation.
Development and Regeneration				4		

Subject to careful due diligence, following the formal Assurance Framework or other appropriate approval processes, the Combined Authority may consider a moderately higher level of risk for strategic initiatives, where there is a direct gain to the Combined Authority's revenues or the ability to deliver its statutory duties more effectively and efficiently.

Many schemes are delivered by district partners and funded by the Combined Authority. Our partners undertake their own risk assessments for these schemes, though these risks are considered as part of the assurance approval process.

12. KNOWLEDGE AND SKILLS

The Combined Authority has professionally qualified staff across a range of disciplines including finance, legal and property, however there are a number of capital projects and programmes which will require the use or addition of specialist technical advisers or development of a new commercial team, e.g. future investment funding programme, Enterprise Zones and new rail station development.

A review of capacity and skills is continually being considered to get the Combined Authority to the level of performance required, especially in relation to commercial skill sets. A review of the internal procurement team has been completed and a new structure introduced with the required expertise. A review of financial ICT systems is also planned to ensure key functions are supported.

The Combined Authority establishes project teams from all the professional disciplines from across the Combined Authority as and when required and has a dedicated Delivery Directorate that focuses on delivering new capital proposals, directly or with district partners, once they pass through Decision Point 2 of the Assurance Framework. In addition, our Transport Services Directorate is responsible for the Combined Authority's assets including repair and maintenance, development and commercialisation of those assets.

External professional advice is taken where required and will always be sought in consideration of any major commercial property or investment decision.

13. Capital Programme Performance Monitoring

The Combined Authority Senior Management Team will review the financial performance of the capital programme on a regular basis.

Financial monitoring reports will be considered by the Combined Authority and Investment Committee at each of its meetings, together with a capital outturn report.

Where a potential cost overrun has been identified, the Combined Authority and Investment Committee will explore possible solutions in detail. It will also consider any underspending or identified surplus resources which can be reallocated to other priorities.

Where there is a delay in the commitment of programme/project resources, the Combined Authority requires programme / project managers / capital delivery leads to report the reasons for the delay and consider whether it would be appropriate to recommend the decommissioning of the project and the reallocation of non ring-fenced resources to other projects. It is recognised that there may be potential revenue consequences of doing this due to the capital accounting requirement to transfer abortive costs to revenue.

The Transport Committee meetings also includes monitoring reports on the implementation and delivery of the individual transport projects that they are responsible for in order provide additional oversight for specific schemes within their remit.

The performance of the capital programme is also measured by the prudential indicators which are reported as part of the Treasury Management Strategy and quarterly reviews with officers.

The Combined Authority annual Internal Audit Plan may also include a review of the capital programme and internal control environment that supports the decision making processes.

14. Investments for a Return

Beyond those investments for cash management purposes and for service enhancement, the Combined Authority may also make investments, with a range of economic and social objectives in mind, but with a key element being on making a return on the investment. It is these types of investments which are the focus of this section of the Capital Strategy.

The Combined Authority is an organisation heavily governed by statute and it is not a commercial organisation with the purpose of making a financial return for shareholders. Nonetheless like any organisation it does need to fund its activities and with more traditional funding sources, such as government grants, substantially decreasing, there is a need to look to more innovative ways of generating income. The financial return on investments being one such approach in addition to other intangible social and regeneration benefits these investments can yield.

The remainder of this section seeks to set out the nature of investments the Combined Authority will engage in and the circumstances in which it will do so.

Financial Investments

Financial Investments can fall into three categories, namely: Specified Investments, Loans and Non-specified Investments.

Specified and non-specified investments are only likely to be undertaken on either a short, or a long term basis as part of managing the Combined Authority's cash flows and are therefore covered by the Treasury Management Strategy rather than here.

Loans may also be used for treasury management purposes, but where they are used in support of service delivery objectives this is covered by the Loans and Guarantees Financial Instruction.

The Combined Authority is in the process of developing a Future Investment Strategy (as at February 2020).

Non-Financial Investments

For the purposes of this strategy a non-financial investment is a non-financial asset held by the Combined Authority primarily, or partially to generate a surplus. This might be through an anticipated appreciation in the capital value of the asset, or by way of delivering a regular income stream, or a combination of both. However, in the current financial climate the emphasis is likely to be on assets that generate a regular income stream.

Although the Combined Authority remains open minded to consider a range of opportunities the high likelihood is that non-financial investments will involve property assets. Chosen carefully, property offers the opportunity for a higher yield and less volatility than financial investments, however, it is an illiquid asset and carries with it the inherent risk of being unable to respond quickly enough to changes in market conditions.

The Combined Authority is in the process of developing its Asset Management Strategy which will align with the Capital Strategy. It is anticipated that this strategy will include investment required, asset classes/ type, estimated revenue streams, risks, approach to lease, economic footprint, ethical value to the organisation.

15. Minimum Revenue Provision

Minimum Revenue Provision (MRP) is the charge to the revenue budget made in respect of paying off the principal sum of the borrowing undertaken to finance the capital programme. MRP, which is largely defined by regulation, is aimed at ensuring that the Combined Authority does not have time expired/fully depreciated assets whilst still holding associated outstanding debt.

For borrowing up to prior April 2019 annual MRP is calculated using 4% on debt outstanding. For capital expenditure incurred on or after 1 April 2019 and funded through borrowing, MRP is calculated using the asset life annuity method. Using this method MRP is calculated in a similar way as calculating the capital repayment element of a fixed rate repayment mortgage. In accordance with provisions in the guidance, MRP will be first charged in the year following the date that an asset becomes operational.

The asset life annuity method calculation requires estimated useful lives of assets to be input into the calculations. These life periods will be determined under delegated powers to the Chief Financial Officer, regarding the statutory guidance, and are detailed in the Accounting Policies. However, the Combined Authority reserves the right to determine useful life periods and prudent MRP in exceptional circumstances where the asset life annuity method would not be appropriate.

Where capital expenditure cannot be related to an individual asset, asset lives will be assessed on a basis which most reasonably reflects the anticipated period of benefit that arises from the expenditure. Also, whatever type of expenditure is involved, it will be grouped together in a manner which reflects the nature of the main component of expenditure and will only be divided up in cases where there are two or more major components with substantially different useful economic lives.

Recognising the impact of MRP on the revenue budget is an important element in determining the affordability and sustainability of borrowing to fund an asset. Essentially, if there is no on-going capacity within the revenue budget to afford the MRP then the borrowing should not be taken out in the first place. Therefore, a robust business case demonstrating a rate of return in excess of costs (including MRP) is important and to be considered as schemes progress through the Assurance Framework.

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Annex A

CORE PRINCIPLES UNDERPINNING THE CAPITAL PROGRAMME

In considering schemes for inclusion in the capital programme, regard will be had to the following principles undertaken via the formal Assurance Framework:

- strong strategic fit with existing SEP priorities;
- schemes to be included in the Capital Programme should follow an appropriate level of due diligence and assurance regarding deliverability /practicability (eg formal Assurance Framework);
- prior to mobilisation, all projects should be supported by an affordable and sustainable plan, including carefully consideration of value for money and options appraisal (eg benefit cost ratios);
- environmental and social sustainability issues should be built into project appraisal where appropriate
- capital appraisal should also promote schemes which provide a direct gain to the Combined Authority's revenues, including revenue savings, within agreed risk appetite, e.g. business rate growth, commercial investment return and "invest to save" outcomes;
- the financial implications of capital investment decisions will be properly appraised as part of the Assurance Framework;
- available resources will be identified for investment over the capital planning period;
- available capital funding will be optimised e.g. through surplus asset disposal strategy, maximising use of planning gain, by corporately pooling capital receipts and by exploring external financing sources;
- that capital funding decisions minimise or mitigate the ongoing revenue implications of capital investment decisions i.e. assessment made of lifetime cost and liabilities;
- the financial implications of capital investment decisions should be fully integrated into revenue budget and longer term financial plans i.e. lifetime cost and liabilities;
- robust governance arrangements are in place for all programmes and projects, clearly defining responsibility for the delivery of individual schemes within the capital programme;
- all capital schemes follow appropriate project management arrangements;
- there are effective working relationships with district partners and other delivery partners;
- that projects are reviewed on completion to ensure key learning opportunities are maximised;
- that projects are monitored throughout and upon completion to ensure anticipated benefits have been realised.

Document control

Title:	Capital Strategy (2020/21 - 2029/30)
Version number:	Version 3.2 <i>(previous version 3.1 April 2019)</i>
Effective from:	1 st April 2020 <i>(Date effective from)</i>
Authorised by:	MD/SMT/SLT - <i>(25/2/2020)</i>
Policy Owner:	Head of Finance
Directorate:	Corporate Services
Unique document ID reference:	<i>TBC – for records management purposes</i>

Procurement Strategy 2020 - 2025

Introduction

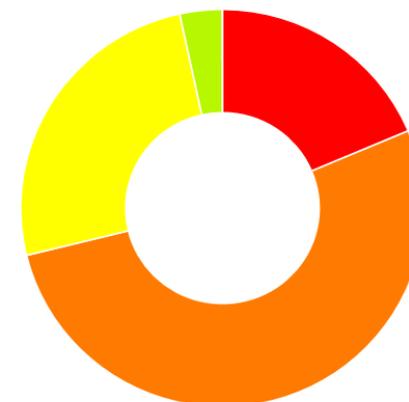
As a public sector organisation, the Combined Authority has a duty to ensure that its business is conducted in accordance with the law and proper standards and that public money is safeguarded and properly accounted for. It also has a duty to secure continuous improvement in the way in which its functions are exercised, having regard to a combination of economy, efficiency and effectiveness.

This document sets out the Combined Authority’s strategy for procurement. It is designed to be a living document and future iterations will reflect further thinking and future business developments. The document covers the following key focus areas of the procurement transformation for the medium term:

- 1. Foundation Building** – This is set out in section 1.1 and covers the progress made to date in establishing the required professional resource; reviewing and implementing templates and processes and systems.
- 2. Stakeholder Management** – This is set out in section 3 and explains how this approach will be used to work in partnership with stakeholders, to encourage early engagement and thereby maximise the opportunity to add value through procurement.
- 3. Category Management** – This is set out in section 4 and defines the categories and approach to be adopted by the Combined Authority to develop category knowledge and expertise.
- 4. Contract Management** - This is set out in section 5 and provides a framework for Contract Management activity across the Combined Authority to share best practice and encourage strategic focus.

LGA National Procurement Strategy Diagnostic Results

Overall Score Distribution



Key

1 - Minimum 2 - Developing 3 - Mature 4 - Leader
5 - Innovator

1.0 Background – Case for Change

Grant funding and funding from central government, used to finance the Combined Authority’s activities, can and does vary substantially over time. There is an ongoing requirement to manage this instability by being proactive but also flexible and adaptable in approach.

A review of the organisation’s procurement requirements was conducted in 2017; this recommended the creation of a centralised procurement structure and the creation of new specialist procurement roles. The aims of this restructure can be summarised by the table below.

Need Identified	Centralised Structure Provides
Increase capacity and improved use of resources	Specialism leads to efficiency, increased capacity with minimal increase in headcount
Improve skills to deliver and inform the business	Development of specialists
Be a compliant organisation: no challenges	Consistent approach across all projects/contracts
Prove value for money: savings	Sharing of best practice across projects/contracts
Improve & have efficient ways of working	Second nature processes and procedures with standard supporting templates
Be clear on strategy and goals	Head of Procurement strategic focus.
Improve the quality of procurements and Progress key agendas (i.e. IG)	Sharing of best practice and professional development.
Improve delivery and morale	Focused, professional team with clear career path
Inform decisions using correct MI	Consistent approach to reporting
Better informed suppliers	Joined up approach makes better engagement viable

1.1 Background – Progress to Date

A strategy was published in April 2018 laying out the strategic aims for procurement along with an implementation plan. This document seeks to review and amend that approach as a result of landscape changes and a reflection of learning to date. Successes and remaining challenges from the previous plan are provided below.

Successes:

- ✓ Team has been established and new positions recruited to
- ✓ Procurement **pipeline** now in place and **planning** cycle has been established.
- ✓ New compliant **templates** have been created and are used **consistently** across procurements
- ✓ New **guidance** is now available to support self service processes and encourage social value
- ✓ 10% weighting for **Social Value** has been applied to all procurements > £75,000 as a minimum
- ✓ **Transparency** has been improved
- ✓ **Training** is provided to all budget holders
- ✓ **Intranet content** have been reviewed and refreshed
- ✓ **Government Procurement Cards** have been implemented.
- ✓ **Quick quote** e-procurement facility has been rolled out for 3 quote process

Issues:

- ❖ Obtaining **spend data** has been challenging and there is still not readily available means of obtaining and analysing this data in an efficient way. However data regarding procurements undertaken has been collected and this has been used to underpin this strategy. When spend data becomes available the strategy will be reviewed in light of that data.
- ❖ Pipeline **planning** continues to be a challenge proving to be very labour intensive for the procurement team
- ❖ **Insufficient resources** to deliver business as usual workload as well as transformational activity has been an ongoing challenge. (The value of procurements concluded increased 3 times between FY 18-19 and FY19-20.)
- ❖ Legacy **e-procurement system** is not intuitive and prone to user error. Plans to align the Combined Authority's system to the region have been delayed due to re-procurement of the regional system.

1.3 Method – Review & Engagement

Procurement plays a significant indirect role in the delivery of the organisation’s strategic objectives; boosting productivity, enabling inclusive growth, delivering 21st century transport and tackling the climate emergency. Supporting the delivery of these objectives is the main driver for this procurement strategy but there is a particular need for procurement to step up to the challenge presented by the climate emergency and a requirement to be recognised as a leader in the region around the inclusive growth agenda. In a procurement setting, both of these issues, can be consumed under the heading of “Social Value” and social value should be an integral part of all procurement work.

In order to produce this strategy a review of internal and external activities that have a bearing on procurement in the Combined Authority has taken place. The opportunity has also been taken to engage with a cross section of internal stakeholders to ensure alignment to their expectations.

Feedback via engagement:

245 Drivers:

- Requirement to do more with less
- Corporate Strategic Objectives
- Climate Emergency
- Inclusive Growth

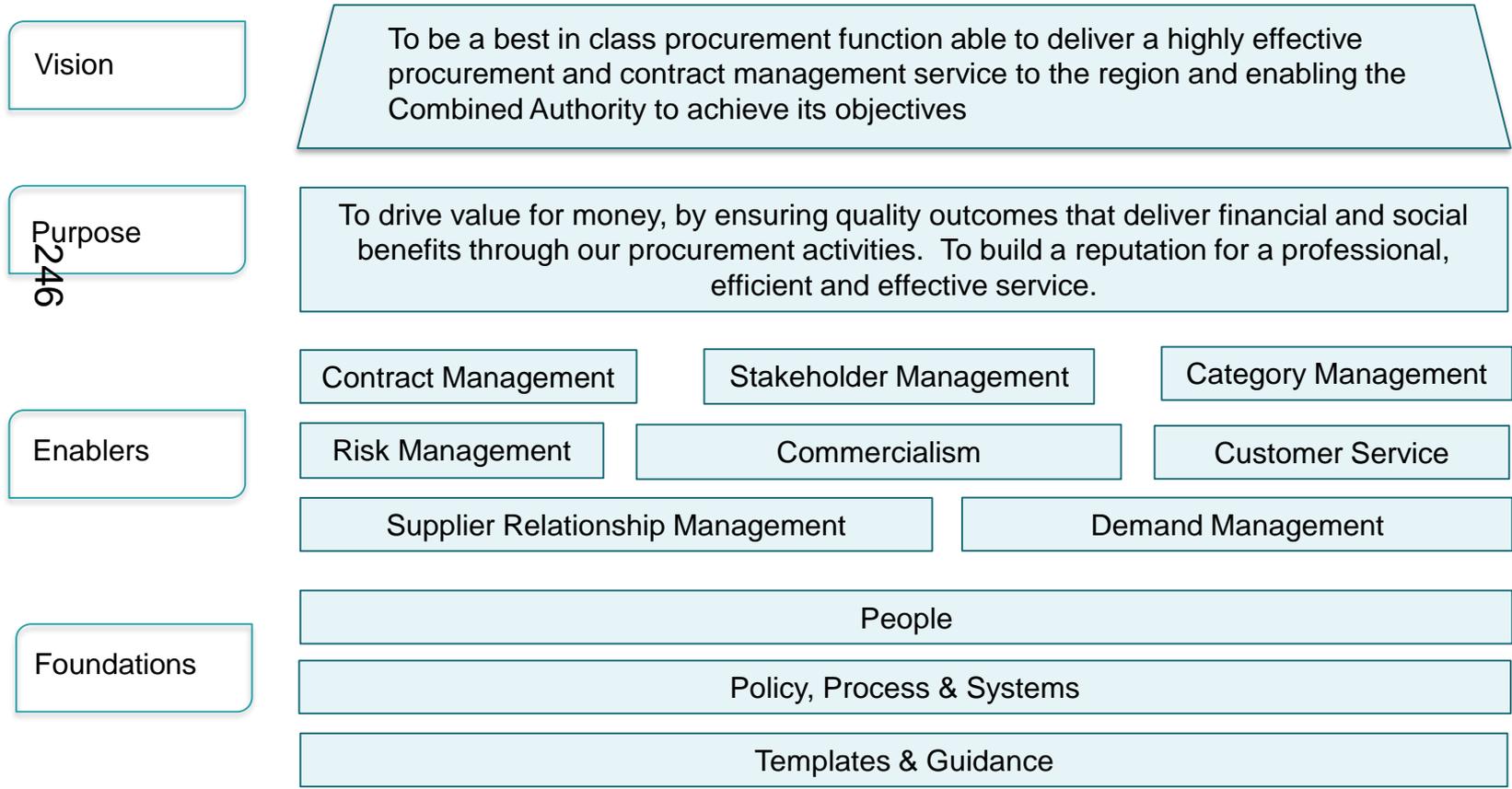
Activity Areas reviewed:

- Corporate Strategy
- Business Plans – Corporate Services Directorate plan
- LGA National Procurement Strategy
- Government Commercial approach
- Spend / delivered projects



2.0 Procurement Strategy Overview

In order to meet and deliver the future challenges faced by the Combined Authority, the organisation needs to be able to rely upon procurement resource; operating and delivering cutting edge procurement through best practice procurement processes. Procurement will **deliver value for money by maximising the benefits achieved for every pound spent** by the Combined Authority and influencing value for money delivery for all the Combined Authority's programmes. It should be clear that **benefits include benefits to society** as well as financial and non-financial benefits to the Combined Authority. The overall procurement strategy can be summarised by the diagram below.



2.0 Procurement Strategy Overview cont.

It is the application of procurement best practices such as category management and contract management that enable the delivery of value for money and are therefore the building blocks of this procurement strategy. Efforts to date has focussed around establishing sound foundations that support the next stages of strategic development. Work around people, process, templates and systems will now move to business as usual activity as part of a continuous improvement philosophy with the following highlights.

People:

- A matrix approach to responsibilities within the procurement team will be developed further in order to ensure the adaptability of the team and reduce the impact of capacity constraints.
- Thresholds within Contract Standing Orders will be reviewed periodically as the organisation procurement maturity develops. If capacity continues to be an issue, the option to raise the value at which procurement is undertaken centrally will be assessed.
- All procurement officers will be fully qualified members of the Chartered Institute of Procurement and Supply (CIPS). Further training and development will be undertaken as required to maintain required levels of expertise. The function will also utilise any free training provided by partners and legal suppliers.

Systems:

- The Combined Authority will be worked in collaboration with the region around a single e-procurement system that will align our approaches and provide efficiencies for our shared supply base.
- In order to accelerate the social value agenda, the Combined Authority will pursue the potential for a social value platform that will provide guidance around social value for our staff and our suppliers but also will provide a means of measuring benefits and reporting.
- A spend analytics solution will be sourced and implemented as soon as possible, this system will be key in ensuring compliance, supporting category management and social value reporting. The right solution will provide spendy data by supplier, procurement category, supplier type and supplier location.
- Procurement will work with finance and HR colleagues to review the organisation's Purchase to Pay system and procure replacements as deemed necessary that support the procurement process and compliance.

2.1 Procurement Maturity Model

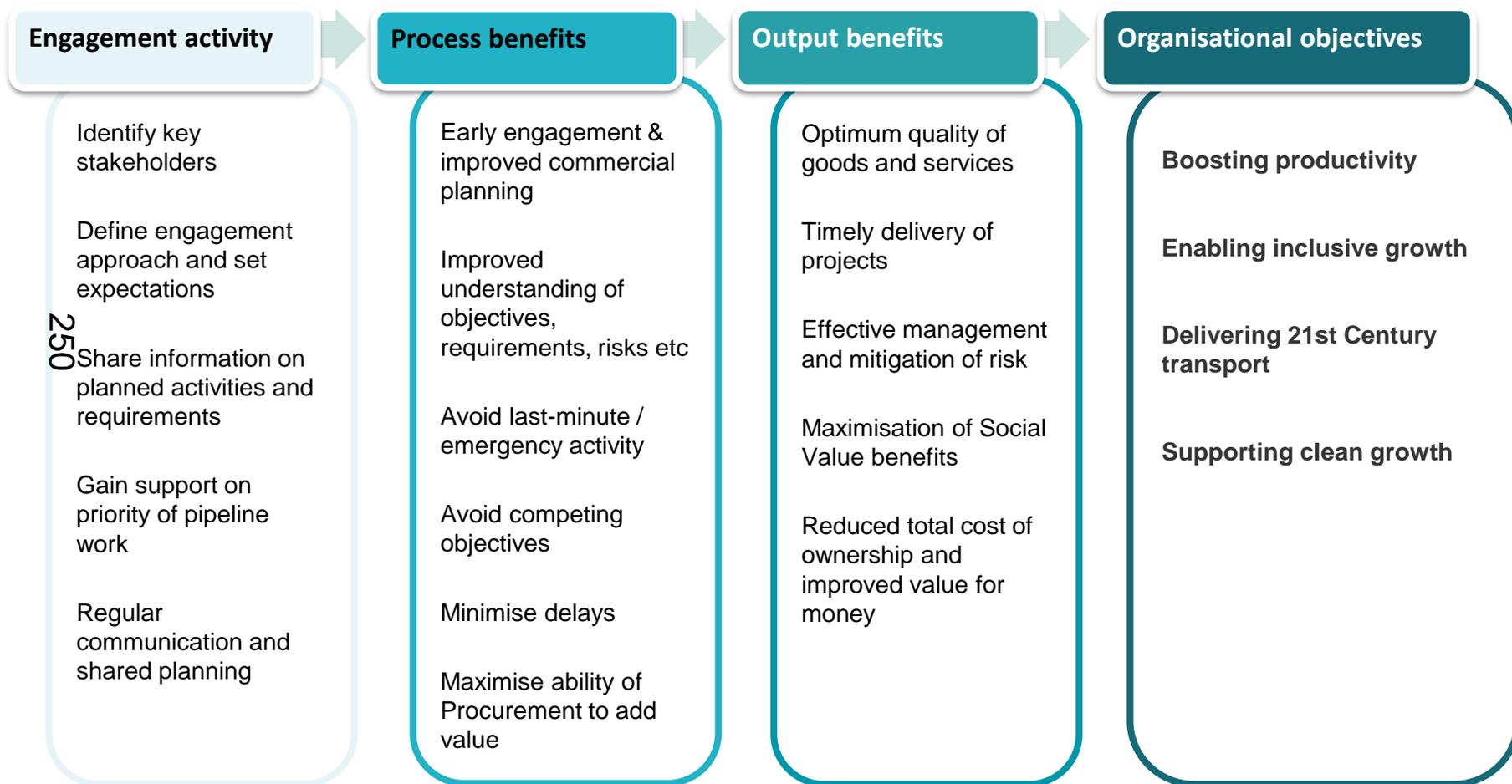
The overall strategy has been translated into a maturity model below, to demonstrate the different phases of strategic development. These phases are in line with the LGA National Procurement Strategy. Procurement at the Combined Authority is currently half-way through the “Developing” phase where a lot of the transformation work has now been completed. The next phase embeds best practice enablers and will start by focussing on 3 key areas; stakeholder engagement, category management and contract management. (The black line represents the learning curve, with the largest improvement in outcomes becoming evident during the mature phase.)



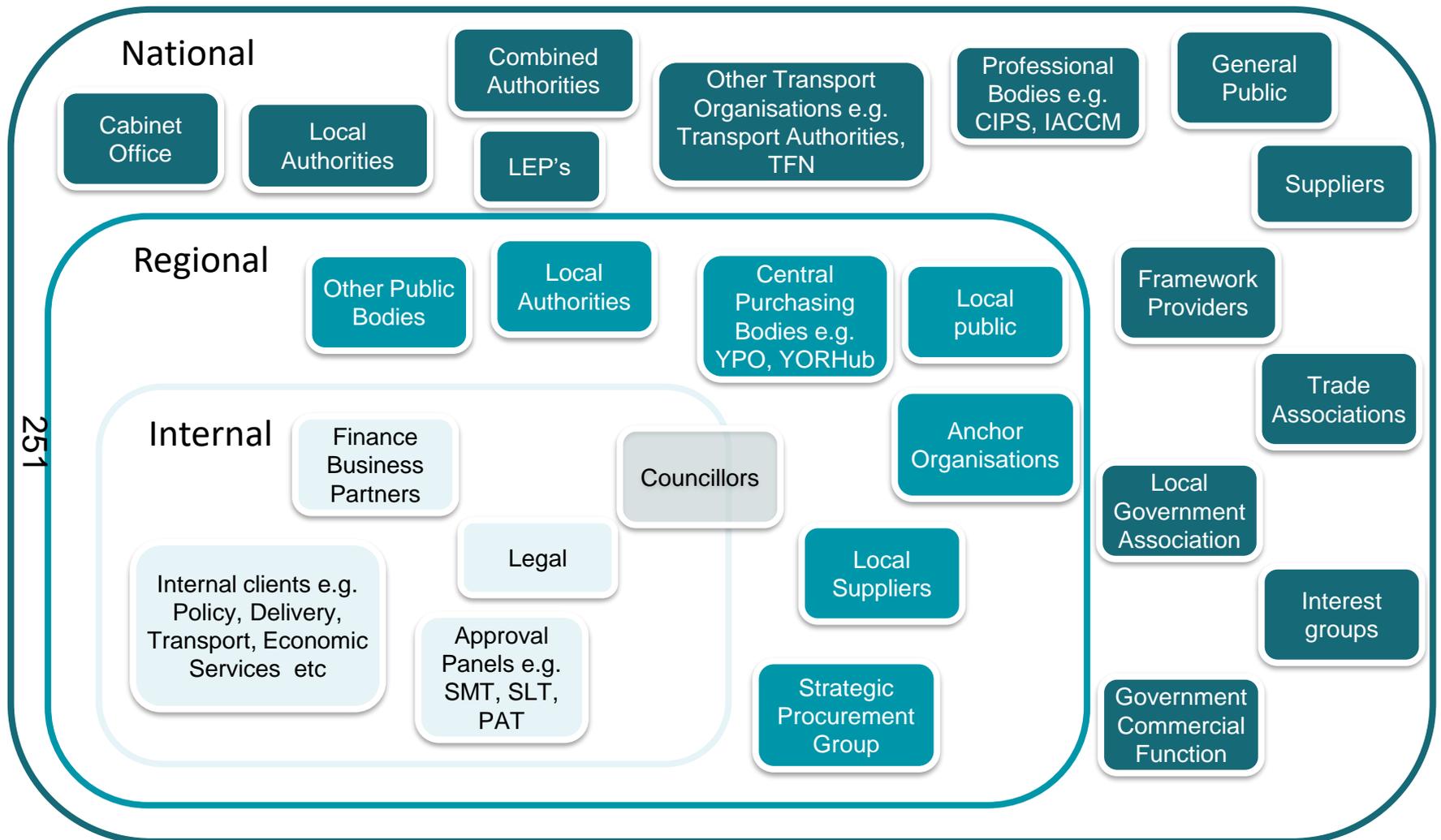
3.0 Stakeholder Management

3.1 Engagement drives shared organisational objectives

Good engagement with key stakeholders underpins the delivery of a value adding procurement service. However this benefit will be diluted if procurement are not engaged with stakeholders actively, early in the process and in depth. This strategy initiates a programme of enhanced stakeholder engagement to develop a deeper understanding of stakeholders and to be considered trusted commercial partners. It will follow the process below:



3.2 Combined Authority Stakeholder Map

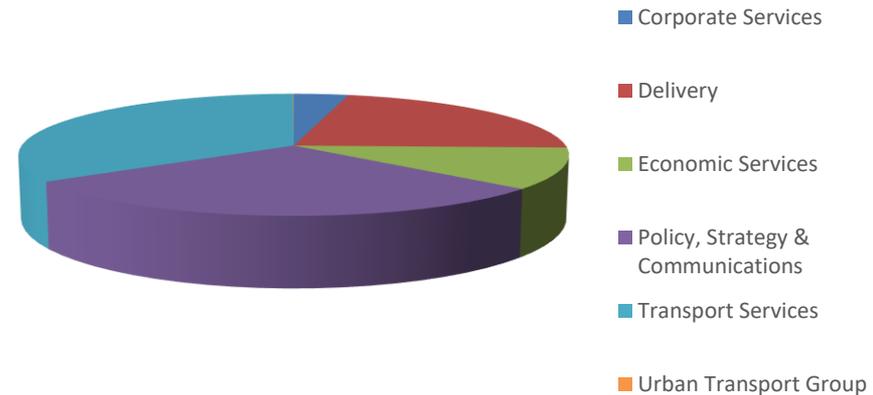


Key stakeholder groups will be the first to be targeted for enhanced engagement. These include internal clients and suppliers. The second phase will look at a more regional level working more closely with local authorities and purchasing bodies. Future stakeholder engagement will establish networks across other Combined Authorities nationally.

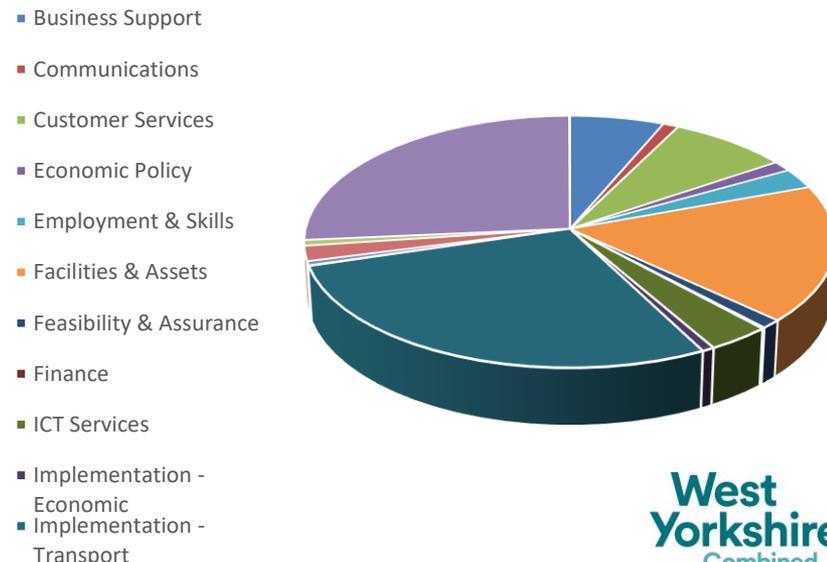
3.3 Engagement principles – internal stakeholders

- Engagement will be grouped and prioritised based on analysis of the business areas with greatest potential benefit (spend, risk, opportunity).
- Each Procurement Manager will take ownership for the relationship with one Directorate or identified teams (depending on above) acting as Business Partners.
- Procurement Managers will work closely with Heads of Service and pipeline contacts to map, understand, schedule and continuously maintain the procurement pipeline .
- Engagement will focus on the sharing of insight, knowledge and data in a 2-way, regular dialogue.
- A programme of training will be devised to increase procurement and contract management awareness with particular focus around delivering social value.
- Resilience and layers of oversight – The Head of Procurement will sit across all projects and stakeholders to provide guidance, backup and an escalation route. Procurement projects will continue to be assigned to individual procurement team members to work in partnership with the client throughout the procurement process. The procurement team will work cohesively to ensure a sharing of knowledge and understanding and to speak with one voice to clients.
- Procurement and Contract Management will align approaches in order to present a joined-up and coherent offering to internal clients

Value of Procurement Projects by Directorate 19/20



Value of Procurement Projects by Team



Engagement Overview – internal stakeholders

Aims

- Closer working
- Better visibility of spend
- Early engagement
- Increase understanding of the value that procurement can add
- Greater consideration of how social value can be maximised
- Excellent delivery of projects
- Satisfied customers
- Trusted commercial advisor

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Requirements from stakeholders

- Budget and project information
- Regular contact to discuss activity, feed back positive and negative experiences and forward-plan
- Early proactive contact around specific projects
- Commitment to value for money agenda and maximising benefits using robust commercial practice

Requirements from procurement

- Clear communication and messaging
- Explanation of the approach
- Standard procedures and timescales
- Contact and escalation points
- Regular updates on team and project activity
- Commitment to deliver agreed outcomes

3.3 Engagement principles – suppliers

- The Combined Authority relies upon external organisations to provide expert advice, deliver its programmes and provide operational goods and services. As such suppliers are fundamental to the success of the organisation.
- Steps will be taken to build the Combined Authority brand across the supply base and to ensure a sound reputation for procurement with suppliers.
- Deliver of value for money depends upon the Combined Authority operating within a healthy, **competitive marketplace**. Procurement will publish a pipeline, work with SME's, VCSE's, BME's etc. and encourage feedback as mechanisms for encouraging competition. Procurement will work with colleagues in Economic Services to maximise synergies around business engagement.
- A **programme of engagement** will be designed placing greater emphasis on those supplier relationships that can yield the greatest benefit based upon analysis of the contracts held by suppliers (spend, risk, opportunity).
- Engagement will focus on the sharing of insight, knowledge and data in a **2-way, regular dialogue**.
- Procurement and Contract Managers will **align approaches** in order to present a joined-up and coherent position to suppliers
- Supplier engagement will be a mechanism for driving **social value** in procurement and contract management activity.
 - The Combined Authority holds varying degrees of leverage dependant on the industry sector. Therefore a blanket approach to social value delivery is very unlikely to yield the best results. The Combined Authority will **work with suppliers** to identify what is achievable and then use the procurement process and the contract to incentivise an even higher level of performance.
 - A package of **support** will be created to break down barriers to doing business with the Combined Authority and encourage suppliers from different sectors to work with the Combined Authority and its partners.

4.0 Category Management

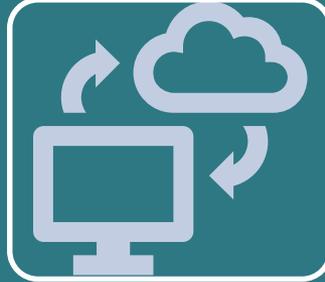


4.1 Category Management principles

- “Category management refers to organising the resources of the procurement team to focus on the organisation’s supply market in order to fully leverage procurement decisions” *CIPS*
- The benefits of category management are:
 - Demand or supply side scale benefits
 - Simplification of the management process
 - Benefits of taking advantage of synergies within categories
- Grouping spend into categories will identify the main industry sectors in which the Combined Authority operates. This will allow the procurement team to focus effort and resources in those supply markets that will have the most impact to the Combined Authority.
- Procurement will then be able to further develop and deploy specific category knowledge about that industry sector. This information and understanding will put the Combined Authority in a better position to maximise the offer from that industry sector.
- Expert category knowledge will include knowledge about the range of suppliers in a market, understanding around the capability of suppliers, better knowledge around potential risks, knowledge around market levers and how to package procurements to best effect.
- In particular category management in procurement will develop a better understanding of how social value can be applied in an industry specific way, ensuring that it is pertinent to the contract and to the sector. It will be invaluable in setting the expectations for social value delivery for individual procurements and will form part of category strategies.

4.2 Categories

Analysis of the procurements undertaken to date have identified the following as suitable category groups for the Combined Authority. This will be kept under review as the strategy develops and more spend information becomes available.



Professional Services

- General Consultancy
- Research
- Transport
- Legal
- Research
- Recruitment
- Learning & Development
- Personnel Related
- Financial Services

Buildings

- Facilities
- Construction
- Building Services
- Construction related consultancy

Technology

- Hardware
- Software
- Specialist IT Consultancy
- Digital
- Networks
- Cyber Security

Transport

- Fleet
- Travel

Communications

- Print & Print Management

4.3 Category Management approach

- Each Procurement Manager will take responsibility for one or more procurement categories.
- The Procurement Manager for that category will be the procurement expert of that category for the organisation and will develop expert knowledge around that category and keep abreast of developments.
- The expert knowledge held around the organisation in specific sub-categories is recognised and the procurement team will work in partnership with those colleagues to benefit the organisation as a whole (particular within transport services). As part of the development of category management in the future, consideration will be given to setting up category councils where appropriate.
- The development of category management will fit within a matrix structure in procurement. Category leads will be consulted around procurements in their category areas but will not necessarily run the procurements themselves.
- Short term focus will be around developing a higher level of category expertise, future development will include producing category strategies and category wide solutions. Where appropriate, the latter will enable greater efficiencies in procurement and deliver value for money benefits from aggregating demand.
- The Combined Authority procurement team will also work in partnership with the region through category boards.
- Procurement and Contract Management will work closely together to share information and experience

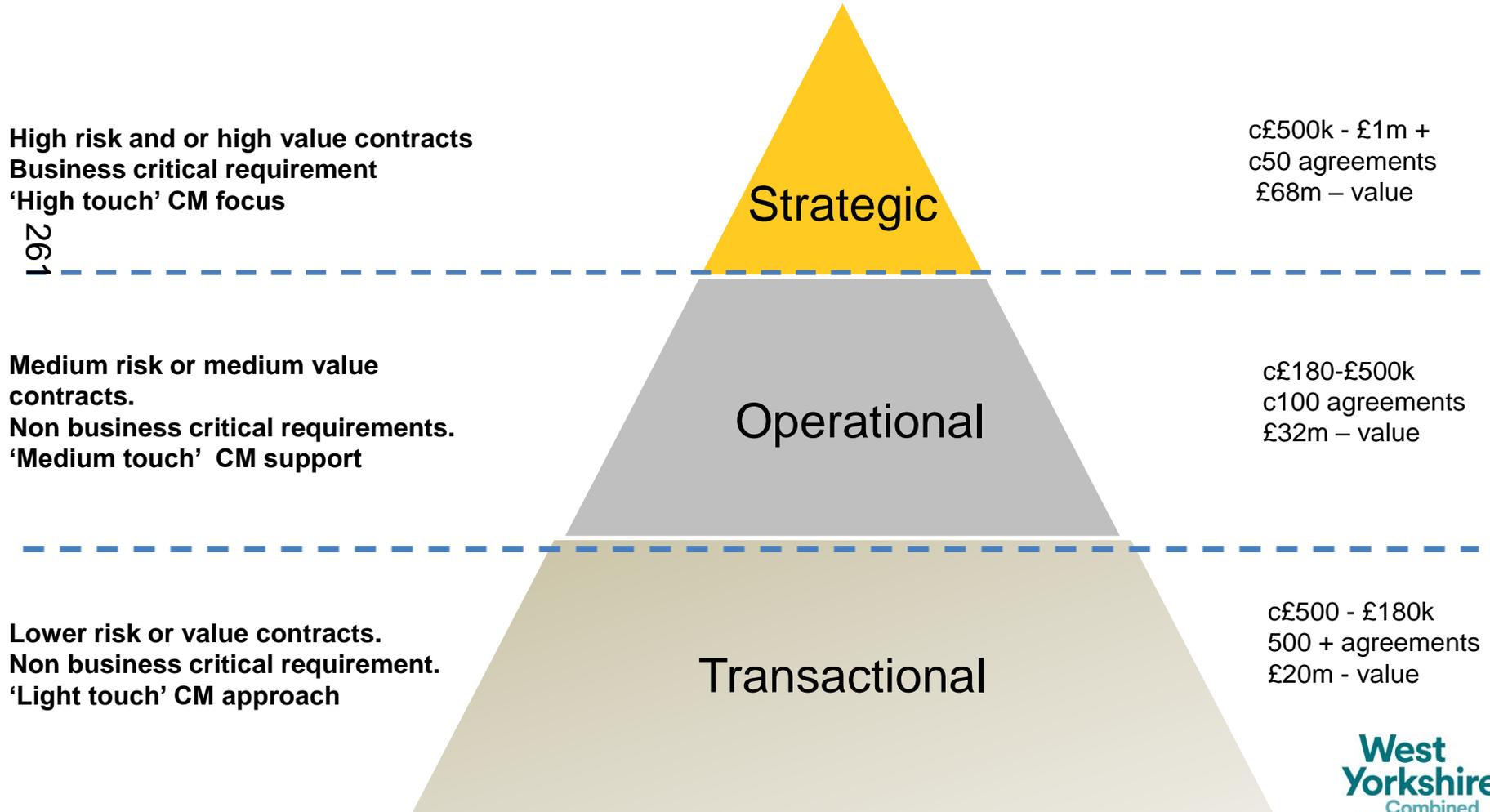
5.0 Contract Management

5.1 Contract Management principles

- “Contract Management is a continuous procurement process that ensures suppliers and buyers adhere to their agreed contractual obligations, along with negotiating any future changes that need to take place.” *CIPS*
- The benefits of good contract management are:
 - Cost reduction and greater cost control
 - Optimisation of operational performance
 - Compliance to regulatory requirements
 - Assistance with dealing with increasingly complex requirements with limited resources
- ²⁰ The role of Contract Manager can be performed on a full time or part time basis as the sole purpose of a particular post or as part of the post combined with other activities.
- Operational contract management is the day to day management of a particular contract and requires consistency and sufficient time allocated to performing the role, proportionate to the contract. Operational contract management will continue to be undertaken by colleagues across the Combined Authority.
- The procurement team will be responsible for providing a consistent framework for the organisations contract managers to operate within. Procurement will lead on the sharing of best practice, tools and information across the contract management community. The procurement team will provide oversight of the organisations contract management activities, providing support as and when required.
- Future strategic development will look at the strategic relationships with suppliers that have multiple contracts with the Combined Authority to ensure maximum benefit is being delivered against the relationship as a whole.

5.2 Contract Management approach

- A standardised “joined up” approach to Contract Management (CM) will be created and embedded across the organisation.
- A central register of contracts will be maintained and become a centrally held resource for the entire organisation.
- The effort and resource allocated to managing a contract will be proportionate to the value/risk associated with the contract.



5.2 Contract Management approach cont.

- A standard toolkit will be developed and shared including:
 - Training/Support
 - Value Risk Matrix
 - CM plan/checklist
 - Contract kick-off meeting template
 - Contract performance review meeting template
 - Contract close-out checklist
 - Renewals/extension checklist
- A contract management champions group will be established to operate as a virtual team, this will involve a cross-section of contract managers from the organisation who have contract management as a substantial element of their role.
- A contract management community will also be established incorporating all staff within the organisation who have contract management as part of their role.
- Both the above groups will benefit from development opportunities to increase contract management skills within the organisation and the sharing of best practice.
- The procurement team will continue to develop and maintain expertise around contract management and to act as a central support and troubleshooting resource.
- The contract management process will be established to maximise benefits received throughout the life of the contract including social benefits. Support will be provided to capture those benefits in a reportable format.
- Consideration of contract management will take place early in the procurement process to improve the opportunity to add value.
- Procurement will develop a reporting structure and process to enable organisation wide oversight of contract performance.



Report to: West Yorkshire Combined Authority

Date: 21 May 2020

Subject: **Calendar of Meetings 2020-21**

Director: Angela Taylor, Director, Corporate Services

Author: Caroline Allen

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 approve the calendar of meetings proposed for the West Yorkshire Combined Authority for 2020-2021.

2. Information

2.1 The proposed calendar of meetings is attached as **Appendix 1** to this report.

2.2 The calendar provides dates for the following meetings:

- West Yorkshire Combined Authority
- Transport Committee
- Overview and Scrutiny Committee
- Governance and Audit Committee
- West Yorkshire and York Investment Committee
- Business Innovation and Growth Panel
- Business Investment Panel
- Employment and Skills Panel
- Green Economy Panel
- Inclusive Growth and Public Policy Panel

- Place Panel

2.3 To reflect emerging devolution milestones, there may be a need, during the course of the year, to schedule additional meetings of the Combined Authority into the calendar or to change the date of some meetings.

2.4 For information, the calendar of meetings also indicates the provisional dates of meetings of the Leeds City Region Enterprise Partnership (LEP) Board which are to be agreed by the LEP Board at its meeting on 10 June.

2.5 In scheduling dates for meetings, care has been taken to avoid other key meetings and events such as West Yorkshire & York full Council meetings, Cabinet and Executive Board meetings, local elections, and Party conferences. Consultation has been undertaken with Leaders PAs, the Combined Authority's LEP Member, and committee, panel and sub-committee chairs. However, clashes may unavoidably arise in respect of meeting dates which have yet to be fixed by our local authority partners and external organisations.

3. Clean Growth Implications

3.1 None.

4. Inclusive Growth Implications

4.1 None.

5. Financial Implications

5.1 None.

6. Legal Implications

6.1 None.

7. Staffing Implications

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

8. External Consultees

8.1 None.

9. Recommendations

9.1 That the Combined Authority:

9.1.1 Approves the calendar of meetings of the Combined Authority, its committees and sub-committees for 2020-21 as detailed in **Appendix 1**.

9.1.2 Notes the provisional dates of meetings for the LEP Board which are scheduled to be approved by the LEP Board on 10 June 2020.

10. Background Documents

None.

11. Appendices

Appendix 1 – Calendar of Meetings 2020-2021

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Calendar of Meetings 2020/21

2020

June 2020	25	Combined Authority	11.00 am
July 2020	3	Transport Committee	11.00 am
	7	Business Investment Panel	10:00 am
	7	Green Economy Panel	4.00 pm
	8	Investment Committee	2.00 pm
	10	Overview and Scrutiny Committee	11.00 am
	14	LEP Board	1.00 pm
	27	Combined Authority	11.00 am
	28	Place Panel	2.00 pm
30	Governance and Audit Committee	11.00 am	
August 2020	7	Business Investment Panel	2:00 pm
	11	Investment Committee	11:00 am
September 2020	1	Investment Committee	11.00 am
	2	Business Investment Panel	10:00 am
	3	LEP Board (followed by Awayday)	12.00 pm
	4	Transport Committee	11.00 am
	8	Business innovation and Growth Panel	2.00 pm
	11	Overview and Scrutiny Committee	11.00 am
	14	Employment and Skills Panel	3:00 pm
	16	Inclusive Growth and Public Policy Panel	2:00 pm
29	Investment Committee	11.00 am	
October 2020	1	Combined Authority	11.00 am
	6	Business Investment Panel	10:00 am
	7	Investment Committee	2:00 pm
	14	Place Panel	2.00 pm
	20	Green Economy Panel	4.00 pm
	29	Governance and Audit Committee	11.00 am
November 2020	3	Investment Committee	11.00 am
	4	Business Investment Panel	10:00 am
	13	Overview and Scrutiny Committee	11.00 am
	17	LEP Board	2.00 pm
	20	Transport Committee	11.00 am
	24	Business Innovation and Growth Panel	2.00 pm
	25	Employment and Skills Panel	2.00 pm
December 2020	1	Investment Committee	11.00 am
	4	Inclusive Growth and Public Policy Panel	2:00 pm
	8	Business Investment Panel	10:00 am
	10	Combined Authority	11.00 am

2021

January 2021	7	Investment Committee	11.00 am
	8	Business Investment Panel	2.00 pm
	14	Governance and Audit Committee	11:00 am
	15	Transport Committee	11.00 am
	20	LEP Board	2.00 pm
	22	Overview and Scrutiny Committee	11.00 am
	26	Green Economy Panel	4.00 pm
	28	Place Panel	2.00 pm

February 2021	3	Investment Committee	11.00 am
	3	Business Investment Panel	2.00 pm
	4	Combined Authority	11.00 am
	23	Employment and Skills Panel	2.00 pm
	24	LEP Board	2.00 pm
	25	Business Innovation and Growth Panel	2.00 pm

March 2021	4	Investment Committee	11.00 am
	8	Inclusive Growth and Public Policy Panel	2:00 pm
	12	Transport Committee	11.00 am
	12	Business Investment Panel	2.00 pm
	18	Governance and Audit	11.00 am
	19	Overview and Scrutiny Committee	11.00 am

April 2021	7	Investment Committee	11.00 am
	8	Business Investment Panel	10.00 am
	8	Green Economy Panel	4.00 pm
	15	Place Panel	2.00 pm
	22	Combined Authority	11.00 am
	28	LEP Board	2.00 pm

May 2021	5	Investment Committee	11.00 am
	12	Business Investment Panel	10:00 am
	14	Transport Committee	11.00 am
	18	Employment and Skills Panel	2.00 pm
	19	Business Innovation and Growth Panel	2.00 pm
	21	Overview and Scrutiny Committee	11.00 am

June 2021	8	Investment Committee	11.00 am
	9	LEP Board Annual Meeting	2.00 pm
	11	Business Investment Panel	2:00 pm
	14	Inclusive Growth and Public Policy Panel	2:00 pm
	24	Combined Authority Annual Meeting	11.00 am