

## **WEST YORKSHIRE COMBINED AUTHORITY**

**MEETING TO BE HELD AT 11.00 AM ON MONDAY, 27 JULY 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)**

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### **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 25 JUNE 2020**  
(Pages 1 - 16)

#### **For Decision**

- 5. COVID-19 UPDATE**  
(Lead Member: Cllr S Hinchcliffe, Director: Brian Archer)  
(Pages 17 - 24)
- 6. COVID-19 RECOVERY PLANS**  
(Lead Member: Cllr S Hinchcliffe, Director: Alan Reiss)  
(Pages 25 - 124)
- 7. DEVOLUTION PROGRESS**  
(Lead Member: Cllr S Hinchcliffe, Director: Alan Reiss)  
(Pages 125 - 138)

- 8. SINGLE INVESTMENT FUND**  
(Lead Member: Cllr S Hinchcliffe, Director: Ben Still)  
(Pages 139 - 146)
- 9. CAPITAL SPENDING AND PROJECT APPROVALS**  
(Lead Member: Cllr D Jeffery, Director: Melanie Corcoran)  
(Pages 147 - 196)
- 10. FUTURE BUS OPTIONS**  
(Lead Member: Cllr K Groves, Director: Alan Reiss)  
(Pages 197 - 204)
- 11. WEST YORKSHIRE CARBON EMISSION REDUCTION PATHWAYS**  
(Lead Member: Cllr S Hinchcliffe, Director: Alan Reiss)  
(Pages 205 - 296)
- 12. BUDGETS AND FUNDING**  
(Lead Member: Cllr S Hinchcliffe, Director: Angela Taylor)  
(Pages 297 - 302)
- 13. PROPOSED PENSION TRANSFER**  
(Lead Member: Cllr S Hinchcliffe, Director: Angela Taylor)  
(Pages 303 - 306)
- 14. GOVERNANCE ARRANGEMENTS, CORPORATE PLANNING AND PERFORMANCE**  
(Lead Member: Cllr S Hinchcliffe, Director: Angela Taylor)  
(Pages 307 - 340)

**For Information**

- 15. MINUTES FOR INFORMATION**  
(Pages 341 - 342)

**Signed:**



**Managing Director  
West Yorkshire Combined Authority**



## MINUTES OF THE MEETING OF THE WEST YORKSHIRE COMBINED AUTHORITY HELD REMOTELY ON THURSDAY, 25 JUNE 2020

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### Present:

Councillor Susan Hinchcliffe (Chair)	Bradford Council
Councillor Tim Swift MBE (Deputy Chair)	Calderdale Council
Councillor Andy D'Agorne (Substitute)	York Council
Councillor James Lewis (Substitute)	Leeds City Council
Councillor Stewart Golton	Leeds City Council
Councillor Denise Jeffery	Wakefield Council
Councillor Andrew Carter CBE (Substitute)	Leeds City Council
Roger Marsh OBE DL	Leeds City Region Local Enterprise Partnership
Councillor Shabir Pandor	Kirklees Council
Councillor John Pennington	Bradford Council

### In attendance:

Councillor Kim Groves	Chair, Transport Committee
Owen Wilson	Transport for the North (minute 9 only)
Ben Still	West Yorkshire Combined Authority
Caroline Allen	West Yorkshire Combined Authority
Angela Taylor	West Yorkshire Combined Authority
Alan Reiss	West Yorkshire Combined Authority
Melanie Corcoran	West Yorkshire Combined Authority
Dave Pearson	West Yorkshire Combined Authority
Ruth Chaplin	West Yorkshire Combined Authority

### 1. Chair's Comments

It was reported that Councillor David Hall had resigned from the Combined Authority and had been replaced by Councillor Steven Leigh.

The Chair asked that the Authority's thanks be recorded to Councillor Hall for the work and valuable contributions he made to the Combined Authority and the Governance and Audit Committee.

### 2. Apologies for Absence

Apologies for absence were received from Councillors Keith Aspden, Judith Blake and Steven Leigh.

### **3. Declarations of Disclosable Pecuniary Interests**

Councillor Kim Groves declared an other interest in Agenda Item 7, Adult Education Budget Devolution as she is a Director of Inspiring Positive Futures.

### **4. Exclusion of the Press and Public**

There were no items that required the exclusion of the press and public.

### **5. Minutes of the Meeting of the Combined Authority held on 21 May 2020**

**Resolved:** That the minutes of the meeting of the West Yorkshire Combined Authority held on 21 May 2020 be approved.

### **6. COVID-19 - Economic Response and Recovery**

The Combined Authority considered a report of the Director of Economic Services on COVID-19, economic response and recovery.

Members joined together in expressing their condolences to all who have lost family and friends and are grieving at this difficult time.

The report provided an update on progress on the latest response to the COVID-19 outbreak from the Combined Authority and Leeds City Region Enterprise Partnership. Members discussed the work of the Economic Recovery Board and thanked officers for the response and recovery planning being undertaken. Work had commenced with partners to create a regional economic recovery plan which will be kept under review as further information, intelligence and decision making occurs. This would also need to complement the plans developed by local authorities. The Combined Authority would lead on the economic recovery planning for West Yorkshire and this had been recognised in a letter to Councillor Hinchcliffe from the Minister for Housing Communities and Local Government which was attached at Appendix 1.

Members discussed the challenges being faced in relaunching the economy in the region including the PPE/health supply chain, funding gaps and the discretionary grants schemes which have been launched by the Local Authorities. It was considered that the guidance received from Government regarding the discretionary grants was prescriptive and it was agreed that a letter be sent to the Minister for Housing Communities and Local Government seeking clarity on the criteria for the funding. Further information regarding the supply of PPE products would be circulated to Members.

In noting the transport update, it was reported that the Government's emergency funding for bus services is due to expire in August and Members discussed the serious financial impacts maintaining the current bus network was having on the Authority's budget. Without a long-term funding solution from Government, some services will be under threat. Councillors Blake

and Groves have written to the Secretary of State seeking a more accountable approach to bus funding during the recovery period and discussions are being held with the Department for Transport. It was reported that following the Government's announcement in respect of £250m additional funding to promote walking and cycling, the Combined Authority would receive £2.513m as part of the first tranche of £45m. Proposals have been submitted to the Department of Transport in consultation with the Chair and members of the Transport Committee.

The Authority noted the update in respect of the impact of COVID-19 on the organisation and the detailed work being undertaken to consider the financial impacts of the pandemic on the Combined Authority. The need to lobby Government for additional monies to cover the funding gap was stressed. Forecasts and options are to be considered by a meeting of the Budget Working Group and a report will be brought to the next meeting.

**Resolved:**

- (a) That the progress on the delivery and development of the response to the COVID-19 crisis be noted.
- (b) That a letter be sent to the Minister for Housing, Communities and Local Government in respect of the additional funding provided to Local Authorities for discretionary grants.

**7. 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:

- Active & Sustainable Travel in Leeds City Centre (Bishopgate)
- A641 Bradford-Brighouse-Huddersfield Corridor
- 'Connecting Leeds' from South Leeds and through Wakefield (A61 South)
- Active & Sustainable Interchange for Harrogate
- Active & Sustainable Travel across Skipton Town Centre
- Active & Sustainable Travel to Selby Gateway
- 'Connecting Leeds' towards Castleford and the Five Towns (A639)
- East Leeds Demand Responsive Transport
- City Connect: Cross Church Street
- Halifax Station Gateway
- Leeds City Centre Package: Armley Gyratory
- CIP Phase 1 Holmfirth Town Centre
- City Connect Phase 3 – Castleford Greenway Phase 4

In addition, since the last meeting, decisions on the following schemes have been made by the Investment Committee:

- Safety, Accessibility and Efficiency Programme: Investing in Bus Stations, Shelters and Clean Growth

- Monitoring, Evaluation and Bid Development

At their meeting held on 13 May 2020, the Investment Committee had also considered the Transforming Cities Fund (TCF) funding and details were outlined in the submitted report.

Members discussed the details of the Department for Transport's Emergency Active Travel funding which was to reallocate road space to support safe walking and cycling and to ensure that the road, bus and rail networks were able to respond to future increases in demand. An indicative total allocation of up to £12.567 million has been confirmed for West Yorkshire, split into two tranches. The first tranche of approximately £2.513 million will be made available in the near future but this could vary. It was agreed that the allocation of the funding between the Combined Authority and the five West Yorkshire partner councils be delegated to the Managing Director.

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

**Resolved:**

- (a) In respect of Transforming Cities Fund (TCF) Funding –

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

- (i) That £11.851 million of TCF funding is approved to repay development costs incurred by partners and enable further development work on the projects within the programme to enable progression to the next decision points of the Assurance Framework.
- (ii) That up to £3 million TCF funding is approved, to re-pay spend incurred to date on early development work, previously approved from the Transport Fund Transformational Pot.
- (iii) That the Combined Authority enters into funding agreements with partners for expenditure plus the spend incurred to date on early development work, previously approved from the Transport Fund Transformational Pot from the Transforming Cities Fund.
- (iv) That the £4.930 million TCF Programme Management allocation is approved to enable the Combined Authority to effectively undertake programme management functions for the lifetime of the TCF funded programme.
- (v) That the £1.00 million TCF Benefits Realisation allocation is approved, to enable the Combined Authority to provide monitoring and evaluation of the overall programme in line with DfT expectations

(b) In respect of Emergency Active Travel Funding –

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

- (i) That the Emergency Active Travel Funding work commences on Activity 6 (Delivery).
- (ii) That the expenditure of DfT Emergency Active Travel funding that is allocated to the Combined Authority be approved. Presently, this is £2.513 million, but this could vary as the final allocation of both tranches is dependent on satisfactory plans being submitted to government that set out the proposals to be delivered.
- (iii) That the allocation of the DfT Emergency Active Travel funding between the Combined Authority and the five West Yorkshire partner councils is delegated to the Managing Director.

(c) In respect of Active & Sustainable Travel in Leeds City Centre (Bishopgate) –

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

- (i) That the Active & Sustainable Travel in Leeds City Centre (Bishopgate) package of schemes proceeds through decision point 2 (strategic outline case) and work commences on bringing individual schemes through at activity 3 (outline business case).
- (ii) That an indicative approval to the total package value of £39.5 million of which £39.5 million is being funded from the Transforming Cities Fund with full approval to spend being granted once individual schemes have progressed through the assurance process to decision point 5.
- (iii) 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 Portfolio Appraisal Team. This will be subject to the scheme remaining within the tolerances outlined in the report.

(d) In respect of A641 Bradford-Brighouse-Huddersfield Corridor –

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

- (i) That the A641 Bradford Huddersfield Corridor project proceeds through decision point 2 and work commences on activity 3 (outline business case).
  - (ii) That an indicative approval to the Combined Authority's contribution of £75.54 million to be funded through 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 (full business case with finalised costs). The total project cost is estimated to be up to £95.1 million.
  - (iii) That additional development costs of £1.335 million are approved in order to progress the scheme to decision point 3 (outline business case), taking the total project approval to £2.129 million.
  - (iv) That the Combined Authority enter into an addendum to the existing funding agreement with Calderdale Council for expenditure of up to £2.129 million 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 4 and 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.
- (e) In respect of 'Connecting Leeds' from South Leeds and through Wakefield (A61 South) -
- That following a recommendation from the Investment Committee, the Combined Authority approves:
- (i) That the 'Connecting Leeds' from South Leeds and through Wakefield (A61 South) proceeds through decision point 2 (strategic outline case) and work commences on activity 3 (outline business case).
  - (ii) That an indicative approval to the total package value of £7 million is given from the Transforming Cities Fund with full approval to spend being granted once individual schemes have progressed through the assurance process to decision point 5.
  - (iii) 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

Portfolio Appraisal Team. This will be subject to the scheme remaining within the tolerances outlined in the report.

- (f) In respect of Active and Sustainable Interchange for Harrogate –
- That following a recommendation from the Investment Committee, the Combined Authority approves:
- (i) That the Active and Sustainable Interchange for Harrogate package proceeds through decision point 2 (strategic outline case) and work commences on activity 3 (outline business case).
  - (ii) That an indicative approval for the Combined Authority contribution of £7.893 million is given from the Transforming Cities Fund with full approval to spend being granted once the package has progressed through the assurance process to decision point 5.
  - (iii) 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 Portfolio Appraisal Team. This will be subject to the package remaining within the tolerances outlined in the report.
- (g) In respect of Active and Sustainable Travel across Skipton Town Centre -
- That following a recommendation from the Investment Committee, the Combined Authority approves:
- (i) That the Active and Sustainable Travel across Skipton Town package proceeds through decision point 2 (strategic outline case) and work commences on activity 3 (outline business case).
  - (ii) That an indicative approval to the Combined Authority contribution of £5.803 million is given from the Transforming Cities Fund with full approval to spend being granted once the package has progressed through the assurance process to decision point 5.
  - (iii) 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 Portfolio Appraisal Team. This will be subject to the package remaining within the tolerances outlined in the report.
- (h) In respect of Active and Sustainable Travel to Selby Gateway –

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

- (i) That the Active and Sustainable Travel to Selby Gateway package proceeds through decision point 2 (strategic outline case) and work commences on activity 3 (outline business case).
- (ii) That an indicative approval to the Combined Authority contribution of £17.465 million is given from the Transforming Cities Fund with full approval to spend being granted once the package has progressed through the assurance process to decision point 5.
- (iii) 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 Portfolio Appraisal Team. This will be subject to the package remaining within the tolerances outlined in the report.

- (i) In respect of 'Connecting Leeds' towards Castleford and the Five Towns (A639) -

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

- (i) That the TCF 'Connecting Leeds' towards Castleford and the Five Towns (A639) proceeds through decision point 2 (strategic outline case) and work commences on activity 3 (outline business case).
- (ii) That an indicative approval to the total package value of £10.9 million is given from the Transforming Cities Fund with full approval to spend being granted once individual schemes have progressed through the assurance process to decision point 5.
- (iii) 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 Portfolio Appraisal Team. This will be subject to the scheme remaining within the tolerances outlined in the report.

- (j) In respect of East Leeds Demands Responsive Transport –

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

- (i) That the East Leeds Demand Responsive Transport scheme proceeds through decision point 3 and work commences on activity 5 (full business case with finalised costs).
  - (ii) That an indicative approval to the total project value of £2.234 million, is given with the Combined Authority's funding contribution of £1.466 million (Leeds Public Transport Investment Programme (LPTIP) – £763,000, Local Transport Plan – Integrated Transport Block Programme - £703,000) with full approval to spend being granted once the scheme has progressed through the assurance process to decision point 5 (full business case with finalised costs).
  - (iii) That 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.
- (k) In respect of City Connect: Cross Church Street -

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

- (i) That the City Connect Cross Church scheme proceeds through decision point 3 (outline business case) and work commences on activity 5 (full business case plus costs).
- (ii) That an indicative approval to the Combined Authority's contribution of £1.291 million (which will be funded through 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 (full business case with finalised costs). The total project value is £2.09 million.
- (iii) That additional development costs of £115,000 are approved in order to progress the scheme to decision point 5 (full business case with finalised costs), taking the total project approval to £180,000.
- (iv) That the Combined Authority enters into a funding agreement with Kirklees Council for expenditure of up to £180,000 from the WY+TF 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.

(l) In respect of Halifax Station Gateway -

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

- (i) That the Halifax Station Gateway project proceeds through decision point 3 and work commences on activity 4 (Full Business Case).
- (ii) That an indicative approval to the Combined Authority's contribution of £27.10 million (which will be funded through £10.60 million from the WY+TF fund and £16.50 million from the TCF 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 £33.621 million.
- (iii) That additional development costs of £4.031 million are approved in order to progress the scheme to decision point 4 (FBC), taking the total project approval to £5.536 million.
- (iv) That the Combined Authority enters into a funding agreement with Calderdale MBC for expenditure of up to £810,000 from the West Yorkshire plus Transport Fund and £3.221 million from the TCF fund. This is in addition to the existing funding agreement for expenditure of £1.505 million from the WY+TF fund.
- (v) That future approvals are made in accordance with the assurance pathway and approval route outlined in the submitted report. These will be subject to the scheme remaining within the tolerances outlined in the report.

(m) In respect of Leeds City Centre Package: Armley Gyratory –

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

- (i) That the Armley Gyratory scheme proceeds through decision point 3 and work commences on activity 4 (FBC).
- (ii) That the scope of the Leeds City Centre Package is extended to include works required to the A64 Regent Street Bridge and the detail and future approvals delegated to the Combined Authority's Managing Director following a recommendation by the Combined Authority's Programme Appraisal Team.
- (iii) That an indicative approval to the total project value of £40.5 million is given from the WY+TF fund with full approval to spend being granted once the scheme has progressed through

- the assurance process to decision point 5 (FBC with finalised costs).
- (iv) That development costs of £5.08 million are approved in order to progress the scheme to decision point 5 (FBC with finalised costs), taking the total project approval to £5.08 million.
  - (v) That the Combined Authority enters into a funding agreement with Leeds City Council for expenditure of up to £5.08 million from the WY+TF fund.
  - (vi) That future approvals are made in accordance with the assurance pathway and approval route outlined in the submitted report including at decision point 4 and 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.
- (n) In respect of CIP Phase 1 Holmfirth Town Centre –
- That following a recommendation from the Investment Committee, the Combined Authority approves:
- (i) That the Holmfirth Town Centre project proceeds through decision point 3 and work commences on activity 4 (FBC).
  - (ii) That an indicative approval to the total project value of £3.97 million is given from the WY+TF fund with full approval to spend being granted once the scheme has progressed through the assurance process to decision point 5 (FBC with finalised costs).
  - (iii) That additional development costs of £640,000 are approved in order to progress the scheme to decision point 4 (FBC), taking the total project approval to £890,000.
  - (iv) That the Combined Authority enters into an addendum to the existing funding agreement with Kirklees Council for expenditure of up to £890,000 from the WY+TF 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 4 and 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.
- (o) In respect of City Connect Phase 3: Castleford Greenway Phase 4 –
- That following a recommendation from the Investment Committee, the Combined Authority approves:

- (i) That the City Connect Phase 3: Castleford Greenway Phase 4 project proceeds through decision point 4 and work commences on activity 5 (full business case with finalised costs).
- (ii) An indicative approval to the total project value of £371,686 is given from the West Yorkshire Plus Transport Fund with full approval to spend being granted once the scheme has progressed through the assurance process to decision point 5 (full business case with finalised costs).
- (iii) 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.

## **8. Adult Education Budget Devolution**

The Combined Authority considered a report of the Director, Policy Strategy and Communications on work underway to prepare for the devolution of Adult Education Budget (AEB) funding across West Yorkshire from the academic year 2021 as part of the devolution deal agreed with Government in March 2020.

It was reported that £63 million Adult Education Budget (AEB) funding is to be devolved across West Yorkshire from the academic year 2021 as part of the devolution deal agreed with Government in March 2020. Approximately 80% of the AEB budget is utilised by colleges and local authorities through grant funding, with the remaining 28% contracted to independent training providers.

A bid has been made to Department for Education for match funding to support the implementation of AEB and a response is awaited. Officers have worked closely with Government to ensure all necessary readiness conditions are met. A copy of a letter which has been sent to the Department of Education was attached at Appendix 1. This provided assurances that the organisation will be ready to take on responsibility for AEB functions from the academic year 2021/22.

Members welcomed the progress and the opportunities the AEB would bring to support people in the region develop skills and training to access employment. The final AEB Strategy will be brought to the Combined Authority for endorsement in September 2020 and commissioning is planned to commence in October 2020.

**Resolved:** That the report be noted.

## **9. Transport for the North - COVID-19 Economic Response and Recovery**

The Combined Authority considered a report of the Director, Policy, Strategy and Communications on progress on the development of a Transport for the North (TfN) Economic Recovery Plan in response to the COVID-19 crisis.

The meeting was attended by Transport for the North's representative, Owen Wilson, who advised that they were seeking to write to the Secretary of State for Transport making the case for accelerated transport investment in the North, as a central part of an Economic Recovery Plan (ERP).

It was reported that the TfN Board had agreed that the types of interventions listed in paragraph 2.2 of the submitted report would be considered as part of the Plan. Members were advised that TfN proposes to secure sign-off of the final Economic Recovery Plan proposition on 29 July 2020.

Members discussed the priorities for West Yorkshire and endorsed the proposed rail schemes to be included in the Plan which were listed in the submitted report. It was noted that the list had been prepared by the Combined Authority, in consultation with partner Councils and had been based on TfN's criteria that includes deliverability. The partner Councils had been asked to submit highway related schemes and these were also listed in the report.

Transport for the North was also considering a wider set of priorities as part of the Plan and the Combined Authority also proposed to include and support the West Yorkshire Future Mobility Zone proposals, funding for fibre installation on the rail network and acceleration of integrated and smart travel initiatives including the TfN integrated ticketing programme. Members highlighted the importance of active travel interventions and the promotion of low carbon transport initiatives, particularly as there would be changes to behaviours as a result of the pandemic.

Owen Wilson was thanked for his attendance and it was noted that Transport for the North would continue to work with the Combined Authority and Department for Transport on the proposals set out in the report.

### **Resolved:**

- (a) That progress on the development of a Transport for the North (TfN) Economic Recovery Plan in response to the COVID-19 crisis be noted.
- (b) That the priorities for the region to be included in the Plan be endorsed.

## **10. Tackling the Climate Emergency**

The Combined Authority considered a report of the Director, Policy, Strategy and Communications which provided an update on the significant areas of activity being delivered by the Authority to tackle the Climate Emergency.

It was reported that a study to identify potential carbon emission reduction pathways and the interventions that need to be implemented if the net zero carbon 2038 target is to be achieved was being undertaken and details were outlined in the submitted report.

It was noted that the current situation relating to COVID 19 is having a significant impact on plans to engage and consult with stakeholders on the findings of this work. The planned work and emerging results will now be tested with partners and stakeholders between July – December 2020. This will include surveys, webinars and a public consultation exercise and the Authority's committees and advisory panels will consider and contribute to the findings of the pathways work.

Members noted the summary of the other major projects being led by the Combined Authority which were outlined in the report. The work and priorities of the NP11 in respect of the clean growth agenda was highlighted and further information on this can be found at:

<https://www.np11.org.uk/priorities/clean-growth/>

A report on the Emission Reduction Pathway Study would be brought to the next meeting.

**Resolved:** That the progress being made to tackle the Climate Emergency be noted.

## 11. Governance Arrangements

The Combined Authority considered a report of the Director, Corporate Services to confirm the continuation of governance arrangements for the Combined Authority for the new municipal year 2020-21, further to the cancellation of the annual meeting for 2020 due to the COVID-19 pandemic.

The report also sought approval for the appointment of private sector representatives to the Combined Authority advisory committees (panels) which were set out in Appendix 1 to the submitted report. In order to comply with the requirements of the National Assurance Framework and Strengthened Local Enterprise Partnerships, a recruitment process had been conducted throughout February and March to appoint new private sector representatives. Whilst the involvement in the LEP's activities had created much interest from the private sector, the lack of representation from the agricultural sector was noted and efforts will be made to address this.

In respect of membership of the Combined Authority, it was reported that Councillor David Hall (member) and Councillor Geraldine Carter (substitute) had tendered their resignations. Councillor Steven Leigh would replace Councillor David Hall and Councillor Andrew Carter replaces Councillor Geraldine Carter as substitute member.

**Resolved:**

- (a) That the Combined Authority resolves that the municipal year 2020-21 will start on 25 June 2020.

- (b) That the Combined Authority notes that by law, in the absence of an annual meeting, committee arrangements, appointments of members to the Combined Authority, its committees and of chairs will continue for the new municipal year, subject to any changes to be approved before the annual meeting in 2021.
- (c) That the Combined Authority resolves that for the municipal year 2020-21, the following may continue to exercise any voting rights granted to them for the municipal year 2019-20:
- the member of the Combined Authority appointed by the City of York Council, the LEP Member (and their substitutes), and
  - any member (including a co-optee) of a committee (including any advisory panel).
- (d) That the Combined Authority's current governance documents including standing orders and related documentation, Codes of Conduct and related procedures and protocols, the Members' Allowances Scheme and the officer delegation scheme will be adopted for the municipal year 2020-21.
- (e) That the Combined Authority resolves that Ian Brown and Carolyn Lord continue as Independent Persons in relation to complaints concerning allegations of a breach of the Combined Authority's Members' Code of Conduct on the existing terms for remuneration, until the Combined Authority's annual meeting in 2021.
- (f) That the Combined Authority approves the recommendations in relation to private sector representatives of the advisory panels as set out in Appendix 1 of the submitted report.

## **12. Corporate Planning and Performance**

The Combined Authority considered a report of the Director, Corporate Services which provided an update on the final position on corporate performance including progress against the 2019/20 corporate plan priorities, risk management and budget position.

A summary of progress against the 2019/20 Corporate Plan headline indicators was set out in Appendix 1 together with a summary of the headline strategic risks. It was reported that three overarching corporate risks concerning the impacts of the COVID-19 pandemic had been included in the corporate risk update. These related to the financial impacts, the ongoing ability to deliver as intended against key corporate objectives and the delivery of frontline and business as usual services.

The final revenue budget position for 2019/20 was attached at Appendix 2. It was noted that pandemic is impacting on the revenue and capital budgets in 2020/21 and work is being undertaken to consider what actions will be needed to address the emerging funding gap. A report would be brought to the next meeting.

Draft annual accounts for 2019/20 have been published and it was intended that the final audited accounts will be approved by the Governance and Audit Committee on 30 July 2020.

In respect of business planning and budget 2020/21, it was reported that the business plans were being reviewed as a result of the pandemic and to better reflect the scope of the work required to become MCA ready. An update will be brought to the next meeting.

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

### **13. Minutes for Information**

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

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



**Report to:** West Yorkshire Combined Authority

**Date:** 27 July 2020

**Subject:** **COVID-19 Update**

**Director:** Brian Archer, Director of Economic Services

**Author:** Henry Rigg et al

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 Present the Combined Authority with current progress on the delivery and development of products and services in response to the COVID-19 crisis.
- 1.2 Due to the fast-moving nature of this agenda item, verbal updates will also be given at the meeting.

## 2. Information

### Context

- 2.1 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, with particular links to the furlough situation moving forward
  - Lockdown issues related to output and activity
  - Safe return to work as some lockdown measures are eased

- Pressures for the transport system and on town/city centres

### Business Support and Engagement

- 2.2 The Combined Authority/LEP continues to see an increase in demand from businesses and individuals resulting from the COVID-19 crisis. For example, the Growth Service (renamed Business Support Service) dealt with over 3,500 enquiries from businesses in the period from the end of March 2020 through to late June 2020 (a 60% increase on the corresponding period of the previous year).
- 2.3 In the last few weeks, the volume of enquiries has slowed down which can be partly attributed to the introduction of new and amended products and services from the LEP/Combined Authority, Local Authorities and the Government. These include the rates-related grants from the Local Authorities, the Bounce Back Business Loans and the range of webinars, and other on-line support, on such issues as contingency planning, safe/secure home-working, cashflow management and return to work measures.
- 2.4 In addition to the above, the team of 21 SME Growth Managers (funded by the Combined Authority/LEP as part of the Business Support Service delivery model) continue to support their own circa 1500 SME clients. This has included providing intensive support to over 600 businesses in the first three months of 2020/21, which is over 50% of their collective annual target.
- 2.5 The Growth Managers have also supported their Local Authorities to distribute the business rates related grants across the City Region. At the time of writing (early July 2020), the Local Authorities of West Yorkshire have delivered almost £500m of the grants to over 35,000 businesses. Their considerable efforts and success in getting the much-needed support to so many firms so quickly has been well-recognised by the business support community across the region and within Government.
- 2.6 Again at the time of writing (early July 2020), the Local Authorities have all launched their discretionary grants schemes to provide funding of up to a maximum of £10,000 for those small businesses (under 50 staff) that did not meet the criteria of the original scheme. Each Local Authority has been given an additional 5% of their initial allocations and have introduced schemes to support those firms that have fixed property-related costs, but do not pay business rates directly to councils. To date, over £4.5m has been provided via the schemes across West Yorkshire to over 850 businesses. There has been a collective focus on businesses in shared accommodation, charities ineligible for the previous grants, private sector day nurseries, suppliers to retail, leisure and hospitality and some manufacturers.
- 2.7 The LEP has recently launched a new grants scheme in partnership with the Digital Enterprise Programme. The scheme provides digital resilience vouchers of up to £5,000 to small firms to support with the cost of ICT equipment, and associated software, to enable more effective remote working. The scheme has been incredibly popular with over 500 applications in its first week from businesses across all sectors. Although encouraging to receive

such a huge response, it has meant that the original allocated budget is already oversubscribed resulting in the need to close the scheme to new applications. Options to secure additional funding, and then potentially reopen the scheme, are currently being assessed.

- 2.8 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 40 applications for capital grants related to business expansions and resource efficiency having come forward since late March 2020. There has been a particularly high number of grant applications from businesses in the food and drink manufacturing sector since the start of June 2020, with over £700,000 of investment being made in the City Region with a commitment to create over 60 jobs in total. Applications from the wider manufacturing sector, particularly medical-related products, have also been relatively high, but other parts of the wider sector that have previously been a good source of applications (e.g. automotive, aerospace and defence-related) have declined.
- 2.9 Grant-recipients will continue to be linked directly to the Employment Hubs and other employment and skills provision available from the LEP and its partners. Furthermore, guidance and funding for businesses related to innovation, productivity, sustainable travel planning (including active travel) and skills development, continues.
- 2.10 Work continues to develop new products, and to attempt to secure the required resources for implementation, in the areas of business start-up, business resilience and recovery planning (including through membership of networks with robust support offers for small firms), business diversification and innovation, investment to support safe-working measures and cyber security guidance for small firms. An allocation of funding from Government is also expected in the coming weeks to support businesses in the Visitor Economy, and this is likely to be delivered in partnership with colleagues in North Yorkshire. The CA will be kept abreast of these developments within future reports.
- 2.11 The LEP Business Support Service had its five-year anniversary on 2 July 2020. In the period since its launch, the service has supported 14,800 individual businesses and provided grant investment to businesses of almost £50m, which has leveraged £330m of business investment and created over 9,000 jobs.
- 2.12 The service has also facilitated over 100 different products - delivered by a wide range of local, regional and nation partners - to be embedded in the business support eco-system and to be accessed by the region's businesses. It has been, and will continue to be, delivered via a 'hub and scope' partnership model between the LEP, CA and Local Authorities. The service has just had its third independent evaluation and findings and recommendations will be shared in the next report.
- 2.13 The LEP continues to engage with over 30 of the region's largest organisations to protect employment and operations in the COVID-19 crisis. This is providing a useful conduit for gathering intelligence on likely economic

shocks and challenges. It is also proving useful in terms of assessing how the Government's emergency measures are working and how businesses are recovering as lockdown begins to lift. Prominent trends being discussed at the moment include: measures being taken to facilitate active travel and allow employees to return to work, the technical aspects of the furlough scheme as it evolves and how businesses are considering the legal practicalities surrounding the Government guideline on providing a safe working environment for employees.

### Employment and Skills support

- 2.14 With 130,000 Universal Credit claimants and an estimated 344,000 people on furlough in Leeds City Region, a further increase in redundancies is anticipated. Some national projections applied to the city region would suggest that another 60,000 jobs will be immediately at risk as the Government's Job Retention Scheme (furlough) winds down.
- 2.15 In the Chancellor's summer statement, the following measures were announced to address this national issue:
- £9bn Jobs Retention bonus:  
£1,000 bonus for every employee that returns from furlough and is paid a minimum £520 per month November to January. Paid in February 2021.
  - £2bn 'kickstart scheme' to create jobs for young people (16-24-year olds) to fund six months work placement for around 350,000 young people.
    - o For each "kickstarter" job, the government will cover the cost of 25 hours' work a week at the National Minimum Wage - £4.55 for under 18s, £6.45 for 18 to 20-year-olds, and £8.20 for 21 to 24-year-olds. Employers will be able to top up that payment if they wish.
    - o Payments to employers for new jobs only and for 6 months, equivalent to £6,500 per new job - no cap on volume of placements.
    - o Applications will open in August and the scheme will run until December 2021
  - Apprenticeships - next six months employers will be paid to create new apprenticeships, £2,000 per apprentice plus £1,500 for over 25s. This is in addition to the existing £1,000 payment for 16-18-year-old apprentices.
  - 30,000 traineeships for 16-24-year olds - £1,000 incentive for employers, and £1,500 for under 25s
  - Employment support; doubling of front line staff at job centres, as well as an extra £32m for recruiting extra careers advisers and £17m for sector work academies in England to triple places. In total, an additional £1bn support for DWP.
- 2.16 Local Authorities and the Combined Authority work closely with Jobcentre Plus and will continue to engage as more details emerge about the national

programme to ensure that support for individuals is as seamless as possible and to identify any gaps.

- 2.17 As per previous updates, the existing part-ESF funded Employment Hub programme delivered by the Combined Authority along with LA partners, has been swiftly adapted to match jobseekers to opportunities across the region and expand its support for businesses.

More information and online enquiry forms can be found for businesses at [the-lep.com/employment-hub](https://the-lep.com/employment-hub) and jobseekers at [futuregoals.co.uk/careers-support](https://futuregoals.co.uk/careers-support)

At the time of writing (3 July), we have received enquiries from almost 300 individuals and 16 businesses. Recently, there has been an increase in enquiries from people under the age of 25 and people at risk of redundancy.

- 2.18 As reported at the last meeting, the Combined Authority's adult re-training programme, [re]boot, is particularly targeting individuals who are currently being furloughed or looking for an opportunity to re-train. These are aligned with the areas where there are the greatest growth opportunities and new courses are currently being developed with employer involvement <https://futuregoals.co.uk/lep-skills-support-during-lockdown/>

Recent graduates, school leavers and people on furlough are particularly being targeted for re-training support through 24 online courses.

- 2.19 Learning at home careers resources, aimed at students aged 11-18, have been well-received by schools and downloaded by hundreds of young people, parents and teachers. <https://futuregoals.co.uk/spotlight/>

#### Transport Response

- 2.20 A separate report on this agenda sets out the current position relating to bus services; around 75% of bus services are operating carrying 40% of usual passenger levels. A revised rail service was introduced on 6 July increasing to over 70% of normal service a further uplift on 14 September to around 85%. Rail patronage remains low with footfall through Leeds station 18% of the levels observed pre COVID-19.
- 2.21 Face coverings are now mandatory on public transport and revised social distancing provisions have been adopted which enables up to 45-50% of normal capacity to travel safely.
- 2.22 Following the release of Government guidance on 2 July relating to the full return to schools and colleges, the Combined Authority is working closely with schools and local authorities to provide the necessary transport. Whilst social distancing requirements will not apply to dedicated school buses, they will impose capacity issues on the public bus services which carry significant numbers of pupils and students. This will require the procurement of additional buses with significant cost and practical implications. At the time of writing, there remains uncertainty as to how the additional provision will be funded.

- 2.23 On 9 May 2020, the Government announced additional £250m funding to promote works which will support walking and cycling with a first tranche of £45m; the Combined Authority was successful in obtaining £2.513m. In consultation with the Chair and members of Transport Committee, the Combined Authority will submit its proposals for tranche 2 to the Department for Transport.
- 2.24 The Combined Authority has carried out the research to understand how the pandemic has changed working and travel patterns and to start to assess the longer-term trends that will influence planning on the transport network. The survey saw 700 residents comprising a representative sample of West Yorkshire's communities interviewed over the telephone. The process will be repeated in the coming weeks to track how the results change as lockdown restrictions are lifted. Findings from the initial survey included:
- **39%** of respondents said they are currently walking and running more than before lockdown and **35%** of respondents said they are currently cycling more than before lockdown
  - **27%** of regular public transport users said they will travel by car more in the coming weeks than before lockdown and **29%** reported being very concerned about using public transport
  - **64%** said that, in the long term, they are likely to work from home more often than before lockdown
- 2.25 The Combined Authority is developing a Transport Recovery Plan which is included with a separate item on this agenda.

#### 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 are continuing to manage the response through a "gold command" structure.
- 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 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 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 in addition to physical measures and public information;
  - 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 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.

### **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 recruited.

## **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 the response to the COVID-19 crisis.

## **10. Background Documents**

There are no background documents referenced in this report.

## **11. Appendices**

None



**Report to:** West Yorkshire Combined Authority

**Date:** 27 July 2020

**Subject:** COVID-19 Recovery Plans

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

**Author:** Alex Clarke

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 present the Combined Authority with draft plans for COVID-19 economic and transport recovery.

## 2. Information

- 2.1 The Covid-19 pandemic is a global health and economic emergency, that has affected everyone in West Yorkshire in some way. In our collective efforts to stop the spread of the virus, businesses have been required to stop or reduce trading, and travel into our cities, towns and rural areas has vastly decreased. We have already seen large increases in unemployment and applications for Universal Credit, and a significant increase in the number of businesses that are struggling to survive despite support mechanisms locally and nationally. It is clear that this will have a lasting impact on livelihoods across our region, and substantial investment and action is required to support people and businesses to recover and to build a more sustainable, inclusive economy.
- 2.2 The full implications of COVID-19 on the region and its economy and transport system are still to be understood. However, modelling commissioned by the West Yorkshire Economic Recovery Board demonstrates the significant impact this crisis will have on West Yorkshire businesses and communities. Even in the event of a relatively rapid recovery, the West Yorkshire economy

will contract by £5bn in 2020, but if we see a slower, uneven recovery, economic damage rises to £12bn in 2020, with the West Yorkshire economy shrinking by almost 30% by 2021. Beyond the direct cost to West Yorkshire, the modelling suggests that this economic damage will result in a cost to the Exchequer of up to £2.4bn in 2020 alone. This modelling has been used to underpin our plans for recovery.

- 2.3 It is therefore critical that we have a regional plan for recovery, that supports what is already taking place to support the immediate response (see item 5) and begins to develop what might be required in recovery, in the form of an economic recovery plan and a transport recovery plan. This paper focusses on those two plans, which are both included in draft form as appendices.

### Economic Recovery

- 2.4 The longer-term planning for economic recovery for West Yorkshire is being overseen by a West Yorkshire Economic Recovery Board<sup>1</sup>, which is a working group of the West Yorkshire Combined Authority and brings together the five West Yorkshire Leaders and LEP Chair with partners from the private sector, trade unions, public bodies and the third sector, to develop robust plans for the region's economic recovery and to help build an inclusive and sustainable economy for the future. At their first meeting on 30 April 2020, the Board agreed a strategic vision for recovery:

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. a clean growth recovery that grasps the opportunity to deliver sustainability across all our places.

- 2.5 At their last meeting on 9 July, the Board came to a consensus on the framing of the draft recovery plan on two goals: inclusive growth and sustainable environment. These underpin everything in the plan and will be backed up by measuring success indicators that are focussed on the economic, social and environmental. To achieve those goals, the plan is then structured around three priorities, and what is needed through rescue (short-term 6-12months), re-imagining (medium-term 1-2years) and resilience (long term 2-5years) phases of recovery:

- Priority area 1: **Good Jobs and Resilient Businesses** - To protect and create good jobs by developing resilient businesses through increasing innovation, trade and investment.
- Priority area 2: **Skills and training** - To ensure everyone can develop the skills they need to secure a job or to start their own business.

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<sup>1</sup> Further details on the full membership and terms of reference of the recovery board can be found at: <https://www.westyorks-ca.gov.uk/erb>

- Priority area 3: **Accelerated infrastructure** - To develop infrastructure that unlocks economic opportunities and delivers resilience both for our communities and environment.
- 2.6 Across all these areas the plan outlines what steps are required by national government, at a regional level, and what funding is required for this. Across the plan there are initial funding asks in the order of £1.11bn, which will need to be further refined and developed subject to future announcements and further understanding of the impact.
- 2.7 Within this outline funding ask, the economic recovery plan also looks to establish a number of distinctive West Yorkshire propositions that can deliver not just for the region's recovery, but also make a significant contribution to the UK economy as a whole. Each of the four propositions (to which further propositions may be developed), includes both an offer and ask to Government. Fuller documents have been shared in draft with the Economic Recovery Board:
1. **Health innovation** (£50m) – building on the region's world-leading strengths in devices, data and diagnostics, unlocking industry collaboration, skills and a globally positioned Act Early institution on disease prevention.
  2. **Lives transformed by digital tech** (£158.2m) - ensure no one is left behind in a digital and tech enabled future from the basis of the fastest growing digital sector in the UK, driving broadband infrastructure, digital skills and Made Smarter investment to support digital adoption in manufacturing.
  3. **Transition to Net Zero Carbon Resilient Economy** (£191.98m) – supporting our net zero 2038 target, with unique industry strengths in low carbon transport, clean agri-tech, construction and circular economy, delivering a pipeline of critical green and blue infrastructure, up to 71,300 jobs and skills and training to help people retrain into low carbon opportunities
  4. **Entrepreneurship** (£60m) – focussed on the diversity of our communities, our existing scale-up performance and our MIT REAP programme for high growth pre-starts, unleashing an entrepreneurial revolution, transforming empty properties and providing accelerator funding for high-growth potential start-ups.
- 2.8 The plan will align with, but not duplicate, local plans being developed by Councils, two of which have already now been published in West Yorkshire<sup>2</sup> as well as the Transport Recovery Plan (see below) being led by Transport Committee and other regional plans e.g. health.
- 2.9 As the implications of COVID-19 continue to develop, it is expected that the plan will be further updated, which will be brought to the Combined Authority to make sure priorities remain relevant and are amended as required to meet the recovery needs of the region.

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<sup>2</sup> See publications of the [Kirklees Economic Recovery Plan](#) and the Wakefield [Economic Growth and Skills: COVID 19 Response Plan](#)

## Transport Recovery

- 2.10 The draft Transport Recovery Plan sets out actions required to respond to the impacts of COVID-19 and the related economic crisis, with the intent to ensure the right transport conditions are put in place to meet demand for travel in safety and with confidence. Our key themes for the Transport Recovery Plan are to take action to ensure the survival of the bus network, as a vital part of a fully functioning and thriving public transport network that serves all communities, for an inclusive economic recovery and to ensure a green and healthy recovery. The COVID-19 crisis presents an opportunity to build on positive changes in travel behaviour, to take the opportunity to reimagine our neighbourhoods, towns and cities, to support a sustainable economic recovery.
- 2.11 The draft Transport Recovery Plan identifies priority actions for the rescue (short), re-imagining (medium) and resilience (longer-term) phases of recovery.
- 2.12 The Transport Recovery Plan is also proposed as a live plan and set of actions. As the wider consequences of the COVID-19 crisis become known, government guidelines adapt and change, and we learn more about people's changing travel patterns and expectations we will review the priorities and update our actions.

### **3. Clean Growth Implications**

- 3.1 Clean growth implications are being comprehensively considered through the development of the plans, with both the economic opportunities clean growth presents and the challenges that need to be overcome fundamental to the future success of the City Region.

### **4. Inclusive Growth Implications**

- 4.1 Inclusive growth and reducing inequality are central aims of both recovery plans.

### **5. Financial Implications**

- 5.1 Delivery of the plans in full will require significant financial resource. As is made clear in the plans, Government funding is required. These requirements will be considered through the future business planning of the Combined Authority / LEP, and key asks and bids submitted to Government at appropriate times.

### **6. Legal Implications**

- 6.1 There are no legal implications as a direct result of this report.

### **7. Staffing Implications**

- 7.1 There are no staffing implications as a direct result of this report.

## **8. External Consultees**

- 8.1 The development of the recovery plans has been led by the Combined Authority's economic recovery board and the Transport Committee. Further to this, the LEP Board all the LEP Panels have been consulted on the emerging economic recovery plan. There has been regular engagement with Local Authority officers developing local economic recovery plans, to ensure alignment.

## **9. Recommendations**

- 9.1 That the Combined Authority provides comments and endorsement of the draft plans for COVID-19 economic and transport recovery, subject to further development as the impacts of the situation become clearer.

## **10. Background Documents**

There are no background documents referenced in this report.

## **11. Appendices**

Appendix 1: Draft Economic Recovery Plan

Appendix 2: Draft Transport Recovery Plan

Appendix 3: Letter from Simon Clarke MP, Minister for Housing, Communities and Local Government, to Cllr Susan Hinchcliffe, Leader of West Yorkshire Combined Authority.

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# DRAFT: West Yorkshire Economic Recovery Plan

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  - Priority 1: Good Jobs and Resilient Businesses
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  - Priority 3: Accelerating Infrastructure and Capital Projects
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Draft for 27 July CA (revised)

## 1. Foreword

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

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

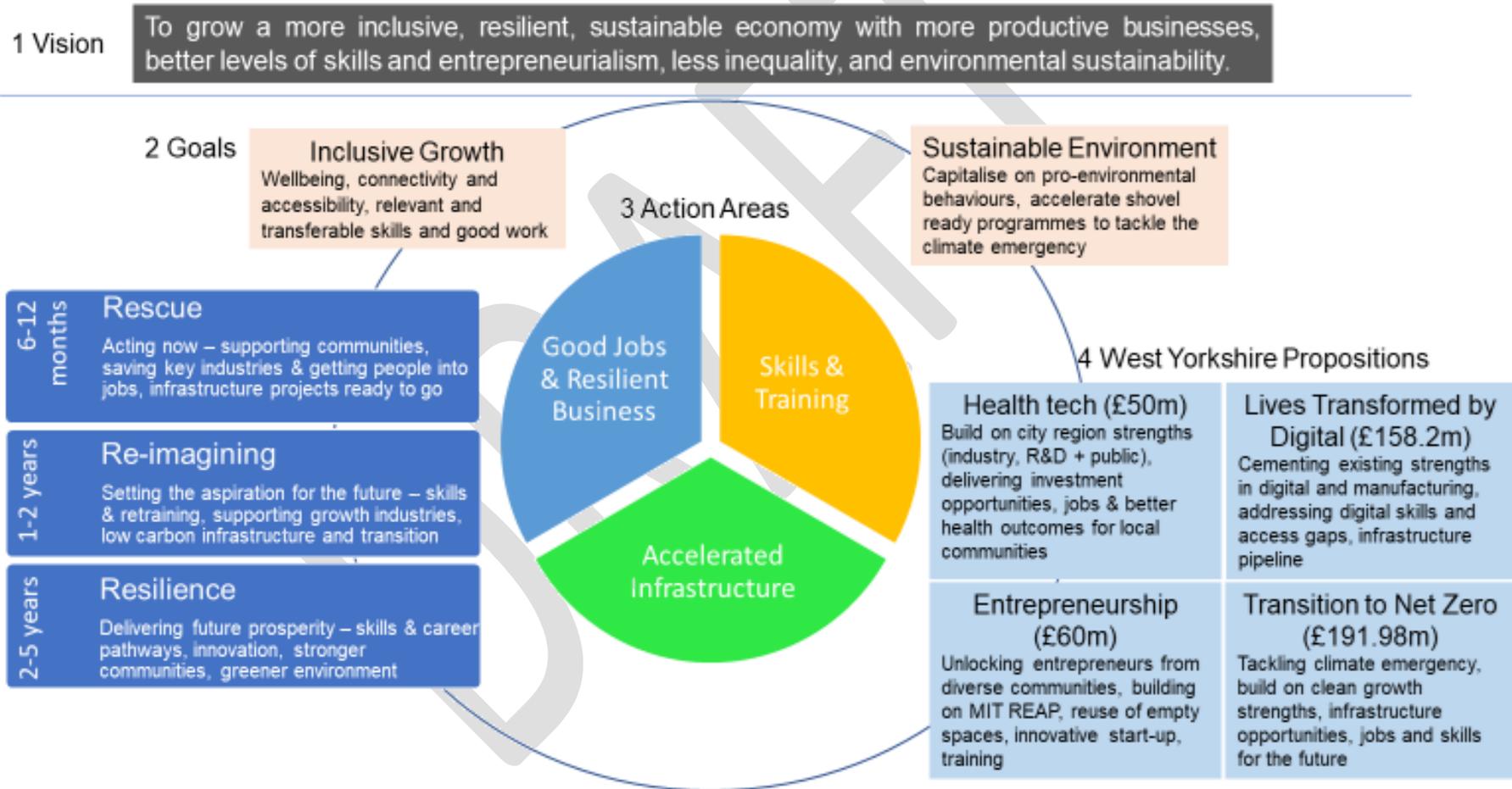
That is why, as an economic recovery board in West Yorkshire, bringing together the five West Yorkshire Leaders and LEP Chair with partners from the private sector, trade unions, public bodies and the third sector, we have set our economic recovery plan firmly around two main goals. We must deliver an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

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

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

2. Plan on a Page

## West Yorkshire Economic Recovery Plan – Plan on a Page



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### 3. Introduction and Vision

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

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

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

The West Yorkshire economic recovery plan is about setting out what is required at a regional level to deliver a successful recovery, based on our regional strengths. To support that we have outlined initial asks of Government totalling £1.11bn, emphasising a focus on our local needs and providing strong accountability led by local leaders who know the West Yorkshire people and its economy.

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

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

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

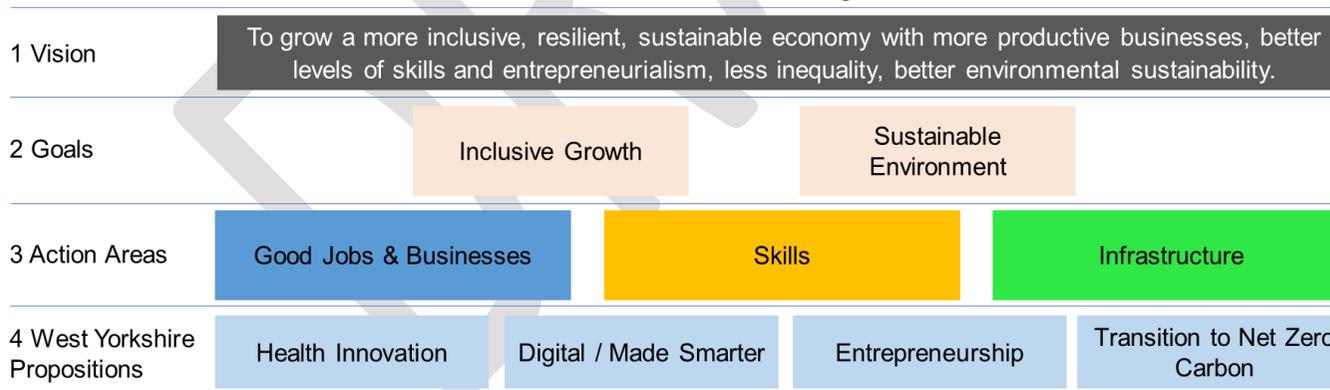
## 1 Plan, 2 Goals, 3 Action Areas & 4 West Yorkshire Propositions for Rescue, Re-imagining, and Resilience

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

These action areas are critical for West Yorkshire but should also apply to the whole UK. That is why in each section of this plan we outline what is required at both national and regional level, setting out specific asks of Government. However, we believe there are also distinct contributions that West Yorkshire can make to national recovery, building on our diverse communities, industry strengths and institutions. These 4 propositions – health innovation, digital, entrepreneurs and transition to net zero carbon – are our initial offer<sup>1</sup> to drive recovery and deliver Government’s levelling up, with a collective ask of £460m. They too, are focussed on delivering our two goals of inclusive and environmentally sustainable growth.

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### West Yorkshire Economic Recovery Plan - 1, 2, 3, 4



<sup>1</sup> We know more will need to follow as the recovery develops. For example, culture must play a significant part in recovery, both within communities and through harnessing opportunities in the creative sector. However, we are awaiting detail on how national funding will be distributed to cultural institutions before developing a distinct proposal. Depending on how the economic scenarios progress, there could also be further sector-based proposals. The new PERN network with regional universities will support this.

#### 4. The West Yorkshire economy

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

A **highly diverse population**, with 18% of people coming from BAME backgrounds (14.5% nationally).

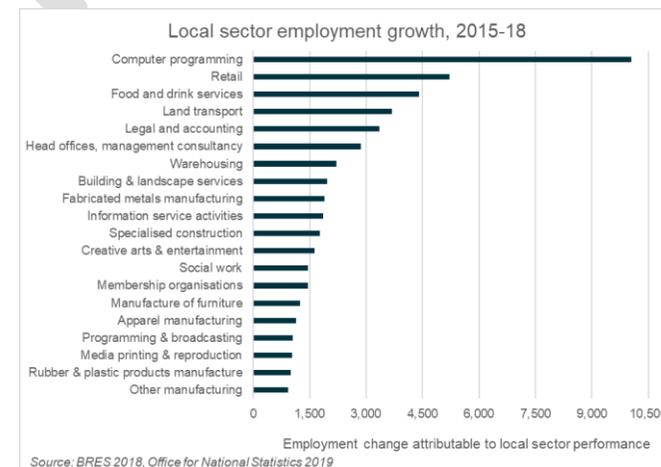
One in nine (11%) business owners/directors is from a minority background in West Yorkshire. This reflects the area's diversity but also emphasises that people from BAME backgrounds are under-represented in senior positions.

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

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

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

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



## 5. Headline results from the Health Crisis Scenario Development work (commissioned from Experian)

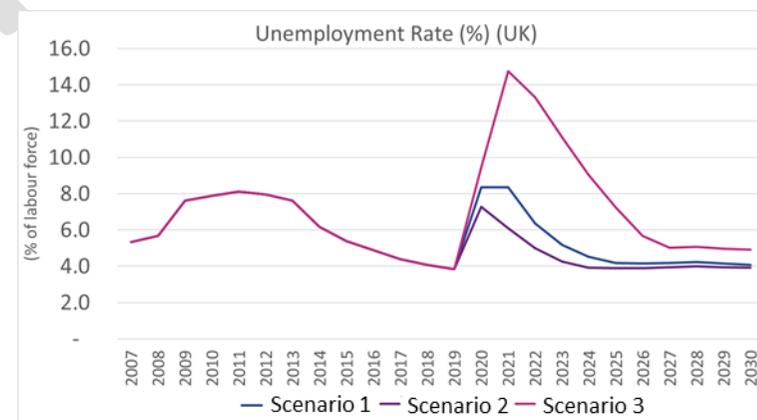
Recognising the level of uncertainty associated with the pathways to recovery in the economy, a set of scenarios has been developed to quantify the nature of the impact and sensitivities under a number of different assumptions. In broad terms, three key scenarios have been modelled (the infograph below sets the UK summary of the scenario):

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

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### Headline UK Results

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



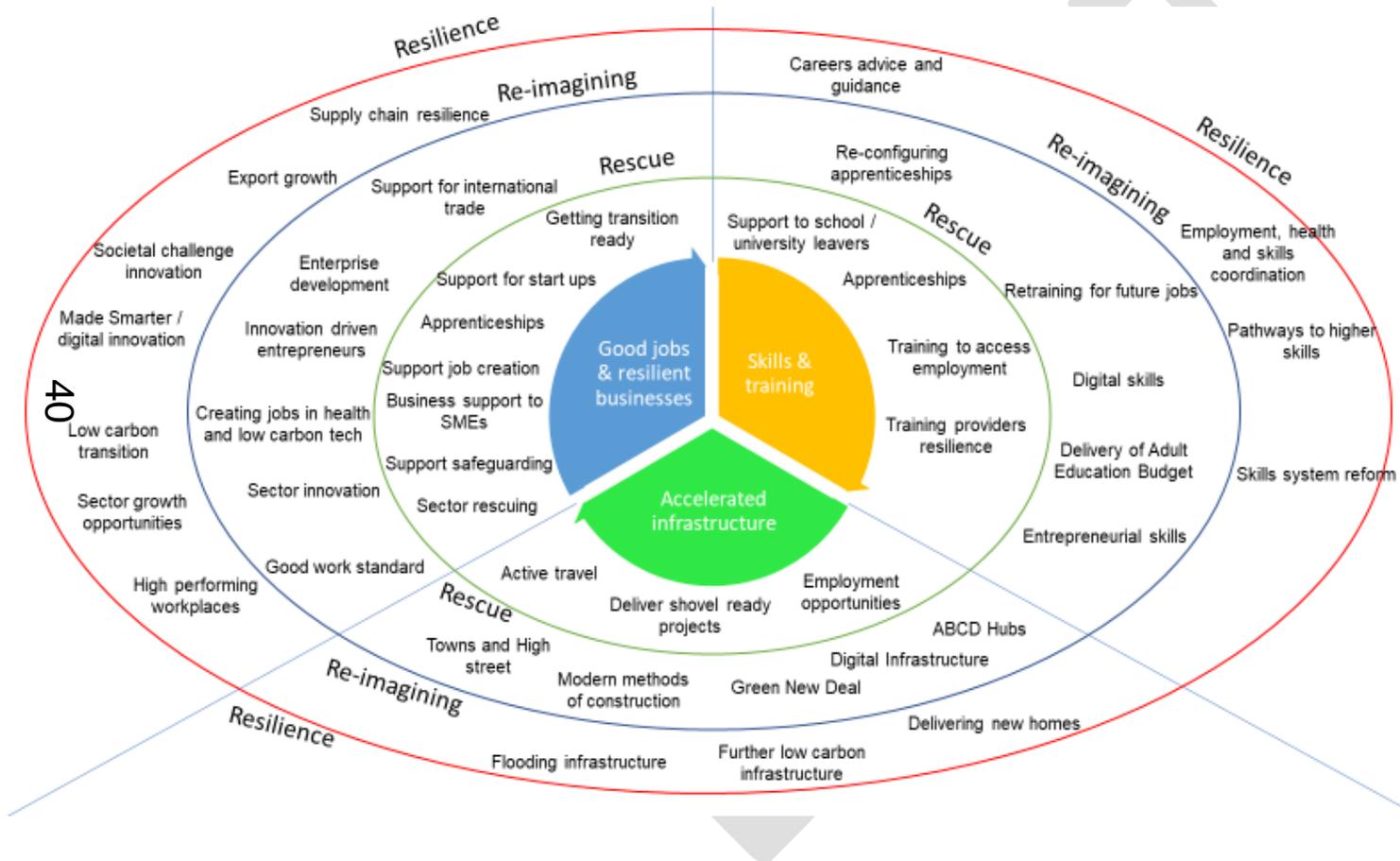
## Headline West Yorkshire Results

- The contraction in the West Yorkshire economy across the 3 scenarios would be significant with total GVA contracting by:
  - **Scenario 1:** Up to £5.3 billion in 2020 (10% fall in GVA) – very similar to that seen nationally.
  - **Scenario 2:** Up to £8.3 billion in 2020 (15% fall in GVA) – very similar to that seen nationally.
  - **Scenario 3:** Up to £12.1 billion in 2020 (22% fall in GVA), and a further £3.5 billion in 2021. Again, similar to that seen nationally. The West Yorkshire economy does not recover to its pre-crisis activity levels until Q1 2024.
- The impact on employment numbers across the scenarios is greater the longer it takes for activity to recover. In broad terms the modelling work shows that:
  - **Scenario 1:** up to **30,000 jobs potentially lost in 2020 with the local job market returning to its pre-crisis employment level by mid-2022** (i.e. there is a lag between GVA and the feed through into jobs numbers). The contraction in employment in 2020 at 2.5% is similar to that seen nationally (2.6%).
  - **Scenario 2:** up to **44,000 jobs potentially lost in 2020 with the local job market returning to its pre-crisis employment level by Q1 2023**. The contraction in employment in 2020 at 3.6% is similar to that seen nationally (3.7%).
  - **Scenario 3:** up to **58,000 jobs potentially lost in 2020 with the local job market returning to its pre-crisis employment level by Q3 2025**. The contraction in employment in 2020 at 4.8% is similar to that seen nationally (5.0%).
- The modelling work also provides insights on other key labour market effects most notably the profile of the International Labour Organisation (ILO) unemployment rate. The headline results show that:
  - **Scenario 1:** the average annual West Yorkshire unemployment rate **peaks at 8% in 2020** (higher than that seen nationally at 7.3%) with the rate recovering to its pre-crisis level in H2 2021. The higher rate is driven by the demographic composition of the West Yorkshire labour market, mainly relating to relative levels of economic inactivity.
  - **Scenario 2:** the average annual West Yorkshire unemployment rate **peaks at 9.1% in 2020** (higher than that seen nationally at 8.3%) with the rate recovering to its pre-crisis level until mid-2023.
  - **Scenario 3:** the average annual West Yorkshire unemployment rate **peaks at 10% in 2020** (higher than that seen nationally at 9.5%) with the rate not recovering to its pre-crisis level until 2027 at the earliest.

- The modelling work also looks at the impact on household finances (per capita disposable household income). In broad terms this shows that:
  - **Scenario 1:** Per capita household income falls by a modest 1% in 2020, reflecting the effects of the income support provided by the government to households, and recovers quickly in 2021 to its pre-crisis level – but that this does not mean that households may choose to spend in the same way.
  - **Per capita household income falls by similar values in the other scenarios** (reflecting the effects of the income support provided by the government to households) but takes longer to recover in the other scenarios (reflecting the uncertainty with any support mechanisms in these scenarios).
  - While the impact on household income is relatively modest, this does not mean that households may choose to spend in the same way, which could impact on consumer spending and on businesses.
- The detailed modelling work will provide local levels insights across all the metrics shown above and this information will be shared in further updates, but the early results show that there will be differing impacts across West Yorkshire.
  - For example, within **Scenario 2** with an overall GVA impact of 15% in 2020, local impacts vary between 14.6% and 17.7%
  - Differences in local GVA and labour market effects reflect differences in industrial structure and economic participation across the West Yorkshire local authorities. Those with higher concentrations of activity in sectors such as manufacturing and Business to Consumer sectors are seeing a slightly higher impact than those with higher representation in Business to Business sectors, such as finance, ICT and professional services

## 6. Three stages to recovery

Lasting economic recovery from the potential scenarios highlighted above is going to require moving in stages. Whilst these stages may take place, at times, simultaneously, they will provide a different focus to support recovery:



**6-12 months**

### Rescue

Acting now – supporting communities, saving key industries & getting people into jobs, infrastructure projects that can be delivered now

**1-2 years**

### Re-imagining

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

**2-5 years**

### Resilience

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

## 7. Reducing Inequality / Inclusive Growth

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

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

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

- *All individuals and communities in West Yorkshire are enabled to contribute to - and benefit from - our economic prosperity* because: they are inspired, confident and engaged;
- *All West Yorkshire employers provide good work* because: they value diversity (at all levels), promote employee wellbeing, and invest in their workforce; and
- *West Yorkshire is a region which delivers an inclusive economic recovery* because: every person - and every community - matters equally, economic and social disparities are not just reduced but eliminated, and diversity - including of our people and communities - is a key strength of the region.

It is recognised that all sectors will play an important role in terms of delivering an inclusive economic recovery and ongoing resilience. For example, the crucial role played by the Voluntary, Community and Social Enterprise (VCSE) sector during the pandemic has been recognised in terms of connecting with the people and communities that have needed the most assistance. It is therefore proposed that the role of the third sector should be further enabled<sup>2</sup>, to ensure (including by working with the private and public sector) that our most excluded individuals and communities benefit fully from recovery.

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



## 8. Tackling the Climate Emergency and Environmental Sustainability

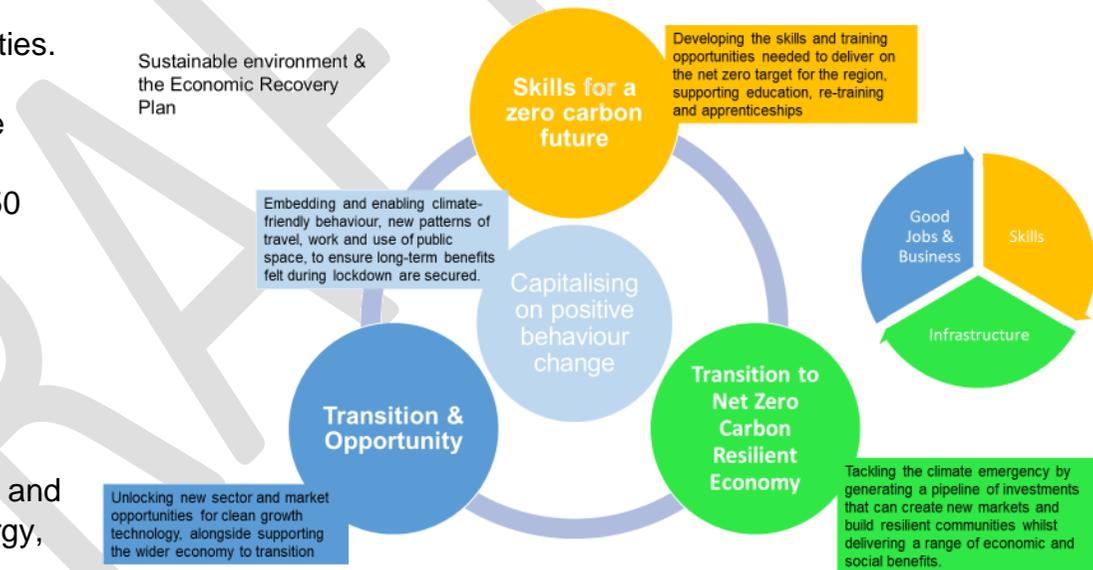
Even before COVID-19, we were facing a climate emergency. Whilst lockdown has temporarily made a significant positive contribution to reduced emissions and nature recovery, long term the impacts of Covid-19 may adversely affect achieving our net zero carbon target by 2038 with CO2 emissions (and wider emissions) not declining at a pace and scale to meet our target. Therefore, it is essential that all elements of our recovery plan make positive long-term contributions to a tackling the climate emergency and wider environmental sustainability.

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

### Our planned measures:

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

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



## 9. Priority Areas for Action

### Priority 1: Good Jobs & Resilient Businesses

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

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

#### Must Win Battles

##### ***Rescuing and building resilience across strategic regional sectors***

Whilst parts of our economy need support to thrive, many supporting and facilitating sectors (Retail, accommodation, transport, recreation and transport equipment) employing 262,000 people in West Yorkshire (24% of all jobs) have been hard hit by COVID-19 and must be rescued and supported to become more resilient. Depending on the scenario, this will look different across our key sectors. Without this resilience we will not be able to safeguard existing jobs or generate the numbers of new good job opportunities that will be needed in rescue or re-imagining.

##### ***Support the under and unemployed back to work***

April and May 2020 saw an unprecedented 87% increase in jobless claimants in WY and 94% in LCR. In scenario 3 of our modelling there could be up to 58,000 jobs lost in 2020 with the local job market not returning to its pre-crisis employment level until Q3 2025. With job postings down by almost two-thirds, further support will be required to stimulate demand for jobs through wage incentives, particularly during the rescue phase as the CJRS and furlough support tapers. This is likely to impact young (18-24) and older people (over 50s) more. As we move into re-imagining, this focus should increasingly look to moving people into longer-term career progression pathways, offering support to access growing employment opportunities in digital and clean growth roles.

#### Headlines

- Depending on the scenario, our economy could shrink by £12bn in 2020, threatening jobs and businesses now and productivity in the long term
- In rescue, we need Government to support the safeguarding of our existing Good Jobs, and we will locally support businesses and individuals to get back to work. (Asks £60m)
- In re-imagining, we have opportunities to support new and growing strengths, and to boost entrepreneurialism in our communities (Initial asks £93m)
- In resilience, we can make jobs healthier and greener, with Government backing regional infrastructure (Initial asks £31.3m)

### ***Deliver levelling up through increased productivity in good work***

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

### ***Making supply chains more resilient***

A third of businesses say disruption to their supplier base poses a risk to their business operating successfully as lockdown eases<sup>3</sup>. Analysis of trade flows for West Yorkshire<sup>4</sup> shows that electronic and industrial machinery is a key import and export for the region, emphasising our critical importance to supply chains in industries such as automotive, even with no OEM (Original Equipment Manufacturer). Medicinal and pharmaceutical products also feature in the top 10 commodities imported and exported, reflecting the area's role in the health supply chain. Coupled with recovery from COVID-19, the UK's transition to a post-Brexit independent trading status makes it more important than ever that the region has the resilient supply chains needed both for businesses and consumers to thrive.

### ***Increasing digital & innovation driven entrepreneurialism***

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

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

<sup>4</sup> Yorkshire and the Humber trading relationships, MDST Transmodal, 2020

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

Priority 1: Good Jobs and Resilient Businesses

Rescue	Re-imagining	Resilience
<p>Government need to focus on: Financial support to the unemployed, finance to safeguard jobs and businesses in the most affected sectors, sorting the post-Brexit trade relationship with the EU and other nations</p> <p>At West Yorkshire level we will deliver:</p> <ul style="list-style-type: none"> <li>• <b>Employment and apprenticeship brokerage</b> &amp; links to skills and training</li> <li>• <b>Re-training</b> for people on furlough/at risk of redundancy (see skills section)</li> <li>• <b>Business Support and access to advice</b> to get SMEs in the region operational safely</li> <li>• <b>Supply chain programmes</b> to help businesses to access new supply chains, particularly in health</li> <li>• <b>Support those trading internationally</b> as part of the city region’s major role as a UK manufacturer and service provider as we prepare for new trade relationships</li> <li>• <b>Stimulate innovation and investment</b>, and support new digital ways of working</li> </ul>	<p>Government need to focus on: Providing patient capital for investment in industry and innovation, setting trade policy goals</p> <p>We will deliver (subject to funding):</p> <ul style="list-style-type: none"> <li>• <b>Regional support for businesses seeking investment to grow, innovate or explore new market opportunities</b> particularly to grow jobs in areas of regional strength — like health and clean growth tech.</li> <li>• <b>Support for retraining</b> in sectors/occupations with growth potential (see skills section)</li> <li>• <b>A Good Work Standard</b> for West Yorkshire, focussing on commitments that drive positive employment and productivity</li> <li>• <b>Inward investment and skills packages</b> to support <b>on-shore and re-shore</b> of industry that can unlock good jobs</li> <li>• <b>Support to build innovation driven start up and scale-up enterprises</b> (including social enterprises), particularly in disadvantaged communities</li> </ul>	<p>Government need to focus on: financial incentives to support industrial transition, unlocking key long-term infrastructure projects for the North e.g. NP Rail</p> <p>We will deliver (subject to funding):</p> <ul style="list-style-type: none"> <li>• Support and access to finance to <b>grow jobs and productivity</b> in growth sectors</li> <li>• Deliver a coordinated <b>West Yorkshire innovation ecosystem</b></li> <li>• Help businesses to develop <b>more resilient supply chains</b>, working to reduce carbon footprints of trade</li> <li>• <b>Skills brokerage service</b> to stimulate demand from employers</li> <li>• <b>Support for those looking to become exporters</b>, or to explore new opportunities beyond UK markets</li> <li>• <b>Mission based challenges</b> for solving key social and environmental issues</li> <li>• <b>Support businesses to grow back greener</b> to maximise new business opportunities and increase good jobs.</li> </ul>
<p>Government ask: £60m to deliver employment support for 30,000 people (to 2025) £10m to support schemes for more than 9,000 business to get back operating safely, productively and innovatively, safeguarding 25,000 jobs in West Yorkshire in the process</p>	<p>Government ask: £48m for a wide-ranging entrepreneurial revolution, £20m Made Smarter programme, £10m for ActEarly North — health tech centre innovation, £15m for skills packages to create new jobs</p>	<p>Government ask: £30m flexible strategic business investment fund to meet targeted need in growth sectors. £1.3m for green business support</p> <p><b>Note:</b> Given the uncertain nature of COVID recovery, we will need to add and refine as impacts become clear. We urge Government to engage with us on this process.</p>

## Priority 2: Skills and training for people

Depending on the eventual scenario, we face the risk of a perfect storm in the labour market in the late summer – with elevated unemployment, a slow recovery in vacancies, winding up the CJRS leading to increased exits from work, a collapse in apprenticeship numbers related to overall labour market changes, and up to 800,000 young people leaving education and entering the labour market nationally. Our Must Win Battles for this area focus on making sure we have the training, re-skilling and education in place across partners in the region to be able to respond to these challenges.

### Must Win Battles

#### ***Prevention of NEETs and youth unemployment***

Nationally around 50% / 400,000 of education leavers aged 16-24 will be entering the labour market after summer, and youth unemployment has doubled in the last two months. Historically, unemployment has a greater negative impact for young people economically and on their wellbeing, particularly BAME communities. For example, Young British Pakistanis are 25% more likely to be NEET than their peers. Urgent action is required to prevent young people disengaging from employment, education and training ('NEET levels'), which had fallen significantly over the past few years. The impact on young people is likely to be greater if they are excluded from the labour market as competition for jobs increases. In rescue, there is an immediate need to protect apprenticeship and other training opportunities that already exist, as well as to build capacity in the system to deliver a blended approach to learning. This will help to ensure that there is intensive and targeted support available for those at risk of becoming NEETs as they leave the education system, with the aim of turning this risk into an opportunity to stimulate demand for apprenticeships and other high quality skills and training programmes.

#### ***Address inequality of access to learning***

Disadvantaged / pupil premium learners in schools trail their peers by 18.1 months in attainment. Twice as many people in professional occupations undertake training as in manual occupations. Nearly a quarter of people in Yorkshire and Humber lack essential digital skills for life, with the elderly, low-skilled and those on low income highly represented in that group. The shift to online and small group learning has further highlighted the inequality of access as an issue that will worsen the divide. Significant

### Headlines

- Depending on the scenario, we may be facing unemployment levels up to 14.7% in 2021
- In rescue, we need Government to support financial support to the unemployed and to training providers, and regionally we will focus on retraining and skills for education leavers (Asks £65m)
- In re-imagining, we will build the regional skills offer for the future labour market (Initial asks £90m)
- In resilience, we need to see implemented the recommendations of the Future Ready Skills Commission (Initial asks £300m)

action will be required to support individuals to access learning through different formats and settings. This includes places of learning; community settings, buildings adapting to social distancing measures, as well as investment in the IT equipment, infrastructure and digital skills that allows equal access to blended learning.

### ***Building a strong skills offer for the West Yorkshire labour market***

The lockdown has led to a collapse in participation in traditional skills programmes, with the first college redundancies and closure of a specialist training provider both announced in the region. Nationally, the number of apprenticeship starts halved between 23 March and end of April compared with the same period of last year and many apprentices have been furloughed. Whilst hard to predict actual figures, Independent Training Providers are anticipating a 70% drop in learners from September due to reduction in employer interest, nervousness about returning to classrooms and greater competition amongst universities as domestic students defer entry and international students stay away. This could mean that many providers may not survive financially at a time when we are seeing greater devolution of adult skills funding to Mayoral Combined Authorities. Providers need support to shift towards new ways of curriculum delivery, delivering a fast response to the sharply rising demand for online and flexible learning, including for new T-Level qualifications, traineeships and apprenticeship work placement elements are completed. There is an opportunity to reverse the sharp decline of adult participation in learning as well as respond to employer training needs.

### ***Delivering relevant and transferable skills***

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

### ***Improved skills utilisation in the workplace***

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

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

Rescue	Re-imagining	Resilience
<p>Government need to focus on: financial support to the unemployed, supporting job retention, financial support to the education and training sector, national job guarantee scheme, free up ESF funding in order to maximise local investment, top-up AEB for L3 and digital entitlements and offering careers</p>	<p>Government need to focus on: skills system reform, including alignment of skills funding including NRS, NSF and SPF, supporting transitions and well-being of young people &amp; long term unemployed, capital investment</p>	<p>Government need to focus on: skills system reform, including alignment of skills funding including NRS, NSF and SPF high quality employer led technical training including digital, increase AEB funding</p>
<p>At West Yorkshire level we will deliver:</p> <ul style="list-style-type: none"> <li>• <b>Employment Brokerage</b> to support those at risk of redundancy or unemployed</li> <li>• <b>Adult re-training / upskilling courses</b> to help people retrain quickly whilst in work</li> <li>• <b>Coordination of Apprenticeship and work placement support for employers</b></li> <li>• Careers tools for summer <b>graduate and school leaver programmes</b></li> <li>• <b>Digital skills</b> programme</li> <li>• <b>STEM skills / green recovery</b> programme</li> <li>• <b>Health workforce planning</b> programme</li> <li>• <b>Inclusive/ flexible skills fund</b> to address barriers to entering/ progressing in the workplace to support childcare, training, housing and transport costs</li> </ul>	<p>We will deliver (subject to funding):</p> <ul style="list-style-type: none"> <li>• Apprenticeship and work placements to stimulate individual and business demand</li> <li>• Upskilling / re-training in emerging sectors</li> <li>• Strategic and responsive commissioning of Adult Education Budget for 21/22 onwards, focussed on areas of unemployment need</li> <li>• Education/careers targeting disadvantaged learners, extended to EY and primary and build resilient virtual careers support</li> <li>• Skills and capacity building for entrepreneurs – focussed in communities</li> <li>• Pilot approaches to High Performing Working Practices</li> <li>• Digital/STEM/Green/HSC Skills Partnership delivery with workforce fund to support re-training / upskilling and new entrants</li> </ul>	<p>We will deliver (subject to funding):</p> <ul style="list-style-type: none"> <li>• Work with Government to implement the Future Ready Skills Commission recommendations</li> <li>• Adaptive regional support for community skills and training needs</li> <li>• Deliver entitlements and commission ‘test pilots’ as part of AEB strategy to ensure equal access</li> <li>• A coordinated employment, skills and health offer for long-term unemployed</li> </ul>
<p>Government ask— e.g. £30m for 10,000 adults re-trained over lifetime of the plan, £10m for green skills partnership, £10m for digital skills partnership £15m for health and social care workforce and support for LT unemployed with complex health needs.</p>	<p>Government ask: £3m for skills utilisation pilot, £35m FE/post-16 implementation funding, £20m for careers destinations and work placements, £5m virtual careers infrastructure, £17m 3,000 Apprenticeship/work placements, £10m Enterprise Skills programmes in communities &amp; start-up support.</p>	<p>Government ask: Devolve work and health programmes, adults and careers funding, £300m flexible skills fund (see also rescue)</p>
		<p><b>Note:</b> Given the uncertain nature of COVID recovery, we will need to add and refine as impacts become clear. We urge Government to engage with us on this process.</p>

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Priority 2: Skills

### Priority 3: Accelerating Infrastructure and Capital Projects

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

#### Must Win Battles

##### *Levelling up the City Region*

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

##### **Post Covid Ready Places**

Recovery offers the opportunity to accelerate a process already begun to transform our towns and cities into successful, sustainable places. Around three quarters of businesses expect measures such as social distancing to be in place for between three and twelve months<sup>5</sup>. In rescue, we will need to focus on addressing social distancing requirements as opening up of the economy proceeds and confidence in safe public places needs to be rebuilt. In the longer term, analysis by Cushman & Wakefield<sup>6</sup>,

#### Headlines

- 64% of people expect to work from home more after COVID-19
- In rescue, we need Government to take the rapid decisions needed to unlock our shovel ready capital projects, and we will support communities to utilise existing space (Asks £65m)
- In re-imagining, we can begin our work to healthier, digital and greener places, utilising our strengths in clean tech and MMC (Initial asks £88.98m)
- In resilience, we must secure the future prosperity of our communities, including through flood resilience (Initial asks £132.1)

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

<sup>6</sup> The Future of Workplace, Cushman & Wakefield

JLL<sup>7</sup> and others suggests that whilst remote working and lower density office space will remain desirable, companies and workers will still demand spaces that promote collaboration, interaction and wellbeing. In re-imagining, therefore, Towns Fund, Future High Street and other programmes need flexibility to respond to a potential further rapid contraction of retail and commercial use in towns and cities using transitional uses to try and test what works best for different places. And in resilience, some places will need large scale interventions to create future markets, with brownfield sites (largely within urban cores) brought forward to provide a good quality affordable housing offer, alongside the social infrastructure to make good places to live.

### ***Resilient Communities***

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

### ***Accessibility and Connectivity to Communities***

COVID-19 has demonstrated what a radical shift in work, transport and community activity means for our current infrastructure. In the coming weeks 49% and 62% of respondents to our transport survey said they would use the bus and train less, respectively, and 34% said they will walk more. If positive behaviours for our environment of reduced car usage, more active travel, greater home working and more local spending are to be retained in a sustainable way, then our connectivity infrastructure needs to support that. Linking closely to the work in our regional transport recovery plan, we are committed to both the short term requirements in rescue to keep communities connected, particularly to work and training opportunities, and also to long term strategic planning and an integrated approach to investment to connect communities digitally, socially and through sustainable modes of transport. To reduce inequalities, we must act specifically to tackle the fact that only 69% of properties in the 20% most deprived areas have access to Superfast Broadband and only 3% to Full Fibre.

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<sup>7</sup> The Future of Global Office Demand, JLL

### ***Addressing New Challenges***

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

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

Priority 3: Infrastructure

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Rescue	Re-imagining	Resilience
<p>Government need to focus on: rapid decision making on capital spend, facilitating regions to deliver infrastructure projects, protecting key culture assets, financial support for social infrastructure (including the third sector), support places which are adapting at pace</p>	<p>Government need to focus on: longer term funding programmes to deliver capital and green infrastructure pipelines, re-working the Green Book appraisal programme, devolve greater infrastructure decision making</p>	<p>Government need to focus on: funding future community resilience, including flood alleviation, zero carbon housing programmes to provide long term regional capital programmes, delivering major national infrastructure to the benefit of West Yorkshire</p>
<p>At West Yorkshire level we will deliver:</p> <ul style="list-style-type: none"> <li>• £52m of our core plus proposition of shovel ready projects and delivery of the £67m Brownfield Housing Fund allocations – linked to protecting jobs and local job creation, supporting supply chains</li> <li>• Provide support to help communities and businesses utilise suitable vacant space for temporary and transitional use</li> <li>• Support for broadband access across the most deprived parts of the city region</li> <li>• Facilitating regional social-infrastructure, including a regional social prescribing pilot</li> <li>• Support for short-term green infrastructure initiatives, including cycling and walking</li> <li>• Support shovel ready nature recovery and energy efficiency retrofit programmes</li> </ul>	<p>We will deliver (subject to funding)</p> <ul style="list-style-type: none"> <li>• Develop a net zero carbon pipeline of projects (including energy efficiency, GBI), implementation plan and skills offer</li> <li>• Utilising the rail network to rapidly deliver full fibre broadband &amp; 5G mobile coverage in rural areas</li> <li>• Identify and/or develop a suitable framework to stimulate and advocate MMC home building programmes</li> <li>• Deliver inclusive urban design, building on learning from district Streets for People pilots to produce high quality places to live</li> <li>• Join up and maximise the opportunity between infrastructure requirements and local skills and training opportunities</li> <li>• Deliver flood schemes with Yorkshire Water.</li> <li>• Deliver a skills capital programme</li> </ul>	<p>We will deliver (subject to funding)</p> <ul style="list-style-type: none"> <li>• Accelerating delivery of Flood Risk Management schemes</li> <li>• Ensuring a long-term future proofed housing pipeline that delivers on the needs of West Yorkshire</li> <li>• Using the ABCD model, support capital projects to develop and maintain community hubs</li> <li>• A West Yorkshire Long Range Wide Area Network (LoRaWAN) to deliver smart city solutions for the region</li> <li>• Rollout a 100% Digital West Yorkshire programme to support digital access and skills support</li> </ul>
<p>Government ask— £50m for shovel ready energy efficiency schemes, extension of Towns Fund to support places undergoing rapid change, to support and retain arts and cultural activity in places- £15m.</p>	<p>Government ask: £680k develop an initial pipeline of low carbon / climate investments and (£3.3m) skills programme. £80m skills capital investment programme</p>	<p>Government ask: £1m to build and operate a West Yorkshire LoRaWAN, £126.1m Flooding Programme (2021-2027) and £5m for schemes delivered with Yorkshire Water.</p>
<p><b>Note:</b> Given the uncertain nature of COVID recovery, we will need to add and refine as impacts become clear. We urge Government to engage with us on this process.</p>		

## 10. WY Kick-start Recovery Propositions

<p>CS</p> <p>WY Proposition 1: Health Innovation</p>	<p>Why West Yorkshire?</p> <ul style="list-style-type: none"> <li>• <b>National leadership and spending power</b> – the decision-making centre for national policy and c.£130bn in funding</li> <li>• <b>Industrial strength</b> - there are substantially more value-adding med-tech firms here than in any other LEP area</li> <li>• <b>Strength in innovation</b> - some of the most accessible and forward thinking routes for businesses into the NHS</li> <li>• <b>World-leading Research and Development</b> – investing £100m plus for medical technology research, 8.9% of medtech patents submitted by UK</li> <li>• <b>Strength in Data</b> - distinctive longitudinal patient population cohorts (e.g. Born in Bradford) and the unique ‘Leeds Care Record’</li> </ul> <p><u>The Ask</u></p> <p><b>Levelling up:</b> the rebalancing of public R&amp;D spend to unlock private investment (£540m needed in Yorkshire and Humber to level up per person spending (Nesta, 2020)), starting with £35m for our Medtech Strength in Places proposal.</p> <p><b>Act Early:</b> initial investment to unlock a new £10m institution of people-powered, data linked population laboratories to co-produce, implement and evaluate novel early life interventions to prevent disease, improve health and reduce inequalities, including a digital skills programme for young people.</p> <p><b>The place for healthtech &amp; health innovation:</b> £5m commitment to support the infrastructure needed for West Yorkshire internationally as the centre for health tech.</p>
<p>WY Proposition 2: Lives Transformed by Digital</p>	<p>Why West Yorkshire?</p> <ul style="list-style-type: none"> <li>• <b>Unrivalled digital strengths</b> - fastest growing digital sector in the country prior to Covid-19 (employment growth of 48% between 2015 and 2018)</li> <li>• <b>Coordinated leadership</b> – regional Made Smarter Board and Digital Board have identified key digital priorities, building on our existing assets and strengths</li> <li>• <b>Delivery in progress</b> - a new digital voucher scheme focused on remote working and cybersecurity for micro and smaller businesses, 100% digital pilot in Leeds, WY superfast broadband</li> </ul> <p><u>The Ask</u></p> <p><b>Made Smarter Adoption Pilot</b> - £20m to further scale up and exploit / capitalise on opportunities particularly linked to the region’s manufacturing strengths.</p> <p><b>Digital Enterprise</b> - £20m to scale the already successful programme delivering digital support to SMEs, including to meet demand for hardware and cybersecurity investments.</p> <p><b>Digital skills and exclusion:</b> £10.5m over three years to roll out the successful 100% digital pilot across West Yorkshire.</p> <p><b>£108m digital infrastructure fund</b> – to unlock multiple shovel ready projects - Rural Gigabit Voucher, West Yorkshire Rail Network Fibre Delivery, Extension to West Yorkshire and York Superfast Broadband, West Yorkshire Long Range Wide Area Network (LoRaWAN).</p>

WY Proposition 3: Entrepreneurs

Why West Yorkshire?

- **Building on our diversity** - One in nine (11%) business owners/directors is from a minority background in West Yorkshire, reflecting our area’s diverse population
- **A vibrant scale up ecosystem** - with more scale ups in the wider Leeds City Region than anywhere in the North
- **MIT Innovation Driven Entrepreneurs** – the region has been through the globally recognised MIT REAP programme – with a unique focus on solving societal challenges leading to two pilots ready for delivery – LEAP and BUILD
- **Capacity to do more** - 7 universities, 91,000 students and 30,000 graduates, 10,000 new businesses formed each year, but only 1.4% of GVA spent on R&D

The Ask

**Doubling Start-Ups:** £38m to deliver an entrepreneurial revolution, supporting a doubling of annual start-ups (20,000) through entrepreneur support, regional patient capital funding, long-term funding & flexibility for the Growth Service and skills.

**Unlocking Innovation Driven Enterprises:** £10m for the next phase of the MIT REAP rollout, focussed on high growth potential pre-start entrepreneurs

**Transforming empty spaces:** £10m funding to unlock capacity and support for identifying and utilising suitable vacant space for use by entrepreneurs, building on the findings of the WY One Public Estate Temporary Use commission

WY Proposition 4: Transition to Net Zero Carbon

Why West Yorkshire?

- **Job opportunities** - Climate investments can support 42,000 good jobs in West Yorkshire rising to 71,291 by 2050 (LGA 2020)
- **Industry strengths** - West Yorkshire has unique strengths in low carbon transport, clean agri-tech, construction and circular economy that could support 40,000 jobs by 2036
- **Climate challenges** - Around 11 million tonnes of carbon produced annually, 1 million tonnes through energy intensive industry in West Yorkshire, and a range of energy inefficient, hard to treat housing stock and high levels of fuel poverty, Over 63,000 homes and more than 27,000 businesses with flood risk

The Ask

**Stage 1** £50 million to **accelerate over 25 schemes** (£30m energy efficiency schemes improving 3500 homes, £20m for over 150 public buildings by 2022).

£680k to **develop an initial pipeline of climate investments** (including White Rose Forest, nature recovery)

**Stage 2** – Commence delivery of the pipeline (see stage 1) including £131.1m to support range of **flood alleviation programmes** over 6 years.

**Maximising economic opportunities** - £10m - develop a **skills programme** and £1.3m to deliver a **net zero business support packages** to over 150 businesses + energy and carbon intensive industry support.

## 11. Summary of Transport Recovery Plan

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

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



## 12. Links to Other Plans

[placeholder pending publication by partners]

Public sector partners across West Yorkshire are working closely to ensure respective plans are aligned, complementary and not duplicative.

This section will summarise the key interactions across:

- **Health:** the health response to both this crisis and in planning for future crises is a fundamental consideration for the economic future of West Yorkshire. In addition, the crisis has highlighted and exacerbated already recognised health inequalities, often linked to economic and social inequalities, meaning partners across the region have a role in addressing for the future.
- **Local Authorities:** the priorities in this plan need to be appropriately addressed through both regional and local plans and interventions, which need to complement each other.

### 13. Measuring Success

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

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

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

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

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

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**WEST YORKSHIRE**  
**TRANSPORT RECOVERY PLAN – FINAL DRAFT 170720**

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# 1. One Page Plan

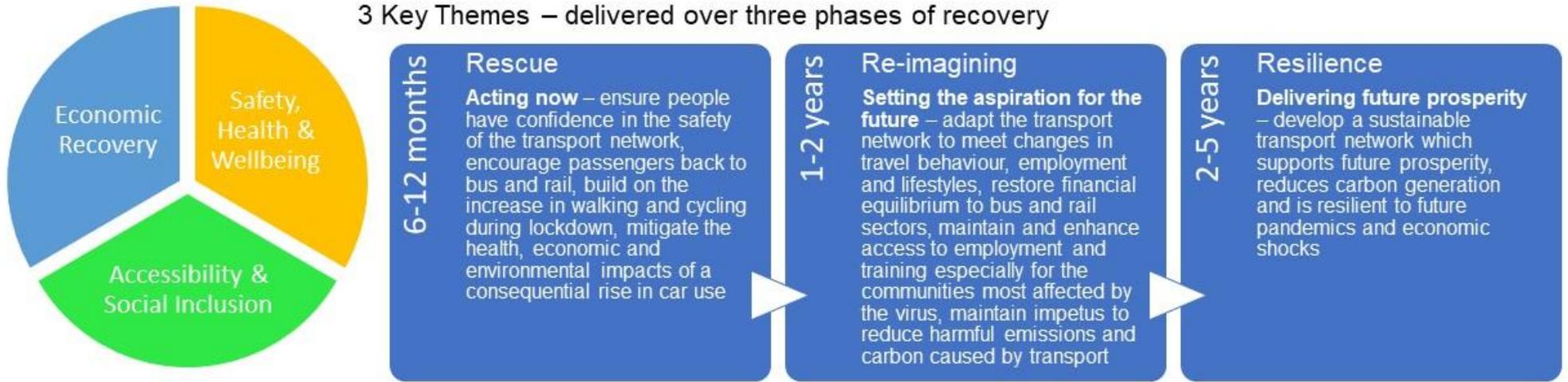
## West Yorkshire Transport Recovery Plan - 1, 2, 3, 4

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

**2 Goals**

<b>Inclusive Growth</b> Wellbeing, connectivity and accessibility, supporting access to good jobs and training for economic recovery	<b>Sustainable Environment</b> Foster pro-environmental travel behaviours, reduce transport emissions and accelerate zero carbon transition
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### 3 Key Themes – delivered over three phases of recovery



### 4 West Yorkshire Recovery Priorities

<b>Public Transport</b> Support our bus and rail passengers by restoring services, ensuring safety and reliability, integrating services, and developing sustainable funding models	<b>Ticketing &amp; Information</b> Support new ticketing and passenger information by adapting products and payment options, enhancing live information, and improving options for under 25s	<b>Walking &amp; Cycling</b> Enabling walk and cycle by providing the facilities, space and supporting measures to travel safely and confidently, involving communities to improve experience	<b>Road Travel</b> Reducing the impact of road travel by combatting transport emissions, improving road safety, supporting sustainable movement of goods and ensuring long-term resilience
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## 2. Introduction and vision

1. West Yorkshire is facing unprecedented challenges as a result of the COVID-19 pandemic. Fast, radical action on transport is required to help mitigate the impacts of COVID-19 and the related economic crisis. This Transport Recovery Plan sets out the actions required to respond to the impacts of COVID-19 and ensure that the right transport conditions are put in place to meet the demand for travel in safety and with confidence and to help the economy recover through green and inclusive growth. Both this and the linked economic recovery plan are a result of collaboration with partners committed to leading by example in promoting health, wellbeing, inclusivity and diversity, and working together to further these values by fostering our long-term regional partnerships.
2. The COVID-19 pandemic is an economic and health emergency. In the UK, tens of thousands of people have lost their lives, and sadly this number is expected to rise. West Yorkshire as a large, densely populated area has been badly impacted. The public response across the region has been to stay at home unless providing an essential or key service, which has had a significant impact on travel patterns and behaviours and consequently on our transport services and industries. Whilst it is still uncertain what patterns of travel will emerge in the medium to longer term, we need to be ready to ensure transport can play its part in supporting a sustainable and inclusive economic recovery.
3. The importance of transport in controlling the spread of COVID-19 as well as in the recovery process should not be underestimated. Ensuring social distancing is possible on all transport modes is vital if we are to reduce the likelihood of future outbreaks as well as to help our communities and businesses recover. To support the economic recovery, the needs of our communities, and the vitality of our places, we must have in place the right infrastructure alongside inclusive and affordable transport services to support access to jobs, education, services, and shops, for all.
4. An Economic Recovery Plan has also been developed, which this Transport Recovery plan supports, setting out what is required in West Yorkshire in response to COVID-19 to deliver a successful economic recovery based on our regional strengths. The Economic Recovery Plan has utilised economic forecasting and scenario planning to produce three broad scenarios for the impact of COVID-19 on the West Yorkshire economy. This has been used to provide a basis for the transport scenarios set out in this plan. It is recognised that these scenarios will develop over time, with an approach continuously guided by local data and intelligence, resulting in a living document laying out a response that meets the needs of places across West Yorkshire.

5. The economic and transport recovery must be led locally if they are to be successful, but these plans also set out our key asks of Government in respect of funding and powers considered crucial to support our recovery. Through the delivery of this Transport Recovery Plan, we believe we can support a vision of connecting people to jobs, particularly those in deprived communities, and businesses to new opportunities. At the same time, transport is a major contributor to carbon emissions and this must change if we are to tackle the climate emergency. The West Yorkshire Transport Recovery Plan looks to maintain and enhance the changes in travel choices seen under lockdown and support a shift away from carbon-intensive travel to sustainable modes as the economy recovers and grows, that will set the region up to meet the significant challenge of becoming a net-zero carbon city region by 2038.
6. Pre COVID-19, with the climate emergency, our inclusive growth aspirations, and the challenge of reducing the productivity gap facing the region, we were already demanding more from our transport networks. Therefore, this recovery plan stands alongside our existing Transport Strategy ambitions and our emerging regional strategy work on connectivity, rail, future mobility, and mass transit. This recovery plan gives a specific focus on the current economic crisis and the actions we are prepared to take if the Government backs our plans.
7. The number of cars on our roads significantly declined with the introduction of lockdown, leading to a reduction in emissions, and improvement in accident rates. However, we have seen a slow but steady return to pre-lockdown levels of usage over recent months. With continued health concerns and social distance measures in place, car use could increase further to belong pre-lockdown levels, with significant environmental, social, and health implications.
8. COVID-19 has seen public transport services and capacity reduced, and public confidence diminished in response to public safety messaging. Pre-COVID-19, buses were our most used form of public transport in West Yorkshire, but people are being slow or disinclined to return to them as lockdown is relaxed. The sudden and prolonged loss of fare revenue has had a major impact on Local Transport Authorities and the bus sector nationwide, and these changes may have a significant impact on the financial stability of local bus services for years to come. Our COVID-19 Transport Survey suggests that nearly 50% of people may use the bus less over the coming weeks, compared to before lockdown. A sustained fall in demand could mean that unviable bus services are lost once the current bus service funding package supported by the Government ends. Cuts to bus services will impact most seriously on our more disadvantaged communities, and restrict opportunities to access existing jobs, future job opportunities, and skills training.
9. Even with reduced demand, until social distancing requirements are able to be relaxed or removed, bus and rail capacity will remain limited, and people returning to work and shopping may find that they cannot find or board a bus or train when they

expect to. The West Yorkshire economy needs public transport, and particularly bus services, to survive to provide a more inclusive alternative to private car reliance, providing access to jobs and training opportunities, particularly with the recent rise in unemployment. To support people to return to public transport and ensure access to opportunities, it is clear we need radical interventions to network capacity and to restore public confidence. This must include clear and consistent messaging on the use of face coverings across all public transport modes.

10. One positive consequence seen in the last 3 months has been that people have started walking or cycling more, both for utility journeys and for leisure. We recognise that many journeys will need to be made by private vehicles, and by commercial fleet to move goods, especially in the short term, but this plan takes as a starting point the progress that had been made pre-COVID-19 on decarbonising transport and improving air quality. Our target to achieve net-zero carbon by 2038 remains, and we want to avoid a wholesale switch to cars as a response to COVID-19, and the consequent negative impacts for our environment, public health, and the economy.

### **Our vision and goals**

11. The Economic Recovery plan, which this plan supports, seeks:
  - To grow a more inclusive, resilient, sustainable economy with more productive businesses, better levels of skills and entrepreneurialism, less inequality, and better environmental sustainability.
  - A recovery that produces resilient, and thriving businesses, boosted by innovation, high skills and entrepreneurialism
  - A clean growth recovery that grasps the opportunity to deliver sustainability across all our places
  - A recovery that delivers inclusive growth and a decent standard of living, where good work and wellbeing allow as many as possible to contribute to, and benefit from the region's economy.
12. It is clear that both the transport recovery and economic recovery must actively reduce inequalities and contribute to a sustainable environment if we are to meet our wider ambitions in West Yorkshire. These are the goals at the heart of the vision for the transport and economic recovery plans. To achieve these goals, the plan focusses on the three key themes that we must tackle to support the recovery of our transport system: Economic Recovery; Health, Safety and Wellbeing; and Accessibility and Social Inclusion. For each theme, the plan focusses on the priorities actions that will unlock the vision over the rescue (short), re-imagining (medium), and resilience (long) phases of recovery.

# West Yorkshire Economic Recovery Plan - 1, 2, 3, 4

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

2 Goals

Inclusive Growth

Sustainable Environment

3 Key Themes

Economic Recovery

Safety, Health and Wellbeing

Accessibility & Social Inclusion

4 West Yorkshire Recovery Priorities

Public Transport

Tickets & Information

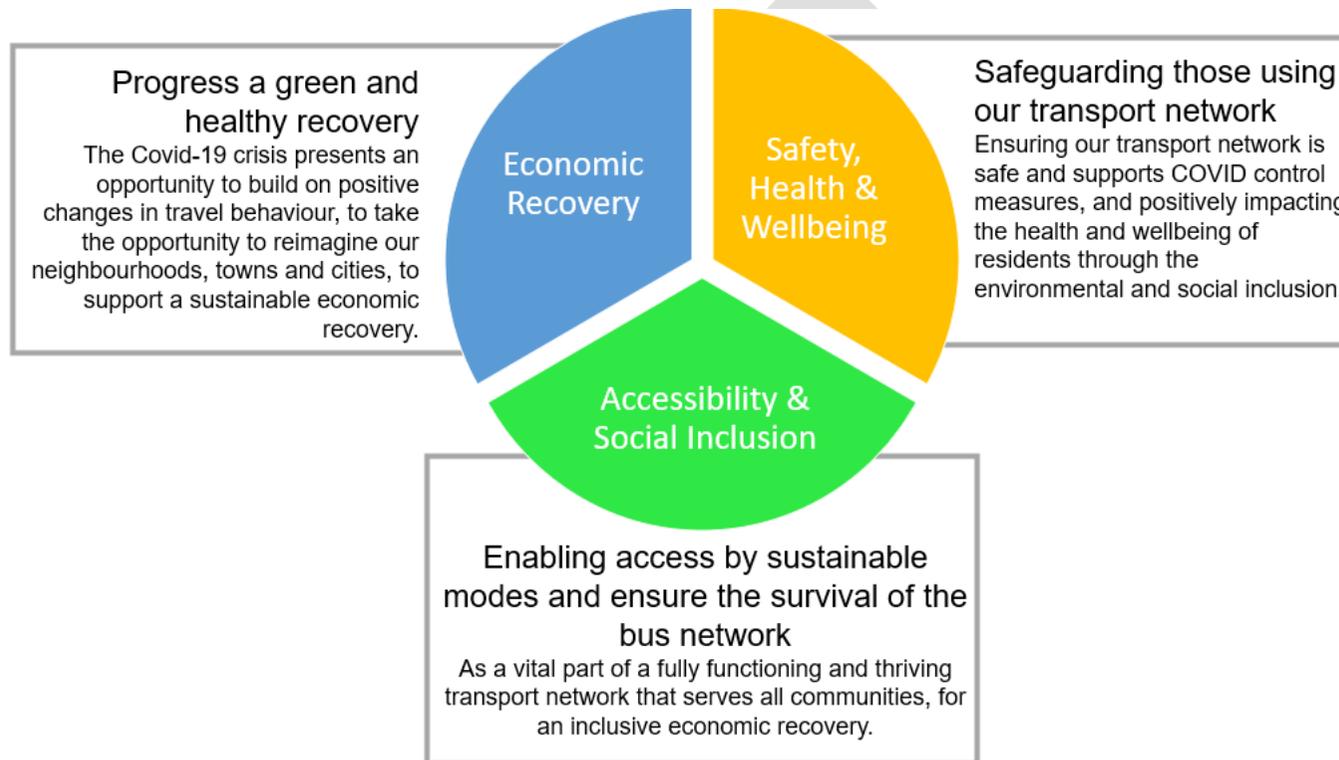
Walking & Cycling

Road Travel

## Key Themes, Priorities and Actions

13. We have already taken some quick, short term actions to support people, and the economy, through the crisis and into recovery through:
- Putting in place measures to support social distancing across our high streets and in our bus stations and transport hubs, and working with transport operators to communicate consistent messages to the travelling public
  - Maintaining concessionary fare and tendered bus service payments to bus operators at the value that was being paid immediately before the emergency, which has provided c£6 million per month to support key and essential workers.
  - Securing funding to invest in active travel with our emergency active travel tranche 1 funding of £2.5 million, with the opportunity to bid for up to tranche 2 funding up to a possible £12.5 million
  - Continuing to deliver our major capital programmes such as the West Yorkshire Transport Fund and CityConnect programmes and making progress with the development of the Transforming Cities Fund programme

14. We recognise that more action is needed so that transport can play a key role in the recovery from COVID-19 in the short term, medium-term, and longer-term. The plan sets out priority areas for action to ensure that our transport networks recover to a strong position that supports inclusive and sustainable economic recovery.
15. Our key themes for the Transport Recovery Plan are to take action to:



16. As a region, we stand ready to deliver what is required to fulfil our transport recovery plan. The priorities, projects and programme contained within the document will be supported and enhanced through the delivery of our existing strategies and investment programmes, including the through the delivery of our Transforming Cities and West Yorkshire Transport Fund Programmes. We are developing a new West Yorkshire Connectivity Investment plan and pipeline, to support the delivery of the Transport Strategy and our regional economic priorities, identifying the strategic investment priorities across transport modes to prioritises sustainable and inclusive travel. The plan will develop a pipeline of schemes for the region to be delivered over the next 20 years and will be a key delivery mechanism for supporting the ambitions of this recovery plan.

17. However, given the scale of the challenge faced through the COVID-19 crisis, we will also require the support, both financial and in decision making, from central Government and departments. This plan provides the basis therefore of both an offer to Government, on how transport can support the levelling up agenda in West Yorkshire, as well as an ask on what is needed to deliver.
18. This is a live plan and set of actions. As the wider consequences of the COVID-19 crisis become known, government guidelines adapt and change, and we learn more about people's changing travel patterns and expectations we will review the priorities and update our actions.

### 3. Economic recovery scenarios and implications for transport

19. West Yorkshire, with a population of 2.3 million, a larger travel to work geography of over 3 million, and over 90,000 businesses, is an internationally significant economy. Despite these strengths, the area has some challenges with 22% of people living in areas defined as being among the most deprived 10% nationally - these communities already had limited transport options providing barriers to employment and training, which are expected to worsen with the contraction of the public transport network due to COVID-19. The population is also increasing, with 13% more people living here than in 1991 – a trend that is set to continue in the next 20 years with the population forecast approaching 2.5 million by 2041 with significant influence on the demand for travel.
20. With the climate emergency, our inclusive growth aspirations, and the challenge of reducing the productivity gap facing the region we were already demanding more from our transport networks. The National Travel Survey (NTS) shows that between 2016 and 2018 the average West Yorkshire resident made a total of 1,048 trips a year - this is 77 more trips per person than the average for England and represents an increase of 5% during this period, higher than the 3% increase seen in England as a whole. Car travel is still the dominant mode of travel in the region, with 65% of all trips in West Yorkshire made by car, 4% higher than the national average, and steadily increasing.
21. Most national economic forecasts expect a sharp fall in economic activity in 2020 followed by a recovery in 2021, though the scale of impact and timing of COVID-19 economic recovery is highly uncertain and heavily influenced by factors including the length of lockdown.
22. At the local level, initial high-level forecasts by Oxford Economics suggest that the impact in West Yorkshire may be slightly higher than the national forecasts.
23. Work is ongoing with Experian to develop a series of scenarios to understand local economic impacts for different trajectories. The approach to each scenario is covered in full in the Economy Recovery Plan. These scenarios provide detailed local GVA and employment assessment by sector and support our recovery work. As travel patterns are closely coupled with economic performance, these scenarios will have varying impacts on transport.
24. To gain insight into individuals' current and future travel patterns we launched a West Yorkshire COVID-19 Transport Survey, using a representative telephone survey and a wider on-line survey. This plan uses the findings from this work to help us determine the interventions needed to help change perceptions and behaviours.

### Scenario 1

25. This scenario is consistent with the main Office for Budget Responsibility forecast and assumes that the national and local economy returns broadly to pre-crisis levels of activity by the end of Q3 2020.
26. The key factors in the scenario which will influence transport:
  - a. Employment – employment falls during 2020 with unemployment at a peak in Q3 of 2020 but quickly bounces back to pre-crisis levels. Average hours per worker decline rather than lower employment with a reduction in income levels, although less of an impact than under the other two scenarios as employment is more stable.
  - b. Equality – deprived areas are hardest hit by changes in employment rates, with the greatest levels of unemployment in the younger population and those over 50. Reduced incomes impact the ability to afford travel costs.
  - c. Travel choices – travel demand returns as government restrictions are lifted. Public transport remains restricted and some increase in car use as a result but returns gradually toward normal. Cycling increase during the crisis proves mostly temporary.
  - d. Environment – transport emissions return to pre-COVID-19 levels in line with economic recovery, although there is an increase in walking and cycling as a result of greater participation if these activities under lockdown.
27. The principal transport impacts of this scenario will be the potential changes to travel patterns as a result of reduced working hours which could influence demand peaks, and the long term health, social and environmental implications of increase car usage, with a significant detrimental impact on the viability of the bus network. It may also increase the support needs of those in the most deprived areas, particularly of the younger and over 50s, a significant challenge when considered in tandem with the loss of revenue related to declining public transport patronage.

### Scenario 2

28. This scenario flexes the main Office for Budget Responsibility assumptions and assumes that the recovery takes longer and is not achieved until Q3 2021
29. The key factors in the scenario which will influence transport:
  - a. Employment – unemployment rises in 2020 and stays elevated throughout 2021, before a decline in 2021 as the economy recovers
  - b. Equality – deprived areas are hardest hit by changes in employment rates. Additionally, the greatest levels of unemployment in the younger population and those over 50. The income reduction from high unemployment rates

impacts on the ability to afford travel costs resulting in significant support needs and heightened inequalities in access to employment, training and services.

- c. Travel choices – slower removal of restrictions and increase use of technology results in longer terms reduction in travel demand, with an impact on public transport in particular.
- d. Environment – transport emissions remain lower than pre-COVID-19 levels.

- 30. The principal transport impacts of this scenario will be the reduction in demand for travel linked to high unemployment rates as well as the income reduction which will impact on the ability to afford travel costs resulting in significant support needs and heightened inequalities in access to employment, training and services.

### **Scenario 3**

- 31. This scenario assumes a double-dip recession based on the introduction of a second period of lockdown from Q4 2020, with similar restrictions and duration.

- 32. The key factors in the scenario which will influence transport:

- e. Employment – severe, long-lasting impact on employment across most sectors, with continuing high levels of unemployment
- f. Equality – although unemployment is more widespread, deprived areas are hardest hit by changes in employment rates. Additionally, the greatest levels of unemployment in the younger population and those over 50. The high and sustained unemployment rates impact on the ability to afford travel costs resulting in significant support needs and heightened inequalities in access to employment, training and services.
- g. Travel choices – significant reduction in demand due to unemployment. Government subsidy phased out and restrictions and reluctance to use services create a perfect storm. The increase in active travel seen during COVID-19 is maintained.
- h. Environment – transport emissions remain lower than pre-COVID-19 levels but economic position results in limited opportunities to support a wider shift to a zero-emission transport network

- 33. The principal transport impacts of this scenario will be the significant and long-lasting reduction in demand for travel linked to high unemployment rates as well as the income reduction which will impact on the ability to afford travel costs resulting in significant support needs and heightened inequalities in access to employment, training and services. The loss of revenue to Local Transport Authorities and operators, combined with the reduction in subsidies from Government, could see significant impacts on the supply of and demand for public transport services, with a consequent impact of car dependency and increasing emissions.

34. As demand for travel is directly linked to the economy, our recovery will have a significant impact on transport usage. This applies to both the number of trips taken and the travel choices made; when the West Yorkshire economy recovered from impacts of the last recession, car trips steadily increased. The impact of COVID-19 on the transport network and the way we travel is likely to be profound and long-lasting. Further work is required to fully understand the impacts of these scenarios on the transport network which will further inform the development of our action plan.
35. Alongside economic performance, there are a number of additional factors that are likely to influence transport and travel behaviour during the recovery period. Beyond the recovery, we still don't know what changes will be short-lived and those which will have a profound structural impact on our approach to transport planning. We do know that we will need to consider the most appropriate methodology for developing business cases and our plans for future transport investment against more wide-ranging scenarios. The consequences of more people working from home or being more flexible with working hours will have to be considered in our plans for mass transit, for example. For now, this plan presents the evidence we have, and this is an area we will keep under review.

### **Work patterns and home working**

36. The location and timing of work patterns have changed considerably under lockdown and we are yet to form a full understanding of how this will evolve as restrictions continue to ease and as the economy recovers. Generally, surveys have indicated that those who can work from home believe they will be doing more of it when restrictions are lifted (Transport Focus<sup>1</sup>, SYSTRA<sup>2</sup> and NEXUS<sup>3</sup>).
37. A national survey from Ipsos MORI<sup>4</sup> revealed that a third of Britons expect to see an increase in how often they work from home rather than travel into work in the next 12 months (compared to before the COVID-19 pandemic), while 12% expect this to decrease. Reasons cited for wanting to work from home more were saving the commute time and cost, and wanting a better work-life balance (SYSTRA, TfWM). Survey results reveal that home working has generally been viewed positively; 65% of respondents of a survey by TfWM<sup>5</sup> viewed home working as a positive experience, with 75% feeling they would be allowed to work this way in the future, and some surveys showed strong support for virtual meetings replacing some/all

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<sup>1</sup> Transport Focus weekly Omnibus survey of 2,000 people representative of the GB population conducted from 24<sup>th</sup> April.

<sup>2</sup> SYSTRA survey of 1,500 adults representative of UK residents between 8<sup>th</sup>-14<sup>th</sup> April 2020.

<sup>3</sup> NEXUS COVID-19 Tracker insight panel conducted weekly. Started 10<sup>th</sup> April 2020.

<sup>4</sup> Ipsos MORI online survey of 1,291 British Adults between 29<sup>th</sup> May – 3<sup>rd</sup> June 2020.

<sup>5</sup> Transport for West Midlands online survey of 6,188 people conducted in May 2020.

business trips/meetings<sup>2</sup>. Work patterns may also continue to be affected, influenced in the short term by ongoing childcare commitments, but also by employers and employees choosing to alter the start and finish times to avoid peak-time travel.

38. Wave 1 of the West Yorkshire COVID-19 transport survey<sup>6</sup> revealed that 47% of respondents have been working at home during the lockdown. Of those who are working from home, 67% said that this was a positive experience (22% very positive and 45% generally positive), compared to only 11% who thought this was a negative experience. Of those working at home, 64% said that they are likely to work at home in the long term more often than they did before lockdown.
39. One in four West Yorkshire residents expect to commute at different times they did before the lockdown over the coming weeks, whereas 57% do not expect to make any changes. Regular public transport users appear more inclined to change their commuting times than other commuters<sup>6</sup>.

### **Public transport**

40. Perceptions of public transport, particularly related to safety, are likely to continue to influence travel choices as lockdown restrictions are eased. The most recent data from the weekly Omnibus survey by Transport Focus<sup>1</sup> (week 10) reveals that 30% of respondents do not currently feel safe using public transport, and a higher proportion of respondents (59%) have concerns about using public transport, compared to those who express no concern (26%).
41. Safety concerns are consistently reported in other surveys<sup>5,7</sup> which indicate that the reasons people do not feel comfortable using public transport relate to fears of becoming ill or conforming to social distancing rules. A survey by Transport Scotland<sup>7</sup> found that 81% of respondents were very/fairly concerned about contracting or spreading the virus while using public transport; and 78% were very/fairly concerned about having enough space to observe physical distancing on public transport.
42. In West Yorkshire, 29% of residents reported being very concerned about using public transport in the coming weeks, whereas 24% said they were not concerned at all<sup>1</sup>. Respondents who declared their intention to use public transport in the coming weeks are significantly less concerned about public transport usage than those not travelling by public transport in the near future or non-users<sup>6</sup>.

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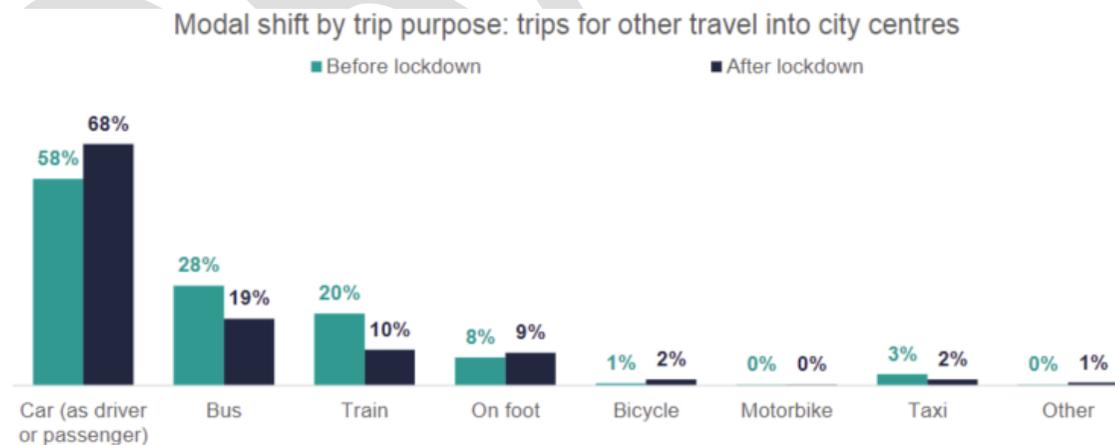
<sup>6</sup> Wave 1 of the West Yorkshire COVID-19 transport survey 9-14<sup>th</sup> June 2020.

<sup>7</sup> Transport Scotland telephone survey of 1,000 over 16s. 3 waves so far with the most recent published on the 25/06/2020

- 43. Results of the West Yorkshire COVID-19 Transport Survey show a significant decrease in intentions to use public transport in the coming weeks, alongside a significant increase in walking (compared to pre-lockdown)<sup>6</sup>; 62% of respondents said they would use the train less, and 49% said they would use the bus less whereas 34% declared their intention to walk more in the coming weeks; 46% of respondents also said they would work from home more.
- 44. This research<sup>6</sup> also shows a shift from bus and rail to private car use; 27% of regular public transport users said they will travel by car more in the coming weeks than before lockdown, compared to 15% for non-public transport users. Furthermore, for regular public transport users who said they would use bus/rail less in the coming weeks, 59% of said they would travel less often (i.e. stay at home more), and 31% they would use other modes.

**Private vehicle use**

- 45. Global mobility data from Apple and Google, as well as regional Highways England traffic monitors and local councils Automated Traffic Counters (ATC) all reveal a similar trend for vehicle use; a steep decline in vehicle use immediately following lockdown (24<sup>th</sup> March), with a slow and steady return to pre-lockdown levels over following weeks. The most recent mobility data from Apple reveals that request for driving directions in Leeds have almost returned to baseline levels (baseline was 13<sup>th</sup> Jan 2020).
- 46. Results from the West Yorkshire COVID-19 transport survey<sup>6</sup> found that in the coming weeks that private vehicle is expected to remain the dominant mode choice for all journey purposes, although there is a significant shift from public transport use to car or journeys into city centres (this excludes commuting), compared to mode share pre-lockdown.



47. In terms of private vehicle use for home deliveries, the West Yorkshire COVID-19 transport survey<sup>6</sup> results highlight a continued trend in online shopping in the coming weeks; 30% of respondents said they would shop online for food more than before lockdown (19% said less) and 44% said they would shop online more for other items (11% said less).
48. Surveys Transport Scotland<sup>7</sup> found around half of all respondents agreed with the statement “I will avoid public transport and use my car or other vehicle more than I did before when restrictions on transport are lifted”. This is supported by early research by Transport Focus<sup>1</sup> where 44% of respondents said that, in the future they are more likely to drive for journeys where they had previously used public transport.

### **Walking and cycling**

49. Nationally, there has been a considerable rise in people travelling by bike or on foot, with levels of cycling in particular rising compared to before the period before the crisis. Sales of bicycles are reported to have been particularly strong during lockdown, with retailers reporting large increases in sales, and shortages of stock.
50. Wave 1 of the West Yorkshire COVID-19 Transport Survey revealed that, compared to before lockdown, 39% of respondents were currently walking or running more, and 35% were cycling more<sup>6</sup>. Taking into account the proportion of people who said they were walking and cycling less, this represents a net increase of 17% and 13% for walking/running and cycling respectively<sup>6</sup>. Although West Yorkshire residents state they are currently cycling more than before lockdown, when asked about cycling for utility in the coming weeks, just under a third said they would do less than before lockdown, with 51% saying the same and 17% saying more. This suggests that potential changes to available leisure time as lockdown eases could be factors at play in the difference between current and near future cycling. However, according to market research undertaken by the Combined Authority, 27% of the audience were identified as people who would take up cycling in the future. These ‘considerers’ also showed an interest in health and wellbeing and undertook physical activity outdoors, suggesting that with supporting behaviour change activity, this increase could be sustained.
51. The survey<sup>6</sup> also found that, in the coming weeks, over a third of respondents will walk more for utility purposes. Local grocery shopping becomes one of the main purposes of walking trips, with 47% of respondents saying they will walk for local grocery shopping trips, an increase from 39% before lockdown.

#### 4. Priority areas for action – analysis, products and programmes

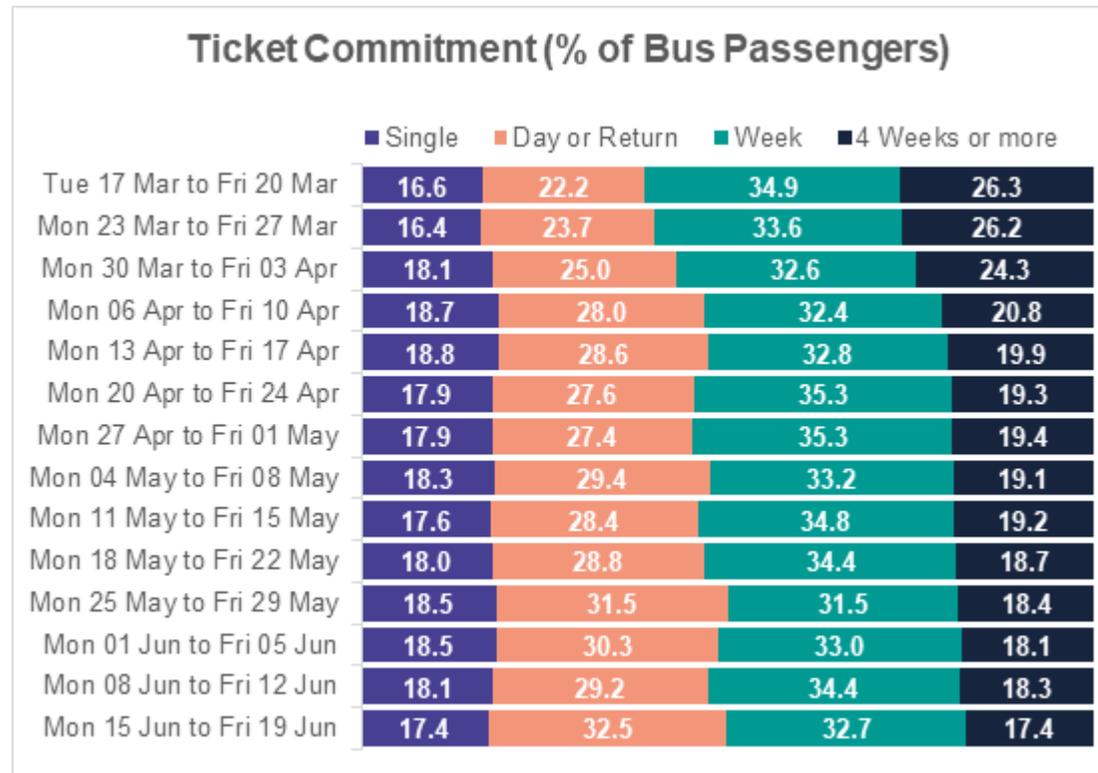
52. First and foremost, we need a safe transport network that is adhering to national guidelines on public health. We will continue to work with transport operators to mitigate and control risks to reduce the spread of the virus. Social distancing, face covering, and cleaning regimes all have a vital part to play.
53. Our second priority, is to ensure that buses can continue to provide the vital service to our communities. Without sustained investment, we won't have a bus network.
54. Thirdly, we recognise that people are turning to the car as a means to social distance. For our wider objectives, this is not a sustainable model. To improve public health and make better and more prosperous places we want to see more trips made on foot and by bike. We also want to create more space for people and less space for vehicles in our urban centres. Also, at the stage when it is safe to do so, buses will again be able to perform a key role in moving large numbers of people efficiently as our urban economies gear up again. We therefore need to reimagine our road space and mitigate the impacts of single occupancy traffic.
55. We should recognise the current funding and devolution context. Over the past ten years the average annual public spending on transport has been £739 per capita in London, compared to £305 per capita in the North. This means that for the last ten years London has received 2.4 times more public spending on transport than the North and this gap has been increasing. Work undertaken on behalf of HS2 East authorities highlights the scale of this underinvestment. If eastern authorities had received the same level of transport per person funding as London over the past decade, then £58 billion more would have been spent across the eastern regions. Commitment from Government to major projects such as Trans Pennine Route Upgrade and Leeds capacity improvements in and around the station brings jobs and improvements to the network in the short term. Commitment now to projects such as electrification of the Caldervalley line, HS2 and Northern Powerhouse Rail develops investor confidence in our economies.
56. At this time of crisis, the speed and flexibility to invest where it is needed is more vital than ever. We therefore call on Government to reduce the number of competitions and bring forward the promise of five-year transport settlements for Mayoral Combined Authority's so we can develop a cross-cutting package of local transport investments. We already have a pipeline of schemes for example as developed as part of our Transforming Cities Fund business case, our Leeds Public Transport Improvement Programme, the structural highway maintenance interventions that were part of our Challenge Fund submissions, our future mobility plans and an emerging connectivity plan that includes development of new mass transit options alongside enhancements to rail, bus, cycling and walking facilities across the region. A mix of revenue and capital is

needed to ensure our behaviour change programmes and ongoing maintenance of assets maximises our upfront capital investment. If Government is seeking to kick start the economy through infrastructure investment, we stand ready to deliver.

57. The following sections take a modal specific approach to our plans given industries are managed in different ways and the way funding is allocated is equally different – they cover:
- a. Supporting our bus passengers
  - b. Supporting our rail passengers
  - c. Supporting a new ticketing and information offer for passengers
  - d. Enabling and encouraging more people to walk and cycle
  - e. Reducing the impact of road travel

#### **A. SUPPORTING OUR BUS PASSENGERS**

58. Following the Prime Minister's announcement on 10 May, steps were taken to restore bus to support the Government's recovery roadmap which occurred on 1 June 2020. Around 75% of services are now operating, with some bus routes restored to normal frequencies between 0700 and 1900 Monday to Friday. Capacity is constrained by up to 50% due to social distancing. Demand for public transport has increased following the restart of non-essential retail on 15 June and hospitality on the 4 July to approximately 35% of pre-COVID-19 levels. In most cases, where demand has exceeded the capacity, bus operators have been providing duplicate running buses where possible.
59. Data on bus ticket use indicates a continued growing preference for day tickets and a reduction in the proportion of ticket sales valid for 4 weeks or more (chart below). This shift in journey commitment likely reflects uncertainty in short/medium term use of public transport based on government messages to avoid such modes.



60. The COVID-19 pandemic will have a significant impact on the financial stability of local bus services and could potentially exacerbate the poor market conditions in some areas of the region. In the short term, those who do need to travel are more likely to opt for an alternative transport mode where possible, such as cycling or driving, to reduce their risk. Consequently, bus operators may be forced to further reduce service frequency which will negatively impact residents. In the longer term, there may be long-lasting behavioural change with changes in working patterns, with potentially more people working from home, which will further reduce bus demand and may change some of the geographical focus on the bus network.
61. Until social distancing is reduced, capacity on bus will remain limited. It is likely that as more people return to work and more non-essential and leisure opportunities start to re-open, then this capacity constraint will mean that not all customers can board the bus when they expect.

62. Safety of the customers is the primary concern and since 15 June 2020, it has been mandatory to wear a face covering on public transport. The latest Transport Focus survey found that 46% of people agreed that as long as everyone is wearing face coverings, reducing social distancing makes sense, but a third of people disagreed.
63. In terms bus travel over the coming weeks, the West Yorkshire COVID-19 Transport Survey found that 49% of respondents said they will use the bus less than before lockdown, with 42% stating they will use it the same as before. For those public transport users who said they would use bus/rail less in the coming weeks, 59% of said they would travel less often (i.e. stay at home more), and 31% said they would use alternative modes.

### **Bus policy priorities**

64. The West Yorkshire ambition and policy priority for bus is to ensure that a modern, integrated, and innovative bus system, which puts customers first and contributes to the delivery of the economic, environmental and quality of life ambitions is provided. The bus is the biggest public transport mover of people in West Yorkshire and is fundamental to ensuring access to employment and training opportunities. Recovering the bus market is key to help people return to work and training. It is important that a financially sustainable bus network is provided in the future to ensure it can continue to serve its key role across West Yorkshire.
65. The following are the key policy priorities:
- **Passenger safety and confidence** – By providing passengers with a safe travelling environment which, in accordance with Government guidance, minimises the risk of virus transmission whilst providing access to work and essential journeys. We also want to rebuild passenger confidence by measures such as the incorporation of bus occupancy indicators into real-time information.

The bus operators will continue to provide on-board advice to customers for social distancing by marking out preferred seats to use and implementing screens to protect the driver. It is mandatory for passengers on a bus (unless they can evidence an exemption) to wear a face covering.

Measures to encourage social distancing in bus stations and at bus stops have been implemented through messages and removal of some seating. The Combined Authority will continue to manage the number and movement of people within the bus stations.

Going forward, both the Combined Authority and bus operators will continue to work in accordance with Government guidance and apply social distancing as required. The use of Police Community Support Officers is being considered to manage some potential crowd and conflict issues on and off bus. In partnership with Local Highway Authorities, a review of pavement space in busy bus stop areas will take place to ensure there is enough room to allow passengers waiting for a bus enough room to social distance as well other users of the pavement to continue to be present.

- **Rebuilding a bus network** – by working with bus operators to restore routes and service levels initially to pre-pandemic (February 2020) levels and then adapt it to meet post-pandemic travel behaviours and customer expectations. Through the Conditions of the Coronavirus Bus Services Support Grant Funding, several principles for service delivery have been agreed. It is anticipated that a further set of principles will be agreed in line with future distributions of the funding. The frequency, operating hours and routes are under constant review as more industries, training establishments and leisure opportunities can re-open. The Combined Authority is also working with area BID teams and Chambers of Commerce to understand future employee travel patterns.

By developing a set of core network principles, the Combined Authority will work closely with the bus operators to ensure routes, frequencies and operating hours are maximised throughout the recovery period. This will ensure that all essential journeys can be provided for, as well as space for other journeys for social activities as capacity on buses is increased.

There is a need to work closely with the operators to ensure consistent communications to customers and timely promotion of incentives or initiatives to encourage the use of public transport on the removal of social distancing.

**Developing a sustainable funding model and restoring financial equilibrium-** by working with bus operators to restore patronage and service levels to bring the balance of public and commercial funding back to an equilibrium. Fare levels and affordability will be key given that volume growth will be necessary in a time of recession, as will adapting ticket products and retail services with particular regard to anticipated changes in commuter behaviour. The affordability of travel for existing and potential customers will be central to the discussion with bus operators to ensure any fare rises do not prevent people using the bus to return to employment and training opportunities. Significant public sector funding is invested in the bus network but there is limited opportunity to influence the network extents and manage customer expectations. Transparency of the operating costs and public sector funding and revenues are required to support and develop a sustainable funding model. The Combined Authority will continue to work with the operators to ensure adherence to the conditions of the Coronavirus Bus Services Support Grant Funding.

Going forward, there is a need to consider all funding models for the bus services to ensure a return to a bus offer that meets the customer need. The Combined Authority will continue to work with the Urban Transport Group to develop and

discuss with Government a new approach to bus funding to ensure a sustainable and locally-led bus provision for communities.

- **Value for money of public sector contribution** – to ensure the effectiveness of the Combined Authority’s funding of the bus sector through concessionary fares and bus service provision to ensure they meet the Authority’s policy objectives and the challenges of the changed economy. This will make certain that funding for tendered services is maximised and fulfils the customer need.

COVID-19 is likely to change the commercial service offer provided by the bus operators. It is assumed that the bus operators will focus their resource on restoring the Core Bus Network (those services that have a frequency of 4 buses or more per hour) or other strategic routes. Therefore, it is likely that there will be an increased requirement for the Combined Authority to deliver more services that are outside of the Core Bus Network. With only a finite budget, further prioritisation of services provided by the Combined Authority is likely to be required. It is proposed to use existing tendered services criteria to evaluate any short-term service reductions. It is anticipated that a full review of the services currently supported by the Combined Authority will take place in 2021-22. This review will provide clarity on whether to continue funding certain services that no longer meet the criteria. The likely increase in public sector funding for bus services is an important consideration as part of the future bus options programme.

- **Enhancing our bus infrastructure** – by investing in our bus stations and bus priority. There is substantial investment planned in public transport bus infrastructure development (bus stations and on-street) through the Transforming Cities Fund. Learning from mitigation measures in response to the COVID-19 pandemic will be incorporated into the design and development of relevant projects to ensure facilities have increased resilience and adaptability to respond to any future scenario. Consideration could include but are not limited to: the style, nature and flexibility of fixtures fittings and furniture to support capacity changes (e.g. social distancing); consideration of access, embarkation and throughput in facilities; improvements to signage and wayfinding to deliver key messages at key points; enhanced and flexible public address. The fund will also be used to refresh and relaunch in a manner that restores and builds confidence in public transport networks in a long-lasting and resilient manner.

### **Bus products and programmes**

66. The required products and programmes to support our bus passengers are detailed in the action plan included as Appended A1 of this Transport Recovery Plan. Actions are identified for three periods
  - Rescue (short term) up to 12months

- Recovery / re-imagining (medium term) 1-2 years
- Resilience (long term) 2-5 years

### **Implementation requirements**

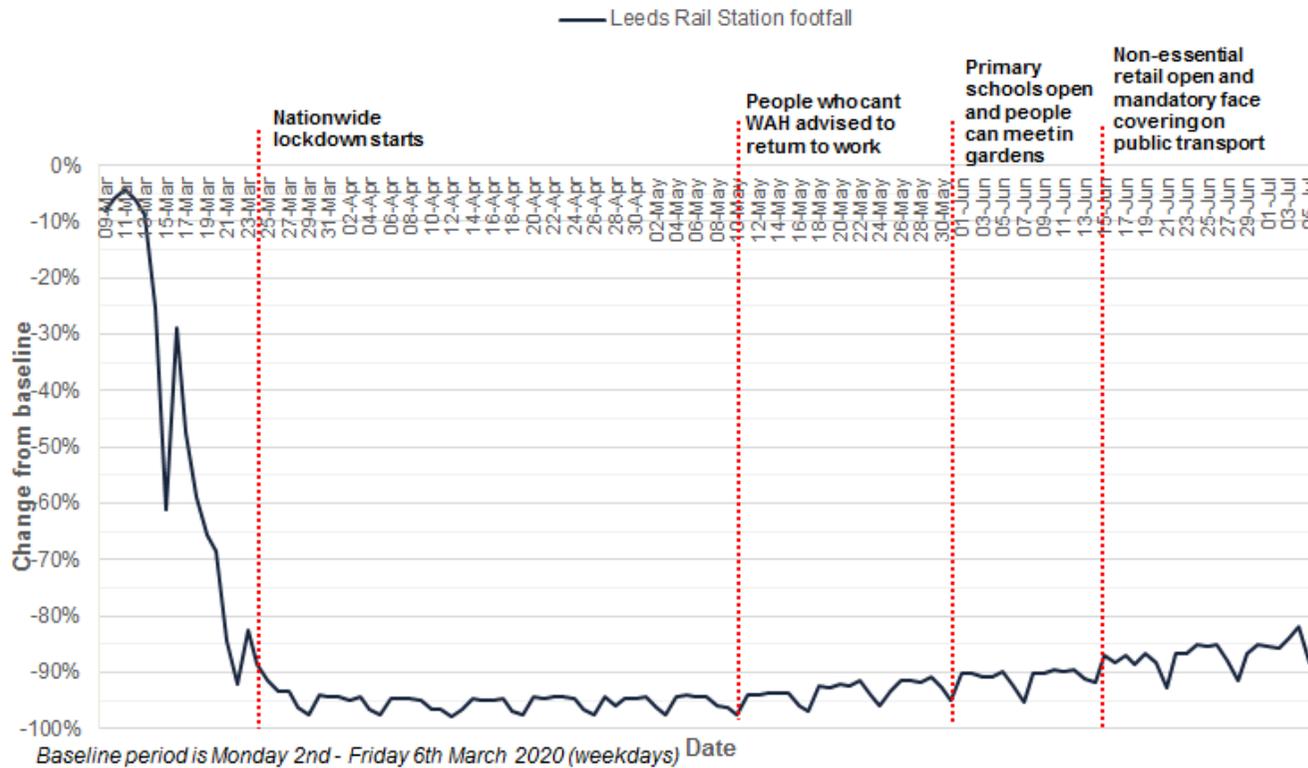
67. To achieve the products above we ask Government to:
- a. To accept the locally-led funding proposal for the distribution of the next Coronavirus Bus Services Support Grant to ensure a sustainable bus offer for the local communities.
  - b. To consider further funding for the tendered services network to give greater flexibility as the bus network changes shape due to the impact of COVID-19
  - c. To consider the Bus Services Act legislation to enable Local Transport Authorities to take a greater role in the management and delivery of bus networks to ensure a local -led approach
  - d. To work with Government to ensure the latest thinking on guidance, such as social distancing, is communicated early to enable planning
  - e. To have early and clear communications to ensure consistent customer messaging

### **B. SUPPORTING OUR RAIL PASSENGERS**

68. Prior to the pandemic, the rail network was performing a crucial and growing role as part of the transport mix in West Yorkshire. Acting as a 'mass transit' mode for an important part of the region, rail is an instrumental part of the peak-time 'heavy lift' into the main employment and education centres.
69. Almost 7 in 10 people getting on and off trains within West Yorkshire are making rail trips within the County. In Leeds, over 20% of trips into the city centre for employment are typically made by rail, where it performs an important role in broadening access to jobs by widening the labour market. The result has been severe overcrowding, poor punctuality and an acute need to plan for and invest in additional capacity. This is needed to support continued economic growth and restructuring that has tended to concentrate on employment and further and higher education in main centres with good public transport access. There is strong evidence that overcrowding on the local rail network has led to suppressed peak time demand, indicating that rail capacity has been an economic constraint.
70. The strength of the core commuter market has supported a good level of service across the network, establishing high levels of demand in the off-peak periods too, especially where rail is providing competitive journey times and an attractive overall product. Comprehensive investment in the Airedale and Wharfedale lines (network improvements, electrification, and new

trains) in the 1990s has established an attractive and well-used rail service and is an indication of wider potential across West Yorkshire, which must be replicated to achieve our transport and environmental objectives.

71. Lockdown measures have had a stark impact on rail demand in West Yorkshire. Many commuters to office-based jobs in city centres have been working from home, and leisure and business travel has been discouraged, especially by public transport.
72. The most recent data available (week commencing 29th June) reveals that daily footfall levels on Leeds station central concourse were 82% lower than the first week of March 2020, and the chart below shows only a gradual recovery, which is significantly lower than for other modes. As well as the structural demand factors highlighted above until very recently the rail industry has also sustained a stark 'essential travel only' message, to ensure that rail was a mode choice of last resort. The objective has been to protect scarce capacity for those with no alternative travel options but is risking a negative long-term impact on demand. Restoring confidence in rail use is therefore essential.



73. The first wave of the West Yorkshire COVID-19 Transport Survey revealed that 62% of respondents said that, over the coming weeks, they will use the train less than before lockdown, with 31% stating they will use it the same as before. When asked specifically about commuting, 3% of respondents said they would use the train over the coming weeks, compared to 7% before lockdown. The survey found the greatest shift away train use was for travel into city centres (excluding work and grocery shopping), where 10% of respondents said they would travel by train into city centres in the coming weeks, compared to 20% before lockdown, and simultaneously car travel into city centres (as a driver or passenger) shifted by 58% (before lockdown) to 68% (in the coming weeks).
74. Rail service levels have continued to step-up, and around 70% of services are now in operation, with local variations. The 6th July saw a focus on restoring further weekday peak capacity. However, the ability of the network to fulfil its previous

'mass transit' role is fundamentally undermined whilst social distancing requirements remain in place. With very low off-peak use in line with messaging, operation of the rail network is requiring unprecedented levels of revenue support. Since March franchises have been suspended in favour of emergency measures agreements that have transferred revenue risk to Government. Whilst only for an initial period of 6-months, these arrangements (or a variation) will be required for a significant further period. Against this backdrop, the opportunity for early implementation of the type of structural reform being trailed as part of the long-overdue Williams Review is clear. Rail franchising has widely been described as a broken model, and a return to franchises is neither desirable nor feasible in the short term.

75. Whilst the emergency measures arrangements have demonstrated the value of better integration and co-ordination across the fragmented industry, but they have also tended to centralise key decision making to Department for Transport (DfT). The anticipated provisions in the Williams Review for establishing an arms-length 'guiding mind' to, secure internal devolution of operational decision-making, and for better structural integration between track and train must not be lost. The case for a strong partnership role between transport authorities and the railway locally is stronger than ever to ensure effective local transport integration and responsiveness to local needs to facilitate the overall recovery. Without these measures, the risk is that key decisions on the railway become even less accountable as they will be made centrally within DfT. The rail network plays a particularly strong role in the West Yorkshire transport offer which demands that it is responsive to local needs and priorities to maximise its role in supporting the recovery. Effective local devolution in this context must include an element of devolution of rail funding, to re-establish a local co-client role for local rail operations.
76. The revised operational and financial governance of the railway creates an opportunity to accelerate overdue fares reform. The system needs to be easier to understand and fairer. Implementation of reform was a challenge due to the complex legal and financial structures imposed by franchising. It is increasingly clear that local rail demand has been disproportionately hit by the impact of working from home during the COVID-19 crisis. This will almost certainly precipitate and accelerate structural changes in commuting demand that were already becoming evident and challenging the traditional period season ticket model, and we welcome early moves to flexible season tickets. Reform will also facilitate our integrated and smart ticketing objectives to promote affordable multi-modal travel opportunities.
77. Fewer passengers and trains during lockdown have led to unprecedented levels of punctuality on the railway, with signs that punctuality is being sustained as service levels continue to increase. We must ensure that the positive lessons from this period are used to shape a 'new normal' which secures higher levels of punctuality. This is likely to mean allowing more time for stops at busy stations and in some cases, running fewer, but longer, trains until the capacity of the network is improved to support higher frequencies. This may imply compromises in the short term, as well as bold choices where operators have duplicated services or operated in competition to deliver sub-optimal service patterns to the detriment of making the best use of the network and passenger convenience.

78. Whilst the long-term impacts of COVID-19 are still not known with confidence, rail services will continue to play an important and growing role in achieving our objectives for inclusive and clean growth. The anticipated short-term easing of peak demand will provide breathing space to properly plan and implement plans for future growth. This opportunity may be limited given the anticipated level of suppressed demand that evidence suggests has existed before the crisis. Investment in the network will ensure that rail capacity is not an economic constraint and instead contributes to economic opportunity, as well as ensuring rail plays its part in accommodating mode shift away from the private car.

### **Rail policy priorities**

79. Work is underway to develop a new Rail Strategy for West Yorkshire. With significant changes to the rail landscape, it is more important than ever that we have a strategy that is both current and, at the same time, adaptable to the changing context. Four key themes have been identified: 'Capacity', 'Connectivity', 'Standards', and 'Implementation'. A clear focus on the passenger will be at the heart of the strategy and will be embedded within each of these themes.
80. The strategy will cover rail journeys but also ways to address barriers to accessing the rail network, including access to stations, better integration with bus services, and joined up information and ticketing. Whilst rail passenger numbers are currently at record lows, as economic activity returns, it is essential that more people return to public transport. The network needs to be ready to cope with a recovery in demand and continued growth, which means investment to address long-term persistent underinvestment in regional transport. Rail use at Leeds station has trebled over the past twenty years with an average of one million new trips added every year including over 1,000 extra peak morning trips. Both the current network and station in Leeds are at capacity with Leeds enduring the 4th worst overcrowding at peak times in the country. This has detrimental impacts across West Yorkshire and beyond.
81. The following are the key policy priorities for the recovery:
- **Building back reliably** – Fewer passengers and trains during lockdown have led to unprecedented levels of punctuality on the railway. We must ensure that the positive lessons from this period are used to shape a 'new normal' which sustains higher levels of punctuality. This is likely to mean longer stops at busy stations and in some cases running fewer, but longer, trains until the capacity of the network is improved.
  - **Accelerated fares reform** – It is increasingly clear that local rail demand has been disproportionately hit by the impact of working from home during the COVID-19 crisis. This will almost certainly precipitate and accelerate structural changes in commuting demand that were already becoming evident. A likely further reduction in five-day-a-

week commuting undermines traditional season ticket products. Overdue fares reform is necessary to make the system fairer and simpler, but the impact of COVID-19 makes it an urgent matter. The current emergency measures period and what may follow is an opportunity to accelerate necessary reform that can also facilitate integrated and smart ticketing across modes to promote affordable multi-modal travel (see the following section).

- **An integrated and devolved railway** – The value of local knowledge and expertise, together with the benefits of much greater co-operation between different operators and Network Rail under the emergency measures arrangements have demonstrated the potential of a more ‘joined-up’ railway. Commitment to the reforms anticipated as part of the Williams Review is required, including meaningful devolution of influence and funding to local partners to ensure the railway is responding to local priorities and objectives to support recovery.
- **Commitment to Transpennine Route Upgrade (TRU), HS2 and Northern Powerhouse Rail as part of an integrated strategy and investment for growth** – investment in the railway has been piecemeal in the absence of a clear overall strategy. Capacity constraints such as around Leeds station and plans for electrification across our networks such as on the Caldervalley line all building into a holistic integrated rail plan. Commitment to delivery of TRU, the eastern leg of HS2 and the Northern Powerhouse Rail network will give confidence to businesses across the region to continue to invest in the future. These must be delivered as part of a coherent overall plan for the railway which provides a clear plan and investment pipeline for growth, reliability, and decarbonisation.

### **Rail products and programmes**

82. The required products and programmes to support our rail passengers are detailed in the action plan included as Appendix A2 of this Transport Recovery Plan. Actions are identified for three periods
- Rescue (short-term) up to 12months
  - Recovery / re-imagining (medium-term) 1-2 years
  - Resilience (long-term) 2-5 years

### **Implementation requirements**

83. To achieve the products above we ask Government for:
- a. Structural reform, including publication of the Williams Review, with no return to the broken model of franchising.
  - b. Commitment to the necessary programmes of investment to address network capacity constraints, facilitate decarbonisation, and to ensure rail capacity is not an economic constraint.

- c. Devolution of decision making and funding to ensure that the railway is responsive to the priorities and objectives of West Yorkshire in supporting the recovery.

### **C. SUPPORTING A NEW TICKETING AND INFORMATION OFFER FOR PASSENGERS**

84. Overall there was an 83% reduction in the number of MCards being used between May 2019 and May 2020 on buses and trains in West Yorkshire. Compared to the same period in 2019, use of combined bus and rail Annual MCards in April and May 2020 has reduced more (85-90% lower) than bus-only annual cards (55-70% lower).
85. Compared to the same period in 2019, throughout April and May 2020, younger (under 30) and older (over 70) MCard users have reduced their card use the most. MCard users aged between 51-60 have reduced their use the least, however, this is still only at 38% of 2019 levels.
86. MCard users living in the most deprived areas are much more reliant on public transport during the lockdown, compared to those living in less deprived areas. People living in more deprived areas generally have lower levels of car ownership, have higher levels of routine occupations (some classed as key workers), with limited ability to work from home.
87. We know that as a result of the COVID-19 crisis, the proportion of jobless claimants increased by 62% in April 2020 in West Yorkshire and is likely to continue to increase over the next six months, particularly as the Government's furlough scheme ends. In considering whether a smartphone-only product for job seekers would be accessible, we have looked at data collected as part of the West Yorkshire Tracker survey that suggests that a large proportion of working-aged people (aged 25 – 64) have access to both the internet and a smartphone. However, around 22% of 55-64 year olds do not have access to a smartphone in West Yorkshire (2019/20) which suggests that although a smartphone-only product may be suitable for the majority of job seekers, that we still need to enable JobCentre plus to provide an MCard ticket where a user does not have access to a smartphone.

#### **Ticketing and information policy priorities**

88. The following are the key policy priorities:
- **Working with West Yorkshire Ticketing Company seek to restore the customer base and revenues of the MCard multi modal ticketing range.**

- **Adapt ticketing products and payment options to reflect changing travel behaviours and customer expectations** - with particular regard to the anticipated increase in flexible and home working.
- **Focus on the affordability and flexibility of bus travel for under 25s** - introducing the Fare Deal for Young People approved by Transport Committee in February 2020.
- **Working with the credit union sector and respective Government agencies to adapt payment technology to support passengers without bank accounts** - also jobseekers and those facing other mobility challenges exacerbated by the economic effects of the crisis.
- **Enhancing our live transport information services** - to enable passengers to understand the level of bus occupancy before boarding.
- **Work with app providers on multi modal journey planning** – including reviewing the options for pre-bookable transport including Demand Responsive Transport.
- **Make it easier for customers to apply for and access concessions and ticketing products through digital channels.**

### **Ticketing and information products and programmes**

89. The required products and programmes to support a new ticketing and information offer for passengers are detailed in the action plan included as appendix A3 of this Transport Recovery Plan. Actions are identified for three periods:
- Rescue (short-term) up to 12 months
  - Recovery / re-imagining (medium-term) 1-2 years
  - Resilience (long-term) 2-5 years

### **Implementation requirements**

90. To deliver the above we ask Government to:
- a. Grant local concession authorities the freedom to determine the arrangements they wish to implement for renewal of ENCTS bus passes, removing the need for passes to be renewed within a maximum five year period.
  - b. Affirm the key role that local transport authorities have to play in delivering ticketing and information improvements, alongside public transport operators.

## D. ENABLING AND ENCOURAGING MORE PEOPLE TO WALK AND CYCLE

91. Nationally, levels of cycling since lockdown have remained stable and rising compared to before the period before the crisis. There have been particularly large increases at weekends, but levels of cycling on weekdays has also been rising since April. Sales of bicycles are reported to have been particularly strong during the lockdown, with retailers reporting large increases in sales and shortages of stock.
92. There are considerable spatial and temporal variations in cycling patterns in West Yorkshire when comparing recent data to previous years, although CityConnect cycle counters generally reveal a reduction in weekday cycle trips and a considerable increase in weekend cycle trips. Sites along the Rochdale and Huddersfield Narrow Canal reveal a sharp weekly rise in cycling following the lockdown. Such changes potentially reflect a change in working patterns and/or a decrease in commuting trips, while exercise and leisure trips increase.
93. An online survey by the Centre for London<sup>8</sup> showed strong support for temporary cycle infrastructure interventions; 69% of respondents support the temporary widening of pavements and 64% support widening of existing cycle lanes. A representative survey by Cycling Scotland found that the top three reasons for cycling were related to the weather, an improvement in wellbeing and less traffic.
94. Trends in walking levels are harder to identify, nationally and locally. Sport England's physical activity weekly surveys<sup>9</sup> during April and May found that there was a significant increase in walking levels over that eight week period, from 59 to 65% of respondents stating that they had done some walking in the past week. Walking was the most widely undertaken form of physical activity cited by respondents, and whilst as for cycling, most walking had been done for leisure or fitness, by the end of May almost 60% of journeys were for travel and utility purposes.
95. Transport Focus<sup>10</sup> weekly surveys suggest that walking was the second most used form of transport (after car use), with an average of about 40% of respondents saying they had walked for transport in the last week. Although there are some slight variations in reported walking from week to week, recent weeks, walking being second only to car as a form of transport is in line with pre-COVID19 trends.

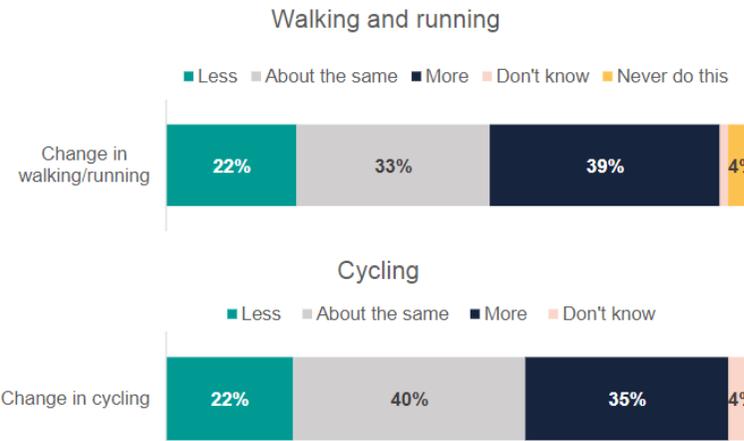
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<sup>8</sup> Centre for London online survey of 1,068 London residents between 15<sup>th</sup> -19<sup>th</sup> May 2020.

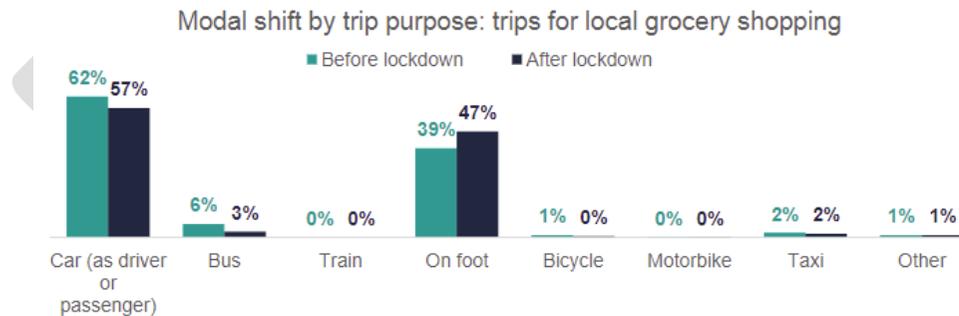
<sup>9</sup> Sport England COVID-19 Briefing, "Exploring attitudes and behaviours in England during the COVID-19 pandemic", report on surveying between 3<sup>rd</sup> April and 25<sup>th</sup> May 2020 – available here

<sup>10</sup> Transport Focus weekly Omnibus survey of 2,000 people representative of GB population conducted from 24<sup>th</sup> April: based on week 9 report published 3<sup>rd</sup> July 2020

96. Results of the first wave of the West Yorkshire COVID-19 survey revealed that 39% of respondents reported they are walking/running more than before lockdown, and 35% are cycling more, this represents a net increase of 17% in walking/running and 13% in cycling compared to pre-lockdown.



97. The survey also revealed an increase in travel on foot for various reasons, including work, main and local grocery shopping, socialising and leisure, and other local journeys.



**Walking and cycling policy priorities**

98. The following are the key policy priorities:

- **Provide people with the space and facilities they need** - to travel on foot and by bike safely, and confidently

We must maintain and build on positive changes in travel behaviour and take the opportunity to reimagine our towns, cities and neighbourhoods for more sustainable living.

In the current rescue period, this involves providing people who need to stay at home with the opportunity to take exercise safely and physically distant, helping those going to work or making essential journeys to make journeys on foot or by bike and providing sufficient space for people to visit shops and businesses as they reopen. We are already delivering schemes in our Emergency Active Travel fund to provide this support across West Yorkshire.

For the medium to longer term, we intend to accelerate improvements to create cycling and walking infrastructure that delivers a comprehensive network. The creation of this network will be enabled by reimaging our roads, to better balance the needs of car drivers with other road users, including buses, pedestrians, cyclists and goods vehicles, as well as by creating and enhancing traffic-free routes where these provide the best option for certain journeys.

Local residential streets and neighbourhood areas will form key parts of those networks for walking and cycling, alongside dedicated provision on busier roads, and we need to take neighbourhood approach that caters for all types of journeys made in the region, on top of journeys to work. This will involve making within each community and local area, through interventions such as the creation of low traffic neighbourhoods which reduce through traffic on residential streets.

We will start by maximising the grant we receive from the Government's Emergency Active Travel fund, and we will continue to make the case for longer-term, sustained capital and revenue investment, whilst capitalising on funding opportunities that arise in addition to longer-term funding settlements.

- **Deliver supporting measures and engagement activities**, built into and accompanying the delivery of infrastructure and new provision for walking and cycling

We will accelerate our work to encourage more people to walk and cycle, to build on new experiences and behaviour gained during the lockdown, – and enabling more people to walk and cycle as part of their everyday life, targeting businesses, schools and communities as well as people returning to work, through a comprehensive engagement programme.

- **Involve the public to understand the issues they experience** when travelling by bike or on foot and within their neighbourhoods, to help develop investment plans for the future

We will use collaborative processes to help identify improvements that could be made to local areas and on main roads – and work together with communities to create safer, healthier streets, and make everyday journeys safer and more convenient. Across West Yorkshire, the Combined Authority and partner councils have launched online interactive mapping exercises to support this engagement.

We will also use this community insight to inform our long-term plans for investment in walking and cycling, in conjunction with data on existing and potential demand for walking and cycling, through the development of our Local Cycling and Walking Infrastructure Plans and the partner councils' own detailed walking and cycling strategies.

- **Build our capacity and capability to measure current behaviour and trends** for walking and cycling

We will improve and extend data collection to help inform our plans for investment and scheme business cases.

- **Work with government to ensure that new powers and resources needed for local enforcement and management of our road networks are devolved**

The most appropriate authorities should be provided with the appropriate powers to carry out the management and enforcement of the road network. Planned enactment of part 6 of the Traffic Management Act 2004 will give local authorities the power to enforce moving traffic offences which will provide important support for partners in managing their road networks, and enforcing against road user behaviour that particularly affects pedestrians and cyclists.

We will continue to work with local partners to identify other powers and resources that may be required in future from government. For example, to ensure that pavements are kept free from unauthorised use and obstruction, as well as new ways to resource enforcement activity, such as local reinvestment of penalty notices.

### **Walking and cycling products and programmes**

99. The required products and programmes to enable and encouraging more people to walk and cycle are detailed in the action plan included as appendix A4 of this Transport Recovery Plan. Actions are identified for three periods:
  - Rescue (short-term) up to 12months
  - Recovery / re-imagining (medium-term) 1-2 years

- Resilience (long-term) 2-5 years

### **Implementation requirements**

100. To deliver the programmes above we ask Government to:

- a. Enact part 6 of the Traffic Management Act 2004, which is included in the West Yorkshire Devolution Deal, and will provide powers needed to manage our road network and enforce against driver behaviour that affects pedestrians and cyclists most. This is needed to normalise safe behaviour and ensure that people are enabled to walk and cycle safely, making the best use of local authority and road policing resources. We would welcome open dialogue with government over other powers and resources may be required in future from government, for example, to ensure that pavements are kept free from unauthorised use and obstruction, as well as new ways to resource enforcement activity, such as local reinvestment of penalty notices.
- b. Agree a long-term capital funding settlement to fund the investment in our roads and neighbourhoods, and traffic-free off-highway routes - needed to enable safer and more convenient walking and cycling. Decisions to be made locally about priorities and the business case for schemes to progress.
- c. Agree sustained revenue funding to provide the supporting measures that are key to ensuring that more people are able to walk and cycle more often, using the new infrastructure and provision delivered through our capital investment – addressing the significant revenue funding pressure currently experienced
- d. Support flexibility and innovation in our practice and ability to deliver the changes needed – including appraisal techniques that recognise the benefits of walking, cycling, public transport and improvements to our streetscapes; and taking flexible approaches to new street designs and infrastructure allowing us to introduce innovative new features where deemed appropriate locally e.g. side road zebras, changes to priorities

### **E. REDUCING THE IMPACT OF ROAD TRAVEL**

101. Reducing the number of trips made by car is central to the success of our Transport Strategy, allowing for modal shift and associated increases in public transport and active travel trips.

102. Car travel is the most used mode of transport in West Yorkshire, accounting for 65% of all trips being taken in West Yorkshire prior to lockdown. The West Yorkshire Transport Strategy 2040 set a target to reduce car trips by 3.5% from 2017 levels by 2027, however, there has been a steady increase in the number of car trips since 2016. A reduction in the use of car travel will ease congestion, improve air quality, speed up bus journeys and help provide a more reliable, more competitive bus service.

103. National data from Apple and Google, regional Highways England traffic monitors and local council Automated Traffic Counters (ATC) all reveal a similar sharp decline in-vehicle use immediately following lockdown (24th March), and then a slow but steady return to pre-lockdown levels of usage. With continued health concerns and social distance measures in place, car use could increase further, particularly for short journeys. Results from the West Yorkshire COVID-19 transport survey highlighted a potential modal shift to car travel from public transport, particularly for journeys into city centres compared to pre-lockdown, with 10% increase in car use for these trips. There has also been an increase online shopping and home deliveries during the lockdown, a trend that is set to continue, with 30% of respondents to the West Yorkshire COVID-19 transport survey reporting they would shop online for food more than before lockdown and 44% said they would shop online for other items.
104. Provisional data for road traffic casualties across West Yorkshire covering the first few months of 2020 reveals that the number of casualties (regardless of severity) and those Killed or Seriously Injured (KSI) fell by 30% compared to the same period in 2019. But we know also that speeding offences in some of our Districts have remained the same despite a 50% drop in traffic, and a recent survey carried out by the AA of their members<sup>11</sup> found that 25% felt car driver behaviour had worsened during the lockdown. This coupled with a level of driver complacency (based on the thought that the network is safer due to reduced traffic levels) has led to the increase in injury severity to vulnerable user groups such as pedestrians and cyclists. There has been a large surge in active travel and infrastructure needs to keep up with this demand in order to protect vulnerable user groups.

### **Reducing road impacts policy priorities**

105. The follow are the key policy priorities.

- **To reduce emissions from transport** - to improve the health and resilience of our communities

Reducing harmful emissions from transport is a regional priority and West Yorkshire has made good recent progress. West Yorkshire has two Clean Air Zones in preparation and 29 Air Quality Management Areas designated with action being taken. The region has set an ambitious decarbonisation target to achieve net zero-carbon by 2038, with significant progress expected by 2030, with work progressing with the active involvement of business stakeholders and civil society to identify decarbonisation pathways and actions.

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<sup>11</sup> <https://www.theaa.com/about-us/newsroom/car-driving-behaviour-worse-since-covid-19-crisis>

Public Health England estimate that 1 in 20 deaths in West Yorkshire are attributable to particulate air pollution, and poor air quality is being linked with a number of underlying conditions which cause additional risk to COVID-19 patients, such as heart disease and hypertension. Air quality has seen improvements during the crisis. Local real-time road-side monitoring shows harmful Nitrogen Dioxide (NO<sub>2</sub>) emissions on a downward trajectory during the early stages of lockdown and it can be inferred from this that carbon (CO<sub>2</sub>) emissions were similarly reduced.

It is important that the Transport Recovery Plan seeks to ensure that the recovered transport network delivers a more favourable situation with regard to air quality and carbon generation than existed prior to the pandemic. A concern is that as vehicle numbers increase, potentially to above pre-lockdown levels, emissions could be expected to rise, putting the health and future resilience of communities at greater risk. Furthermore, the impact of COVID-19 on the economy is likely to slow down the transition of the vehicles on our roads to zero-emission. At the same time lockdown has delivered mass behaviour change and shown society has the capacity to adapt if alternatives to car travel are realistic and competitive in terms of cost and convenience. This exists the opportunity now to decouple economic growth from growth in car travel.

- **To improve road safety** – to ensure the safety of all users of our streets and highway network and reducing the risk of being killed or seriously injured on our roads

We want to create safe, healthy places for communities, in particular where people feel confident to walk or cycle more. In 2018, 70 people died as a result of vehicle collisions in West Yorkshire, a 65% increase on the previous year. The loss of any life is unacceptable and necessitates a strong focus on infrastructure design and behaviour change, targeted at reducing the risk of casualties from road traffic crashes, both between motor vehicles and people walking or cycling.

The COVID-19 related reduction in vehicles on the road has seen an increase in vehicle speeds due to quieter roads. Vehicle safety also presents a significant risk, related to M.O.T extensions and the relaxation of EU regulations on maximum driving hours. As such, although there was a significant drop in road casualties during the lockdown period, the number of road casualties has steadily increased as the country emerges from lockdown. The increase in car use and changes in travel pattern is likely to impact the types of road collisions we see going forward, and the need for policy and action to improve road safety is mounting.

- **Support the sustainable movement of goods** – to reduce the environmental impact of logistics

The increase in demand for deliveries under lockdown and rise in LGV movements is likely to continue for some time as households continue to opt for home delivery of goods, with implications for increased traffic emissions and traffic congestion impacting on the functioning of the economy.

Sustainable first / last mile freight models can have a range of beneficial outcomes through the efficient movement of goods and the reduction of delivery vehicles on our roads. Changes in practice can deliver improvements in congestion, air quality and carbon emissions through reductions in vehicle miles travelled and fuel consumption. In urban areas in particular, where the demand is the greatest and emission challenges often highest, such practices would support the delivery of our Clean Air Zones and carbon reduction targets, and a reduction in delivery vehicles can support the creation of safer walking and cycling environments. From an economic perspective, sustainable first / last mile freight can provide cost savings to business through lower fuel costs, and faster, more efficient delivery practices, and support our clean growth ambitions as a City Region.

- **Ensure the resilience of our road network** - to improve our road network help to reduce traffic congestion and improve the reliability and safety of journeys for all road users

A lack of investment in highway maintenance by successive governments has led to a significant backlog of repairs and there is a growing gap between the costs of the repairs and the funding that is available. COVID-19 has further exacerbated an already substantial challenge, with the delivery of maintenance and infrastructure projects during the period of lock-down hampered by the ability of construction firms to enable social distancing at work and by the availability materials. As lockdown eases and work programmes are able to resume, there is pressure on the capacity of Highway Authorities and contractors to deliver delayed schemes in a climate of limited materials, reduced workforces and limited revenue funds, in competition with other work programmes.

### **Reducing Road Impacts Products and Programmes**

106. The required products and programmes to reduce road impacts are detailed in the action plan included as Appended A5 of this Transport Recovery Plan. Actions are identified for three periods:
- Rescue (short-term) up to 12 months
  - Recovery / re-imagining (medium-term) 1-2 years
  - Resilience (long-term) 2-5 years

### **Implementation Requirements**

107. To deliver the above we ask Government for:

- a.** Legislation change around Movement Offences for local authorities and national Graduated Driver licences to empower Local Authorities to increase their Road Safety Coverage and enforcement at a local level and remove high-risk drivers from the network.
- b.** Enhanced long term funding to support existing infrastructure and asset maintenance, as well as air quality monitoring and road safety, with increased funding and greater flexibility around capital and revenue spending, to ensure the safety and resilience of our highway and transport network.
- c.** Revenue funding opportunities for behaviour change programmes and engagement activities to support bus and active travel priorities highlighted in sections a and d, road safety programmes and to enhance ongoing capital investment programmes to boost modal shift potential, improve road safety, and reduce emissions.
- d.** Greater leadership on electric vehicle and alternative fuels infrastructure delivery through the development of a national framework for low-emission fuel infrastructure, and national measures to reduce the financial barriers to zero-emission vehicle uptake, to accelerated delivery and ensure a cohesive and comprehensive national recharging/refuelling network approach.
- e.** Long term capital investment programmes at the regional level to match the scale of challenge required to meet the transition to a zero-carbon transport network in response to local need.

## 5. Asks of Government – Funding and powers to deliver locally led solutions

108. The following are our asks of government to support this Transport Recovery Plan

**A. Funding** – with certainty, scale, and flexibility:

- a five-year transport settlement for Mayoral CAs for capital investment, behaviour change programmes and future forms of mobility
- a corresponding settlement for ongoing and structural maintenance issues on our highways
- commitment to the package of rail interventions
- commitment to Transport for the North's Economic Recovery Plan

**B. Powers** – with greater local accountability through further devolution:

- a new bus funding model with local determination.
- a new rail industry model that caters for passenger needs and has greater local input
- new powers on walking, cycling and road management

109. On funding we identify key fundamentals of a long-term investment programme to build and sustain a transport recovery:

- **Support for a West Yorkshire connectivity plan and pipeline** – The Combined Authority with its partner councils is developing a plan and spatial pipeline of future transport interventions for delivery across the region, up to 2040. The connectivity pipeline is central to delivering the Combined Authority's core aims of enabling inclusive growth, boosting productivity, delivering 21<sup>st</sup>-century transport and enabling clean growth. This is a strategy-led, evidence-led approach responding to local plan and growth aspirations and identifying our connectivity challenges and solutions, consistently applied across the whole West Yorkshire geography. The connectivity pipeline will encompass interventions for, and integration between, road, rail, bus, bike, walking, digital demand responsive transport, mass transit and other innovative solutions.
- **Support for a low carbon West Yorkshire Mass Transit System** - A mass transit system offers a new public transport option and an attractive alternative to car travel. Mass Transit would help to spread the benefits of High Speed 2, Northern Powerhouse Rail and the Trans Pennine Rail Route Upgrade, and integrate with the wider public transport offer to provide the local connectivity and capacity necessary to support the region's key growth areas. Mass transit will support and facilitate: a low emission, low carbon future; sustainable development and regeneration of neighbourhoods, district centres, towns and cities; a bigger, stronger and rebalanced economy; the delivery of

new housing and enhanced quality of life for West Yorkshire's residents and visitors. The cost of implementing mass transit can be high but the scale of benefits which it delivers are also high. Other cities in the UK and beyond are demonstrating mass transit does offer high value for money and can also open up new funding opportunities. The West Yorkshire Devolution Deal published in March 2020 included a commitment from government to "explore the case for funding a modern, low carbon West Yorkshire Mass Transit System". The Deal proposed a £4.2 billion fund for Mayoral Combined Authorities (MCAs) to bid into, to fund schemes between 2022 and 2027. Development work for mass transit is currently being funded locally to support the development of the mass transit programme level Strategic Outline Case (SOC) to identify evidence-based 'route options' and 'mode options' for each transit corridor. The SOC will provide the evidence and inputs necessary to support the submission for the government's £4.2 billion fund.

- **Support for a West Yorkshire decarbonisation pipeline** - The Combined Authority, with its partner councils, is taking a lead role in tackling climate change and has prioritised action to decarbonise the economy. The Combined Authority declared a climate emergency in July 2019 and strengthened the Leeds City Region target for emission reductions to net-zero carbon by 2038, with significant progress expected by 2030. Work is underway to identify pathways to decarbonisation. The results of a pathways study will be feed into a refreshed Tackling the Climate Emergency Action Plan for the City Region and to the Combined Authority's connectivity strategy work to develop a pipeline of future transport interventions. The task of decarbonisation is challenging and will require significant and swift action to decarbonise all sectors, including transport, with accelerated, significant funding required to realise a substantial modal shift to sustainable forms of transport from private car use and to transition the vehicle fleet to sustainable fuels and technologies.
- **Commitment to an integrated rail plan for the North and Midlands that caters for growth** - that provides a clear plan and investment pipeline for growth, reliability, and decarbonisation.
- **Support for the Transport for the North (TfN) Economic Recovery Plan** - TfN is developing a case to the Secretary of State for Transport for accelerated transport investment in the North, as a central part of an Economic Recovery Plan in response to the COVID-19 crisis. To do this TfN has drawn upon evidence from work on sequencing the Northern Investment Programme, Long Term Rail Strategy, from the Northern Powerhouse Rail programme and from input into Network Rail and Highways England delivery programmes. In consultation with our West Yorkshire partner Councils, the Combined Authority has identified schemes for inclusion in TfN's Economic Recovery Plan. These proposals were identified and agreed in a report to the West Yorkshire Combined Authority on 25 June 2020: Transport for the North – COVID 19 Economic Response and Recovery. These proposed schemes encompass strategic road and rail and smart connectivity interventions.

## 6. Measuring success

### Our Transport Strategy targets

110. To monitor the impact of the Transport Recovery Plan we will use the Performance Management Framework of the West Yorkshire Transport Strategy 2040 supplemented by additional indicators. The Transport Strategy was adopted by the Combined Authority in 2017 and alongside supporting documents fulfils the statutory duty to produce and keep under review a Local Transport Plan for West Yorkshire.
111. The Performance Management Framework provides a series of indicators and targets which use local and national data sets and follows Department for Transport guidance and reflects public consultation input on Transport Strategy indicators, to measure performance in delivering the strategy.
112. The Transport Strategy sets modal targets for the first 10 years of the strategy to reduce reliance on private car journeys and substantially grow the number of trips made by using sustainable transport. The targets are set from a base year of 2017 to an interim target date of 2027. The targets are:
- **Bus trips:** 25% increase in bus trips by 2027
  - **Rail trips:** 75% increase in rail trips by 2027
  - **Walking trips:** 10% increase in walking trips by 2027
  - **Cycle trips:** 300% increase in cycle trips by 2027
  - **Car trips:** 3.5% reduction in car trips by 2027
113. Indicators to be used for Transport Recovery Plan monitoring are:

Priority area for action	Transport Strategy target	Transport Strategy Supporting indicator	Supplementary Recovery Plan indicators
1) Supporting our bus passengers	25% increase in bus trips by 2027	<ul style="list-style-type: none"> <li>• Access to jobs by bus in West Yorkshire (Percentage of West Yorkshire-located jobs accessible by bus within 30 mins, during the am peak, for the 10% most deprived areas in West Yorkshire)</li> <li>• Punctuality of bus services</li> <li>• West Yorkshire mode share (trips)</li> <li>• Weekday mode share on radial routes into district centres (am peak)</li> <li>• Satisfaction with bus services (Tracker)</li> </ul>	<ul style="list-style-type: none"> <li>• Bus mileage operated (CoSA)</li> <li>• Bus journey times (Highways analyst)</li> <li>• COVID-19 survey – concerns around public transport (short term only)</li> </ul>

<b>2) Supporting our rail passengers</b>	75% increase in rail trips by 2027	<ul style="list-style-type: none"> <li>• Punctuality of regional rail services</li> <li>• West Yorkshire mode share (trips)</li> <li>• Weekday mode share on radial routes into district centres (am peak)</li> </ul>	<ul style="list-style-type: none"> <li>• Leeds station footfall data (not available for other stations, reliant on Network Rail to supply data)</li> <li>• Satisfaction with affordability and value for money (Tracker)</li> </ul>
<b>3. Supporting a new ticketing and information offer for passengers</b>	<p>10% increase in walking trips by 2027</p> <p>300% increase in cycle trips by 2027</p>	<ul style="list-style-type: none"> <li>• Number of uses of Mcard</li> <li>• Satisfaction with public transport information sources (Tracker)</li> </ul>	<ul style="list-style-type: none"> <li>• COVID-19 survey – satisfaction with public transport information (short term only)</li> <li>• Metro website hits, stop QR code scans, Metroline call volume (fortnightly R&amp;I briefing)</li> <li>• Proportion of tickets purchased digitally (Customer Services)</li> <li>• Uptake of new MCard products for priority groups (e.g. under-25s) (Transport Services)</li> </ul>
<b>4. Enabling and encouraging more people to walk and cycle</b>	<p>10% increase in walking trips by 2027</p> <p>300% increase in cycle trips by 2027</p>	<ul style="list-style-type: none"> <li>• West Yorkshire mode share (trips)</li> <li>• Weekday mode share on radial routes into district centres (am peak)</li> <li>• Increases in people walking and cycling following participation in engagement initiatives</li> </ul>	<ul style="list-style-type: none"> <li>• COVID-19 survey - active mode levels (short term only)</li> <li>• COVID-19 emergency active travel scheme monitoring</li> <li>• CityConnect cycle counters</li> <li>• Engagement programme monitoring</li> </ul>
<b>b. Reducing the impact of road travel</b>	3.5% reduction in car trips by 2027	<ul style="list-style-type: none"> <li>• West Yorkshire mode share (trips)</li> <li>• Weekday mode share on radial routes into district centres (am peak)</li> <li>• Traffic volumes - Town / city centre morning peak period traffic flows</li> <li>• Road traffic associated emissions in West Yorkshire: NOx, PM10, CO2</li> <li>• Number of people killed or seriously injured (KSI) on West Yorkshire roads</li> <li>• Satisfaction with transport infrastructure</li> </ul>	<ul style="list-style-type: none"> <li>• Apple/Google mobility trends (fortnightly R&amp;I briefing)</li> <li>• Level of investment going to highways maintenance</li> <li>• Sustainable freight</li> </ul>

114. The Transport Strategy targets were determined before the Combined Authority formally declared a Climate Emergency and adopted a decarbonisation target to become net-zero carbon by 2038, with significant progress to be made by 2030. Transport Strategy targets will be revised as we develop our decarbonisation pathway for transport to meet our ambition of the net-zero carbon by 2038.

## APPENDIX A1: BUS ACTION PLAN - Supporting the Bus Passenger - Products and Programmes

This table identifies the products and programmes to support our bus passengers. Actions are identified for three periods:

- Rescue (short-term): up to 12 months
- Recovery / re-imagining (medium-term): 1-2 years
- Resilience (long-term): 2-5 years

Priority	Product / Programme	Rationale	Outcomes / Impact
<b>Rescue</b>	<b>(short-term, up to 12months)</b>		
<b>Passenger safety and confidence</b>	Strong communication for on-bus and off-bus safety	To provide clear messages to ensure customers are safe	High levels of compliance with social distancing measures and low risk of infection when travelling on public transport
	Physical measures, such as removal of some seats and floor markings in interchanges and at bus stops	To provide greater space for customers enabling more social distancing	High levels of compliance with social distancing measures and low risk of infection when travelling on public transport
<b>Rebuilding the Bus Network</b>	<b>Rebuilding:</b> Working with the bus operators to agree on a set of principles for operating hours and routes as industries return to work	To ensure the bus network serves the areas that it needs to, ensuring close working with businesses and training centres	The available bus network is optimised to the locations that require it first
<b>Developing a sustainable funding model and restoring financial equilibrium</b>	<b>Restoring financial equilibrium:</b> Through the Urban Transport Group, work to deliver a locally-led funding proposition for delivery of the Coronavirus Bus Services Support Grant	Greater local control over the funding will ensure services and resources are focussed towards locations where there is the greatest need	Funding to operators is directed through the West Yorkshire Combined Authority with greater local accountability
<b>Value for Money of Public Sector Contribution</b>	Undertake a full review of the Tendered Services Bus Network	To ensure public sector contributions are focused to areas in most need, according to the criteria	Value for money for the public sector contribution

<b>Enhancing our Bus Infrastructure</b>	Identified programme of funded investment interventions to improve efficiency	To ensure social distancing can be provided for where necessary	Flexible spaces enabling greater space for pedestrian movement
<b>Recovery / re-imagining (medium-term, 1-2 years)</b>			
<b>Reinstating the Bus Network</b>	<b>Evolving:</b> Partnership working with bus operators, and District partners to agree on a set of principles to grow bus patronage and integration of public transport in long term planning.	To ensure the bus network serves the locations it needs to and enables new housing and employment sites to also access the bus network, making it a natural choice for new demand	Increased patronage and greater opportunity for modal shift towards sustainable modes
	<b>Evolving:</b> Delivery of timely incentives to encourage the use of public transport	To encourage the use of public transport and increase patronage as social distancing requirements reduce	Increased patronage and greater opportunity for modal shift towards sustainable modes
<b>Developing a sustainable funding model and restoring financial equilibrium</b>	<b>The contractual Model:</b> Work with the operators to ensure fares and ticketing options are affordable	Affordability of travel will be a critical consideration as people make modal choices on how they return to work, especially if employment situation has been changed due to the pandemic or they wish to work more flexibly and therefore are not required to travel everyday	Provide a greater number of more flexible ticketing options that provide value for money for those only requiring part-time travel
	<b>The contractual Model:</b> Consider the options for delivering the bus network and the funding implications	Ensuring the greatest value for money is offered to both the customer and the public sector contribution	Financial sustainability of the bus network that has the customer at the centre of the offer
<b>Value for Money of Public Sector Contribution</b>	Consider the options for delivering the bus network and the funding implications	Ensuring greatest value for money is offered to both the customer and the public sector contribution	Financial sustainability of the bus network that has the customer at the centre of the offer
<b>Enhancing our Bus Infrastructure</b>	Delivery of the TCF schemes	Capital funding opportunity to ensure all new standards and requirements are considered carefully in design	An environment that a customer feels safe, secure and comfortable to use as part of their travel choice

<b>Resilience (long-term, 2-5 years)</b>			
<b>Reinstating the Bus Network</b>	<b>Optimising:</b> Working with the bus operators to ensure future employment and housing growth sites are opportunities to increase demand are integrated into forward planning	To ensure the bus network serves the locations it needs to, and patronage growth is provided by integrating with new housing and employment sites	Increased patronage and shift towards sustainable modes
<b>Developing a sustainable funding model and restoring financial equilibrium</b>	Develop the preferred option for delivering the bus network	Ensure value for money for the customer and public sector	Financial sustainability of the bus network that has the customer at the centre of the offer
<b>Value for Money of Public Sector Contribution</b>	Develop the preferred option for delivering the bus network	Ensure value for money for the customer and public sector	Financial sustainability of the bus network that has the customer at the centre of the offer
<b>Enhancing our Bus Infrastructure</b>	Deliver the plan for a zero-carbon bus network	The bus is central to making a positive contribution towards reducing carbon and improving air quality	Reduced carbon from transport and improved air quality

## APPENDIX A2: RAIL ACTION PLAN - Supporting the Rail Passenger - Products and Programmes

This table identifies the products and programmes to support our rail passengers. Actions are identified for three periods:

- Rescue (short-term): up to 12 months
- Recovery / re-imagining (medium-term): 1-2 years
- Resilience (long-term): 2-5 years

Priority	Product / Programme	Rationale	Outcomes / Impact
<b>Rescue</b>			
<b>(short-term, up to 12months)</b>			
<b>Passenger safety and confidence</b>	<p>Strong and consistent communication on rail in common with other modes</p> <p>Combined Authority activity supporting and reinforcing industry messaging</p>	To provide clear messages to ensure customers are safe and confident in using the rail network	<p>High levels of compliance with social distancing measures and the use of face coverings to reduce risk of infection when travelling on public transport</p> <p>More effective recovery in demand for public transport to support economic recovery and reduce social inequality impacts</p> <p>Contribution to Combined Authority Policy objectives for transport</p>
<b>Support for building back reliably</b>	Actively working with and through TfN and industry partners to support opportunities to 'build back better' learning the lessons from improved reliability during the lockdown	There is no appetite for timetables to be re-established with a return to chronic unreliability. Requires swift measure to restructure timetables, and some trade-offs with potentially fewer, but longer trains in some areas pending longer-term infrastructure solutions	<p>A more reliable rail services that passengers can rely on</p> <p>Maximisation of rail's contribution to the Combined Authority's transport policies</p> <p>A clearer and stronger case for investment in additional rail network capacity</p>

Priority	Product / Programme	Rationale	Outcomes / Impact
<b>Accountability and local influence on key rail decisions</b>	Actively working with and through TfN to support the implementation of the Blake Jones changes to Rail North governance. This is needed to secure accountability and influence whilst the funding and legal constitution of the railway changes in response to the crisis	To ensure ongoing accountability and influence to counter the risk of decision-making becoming more remote and centralised in DfT. Important in the continued absence of the coherent proposals that were being developed through the Williams Review	Secure the benefits of institutional change in the railway.  Ensure that emergency railway decision making continues to respond to and support local economic recovery opportunities
<b>Recovery / re-imagining (medium-term, 1-2 years)</b>			
<b>Accelerated structural reform of the rail industry in line with Williams Review</b>	Publication of the Williams Review  Use the opportunity for the railway to emerge from emergency measures in a new form in line with the Review	The structure of the railway fragmented, and the franchise system widely acknowledged as a 'broken model' - reform is a pressing issue  Engagement had provided confidence that the Williams Review would provide a coherent and detailed plan following a thorough analysis of the issues  Recovery from COVID-19 impacts needs a more effective structure than existed previously	A more effective, cost-efficient and accountable railway that contributes to national and local policy objectives  A railway which is easier to 'do business with'
<b>Meaningful local rail devolution</b>	Devolution of an element of rail funding so local transport authorities can effectively co-client the railway as the basis of a strong local partnership  Ensure local accountability of the railway	The local rail network is a major part of the West Yorkshire transport offer, and it is crucial that it is responsive to local priorities for building a sustainable recovery  The need and expectation for passenger interests to be at the heart of decision-making, and the important role of local leaders in securing this	Opportunity to ensure railway is directly responsive to local policy priorities  Ensures rail a part of an integrated local transport offer to fulfil economic, social, and environmental objectives  Effective delivery of this Recovery Plan

Priority	Product / Programme	Rationale	Outcomes / Impact
<b>Accelerated fares reform</b>	Reform of rail fares to simplify the structure, make better use of technology and improve product offer in face of changing commuting travel trends	<p>Capitalises on current emergency measures arrangements</p> <p>Existing fares structure confusing and no longer fit-for-purpose</p> <p>Traditional season ticket products unlikely to be appropriate given increases in home working</p> <p>Opportunities for better use of technology and integration with local multi-modal ticketing</p>	<p>A more financially viable railway</p> <p>Rail remains an attractive and affordable transport option, contributing to transport priorities</p> <p>Ensures rail is a part of an integrated local transport offer to fulfil economic, social, and environmental objectives</p>
<b>Delivery of new station at White Rose</b>	A new railway station	Supports major employment and commercial development as part of the economic recovery plan	<p>Promote growth and regeneration.</p> <p>Earlier realisation of benefit of increased access to jobs, education, retail, leisure</p>
<b>Resilience (long-term, 2-5 years)</b>			
<b>Delivery of new station at Thorpe Park</b>	A new railway station	Supports major employment, commercial and residential development east of Leeds as part of the economic recovery plan	<p>Promote growth and regeneration</p> <p>Earlier realisation of benefit of increased access to jobs, education, retail, leisure</p>
<b>Delivery of new station at Leeds Bradford Airport</b>	A new railway station	<p>Support employment, Park &amp; Ride, and sustainable airport access</p> <p>Opportunity to accelerate capital spend to support economic recovery</p>	<p>Promote growth and regeneration.</p> <p>Earlier realisation of benefit of increased access to jobs, leisure and support international connectivity</p>
<b>Rail Park and Ride Phase 1 &amp; 2</b>	Car park extension programme at sites across West Yorkshire.	Shortage of station parking suppressing modal shift	Earlier realisation of benefits accruing from modal shift

Priority	Product / Programme	Rationale	Outcomes / Impact
<b>Accessible stations</b>	39 out of 69 stations in West Yorkshire are not compliant with accessibility standards. Opportunity to develop new proposals and accelerate schemes in development	Opportunity to accelerate capital spend to support economic recovery	Earlier realisation of benefit of socially inclusive access to opportunity  Supports overall policy priorities
<b>Rail capacity projects as recommended by the Leeds Area Continuous Modular Strategic Planning analysis and Leeds station masterplan</b>	Commitment to fund and deliver capacity improvements in and around Leeds Station and around West Yorkshire. Includes a package of further platform extensions around West Yorkshire, extension of Platform 3 at Bradford Forster Square and reinstatement of Platform 2 at Castleford	Need to accommodate growth in the local network in the 2020s  Need to ensure reliable and resilient operation of the local rail network  Capitalises on opportunities for short-term reduction in demand and potential to accelerate capital spend to support economic recovery	Sufficient capacity in the local rail network to reduce risk that rail capacity is an economic constraint  Ensures reliability of rail network to support the fulfilment of wider policy objectives
<b>East Coast Main Line</b>	Investment to improve capacity, develop new services and improve reliability as part of a plan for the 2020s	Train services utilising the ECML suffer from poor reliability with 8.1% of London North Eastern Railway services cancelled or significantly late against an industry average of 4.9%	Poor reliability has a detrimental cost of £62m per annum on local economies
<b>Commitment to Transpennine Route Upgrade (TRU)</b>	Capacity and capability investment including full electrification, journey time improvements, and improvements to local stations including local accessibility	Capitalises on opportunities of a short-term reduction in demand and potential to accelerate capital spend to support economic recovery  Need to accommodate growth in the network in the 2020s	Improved capacity, journey time, reliability, and resilience. It has been estimated that TRU will help to increase or accelerate development regionally with 5,500 houses, 18,300 jobs and £1.1 billion GVA per annum

Priority	Product / Programme	Rationale	Outcomes / Impact
<b>Commitment to HS2 Phase 2b and Northern Powerhouse Rail</b>	<p>Commit to full delivery of HS2 between the Midlands and Leeds</p> <p>Commitment to NPR network in full including linking Leeds, Bradford, and Manchester via a new line. Early delivery of Leeds – Bradford element of the scheme to bring forward benefits</p>	<p>Commitment is crucial to driving economic recovery and confidence, particularly in main urban centres</p> <p>Projects will augment strategic network capacity to ensure long-term ability to accommodate growth</p> <p>Increase capacity, connectivity and journey times to Sheffield, East Midlands, Birmingham, and London</p>	<p>Commitment supports confidence in our economies and every year of delay costs the Leeds City Region economy £1.7 billion</p> <p>Economic confidence in key centres across West Yorkshire</p>
<b>A package of freight improvements</b>	<p>Invest in the capacity pinch points as identified by TfN's Northern Freight and Logistics report</p>	<p>Reduce journey times to make transport by rail more competitive and attractive compared to other modes and greater flexibility with train paths so that goods can be moved when suppliers or customers require them</p>	<p>Reduced carbon emissions</p>

**APPENDIX A3: TICKETING AND INFORMATION ACTION PLAN - New ticketing and information offer for passengers  
- Products and Programmes**

This table identifies the products and programmes to support a new ticketing and information offer for passengers. Actions are identified for three periods:

- Rescue (short-term): up to 12 months
- Recovery / re-imagining (medium-term): 1-2 years
- Resilience (long-term): 2-5 years

<b>Priority</b>	<b>Product / Programme</b>	<b>Rationale</b>	<b>Outcomes / Impact</b>
<b>Rescue</b>	<b>(short-term, up to 12months)</b>		
MCard recovery	Delivery of refunds and extensions for existing MCard customers	The future of the West Yorkshire Ticketing Company (owner of the MCard product range) is dependent on retaining existing customers	Encouraging more renewals rather than refunds will ensure sufficient cashflow to continue to provide this unique, multi-operator, multi-modal ticketing offer to businesses and individuals across West Yorkshire. Failure to sure up the core customer base would jeopardise the future of the Ticketing Company and restrict the ability of the Ticketing Company to invest in new ticketing developments
Introduction of new ticketing solutions	Introduction of the MCard 'Yeti' app	This app will be delivered in Autumn 2020. The app gives customers the opportunity to purchase MCard products through a mobile phone app (Android or iPhone) rather than having to use a smart card, expanding the ease with which people can pay for their travel	More people will be able to more easily purchase or renew their MCard products
A fare deal for young people	Relaxation of ID requirements for U19s and the introduction of	Young people have been required to obtain and show ID to secure discounted fares. There is also	The proposed measures will reduce perceived or actual barriers to travel for young people and will deliver a

	consistent, flat fares across West Yorkshire	inconsistency in the prices paid by young people for their bus travel across West Yorkshire, despite the existence of a concessionary travel scheme for young people	more attractive, consistent, travel offer for young people in West Yorkshire
Customer confidence in availability of the bus	Delivering real-time bus occupancy information across multiple travel information channels (e.g. online journey planners & on-street real-time information displays)	Using information gathered through on-board ticket machines, bus operators have already started presenting occupancy information on their mobile phone apps. The same passenger loading information will be used to enhance journey planning tools before and whilst customers are making their journeys	Customers will have increased confidence in the bus network and will be better able to plan to ensure that they know when best to make their journey.
Easier access to concessions	<p>1) Make it easier for residents qualifying for concessionary passes to apply online</p> <p>2) Seek to extend or eliminate the expiry date of passes issued through the English National Concessionary Travel Scheme (ENCTS) for people qualifying because of age</p>	<p>1) In West Yorkshire a significant proportion of concessionary pass applications are still made face to face. Part of the reason for this is the challenge of uploading photos on to passes. Following the lead of the UK Passport Agency and others, we will work to enhance our online proposition to make it easier for people to make an application online</p> <p>2) We will work to either extend or withdraw completely the expiry date for ENCTS passes for people qualifying on age grounds (old age). Unlike other categories of qualification for concessionary travel (e.g. Under 19s, etc), once an eligible applicant has reached qualification age, they stay eligible</p>	Application for a new or renewal concessionary pass will be less of a barrier to accessing public transport
<b>Recovery / re-imagining (medium-term, 1-2 years)</b>			
Further development of technology to support job seekers, young people and other key groups	Further develop the Yeti-app to enable third parties to 'gift' travel credits to other people	This will enable agencies (e.g. Job Centre+) or private individuals (e.g. parents) to pay for ticketing for other	More people will be able to travel more easily using their smartphones for all ticketing transactions.

		people, reducing the barriers to travel (e.g. cash, manual processes, etc)	Agencies, such as Job Centre+, will be better able to target credits for travel without the need for investment in proprietary equipment.
Enhance availability of live travel information	Work with commercial suppliers and regional partners to enhance information provision	The quality of information supplied through journey planners will be improved, providing the travelling public with information which reflects actual transport conditions.	The travelling public will be better informed about planned or unplanned problems on the highway network or cancellation of bus services enabling them to better plan their journeys and therefore to make more efficient journeys
New ticketing products and platforms	Introduce new ticketing products with transport operators and the West Yorkshire Ticketing Company	Reflecting changes to travel behaviour, the introduction of a new range of ticketing products and platforms will be essential if people are to be persuaded to return to public transport use.	An increased proportion of the public will travel fewer days per week than they did previously, with greater numbers working from home for at least a proportion of the time. New tickets and platforms will help to forge renewed commitment to public transport use without the need to purchase full time season tickets
<b>Resilience (long-term, 2-5 years)</b>			
New ticketing products and platforms	This work will continue as the media used to pay for mobility evolves. This is likely to include the retirement of cash transactions on bus services within this period.	Technology is moving quickly. There is a likelihood that cash transactions, paper ticketing and physical smartcards will be retired during the next five years. The development and introduction of new products, which may further sell 'mobility' rather than travel by specific mode, will be considered.	Faster or eliminated on-bus transactions will result in quicker boarding times, resulting in fewer delays to a customer's journey and more efficient bus services.  The delivery of a range of ticketing products and platforms contemporary with wider technological and cultural developments will ensure that public transport remains an attractive proposition and is competitive with less efficient and more polluting modes of transport.

## APPENDIX A4: WALKING AND CYCLING ACTION PLAN – Enabling and encouraging more people to walk and cycle - Products and Programmes

This table identifies the products and programmes to enable and encourage more people to walk and cycle. Actions are identified for three periods:

- Rescue (short-term): up to 12months
- Recovery / re-imagining (medium-term): 1-2 years
- Resilience (long-term): 2-5 years

Priority	Product / Programme	Rationale	Outcomes / Impact
<b>Rescue</b>	<b>(short-term, up to 12months)</b>		
<p><b>To provide people with the space and facilities they need</b> to be able to travel on foot and by bike safely and confidently</p> <p><b>Deliver supporting measures and engagement activities</b>, built into and accompanying the delivery of infrastructure and new provision for walking and cycling</p> <p><i>Securing funding and delivering urgently needed interventions to enable people to start or continue walking and cycling</i></p>	<p>Secure both tranches of government Emergency Active Travel funding and deliver interventions up to March 2021 - both infrastructure changes and supporting measures</p> <p>Deliver targeted engagement activity through the Combined Authority's CityConnect programme</p> <p>Continuing to deliver other investment programmes that will support more walking and cycling, including the CityConnect programme, the LTP Integrated Transport block, Leeds Public Transport Investment Programme, West Yorkshire-plus Transport Fund</p> <p>Supporting existing major programme delivery to ensure that our schemes meet national design guidance and West Yorkshire Design Principles for walking and cycling – as part of programme</p>	<p>Temporary or trial changes are needed to road space allocation – some of which could be made permanent - in the short term to support people and recovering businesses, in our neighbourhoods, high streets and town and city centres – as well as providing people with the support they need to make journeys by bike.</p> <p>Continued delivery of other planned investment will deliver permanent changes to create cycling and walking provision on major corridors and at a local level through road safety programmes.</p> <p>Ensuring that Combined Authority investment delivers cycling and walking provision that provides the level of service required to ensure that provision is as inclusive as possible and as many people as possible are enabled to make journeys on bike or on foot; as well as delivering</p>	<p>More people supported to walk and cycle safely whilst maintaining social distancing – during the current crisis period</p> <p>Increases in people walking or cycling following participation in an engagement initiative</p> <p>More people supported to walk and cycle safely in longer term as part of recovery from crisis</p> <p>Investment in provision that enables as many people as possible to make journeys on foot or bike</p>

	delivery and through wider business change through training programmes	a commitment in the West Yorkshire Devolution Deal	
<p><b>Involve the public to understand the issues they experience</b> when travelling by bike or on foot and within their neighbourhoods, to help develop investment plans for the future</p> <p><i>Engaging with the community to identify immediate issues and potential measures to be taken</i></p>	<p>YourVoice online engagement through an interactive map of Calderdale, Kirklees, and Leeds – plus Leeds and Bradford’s own equivalents</p> <p>Streets for People Demonstration projects – piloting on the ground, engagement in pilot areas</p> <p>Further engagement with communities as part of LCWIP phase 2 - developing the plan for West Yorkshire using evidence from community engagement and other data sets – identifying a future network for cycling across the region, and comprehensive corridor and neighbourhood level interventions for walking and cycling, with business casework commenced on prioritised schemes</p> <p>Connectivity Plan development (outputs from LCWIP to feed into for wider prioritisation)</p>	<p>Engaging with the community to understand the challenges they face during the crisis and how these can be addressed – through phases of on and off-line engagement, working within constraints of social distancing.</p> <p>Testing new approaches to community engagement and co-design will provide learning that can be applied to wider investment programmes, as well as new ways of working at neighbourhood level to improve the impact of the transport network on peoples’ health</p> <p>Identifying potential measures to be taken in future to create the walking and cycling provision required in the region, as well as neighbourhood level improvements such as Low Traffic Neighbourhoods – will help authorities develop and implement better schemes that have community support</p> <p>Using LCWIPs to help prioritise investment is part of the commitment made in our West Yorkshire Devolution Deal</p>	<p>Engaged communities</p> <p>Greater understanding of the issues and preferred measures identified by the community</p> <p>New approaches to community engagement piloted for wider application</p> <p>Greater understanding of the issues and preferred measures identified by the community</p> <p>Better informed future investment planning</p>
<b>Recovery / re-imagining</b>	<b>(medium-term, 1-2 years)</b>		
<b>To provide people with the space and facilities they need</b> to be able to travel on foot and by bike safely and confidently	Delivering our major programmes for walking and cycling investment – Transforming Cities Fund, CityConnect	Delivery of other planned major investment in cycling and walking will deliver permanent changes to create cycling and walking provision on major corridors and at a local level through road safety programmes	More people supported to walk and cycle safely in longer-term as part of recovery from crisis

<b>Deliver supporting measures and engagement activities</b> , built into and accompanying the delivery of infrastructure and new provision for walking and cycling	Development of a longer-term investment programme to secure and deliver through £1.75bn national fund and devolved funding pots – based on infrastructure priorities identified through LCWIPs and Connectivity Plan and supported by sustained supporting activities to enable behaviour change	Identifying and developing future priority improvements to create the walking and cycling provision required in the region, as well as neighbourhood level improvements such as Low Traffic Neighbourhoods, will ensure that the region's future investment pipeline will support as many people as possible to start making journeys by bike and continue making journeys on foot	
<b>Build our capacity and capability to measure current behaviour and trends</b> in walking and cycling	Implement region-wide data collection network to capture walking and cycling movements	Spatially specific data collection on cycling – and in particular walking – is limited, meaning we have limited understanding of the numbers of people walking and cycling in the region and the journeys they make	Better information on cycling and walking journeys will help build up our understanding of walking and cycling movements in our towns and cities, helping to identify where there is greatest potential, demand, and where improvements should be targeted
<b>Work with government to ensure that new powers and resources needed for local enforcement and management of our road networks are devolved</b>	To enable effective local management of the road network and enforcement against driver behaviour that disproportionately affects pedestrians and cyclists, such as moving traffic offences, and obstructive parking on the pavement	Most enforcement on our roads is currently the responsibility of the police, and resources can be constrained. The ability for local authorities to manage and enforce moving traffic offences will enable us to tackle driver behaviour that affects pedestrians and cyclists and ensure that walking and cycling is safe convenient and attraction for all	Better driver behaviour and more people enabled to walk and cycle
<b>Resilience (long-term, 2-5 years)</b>			
<b>To provide people with the space and facilities they need</b> to be able to travel on foot and by bike safely and confidently	Delivery of schemes within our long term investment pipeline that support more people to walk and cycle, through future funding from government such as the £1.75bn pot announced in the March 2020 budget, and other devolved funding (capital and revenue)	Delivery of other planned major investment in cycling and walking will deliver permanent changes to create cycling and walking provision on major corridors and at local level through road safety programmes	More people supported to walk and cycle safely in longer term as part of recovery from the crisis

**Deliver supporting measures and engagement activities,** built into and accompanying the delivery of infrastructure and new provision for walking and cycling

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## APPENDIX A5: ROAD IMPACTS ACTION PLAN – Reducing the impact of road travel - Products and Programmes

This table identifies the products and programmes to reduce the impacts of road travel. Actions are identified for three periods:

- Rescue (short-term): up to 12months
- Recovery / re-imagining (medium-term): 1-2 years
- Resilience (long-term): 2-5 years

Priority	Product / Programme	Rationale	Outcomes / Impact
<b>Rescue</b>	<b>(short-term, up to 12months)</b>		
<b>Reduce emissions</b>	<p>Communication and engagement programme on sustainable travel choices</p> <p>Support a comprehensive air quality study on the impact of COVID-19 and recovery with an increase in monitoring sites in West Yorkshire</p> <p>Development of Mobility Hubs proposals in key locations in the region to provide a range of sustainable travel options which offer alternatives to the private car</p> <p>Trials of rental e-scooters in locations within West Yorkshire to provide new mobility options and gain understanding of the potential benefits and impacts of rental e-scooter use</p>	<p>To highlight emission challenges to stakeholders and the wider public to raise awareness of increased car use and support more sustainable and zero-carbon travel choices.</p> <p>To monitor impact of recovery on air quality and identify areas of specific concern that require mitigation</p> <p>Providing a range of options for local people that suit the everyday journeys they need to make</p> <p>Rental e-scooter schemes could offer further mobility options and an alternative to private cars in trial areas; given uncertainty over the range of potential impacts and benefits, trials can help authorities in West Yorkshire prepare for any potential future changes in legislation</p>	<p>Increased public transport and active travel trips and reduction in modal shift to private car use</p> <p>Increase understanding of the impacts on air quality and associated health implications and enable identification on interventions required to mitigation negative outcomes</p> <p>People enabled to make journeys without needing to use a car</p> <p>New mobility offers in trial areas providing an alternative to the private car</p> <p>Greater understanding of the potential benefits and risks of rental e-scooter use on roads.</p>

<p><b>Improve Road Safety</b></p>	<p>Support road safety communications campaign being developed by the NHS/Public Health, Police and road safety teams for roll out across West Yorkshire</p> <p>Acceleration of Vision Zero programme in collaboration with district partners and West Yorkshire Police</p> <p>Support West Yorkshire Police on multi-agency Roads Policing Activity</p>	<p>To increase awareness of road safety risks and reduce the potential for road traffic collisions and incidents in collaboration with partners</p> <p>To accelerate casualty prevention programme to both combat the road safety challenges experienced under COVID-19 and take advantage of the mass behaviour change</p> <p>To provide a visual presence and deterrent on the network for a proactive approach to casualty reduction.</p>	<p>Reduce the number of road accidents in West Yorkshire and the number of casualties (regardless of severity) and those Killed or Seriously Injured</p> <p>Reduce the number of road accidents in West Yorkshire and the number of casualties (regardless of severity) and those Killed or Seriously Injured</p> <p>Reduce the number of road accidents in West Yorkshire and the number of casualties (regardless of severity) and those Killed or Seriously Injured.</p>
<p><b>Support the sustainable movement of goods</b></p>	<p>Communication and engagement programme to promote sustainable first last mile practices with commercial stakeholders and the wider community</p> <p>Work with partners to deliver unsuccessful e-Cargo bid for businesses in West Yorkshire</p>	<p>Promote sustainable delivery practices for local deliveries, with an emphasis on SMEs who may not be aware of alternatives and their economic and financial benefits</p> <p>To provide sustainable alternatives for local deliveries and business travel, and support SMEs growth and development</p>	<p>Reduce the number of high emission delivery vehicles on the road network and support SME business development</p> <p>Reduce the number of high emission delivery vehicles on the road network and support SME business development</p>
<p><b>Ensure the resilience of our road network</b></p>	<p>Support delivery of the Highways Maintenance block and Pothole funding</p> <p>Work with partners to understand key delivery challenges within funding programmes and required actions to accelerate delivery in priority areas</p>	<p>Ensure existing available resources are allocated and delivered effectively with awareness of the resource constraints</p> <p>Ensure maintenance and infrastructure improvement schemes are delivered to support resilience and reliability of the road network</p>	<p>Areas of greatest need are prioritised and efficient use of resources is realised.</p> <p>Improved network resilience and safety.</p>

<b>Recovery / re-imagining (medium term, 1-2 years)</b>			
<b>Reduce emissions</b>	Develop a strategic EV strategy for West Yorkshire	Identify strategic priorities for public sector intervention to support the development of the WY EV network and acceleration of uptake	Increased rate of transition to low emission vehicles and reduce emissions
	Develop EV charging point programme in strategic priority locations with partners	To deliver strategic priorities for public sector intervention to support the development of the WY EV network and acceleration of uptake	Increased rate of transition to low emission vehicles and reduce emissions
	Long-term behaviour change programme to support modal shift	To support more sustainable and zero-carbon travel choices alongside capital programmes aimed at modal shift	Increased public transport and active travel trips and reduction in private car use
	Delivery of Mobility Hubs in key locations in the region to provide a range of sustainable travel options which offer alternatives to the private car	Providing a range of options for local people that suit the everyday journeys they need to make	People enabled to make journeys without needing to use a car
	Dialogue with government following trials of rental e-scooters to understand emerging position on potential future legislation	Trials held of rental e-scooter in West Yorkshire will have helped offer further mobility options and an alternative to private cars in trial areas; given uncertainty over the range of potential impacts and benefits, trials can help authorities in West Yorkshire prepare for any potential future changes in legislation	Influence on government's thinking on potential future legislation around e-scooters based on experience from the trial
<b>Improve Road Safety</b>	Provide increases in Road Safety Education, Training and Publicity to support capital investment made in casualty reduction.	To provide proactive casualty reduction support whilst delivering capital based road safety measures.	Increase number of Road Safety educated children and young drivers to influence behaviour and making the right choice.

<b>Support the sustainable movement of goods</b>	Work with partner councils to explore opportunities to develop localised micro-consolidation and micro-delivery (e.g. eCargo bikes) facilities	Support efficient movement of goods and reduction of delivery vehicles on the roads network	Improvements in congestion, air quality and carbon emissions through reductions in vehicle miles travelled and fuel consumption
	Develop programme to install collection points for personal deliveries at key transport hubs in region	Support efficient movement of goods and reduction of delivery vehicles on the roads network	Improvements in congestion, air quality and carbon emissions through reductions in vehicle miles travelled and fuel consumption
<b>Ensure the resilience of our road network</b>	Enhanced maintenance and infrastructure improvements programme to tackle backlog of repair and maintenance works	Expedite essential maintenance and infrastructure improvement schemes through an enhanced capital and revenue programme to ensure resilience of network	Improved network resilience, safety, and reliability
<b>Resilience (long term, 2-5 years)</b>			
<b>Reduce emissions</b>	Electric bus programme to include vehicles on priority routes and related infrastructure at bus stations	To support the transition to a zero-emission bus fleet in West Yorkshire and raise the profile of bus travel to increase patronage	Reduction in emissions and increase in bus patronage
	Emission reductions capital and revenue programme	To support zero-carbon pathways transport work and reduce the long-term impact of COVID-19 and recovery on the transport network	Reduction in emissions, increased long term resilience of our transport network, and support for economic recovery
<b>Improve Road Safety</b>	Enhanced Road Safety programme and enforcement activities in West Yorkshire in responses to future legislative on Movement Offences (if brought forward)	Increase their Road Safety Coverage and enforcement at a local level.	Reduce the number of road accidents in West Yorkshire and the number of casualties (regardless of severity) and those Killed or Seriously Injured.
<b>Support the sustainable movement of goods</b>	Explore opportunities for a trial larger micro-consolidation centre in the region based on analysis and market engagement in collaboration with partner councils	Support efficient movement of goods, reduce the number of delivery vehicles on the roads network, and support efficiencies of deliveries for businesses in the region	Reduce the number of high emission delivery vehicles on the road network and support economic recovery and development

	Work with partners and industry to support modal shift of freight way from roads to rail and waterway models	Support efficient movement of goods, reduce the number of HGVs on the roads network, and support logistic efficiencies for businesses in the region	Reduce the number HGVs, improve emissions, and support economic recovery and development
<b>Ensure the resilience of our road network</b>	Long-term enhanced maintenance and infrastructure improvements programme	To support long-term asset and infrastructure management	Improved network resilience, safety, and reliability

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# Agenda Item 6



Ministry of Housing,  
Communities &  
Local Government

Simon Clarke MP  
Minister for Regional Growth and Local Government

Appendix 3

**Ministry of Housing, Communities and Local  
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04 June 2020

Cllr Susan Hinchcliffe  
Chair, West Yorkshire Combined Authority  
Wellington House  
40-50 Wellington Street  
Leeds  
LS1 2DE

Dear Susan,

Thank you for all your engagement to date with Government on the COVID-19 response and preparing for economic recovery. In these difficult times, it is more important than ever that we work closely together to do the best for people, businesses and communities across the country. I know the Prime Minister was pleased to meet with you and the M9 Mayors recently, and we and other Ministers have been grateful for your constructive engagement in a range of fora.

As you discussed with the Prime Minister, an urgent priority now is to work together to restart the economy as we begin gradually to refine the economic and social restrictions. Thank you for sharing your initial ideas and considerations on this matter. Your local leadership, as the Chair of the West Yorkshire Combined Authority, is essential here.

We are therefore clear that we expect the Combined Authority to lead economic recovery planning in your region. We encourage you to continue to develop evidence-led thinking and look forward to seeing how you plan to support recovery over the coming months, working with West Yorkshire Councils, Local Enterprise Partnerships and other local partners.

We also want to learn from your experience to help ensure that our future national approach works for all places. The Economic Recovery Working Group will be one key forum for you to inform our national approach and we encourage you to use it both to reflect M9 priorities and to share information across the M9. This will supplement our continued engagement with you all over the coming months, as we would welcome further discussions on this crucial topic both as a group and bilaterally. At official level, the Cities and Local Growth Unit will also continue to engage your teams on a regular basis.

As the Prime Minister set out in his first speech on taking office, great changes are possible in our towns, cities and regions when local people have more of a say over their own destinies. The huge challenges we now face make this agenda more important than ever. We must level up opportunity across the country and give local people more of a say over the decisions that affect their daily lives. We are determined not just to recover, but to renew our economy and society.

Effecting this kind of change makes a constructive partnership with the M9 and other local leaders across the country all the more crucial. We look forward to working with you through the upcoming White Paper on devolution to deepen this partnership as we look towards recovery and renewal.

  
SIMON CLARKE MP  
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**Report to:** West Yorkshire Combined Authority

**Date:** 27 July 2020

**Subject:** **Devolution Progress**

**Director:** Ben Still, Managing Director

**Author:** Alice Rowland

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

## 1. Purpose of this report

- 1.1 To update the Combined Authority on work underway to become a Mayoral Combined Authority (MCA) and to implement the 'minded to' devolution deal agreed between West Yorkshire Leaders and government on 11 March 2020.
- 1.2 To provide the Combined Authority with an update on the proposal to pursue a potential transfer of the Police and Crime Commissioner functions to the Mayoral Combined Authority in May 2021 and to seek endorsement of this ambition, subject to feasibility.
- 1.3 To seek Combined Authority approval to a proposal to join the M9 group of other Mayoral Combined Authorities.

## 2. Information

### Context

- 2.1 On 11 March 2020 West Yorkshire Leaders and Government signed a 'minded to' devolution deal for West Yorkshire. The deal sets out a raft of new powers, funding and responsibilities to be transferred from central

Government to West Yorkshire, along with the adoption of a directly elected Mayor from May 2021. Key elements of the deal include:

- £38 million per year 'gainshare' for 30 years into the West Yorkshire Single Investment Fund with significant freedoms to spend on local priorities.
- Control of the £63 million annual Adult Education Budget for West Yorkshire
- £3.2 million to support the development of a pipeline of housing sites across West Yorkshire
- Government commitment to work with West Yorkshire to develop a modern mass transit system through access to a new five-year integrated transport settlement – a share of a £4.2 billion fund for mayoral combined authorities
- £317 million to invest in public transport, cycling and walking through the Transforming Cities Fund with local flexibility on delivery
- a £25 million fund to support the development of a British Library North in Leeds
- a Government commitment to deliver flooding schemes worth £101 million
- £500,000 to support master planning for Bradford City Centre in order to maximise the benefits of Northern Powerhouse Rail
- £200,000 Government funding for collaboration at a Yorkshire level through the Yorkshire Leaders Board

2.2 In order to progress with preparations for becoming a Mayoral Combined Authority (MCA) and implementing the devolution deal, a programme of work is underway within the Combined Authority. The Mayoral Combined Authority Ready Programme ('MCA Ready Programme') is comprised of 20 workstreams, as set out in Appendix 1. The workstreams are themed around three priority areas:

- Workstreams for preparing the *partnership* of the Combined Authority and West Yorkshire authorities
- Workstreams to prepare the Combined Authority as an *organisation* for becoming a Mayoral Combined Authority and to implement the legal steps
- Workstreams to take forward the *contents* of the 11 March Devolution Deal – the policy workstreams

2.3 The MCA Ready programme runs until May 2021, although the programme to implement the 'deal' workstreams will run well beyond this. The MCA Ready Programme Board has been formed within the Combined Authority to oversee the delivery of the MCA Programme, including external/district representation through the Directors of Development. The governance for the programme is set out in Appendix 2.

2.4 Significant progress has been made to date, some high-level highlights include:

- £463,803 Adult Education Budget implementation funding secured from Department for Education to prepare for AEB devolution in 2021
- £67m allocated through the Government's Brownfield Fund to invest in priority sites – only possible because of the terms of the deal
- £200k Government funding received for collaboration at a Yorkshire-level through the Yorkshire Leaders Board

- Devolution consultation underway with a strong response received so far (3,529 respondents as of 15 July 2020)
- Scope of the Single Investment Fund principles drafted (presented in detail in Item 8 – Single Investment Fund)
- Feasibility work to enable transfer of the Office of the Police and Crime Commissioner functions by 2021 (see para 2.16)

2.5 The remainder of this paper provides a more detailed update of progress made to date within the three themes of the MCA Ready Programme.

### **Partnerships Workstreams**

2.6 This theme is focused on two key areas:

- Strengthening partnerships between the Combined Authority and our local authority partners, being led by a group of Directors from each West Yorkshire Council.
- Building on relationships with other MCAs to ensure we can work collaboratively in future

2.7 Both of these pieces of work will feed into and underpin the other workstreams within the programme.

2.8 To set a foundation for the first part, an independent piece of work will be commissioned to examine the relationship between West Yorkshire local authorities and the Combined Authority, seeking recommendations to ensure devolution is a success in the long term. This reflects the fact that the deal marks a step change in the scale of ambition for regional collaboration, and in the freedoms and resources available to achieve this.

2.9 On MCA-level collaboration, meetings have taken place between the Managing Director, West Yorkshire Council Chief Executives, and Chief Executives from other MCAs to discuss lessons learnt and feed these into the MCA Ready Programme.

2.10 In addition, to further strengthen MCA-level collaboration, West Yorkshire Combined Authority has been invited to join the 'M9' network which supports joint engagement between the nine existing MCAs and government. There is a cost to this of £20k per annum, which would be applied pro-rata to 20/21. Membership would enable the Combined Authority to have a strengthened voice in national level conversations. Key benefits include:

- Greater engagement with government, through coordinated engagement with one MCA voice
- Support with policy development, drawing together a single MCA-level response to developing agendas
- Ability to learn from others through information sharing and collaboration across the network.

- 2.11 Noting that collaboration with other MCAs will be an important element with the future way of working, the Combined Authority is asked to approve the proposal for the Combined Authority to join the M9 group.

### **Organisation-ready Workstreams**

- 2.12 There is a significant amount of work to be done to ensure the Combined Authority's governance, assurance process and internal systems and processes are ready for becoming an MCA. These workstreams must be complete before the Mayor is elected on 6 May 2021. Work is progressing at pace to ensure the necessary preparations are complete before May 2021. Some of the key areas of progress to date are set out below.

### **Organisational Systems**

- 2.13 The key objective of this workstream is to replace legacy Combined Authority finance and human resources systems with a new integrated system which is fit for purpose and able to support the MCA. This will enable efficiencies to be made, improve management information to aid decision making and deliver future-proofed flexible systems which will be able to adapt to any future organisational changes. Good progress is being made, with a capital approval sought for the first phase of funding in Item 9 – Capital Spending and Project Approvals.

### **Single Investment Fund (SIF) Principles**

- 2.14 As part of the devolution deal, the Combined Authority is required to create a '*fully devolved funding programme covering all budgets for devolved functions*' – a Single Investment Fund (SIF). The draft principles of the SIF have been designed to ensure it supports delivery of the Combined Authority's strategic objectives and provides an opportunity to create a 'single pot' which brings together all of the MCA's funding, that gives greater local freedom and flexibility over how to prioritise investments and is outcome focussed guided by the overarching Strategic Economic Framework.
- 2.15 West Yorkshire authorities have been fully engaged in shaping the draft principles of the SIF to date. Item 8 sets out the background and draft principles in more detail for consideration by the Combined Authority.

### **Police and Crime Commissioner Transfer**

- 2.16 The agreed devolution deal committed to the functions of the Police and Crime Commissioner (PCC) transferring to a Mayoral model in 2024. The 2024 date was due to an already scheduled PCC election in May 2020 which would have started a new four-year term for the PCC. However, the May 2020 election was delayed to 2021 due to the Covid19 pandemic, and therefore there is now an opportunity for the PCC functions to be potentially transferred as early as May 2021 at the time of the first Mayoral election for West Yorkshire. The Policing Minister has made clear that this is his initial preference and has sought assurances on whether this is achievable.

- 2.17 There is a significant amount of work to do if a transfer in May 2021 is to be achieved, and a transition working group between the Combined Authority, the Office of the PCC, West Yorkshire Police, the Association of Police & Crime Commissioners, and the Home Office has been set up to collaboratively determine a workplan which would enable a transfer to take place, and to develop an understanding of the work required to help facilitate this with the aim of no disruption to provision of services.
- 2.18 The West Yorkshire PCC is currently uniquely responsible for the governance and legal asset ownership of some functions which support policing nationally, particularly including the National Police Air Service. The transfer of these functions is being considered as part of the wider feasibility assessment.
- 2.19 To support this transition working group in understanding the work required to meet a potential transfer date of May 2021, an external due diligence exercise has been commissioned. The scope of this critical exercise includes an understanding of the scale of the transfer, the mechanisms necessary to transfer PCC functions, as well as the instruments and resourcing required to enable this. The final report will comprise a comprehensive risk assessment of the transfer and a critical path if a May 2021 transfer is to be achieved. The financial arrangements for this due diligence exercise are set out in more detail in Item 12 – Budgets and Funding
- 2.20 A 2021 transfer would see a single election take place on 6 May 2021 for a Mayor who would hold PCC functions from the start of their term. Similar arrangements exist in Greater Manchester.
- 2.21 Further work is now being undertaken to assess the most appropriate and effective model for policing governance within a Mayoral model for West Yorkshire, learning from experiences elsewhere.
- 2.22 The Combined Authority is asked to note the work now underway and endorse the current plan to pursue a potential transfer of the PCC's functions to the Mayoral Combined Authority in May 2021 subject to feasibility work and due diligence being undertaken.

### **Deal Workstreams**

- 2.23 This theme sets out an implementation plan for taking forward the commitments within the devolution deal itself, many of which are longer-term projects. Significant progress has been made to date in these initial stages and some key highlights are set out below.

### **Adult Education Budget**

- 2.24 As part of the devolution deal, the £63m per year Adult Education Budget (AEB) will be devolved to West Yorkshire. This means the Combined Authority will be responsible for commissioning training for individuals aged 19+ across

the region and will give us greater opportunity to ensure that AEB better addresses the needs of employees and individuals across West Yorkshire. A full update on this was brought to the Combined Authority meeting on 25 June.

- 2.25 A significant programme of work is underway to ensure the organisation is ready to take on AEB functions from the academic year 2021/2022. Following submission of a funding bid and business case, the Combined Authority has secured £463,803 of implementation funding from the Department for Education for the period 1 April 2020 – 31 July 2021 to support essential implementation costs. This is a clear sign of government commitment to progress with AEB devolution for West Yorkshire and will enable the team to continue to progress at pace.

### Mass Transit

- 2.26 As part of the West Yorkshire Connectivity Strategy work, exploratory work for a West Yorkshire Mass Transit system has been underway for some time. Within the devolution deal, Government committed to “*explore the case for funding a modern, low carbon West Yorkshire Mass Transit System*”. The Government has proposed a £4.2 billion fund for MCAs to bid into, to fund schemes (such as mass transit) between 2022 and 2027.
- 2.27 This commitment from government has given additional impetus to the work and business case development for West Yorkshire Mass Transit, which is now being carefully considered in the context of the Covid19 pandemic. A decision is sought today within Item 9 – Capital Spending and Project Approvals to secure development funding to further progress with this work, having been recommended by Investment Committee on 8 July.

### Bus Reform

- 2.28 Exploring the options to utilise provisions in the Bus Service Act 2017 is part of the West Yorkshire Devolution Deal and Mayoral Combined Authority preparations. The bus has a crucial role in West Yorkshire’s transport network and is key to providing access to jobs and training and fulfilling wider objectives around inclusive growth and tackling the climate emergency. However, there were already challenges around patronage which have been further exacerbated by the Covid19 situation, and work is underway to explore how the bus system can be reformed to better meet the needs of passengers and operators.
- 2.29 There is a need to prepare a business case which considers the options for how bus should be delivered in West Yorkshire. In order to progress with this, Item 10 – Future Bus Options sets out a full update and seeks approval for development funding to complete a number of essential technical pieces of work ahead of a more detailed business case to understand the options available.

## Housing Pipeline and Brownfield Fund

- 2.30 £3.2m of revenue funding was allocated within the devolution deal to support the development of a pipeline of housing sites across West Yorkshire. The purpose of the revenue funding is to do complete technical baseline studies to explore what is needed to bring each site across the housing pipeline into an investible position, as well as to prepare business cases for capital investment, and this work is underway as part of the MCA Ready Programme.
- 2.31 In addition to this, on 30 June the Prime Minister announced a £67m allocation for West Yorkshire from the Brownfield Fund. This funding was allocated on a per capita basis to Mayoral Combined Authorities and the £67m, which is to be spent by 2024/25, will provide the capital funding to move key sites within the pipeline forward. The Combined Authority is working collaboratively at pace with West Yorkshire authorities to set out a programme of work for the Brownfield Fund monies.

### **3. Clean Growth Implications**

- 3.1 The clean growth implications are being considered at an individual workstream level. The overall programme seeks to contribute to the successful delivery of the Combined Authority's objectives around delivering clean growth and tackling the climate emergency.

### **4. Inclusive Growth Implications**

- 4.1 The inclusive growth implications are being considered at an individual workstream level. The overall programme seeks to contribute to the successful delivery of the Combined Authority's objectives around delivering inclusive growth.

### **5. Financial Implications**

- 5.1 A budget will be required for the MCA Ready Programme for essential costs related to the Mayoral Election, PCC transfer and delivery of the workstreams to get the organisation MCA-Ready by May 2021. The specifics of this are set out in Item 12 – Budgets and Funding.
- 5.2 If approved, the £20k funding required for the M9 subscription would be sourced from existing internal budgets.

### **6. Legal Implications**

- 6.1 The legal implications are being considered in detail at individual workstream level.

### **7. Staffing Implications**

- 7.1 The staffing implications are being considered in detail at individual workstream level.

## **8. External Consultees**

- 8.1 As part of the statutory process for transitioning to an MCA, a significant public consultation on the devolution proposals and draft scheme has taken place.
- 8.2 As part of the Adult Education Budget workstream, a public consultation on the AEB Strategy has taken place.

## **9. Recommendations**

- 9.1 That the Combined Authority notes the progress made to date.
- 9.2 That the Combined Authority approves the proposal to join the M9 group of other Mayoral Combined Authorities.
- 9.3 That the Combined Authority notes and endorses the proposal to pursue a potential transfer of the PCC's office by May 2021 subject to feasibility and due diligence.

## **10. Background Documents**

There are no background documents referenced in this report.

## **11. Appendices**

Appendix 1 – MCA Ready Work Areas Summary

Appendix 2 – MCA Ready Programme Governance

**Appendix 1: MCA Ready Work Areas Summary**

**Table 1: Partnership Workstreams**

Ref	Partnerships	Summary/Purpose of Workstream
1	<b>Learning from other MCAs</b>	The purpose of the workstream is to identify key lessons learnt from the process to establish other Mayoral Combined Authorities (MCAs), in order to ensure our work progresses smoothly and takes account of how others have addressed issues encountered.
2	<b>Deepening Partnerships</b>	This workstream explores the relationships and division of responsibilities across the local authorities, Combined Authority and mayor.

**Table 2: Organisational-Ready Workstreams**

Ref	Organisational-Ready	Summary/Purpose of Workstream
3	<b>Electoral preparations</b>	To make the necessary arrangements to hold a mayoral election in May 2021 in the most efficient and cost-effective way.
4	<b>Decision Making and Committee Arrangements</b>	To ensure that the Mayoral Combined Authority adopts decision-making arrangements which comply with statutory requirements, promote efficient and effective decision-making and reflect Members' expectations.
5	<b>Organisational Systems</b>	To get HR, ICT and Finance systems in place to enable the MCA to be delivered and then to function successfully.

<b>6</b>	<b>Accommodation and Buildings</b>	To understand requirements and provide appropriate office accommodation for the MCA including its additional functions.
<b>7</b>	<b>Workforce planning</b>	The objectives of the workstream are: <ul style="list-style-type: none"> <li>• To ensure the organisation is ready from an organisational design and workforce perspective.</li> <li>• To manage the transfer of staff from the PCC to the MCA.</li> <li>• To ensure the terms and conditions of service are fit for purpose for an MCA</li> <li>• Deliver the relevant parts of the HR Strategy (phase 1)</li> </ul>
<b>8</b>	<b>Finance &amp; Programme management</b>	Set up arrangements for the single pot investment fund, budget and business planning for the MCA.
<b>9</b>	<b>Police and Crime Commissioner (PCC) preparation</b>	To transfer the functions of the PCC to the Combined Authority's Elected Mayor at the agreed date.
<b>10</b>	<b>Mayoral Order Implementation</b>	To complete all statutory stages so that the mayoral order may be implemented.
<b>11</b>	<b>Assurance Framework</b>	Assurance Framework review in preparation for the Combined Authority becoming a Mayoral Combined Authority in May 2021 and in advance of the next year's annual review deadline of 28 February 2021.

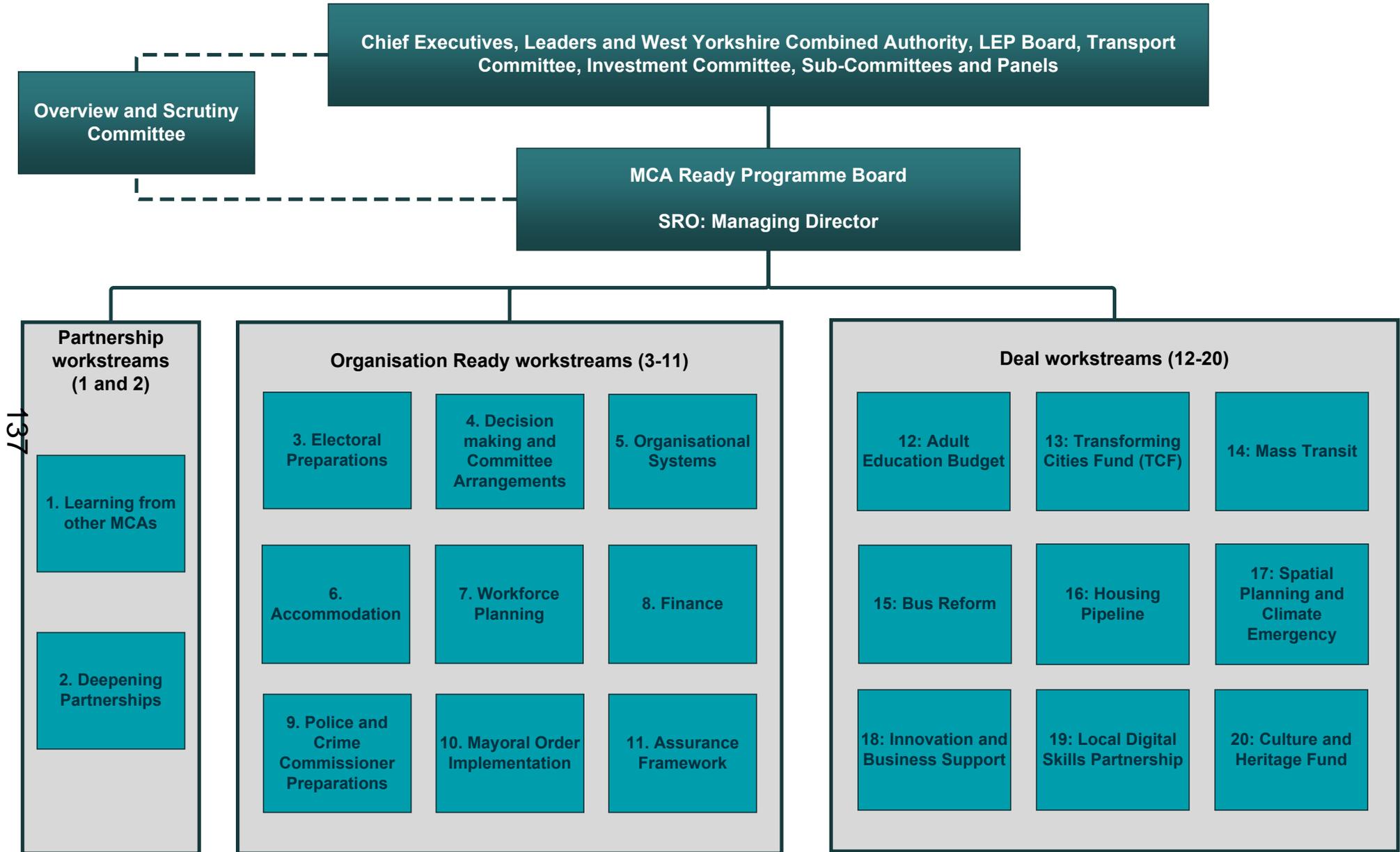
**Table 3: Devolution Deal Workstreams**

<b>Ref</b>	<b>Deal</b>	<b>Summary/Purpose of Workstream</b>
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12	<b>Adult Education Budget</b>	To prepare for the management and administration of the fund, including commissioning and procuring providers, define the resources required for the delivery of AEB post August 2021, and to secure appropriate resource from DfE to ensure that we can prepare for the implementation of AEB.
13	<b>LCR Transforming Cities Fund</b>	To deliver the Leeds City Region Transforming Cities Fund Programme to 2023.
14	<b>WY Mass Transit</b>	To develop West Yorkshire mass transit proposals and wider connectivity pipeline to feed into the Government's £4.2bn pot that MCAs will have access to from 2022.
15	<b>Bus Reform</b>	The purpose of the work is to investigate whether the options under the Bus Service Act 2017, in particularly franchising, would help us meet our strategic objectives including to increase bus patronage and improve the passenger offer.
16	<b>Housing Pipeline</b>	Prioritise deployment of £3.2m revenue funding over 2 years across the pipeline, including to understand in more detail the technical, skills resource and funding gaps (in terms of capital funding) required to bring sites across the pipeline forward. Develop a Strategic Place Partnership with Homes England that will collaboratively deliver housing as set out in the pipeline.
17	<b>Planning and Climate Emergency</b>	Advance the following inter-related priorities as a sequential programme of activity: <ol style="list-style-type: none"> <li>1. Trial the nationally developed <b>Green Infrastructure Standards Framework</b> in West Yorkshire to inform the deployment of the Standards on a national scale.</li> <li>2. Develop a <b>Zero Emission Investment Framework</b> to provide direction for infrastructure investment priorities and policies.</li> <li>3. Prepare for the requirement to produce a <b>Spatial Development Strategy</b> (SDS) to ensure that the WYCA can demonstrate good progress to Government and to support any future negotiations on devolution and funding.</li> </ol>

18	<b>Innovation and Business Support</b>	To establish the West Yorkshire Innovation Network through Connecting Innovation, to better align national innovation support with the local offers to drive business innovation.
19	<b>Digital Skills Partnership</b>	To establish a Local Digital Skills Partnership for West Yorkshire to bring together cross-sector partners to design, develop, and coordinate the delivery of innovative digital skills programmes, tackle digital exclusion, share best practice, and raise awareness of digital skills regionally.
20	<b>Heritage Regeneration Fund</b>	Funding available to support British Library North in Leeds. Need to establish Heritage Fund as longer-term programme, with pipeline of schemes from across region in order to secure future allocations from Government.

**Mayoral Combined Authority (MCA) Ready Programme: Workstreams (1-20)**



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**Report to:** West Yorkshire Combined Authority

**Date:** 27 July 2020

**Subject:** **Single Investment Fund**

**Director:** Angela Taylor, Director, Corporate Services

**Author:** Jon Sheard

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

## 1. Purpose of this report

- 1.1 To provide the Combined Authority with further information to consider on the principles and design of a Single Investment Fund (SIF) as we transition to a Mayoral Combined Authority (MCA).

## 2. Context

- 2.1 On the 11 March 2020 West Yorkshire Leaders and Government signed a 'minded to' devolution deal for West Yorkshire. The deal sets out a raft of new powers, funding and responsibilities to be transferred from central Government to West Yorkshire, along with the adoption of a directly elected Mayor from May 2021. Key elements of the deal are summarised in item 7 on devolution.
- 2.2 As set out in the draft Economic Recovery Plan, current predictions of the economic impact of Covid-19 range from a £5bn to £12bn reduction in the size of the economy. Recovery will require substantial national investment, however devolution provides an opportunity for greater local control and decision-making over investments than previously. The Single Investment Fund gives the Combined Authority greater ability to prioritise their investments in a way that will make a real difference to people and

communities in West Yorkshire – including interventions on skills, businesses, inclusion, climate and infrastructure.

### **Information**

- 2.3 The proposed approach to the development of a SIF is designed to ensure it supports delivery of the MCA's agreed strategic objectives and provides an opportunity to create an overall 'single pot' which brings together all the MCAs funding (some of which is ring-fenced to a degree), including legacy and new funding streams secured as part of the devolution deal. The aim is to give greater local freedom and flexibility over how to prioritise investments to fully realise the region's economic ambitions.
- 2.4 The broad process proposed is shown on Appendix 1 but in summary is:
- The MCA agree priority strategies and policies, both regionally and locally.
  - The MCA agree pipeline of investments, programmes and products to be delivered in priority order and considering the need to balance spending across different objectives.
  - Requirements for revenue and capital are identified, including providing development costs to help projects progress quickly.
  - A funding method is agreed, using ringfenced or specifically allocated funding where possible, reserving the gainshare for activity that cannot be funded from elsewhere.
  - Delivery models are agreed for each funded investment, programme or product.
  - As additional funding becomes available, further programmes and products in the pipeline can be funded.
- 2.5 Appendix 2 sets out how an approach led by the MCA's strategic priorities could support the delivery of the region's projects and programmes of activity to deliver inclusive growth, address our climate emergency, deliver transport improvements and increase productivity, to unlock our economic potential and accelerate growth. This would require an agreed pipeline of investments and programmes to be developed and kept constantly under review. For information, the development of this pipeline is underway, bringing together existing pipelines previously developed e.g. flooding, housing, skills, employment, culture and connectivity.

### **Matter to Consider**

- 2.6 To achieve this level of ambition, the Combined Authority are asked to consider the SIF from the perspective that it is outcome focussed, where local decision making is clearly guided by the overarching Strategic Economic Framework (SEF). The SEF brings all the policies and strategies under a single banner, ensuring greater alignment and identifying priorities based on local knowledge and robust intelligence to drive evidence-based policy making. The SEF must in turn support the prioritisation of any investments,

under pinned by the MCAs Assurance Framework. It is a requirement of the devolution deal that all spend must go through a Government approved Assurance Framework.

- 2.7 Work is currently underway to fully articulate the priorities of the SEF and will be reported to a future meeting. Once agreed the SEF priorities, and any associated strategies, would be used to demonstrate how the MCA invests its funding to the taxpayer. As well as setting out the context, objectives and targets of the MCA, this would also identify / define the criteria that will be used to select and prioritise projects, as well as the conditions for stopping or deprioritising. This would enable a range of factors to be identified in the assessment of schemes in order to support social, economic and environmental objectives.
- 2.8 It is proposed that the design of the approach should not mean an equal share across themes or geographies and therefore 'places' could expect to benefit in different ways and at different times.
- 2.9 Whilst the Government are currently keen to invest in levelling-up and infrastructure, led largely by capital investment, the SIF will need to be designed to respond more effectively to other funding opportunities as they arise, which are often unpredictable and very specific. The approach will need to be designed to be agile and flexible as opportunities arise supported by a clear set of investment priorities and strong project pipelines.
- 2.10 The key feature would therefore be that for many public sector schemes, the '*project*' could be underwritten by the SIF, without pinning this to an exact funding source. This could give scheme promoters the ability to progress without the distraction of having to secure all the funding by source and would overcome the constraint of time limited funding. However, it also means that the MCA would need to have a focus on removing projects from the programmes that fail to deliver against their profiles or stall beyond their agreed tolerances, which in turn places more focus on the robust management of the overall programme.
- 2.11 Additionally, match/co-investment would remain important and would sit alongside the SIF, and where projects or programmes are constrained by match funding this would remain a risk that would be managed within the project, not by the SIF.

### **3. Clean Growth Implications**

- 3.1 There are no direct clean growth implications contained within this report.

### **4. Inclusive Growth Implications**

- 4.1 There are no direct inclusive growth implications contained within this report.

## **5. Financial Implications**

- 5.1 There are no direct financial implications contained within this report, although the report sets out broad propositions for the future management of finances.

## **6. Legal Implications**

- 6.1 There are no direct legal implications contained within this report.

## **7. Staffing Implications**

- 7.1 There are no direct staffing implications contained within this report.

## **8. External Consultees**

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

## **9. Recommendations**

- 9.1 That the Combined Authority consider and agree the approach set out in the paper to the Single Investment Fund and supporting Strategic Economic Framework for the MCA as part of the West Yorkshire Devolution Deal.

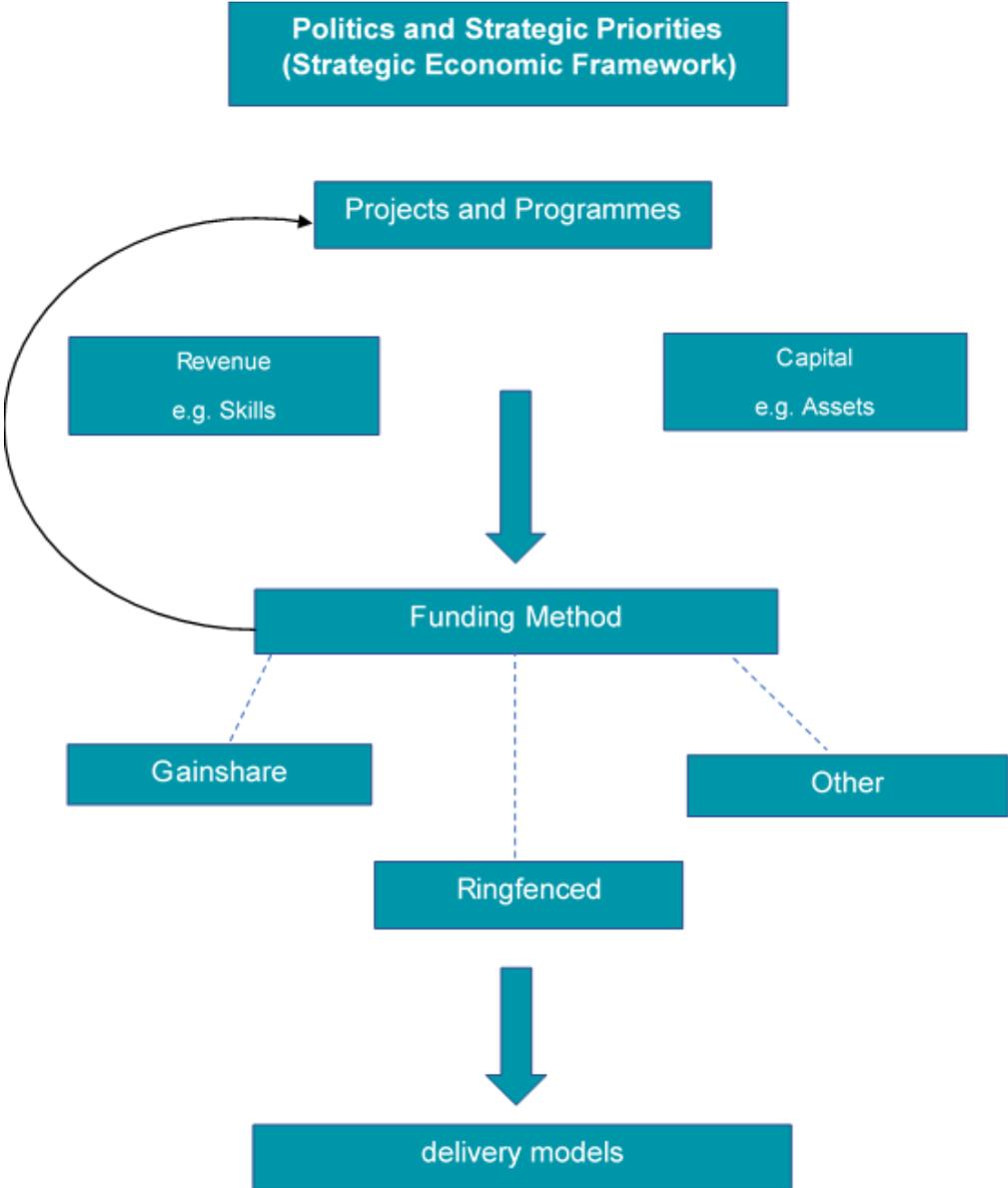
## **10. Background Documents**

There are no background documents referenced in this report.

## **11. Appendices**

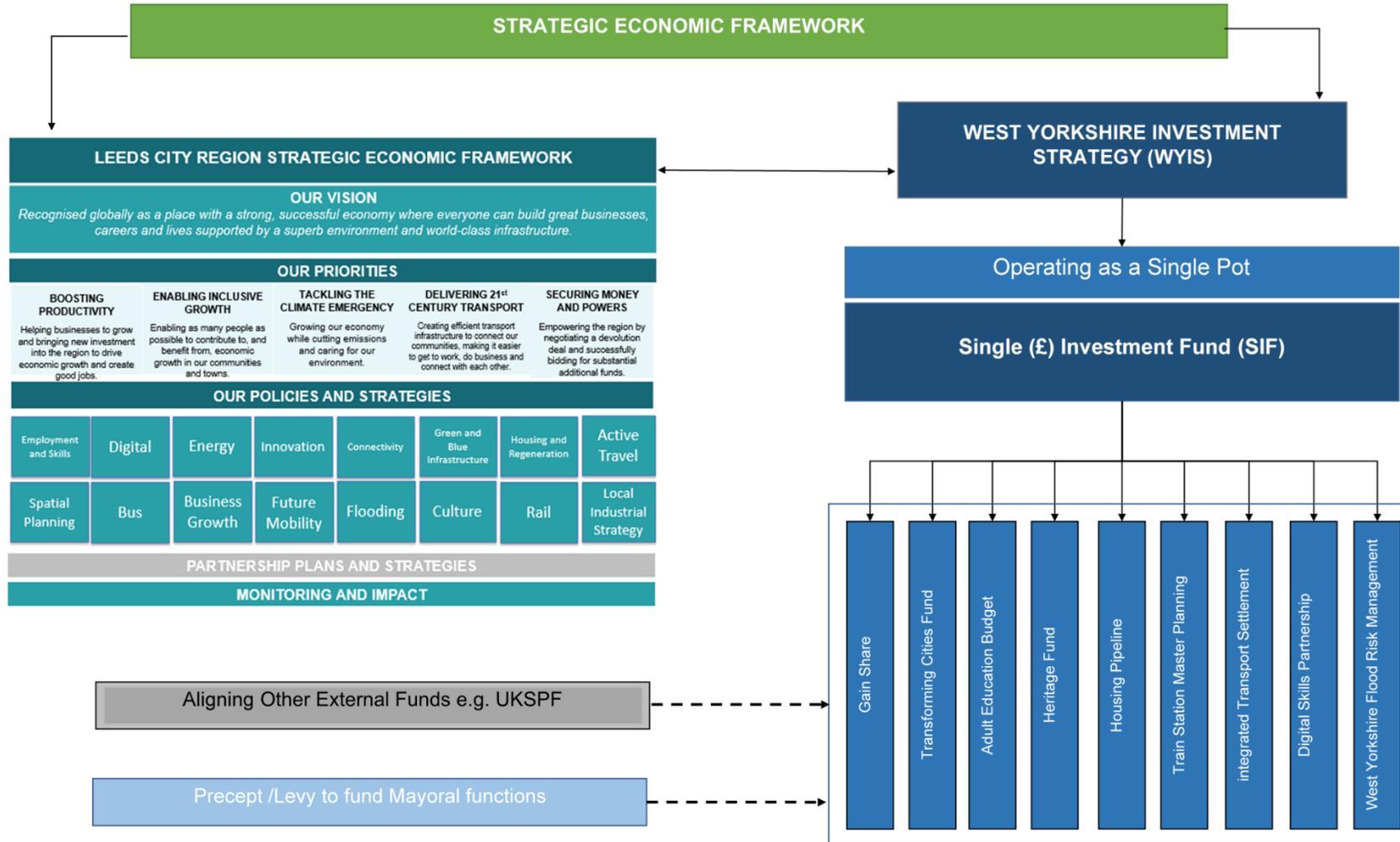
Appendix 1 – Investment Fund proposed process

Appendix 2 – Strategic Economic Framework



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APPENDIX 2



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**Report to:** West Yorkshire Combined Authority

**Date:** 27 July 2020

**Subject:** **Capital Spending and Project Approvals**

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**Director:** Melanie Corcoran, Director of Delivery

**Author(s):** Craig Taylor

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## **1 Purpose of this report**

- 1.1 To put forward proposals for the progression of, and funding for, a number of West Yorkshire Combined Authority supported projects, including West Yorkshire plus Transport Fund (Transport Fund) and Growth Fund, for consideration by the Investment Committee at stages 1, 2 and 3 of the Combined Authority's assurance process.
- 1.2 The schemes being considered today were recommended by the West Yorkshire and York Investment Committee (the Investment Committee) on 8 July 2020.

## **2 Integrated Clean Growth**

- 2.1 Through the Assurance Framework and other internal decision-making procedures, the Combined Authority will review and embed clean growth considerations into our activities.
- 2.2 Building on the recent work to strengthen how clean growth and climate change impacts are considered as part of all new schemes that come through the Combined Authority's Assurance Framework (Decision point 1 and 2), the Combined Authority are now in the process of procuring expert advice to frame and develop a robust quantifiable methodology for assessing all new scheme's predicted carbon emissions / wider clean growth impacts. This will include a review of existing Combined Authority schemes and additional resource to support the development and implementation of the new assessments.
- 2.3 The development of the specification for the work (which has benefitted from active engagement and input from Leeds City Region local authorities) will allow the Combined Authority to map and detail the emissions footprint of the 180+ projects in the West Yorkshire Plus Transport Fund and Leeds City

Region Local Growth Fund pipeline and provide technical advice and training support to project sponsors in the design and development of future investments. This will ensure that the business cases for these reflect the Leeds City Region Climate Emergency and that we can evidence that they will reduce carbon emissions (both directly and indirectly).

- 2.4 A tender has been issued to the market and following a detailed evaluation process (which included local authority partners) a preferred contractor has now been identified, with contract award negotiations currently taking place. The project inception meeting is scheduled for the first week of July and subject to confirmation it is anticipated that the phase 1 project report (context, scoping and recommendation of approach to phase 2 detailed technical works) will be presented to the project steering group in August 2020 with phase detailed work commencing quickly thereafter.
- 2.5 Clean growth, including climate change, impact assessment / considerations are all now included in all Capital Spending and Project Approvals reports.

### 3 Report

- 3.1 This report presents proposals for the progression of five schemes, which have been recommended for approval by the West Yorkshire and York Investment Committee and considered in line with the Leeds City Region Assurance Framework. These schemes have a total combined funding value of £18.897 million when fully approved, of which £16.677 million will be funded by the Combined Authority. A total expenditure recommendation to the value of £3.276 million is sought as part of this report for the development and delivery of these schemes. Further details on the schemes summarised below can be found as part of this report.

Scheme	<u>Scheme description</u>
<p><b>West Yorkshire Mass Transit</b></p> <p>West Yorkshire</p> <p>(8 July Investment Committee)</p>	<p>The West Yorkshire Combined Authority in collaboration with partner councils are developing a mass transit system which will offer a new public transport option and an attractive alternative to car travel. Mass transit will support and facilitate:</p> <ul style="list-style-type: none"> <li>• a low emission, low carbon future</li> <li>• sustainable development and regeneration of neighbourhoods, district centres, towns and cities</li> <li>• a bigger, stronger and rebalanced economy</li> <li>• delivery of new housing</li> <li>• enhanced quality of life for West Yorkshire’s residents and visitors</li> </ul> <p>Whilst the cost of implementing mass transit can be high, the scale of benefits which it delivers are also high (for the reasons set out above). Other cities in the UK and beyond are demonstrating mass transit does offer high value for money and can also open up new funding opportunities.</p> <p>At its meeting in February 2020, the Combined Authority agreed to continue to undertake early preparatory works to plan for</p>

	<p>mass transit across the region and noted that an approval for development funding would be sought from the Combined Authority during the spring/summer 2020.</p> <p>Published in March 2020, the Devolution Deal included a commitment from government to “explore the case for funding a modern, low carbon West Yorkshire Mass Transit System”. The Deal proposed a £4.2 billion fund for Mayoral Combined Authorities (MCAs) to bid into, to fund schemes (such as mass transit) between 2022 and 2027.</p> <p>It is essential that the business case for mass transit considers the emerging longer-term implications of COVID-19. As the timescales to deliver any mass transit proposals are longer than the time it will take for COVID-19 implications to become clearer, it will be possible to continue to test the mass transit / COVID-19 implications at each stage of the business case and Assurance Framework process.</p> <p>At present development work for mass transit is being funded from the West Yorkshire plus Transport Fund (WY+TF) Transformational Fund. To continue the mass transit development work, a further £4.6 million is allocated within the WY+TF Transformational Fund. Of the £4.6 million, an initial approval to £2.041 million is being sought to enable early feasibility design development to continue up to the end of the 2020/21 financial year. This would be used to:</p> <ul style="list-style-type: none"> <li>• support development of the mass transit programme level Strategic Outline Case (SOC) – this will identify evidence based ‘route options’ and ‘mode options’ for each transit corridor</li> <li>• test implications / scenarios around COVID-19 on the proposals</li> <li>• undertake concept design development for routes identified</li> <li>• bring posts into the Combined Authority to oversee the feasibility work including additional technical design, engineering and planning and programme management posts</li> <li>• provide the evidence and inputs necessary to support the submission for the £4.2 billion fund.</li> </ul> <p><b><u>Impact</u></b></p> <p>West Yorkshire Mass Transit is needed as part of an integrated transport network to:</p> <ul style="list-style-type: none"> <li>• help to combat climate change through providing a real and sustainable alternative to the car, cutting emissions, and improving air quality</li> <li>• connect the important places across our region – helping people travel to jobs and education in a reliable, efficient, and affordable way</li> <li>• support productivity and growth – creating new transport capacity, rebalancing the economy and encouraging investment in our region</li> </ul>
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	<ul style="list-style-type: none"> <li>• support health and wellbeing through creating healthy towns, cities, and local communities across our region</li> </ul> <p><b><u>Decision sought</u></b></p> <p>Approval to proceed through decision point 1 (Strategic Assessment) and work commences on activity 2 (Strategic Outline Case)</p> <p>Total value of the scheme – To be determined ahead of decision point 2</p> <p>Total value of Combined Authority funding - To be determined ahead of decision point 2</p> <p>Funding recommendation sought - £2.041 million</p>
<p><b>Scheme</b></p> <p><b>A64 Bus Priority and Park &amp; Ride</b></p> <p>Leeds</p> <p>(8 July Investment Committee)</p>	<p><b><u>Scheme description</u></b></p> <p>The A64 is a key radial route through east Leeds, carrying long distance traffic from the wider Leeds City Region alongside local traffic. It is a key bus corridor with high frequency services carrying large numbers of passengers. Many local residents rely on public transport on this route to access employment and services.</p> <p>This package consists of two complementary schemes proposed for delivery along the A64 between Marsh Lane and the proposed park and ride site at Whinmoor.</p> <p>The package of schemes will be funded from the Transforming Cities Fund.</p> <p><b><u>Impact</u></b></p> <p>The package seeks to provide bus prioritisation at junctions and reduce car use amongst those living in East and North East Leeds, that currently do not have access to high frequency bus services, through provision of a new park and ride.</p> <p>The package aims to improve current bus journey times, encourage modal shift from private car to bus, reduce carbon emissions and improve air quality in line with Leeds’ commitment to the Climate Emergency.</p> <p><b><u>Decision sought</u></b></p> <p>Approval to proceed through decision point 2 (Strategic Outline Case) and work commences on activity 3 (Outline Business Case).</p> <p>Total value of the scheme - £8.878 million</p> <p>Total value of Combined Authority funding - £7 million</p> <p>Funding recommendation sought - £0 million</p>
<p><b>Scheme</b></p> <p><b>Integrated Corporate Systems - Finance and Human Resources</b></p> <p>Leeds City Region</p> <p>(8 July Investment Committee)</p>	<p><b><u>Scheme description</u></b></p> <p>The key objective of the scheme is to improve the capacity and efficiency of legacy West Yorkshire Combined Authority finance and human resources (HR) systems.</p> <p>This scheme will replace existing outdated legacy software systems providing HR, payroll, finance and budgeting systems and processes. The current HR system is over 10 years old and the main finance systems were originally installed over 15 years ago. These have not been significantly invested in since</p>

	<p>implementation and have come to the end of their life. Training is also included in the scope of the scheme.</p> <p>The scheme is to be funded from West Yorkshire Combined Authority's own capital programme and reserves.</p> <p><b><u>Impact</u></b></p> <p>The scheme will have a transformational contribution towards the development of a Mayoral Combined Authority.</p> <p>The scheme is expected to:</p> <ul style="list-style-type: none"> <li>• Deliver efficiencies in business processes for the Combined Authority</li> <li>• Deliver future proofed and flexible / adaptable systems which will have the capacity and flexibility for future organisational changes in the Combined Authority</li> <li>• Provide much improved management information to improve decision making</li> <li>• Deliver new / improved / self-service processes that will reduce the use of paper and printing and will contribute to the clean growth aspirations of the Combined Authority</li> </ul> <p><b><u>Decision sought</u></b></p> <p>Approval to proceed through decision point 2 (Strategic Outline Case) and work commences on activity 4 (full business case).</p> <p>Total value of the scheme - £1.5 million</p> <p>Total value of Combined Authority funding - £1.5 million</p> <p>Funding recommendation sought - £150,000</p>
<p><b>Scheme</b></p> <p><b>Bradford Strategic Transport Model</b></p> <p>Bradford</p> <p>(8 July Investment Committee)</p>	<p><b><u>Scheme description</u></b></p> <p>The scheme is to deliver a new multi-modal transport model for Bradford which reflects Department for Transport (DfT) best practice guidance. The model will be used to develop and appraise transport schemes and additionally for assessing development options associated with the Local Plan and wider Leeds City Region schemes.</p> <p>The scheme is to be funded through the West Yorkshire plus Transport Fund.</p> <p><b><u>Impact</u></b></p> <p>Delivery of the model will be used to appraise the value of future pipeline schemes, indirectly allowing clean growth and climate change implications to be tested.</p> <p><b><u>Decision sought</u></b></p> <p>Approval to proceed through decision point 2 (Strategic Outline Case) and work commences on activity 5 (Full Business Case with finalised costs).</p> <p>Total value of the scheme - £709,000</p> <p>Total value of Combined Authority funding - £367,000</p> <p>Funding recommendation sought - £0</p>

<p><b>Scheme</b></p> <p><b>Leeds City Centre Cycle Connectivity</b></p> <p>Leeds</p> <p>(8 July Investment Committee)</p>	<p><b><u>Scheme description</u></b></p> <p>The Leeds City Centre Cycle Connectivity (LCCCC) scheme brings together six cycling infrastructure schemes to be delivered as part of the Leeds Station Cycle Access Improvement package put forward for the Transforming Cities Fund (TCF) by the West Yorkshire Combined Authority. The six schemes are:</p> <ul style="list-style-type: none"> <li>• Western Gateway: Kirkstall Road to Wellington Street and St Pauls Street</li> <li>• Southern Gateway: Neville Street and Bishopsgate Street, with Dark Neville Street and Sovereign Street connectors</li> <li>• Eastern Gateway: Lady Lane, Templar Street and Bridge Street</li> <li>• Crown Point Bridge Gateway: Black Bull Street and Crown Point Road</li> <li>• Holbeck Connector: Whitehall Road to Holbeck</li> <li>• Dewsbury Road Connector: Kidacre Street and Leathley Road</li> </ul> <p><b><u>Impact</u></b></p> <p>The LCCCC will add 7 kilometres to the existing cycling network with focus on linking up and filling gaps in the existing and planned cycle network. This will support an uplift in cycling and encourage longer cycle trips, further promoting modal shift from private car.</p> <p>The value for money assessment reflects the LCCCC scheme benefit cost ratio (BCR) of 3.89:1 corresponding to High value for money when assessed against the Department for Transport's value for money criteria.</p> <p>The LCCCC scheme supports the inclusive growth principle of a better quality of life for all in society by enhancing connectivity to the city centre and rail station for direct or onward travel to employment, education, housing and retail via a sustainable and affordable form of travel, which also encourages better health and supports the reduction in carbon emissions, improving air quality.</p> <p>In response to the COVID-19 emergency Leeds City Council have considered implementing a "trial" version of the scheme in July, using segregation 'wands' - a method used to separate cycle lanes from the highway. This will be a temporary measure but will provide robust evidence for the longer-term scheme. Development cost savings, incorporation of 'wands' in parts of the final designs and reuse of the 'wands' for future schemes will ensure the overall scheme budget is not exceeded.</p> <p><b><u>Decision sought</u></b></p> <p>Approval to proceed through decision point 3 (Outline Business Case) and work commences on activity 5 (Full Business Case with finalised costs).</p> <p>Total value of the scheme - £7.81 million</p>
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	Total value of Combined Authority funding - £7.81 million Funding recommendation sought - £1.085 million (£600,000 for trial implementation and £485,000 for development funding)
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3.2 The Combined Authority’s assurance framework requires that formal approval is given to the following elements of a scheme as part of its development:

- The progression of a scheme through a decision point to the next activity.
- Indicative or full approval to the total value of the scheme funding requested.
- The Combined Authority’s entry into a funding agreement with the scheme’s promoter.
- The assurance pathway and approval route for future decision points.
- The scheme’s approval tolerances.

3.3 This report provides information required to enable the Combined Authority to approve each of the above elements.

3.4 Since the Combined Authority’s meeting on 25 June 2020, the following decision points and change requests have been assessed in line with the Combined Authority’s assurance process and approved through the agreed delegation to the Combined Authority’s Investment Committee. The Investment Committee is authorised to progress a scheme under the Assurance Framework in accordance with any bespoke approval pathway and approval route, subject to an exception relating to exceeding the cumulative total of the financial approval and tolerance levels agreed by the Combined Authority by more than 25%. Decisions regarding the following schemes have been made by Investment Committee on the 8 July 2020. The decisions were made by the Investment Committee following a recommendation from Combined Authority Programme Appraisal Team. All the schemes outlined below have remained within the financial approvals and tolerance levels agreed by the Combined Authority unless stated otherwise below.

<p><b>Rail Accessibility Programme (RAP) – Horsforth and Crossgates</b></p> <p>Leeds</p> <p>(8 July 2020 Investment Committee)</p>	<p><b><u>Scheme description</u></b></p> <p>The Rail Accessibility Programme (RAP) aims to deliver step free access from the rail station point of entry through to the platform edge, at Cross Gates and Horsforth rail stations. The scheme will build a new footbridge, located mid-platform, including steps and lifts, at each station. The scheme has been developed up to decision point 3 (Outline Business Case) as part of the Leeds Public Transport Investment Programme (LPTIP) and fits strategically with Strategic Economic Plan – Priority 4 – Infrastructure for Growth.</p> <p>Please note that the funding made available has been to develop the Outline Business Case. A funding strategy for delivery will be set out in the Full Business Case.</p>
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	<p><b><u>Decision sought</u></b></p> <p>Approval to proceed through decision point 3 (Outline Business Case) in preparedness for work to commence on activity 4 (Full Business Case) once further scheme funding has been secured.</p> <p>Total value of the scheme - £8.371 million</p> <p>Total value of Combined Authority funding – £950,000 (further funding to be determined)</p> <p>Funding recommendation sought - £0</p>
<p><b>A629 Phase1b</b></p> <p>Calderdale</p> <p>(8 July 2020 Investment Committee)</p>	<p><b><u>Scheme description</u></b></p> <p>The A629 phase 1b scheme is being delivered as part of the West Yorkshire plus Transport Fund (WY+TF) A629 corridor programme.</p> <p>The programme has been split into five packages with phase 1b primarily delivering highway capacity enhancements and a new highway link to complement works delivered in phase 1a. The scheme will enable future delivery of phase 4.</p> <p>The scheme will deliver improvements to the current pinch point at the Calder &amp; Hebble junction through highway capacity enhancements, including carriageway widening, increasing the number of lanes and revising the current road network with closure of the existing A6026 Wakefield Road link and the introduction of a new highway link between B6112 Stainland Road and the A629.</p> <p>The scheme is to be wholly funded through the WY+TF.</p> <p><b><u>Decision sought</u></b></p> <p>Approval to proceed through decision point 4 (Full Business Case) and work commences on activity 5 (Full Business Case with finalised costs).</p> <p>Total value of the scheme - £27.83 million</p> <p>Total value of Combined Authority funding - £27.83 million</p> <p>Funding recommendation sought - £0</p>
<p><b>Leeds Bus Station Gateway</b></p> <p>Leeds</p> <p>(8 July 2020 Investment Committee)</p>	<p><b><u>Scheme description</u></b></p> <p>This scheme will deliver a series of customer facing improvements, to enhance the customer experience at Leeds Bus Station and ensure that it offers an inclusive experience for all passengers. The proposed enhancements aim to ensure that the bus station offers passengers a positive gateway experience, befitting arrival to the city centre. This aligns with the wider Leeds Public Transport Investment Programme (LPTIP) objectives, of improving the quality of the bus passenger experience and to increase overall bus patronage.</p> <p>The scope of improvements includes upgrades to the quality of passenger facilities to ensure that they are befitting of the surroundings (Victoria Gate retail development to the north of the bus station and Quarry Hill mixed use development to the east of the bus station). The scheme will include enhancements to signage and wayfinding, an improved retail offer, a new travel centre, improved integration with the surrounding area. Solar</p>

	<p>panels will also be incorporated into the building to reduce the carbon impact. There could also be the possibility of including improvements to real time information in terms of a bus delivery programme.</p> <p>The design will also look to incorporate electric vehicle charging points from a separate project which has interdependencies with the Leeds Bus Station scheme.</p> <p>This change request is seeking:</p> <ul style="list-style-type: none"> <li>• indicative approval for an additional £224,000 to be funded from the ULEB programme, bringing the total scheme costs to £5.208 million.</li> <li>• approval for additional development costs of £454,000 bringing the total development costs to £1.204 million</li> <li>• extending the delivery timeframe from March 2021 to March 2022.</li> </ul> <p><b><u>Decision sought</u></b></p> <p>Approval to this change request for indicative approval for an additional £224,000 from the ULEB programme, bringing the total value of the scheme to £5.208 million, additional development costs of £454,000 taking the total from £750,000 to £1.204 million and to extend the delivery timeframe from March 2021 to March 2022</p> <p>Total value of the scheme - £5.208 million (includes £224,000 – ULEB funding)</p> <p>Total value of Combined Authority funding - £5.208 million</p> <p>Funding recommendation sought - £454,000</p>
<p><b>A660 Signals</b></p> <p>Leeds (8 July 2020 Investment Committee)</p>	<p><b><u>Scheme description</u></b></p> <p>The scheme runs from the junction of the A660 Otley Road and Spen Approach to the pedestrian crossing south of North Hill Road.</p> <p>This scheme will see existing signalling systems deployed along the A660, upgraded to utilise Microprocessor Optimised Vehicle Actuation (MOVA), to help reduce congestion along the A660, by adapting traffic signal timings to variations in traffic flow. MOVA will also improve coordination between traffic signal-controlled junctions for general traffic, reducing the number of stops vehicles must make. The scheme includes three junctions and seven pedestrian crossings, in the following locations:</p> <p>Junctions</p> <ul style="list-style-type: none"> <li>• Thornbury Avenue / A660 Otley Road</li> <li>• St Anne’s Road / A660 Otley Road / Shaw Lane (B6157)</li> <li>• North Lane / A660 Otley Road / Wood Lane</li> </ul> <p>Pedestrian crossings</p> <ul style="list-style-type: none"> <li>• South of Spen Approach (entrance to Lawnswood School)</li> <li>• The approach to Kepstorn Road / A660 Otley Road</li> <li>• South of Church Wood Avenue</li> <li>• Adjacent to the Three Horseshoes (Weetwood Lane)</li> </ul>

	<ul style="list-style-type: none"> <li>• East of Alma Cottages</li> <li>• The Original Oak, adjacent to St Michaels Road; and</li> <li>• South of North Hill Road.</li> </ul> <p>The scheme is part of a wider programme of bus priority corridor works under the Leeds Public Transport Investment Programme (LPTIP).</p> <p>The scheme is funded from the Leeds Public Transport Investment Programme (LPTIP) and Leeds City Council Section 106 contributions.</p> <p><b><u>Decision sought</u></b></p> <p>Approval to proceed through decision point 5 (Full Business Case with finalised costs) and work commences on activity 6 (Delivery)</p> <p>Total value of the scheme - £1.056 million</p> <p>Total value of Combined Authority funding - £733,000</p> <p>Funding recommendation sought - £733,000</p>
<p><b>West Yorkshire Local Cycling and Walking Infrastructure Plans</b></p> <p>West Yorkshire</p> <p>(8 July 2020 Investment Committee)</p>	<p><b><u>Scheme description</u></b></p> <p>The scheme proposes to undertake strategy development work to further develop Local Cycling and Walking Infrastructure Plans (LCWIPs), building on a first phase of work which is now complete. LCWIPs developed through this scheme will identify and develop prioritised schemes to feasibility stages, allowing business cases to be developed through to construction once further funding has been secured. Leeds City Region's Transforming Cities Fund (TCF) programme will deliver some of the schemes identified in phase one of LCWIPs in West Yorkshire.</p> <p>The scheme aims to develop phase one's LCWIPs into plans which cover each partner council's area, including consideration of cross-boundary cycling and walking movement between West Yorkshire and neighbouring districts. The scheme will develop the plans in preparedness for specific business cases to be developed through to delivery once further funding has been secured.</p> <p>The scheme's outputs will align with and provide input into the wider Connectivity Plan and Pipeline development work being led by the West Yorkshire Combined Authority to guide future transport investment.</p> <p><b><u>Decision sought</u></b></p> <p>Approval to proceed through decision point 5 (full business case) and work commences on activity 6 (delivery).</p> <p>Total value of the scheme - £600,000</p> <p>Total value of Combined Authority funding - £600,000</p> <p>Funding recommendation sought - £600,000</p>
<p><b>Transport ICT - Combined Services</b></p>	<p><b><u>Scheme description</u></b></p> <p>Combined Services and Assets Database (CoSA) is a purpose-</p>

<p><b>and Assets Database (CoSA)</b> Leeds City Region (8 July 2020 Investment Committee)</p>	<p>built database with Geographical Information System (GIS) functionality which enables the West Yorkshire Combined Authority to manage public transport information, bus stop and shelter assets, bus and taxi service procurement and home to school transport.</p> <p>Having completed a project to upgrade and modernise CoSA, further funding is required to support future business needs. These include changes to support the Leeds Core Network (LCN) programme. The LCN programme, will transform the Combined Authority's roadside displays (RSDs), bus stop flags and shelters and requires changes to the way the Combined Authority manages bus stops and real time screens, displaying travel information.</p> <p>The upgrade will allow CoSA to facilitate delivery of the LCN bus stop information assets for over 2,000 bus stops and associated electronic information displays. It will also enable the Combined Authority to continue to effectively manage and audit its total estate of 14,000 bus stops.</p> <p>The scheme will also improve efficiency of reporting and will ensure the Combined Authority is able to provide mandatory data, required by the Department for Transport's Bus Open Data programme (BODs).</p> <p>The scheme will be funded from the Local Transport Plan – Integrated Transport Block Programme 2019-2022.</p> <p><b><u>Decision sought</u></b></p> <p>Approval to proceed through decision point 5 (Full Business Case plus Costs) and work commences on activity 6 (Delivery).</p> <p>Total value of the scheme - £200,000</p> <p>Total value of Combined Authority funding – £200,000</p>
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### **Transforming Cities Fund (TCF) Funding**

- 3.5 The TCF Programme Strategic Outline Business Case (SOBC), as submitted to Department for Transport (DfT) in November 2019, was framed around three funding scenarios, Low, Core and High. These scenarios included a mix of schemes that were deliverable at different scales in the three scenarios as well as some schemes that were only funded in core and high scenarios.
- 3.6 The March 2020 Budget announcement detailed that the West Yorkshire Combined Authority would receive £317 million from the DfT TCF fund to progress all schemes against its 'low' scenario, including those in North Yorkshire (York, Selby, Harrogate and Carven), plus an additional £25 million to be allocated across the programme reflecting the Partners priorities. Through West Yorkshire's Devolution deal, also announced on 11 March 2020, in line with flexibility provided to other Mayoral Authorities, West Yorkshire Combined Authority will have scope to prioritise investments above this level.
- 3.7 Work is well underway on bringing forward the Outline Business Cases through the assurance process with a focus on delivery by the programme end

date of 31 March 2023. As only the 'low' scenario funding is currently available, the indicative approvals in the report reflect the 'low' scenarios.

- 3.8 As reported to Investment Committee on 15 May 2020 (Transforming Cities Fund – Progress Update) an over programming strategy is being progressed, with all schemes across the high funding scenario in West Yorkshire continuing to be developed up to the point of OBC. For information, the values of all three funding scenarios have been included in the report.
- 3.9 Whilst the £317 million funding was pro rata the largest in the country the local aspirations remain to deliver the higher scenario that had also been put forward and which would require an additional £164.5 million of funding.
- 3.10 As part of agenda item 11 the Combined Authority will be asked to consider whether it wishes to support an extension to the TCF programme to enable the full higher scenario to be delivered over a longer timescale. This could be funded from gainshare, using an appropriate mix of capital and revenue funding to support borrowing.

### **Transforming Cities Fund (TCF) BCRs**

- 3.11 The Government approved the LCR TCF programme on the basis that it would deliver a Benefit Cost Ratio (BCR) of between 1.5 (representing Low Value for Money) and 2 (representing Medium Value for Money) when assessed using the DfT's Transport Appraisal Guidance (TAG).
- 3.12 It is recognised that individual scheme BCRs may fall outside these values for money categories as business cases are further refined and progress through the assurance process.
- 3.13 These will not be reported at Strategic Outline Case (SOC), but at Outline Business Case (OBC) as the SOC in the main deals with the strategic case and the OBC the economic case.
- 3.14 This is because whilst calculating benefits to costs of a transport scheme there are many more journeys made by car than are made by bus, cycling and walking and as a consequence the monetised benefits arising from improvements to bus, cycling and walking journeys may be outweighed by the monetised dis-benefits to car users. However, a key strategic objective of investment is to encourage modal switch to more sustainable modes and therefore whilst the 'core' BCR (i.e. following Green Book guidance on total impact on the society as a whole) for some schemes may be low, discounting the dis-benefits to car users from the appraisal will result in a higher BCR and where possible this 'range of BCR' will be presented to support decision making.

## **4 Pothole funding allocation 2020/21**

- 4.1 In May 2020, government announced £1.7 billion funding to be allocated to Combined Authorities and Local Highway Authorities for 2020/21, through the newly created Transport Infrastructure Investment Fund. This consists of a

number of Department for Transport (DfT) spending programmes including Integrated Transport Block, highways maintenance needs-based and incentive funding, pothole funding and the Highways Maintenance Challenge Fund.

- 4.2 This funding for England includes the £500 million Pothole Fund for 2020/21, the £100 million Challenge Fund for 2020/21 and the £50 million Pothole Action Fund allocation for 2020/21, totalling £650 million.
- 4.3 West Yorkshire has been allocated £21.994 million. Although there are no specific proportions set by government for this funding, it is proposed to maintain the same proportions used nationally to inform local allocations, leading to a 2020/21 Pothole Fund allocation of £18.610 million. The remaining £3.384 million, would be used to fund projects identified through the Highways Maintenance Challenge Fund
- 4.4 Pothole funding has been granted to local authorities for the prevention and repair of potholes for the last five years. This year is the final year of this grant period and DfT have confirmed that no further pothole funding will be available to councils. This funding is important in supplementing the needs-based funding and additional council funding, particularly towards unclassified roads where road condition and deterioration is a major problem.
- 4.5 Local authorities have been under significant pressures for some time to ensure that highways assets are maintained to a suitable standard, with significant funding shortfalls experienced over a period of decades. This means that there is a significant backlog of repairs and a growing gap between the costs of the repairs and the funding that is available.
- 4.6 To date, the Highways Maintenance Challenge Fund has been allocated through a competitive funding bid, with £98 million available in 2019/20 for small maintenance schemes and £100 million for 2020/21 for large renewals scheme, nationally.
- 4.7 In line with government guidance, the Combined Authority prioritised and ranked Challenge Fund proposals developed by the partner councils and submitted applications on their behalf, with input from Transport Committee and portfolio holders. Smaller scheme bids for Calderdale and Kirklees were successful in securing funding for 2019/21. Bids for large Challenge Fund schemes in Leeds, Bradford, and Wakefield were also submitted by the Combined Authority. DfT deferred a decision on the outcome and the funding is now being allocated by formula as part of a joint Pothole and Challenge Fund pot.
- 4.8 In February 2020, indicative pothole funding allocations were reported to the Combined Authority based on levels from previous years and the expected level of funding at the time. The Combined Authority approved expenditure of Pothole Action funding based on these indicative allocations (totalling £1.594 million) and for the Director of Corporate Services to vary these amounts should DfT revise the payments from those provisionally indicated.

4.9 As the proposed allocations for pothole funding in 2020/21 to partner councils is larger than those indicative allocations identified in February 2020, approval for expenditure is now sought for revised pothole funding allocations, identified using DfT's formulaic allocation and for the allocations to be paid quarterly to the West Yorkshire local authorities. These allocations are as follows:

Bradford	£3,936,461
Calderdale	£2,510,563
Kirklees	£3,896,083
Leeds	£5,542,873
Wakefield	£2,724,328
Total	£18,610,308

4.10 Approval for expenditure and allocations to partner councils for the Challenge Fund element of the maintenance funding received, totalling £3.384 million, will be sought from a future meeting of the Combined Authority

4.11 It should be noted that the agreed priority scheme was Regent Street in Leeds, which is in need of significant repair. The costs exceed this remaining amount and it is proposed to continue to make the case to government about this scheme and about the backlog of structural maintenance generally.

4.12 It is recommended that the Combined Authority:

- (i) approves the expenditure of the DfT pothole funding totalling £18.610 million
- (ii) approves the allocation of the DfT pothole funding to the five West Yorkshire partner councils in accordance with the DfT formula and that allocations are paid quarterly to partner councils

## 5 Information

5.1 The background information on the Combined Authority's assurance framework through which each of the schemes outlined in this report are being approved is provided in **Appendix 1**.

5.2 Location maps for each of the schemes presented in this report (where applicable) are provided in **Appendix 2**.

5.3 All the schemes set out in this report have been considered by the Investment Committee on 8 July 2020.

## Projects in stage 1: Eligibility



- 5.4 Projects at the eligibility stage are seeking entry into the portfolio and should demonstrate a strategic fit in terms of project outcomes, with further project definition including costs and detailed timescales to be developed as the project progresses through the assurance process. At this stage funding may be sought to enable this work to progress.

<b>Project Title</b>	<b>West Yorkshire Mass Transit</b>
<b>Stage</b>	1 (eligibility)
<b>Decision Point</b>	1 (strategic assessment)

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:		

## Background

- 5.5 In February 2020, the Combined Authority endorsed continuing to undertake early preparatory works to plan for an advanced, 21st Century mass transit system for West Yorkshire. The decision point 1 development funding of £2.041 million requested here, is being sought to test the impact of Covid-19 within the strategic outline case (SOC) and undertake initial design and development for this major programme of works. During 2020, further approvals are likely to be sought to complete the development work required to achieve decision point 2. Decision point 2 (Strategic Outline Case); anticipated to be in December 2021.
- 5.6 To achieve the region's ambitions around cutting carbon, improving air quality and enabling inclusive growth, it is essential to transform the transport system from one which is currently car dominated to one which offers real alternatives for people in all parts of the region – cities, towns and rural areas. This means investing to create an efficient and integrated transport system which includes walking, cycling, bus, light rail and heavy rail, coupled with meaningfully

managing down car travel into dense urban areas in order to create people focused, vibrant neighbourhoods with well-connected district, town, and city centres.

- 5.7 To achieve this, the Combined Authority is taking an integrated approach to an overall vision for transport by developing a Connectivity Plan which will set out a pipeline of interventions for the region's transport network up to the 2040s, in order to meet our targets and priorities which integrates all modes of transport
- 5.8 Cycling, walking, road, rail and bus all have an important role in meeting future transport demands and even coupled with investment in the road network, congestion relating to an over reliance on car trips will continue. Mass transit, as part of an integrated Connectivity Plan for the region will not only move more people, they will be designed to accelerate and shape future clean growth in the region.
- 5.9 The development of mass transit proposals is a key component of the West Yorkshire Connectivity Plan, which is being developed by the Combined Authority in order to:
- help **combat climate change** by being low emission and providing an attractive and sustainable alternative to car travel
  - connect **the important places across our region** – helping people travel to jobs and education in a reliable, efficient, and affordable way
  - support **productivity and inclusive growth** – improving transport links, creating new transport capacity, and encouraging investment and supporting the post Covid-19 recovery
  - support **health and wellbeing** through being part of healthy towns, cities and local communities and contributing to improve air quality.
- 5.10 By offering a new public transport option, which increases capacity and provides an attractive alternative to car travel, mass transit will support and facilitate:
- a low emission, low carbon, inclusive future
  - sustainable development and regeneration of neighbourhoods, district centres, towns and cities
  - a bigger, stronger and rebalanced economy
  - delivery of new housing
  - enhanced quality of life for West Yorkshire's residents and visitors
- 5.11 Whilst the cost of implementing mass transit can be high, the scale of benefit for the region is significant. Other cities in the UK and beyond are demonstrating mass transit offers high value for money. Evidence from around

the country continues to illustrate that once mass transit opens, it delivers both substantial passenger growth and passenger satisfaction levels which are significantly higher than standard bus services.

- 5.12 At its meeting in February 2020, the Combined Authority agreed to continue to undertake early preparatory works to plan for mass transit across the region and noted that a Capital Approval for development funding would be sought from the Combined Authority during the spring/summer 2020.
- 5.13 Published in March, the Devolution Deal included commitment from government to “explore the case for funding a modern, low carbon West Yorkshire Mass Transit System” and the Deal proposed a £4.2 billion fund for Mayoral Combined Authorities (MCAs) to be able to bid to fund schemes (such as mass transit) between 2022-2027.

### **Case post Covid-19**

- 5.14 Covid-19 has brought immediate and substantial changes to the demand for travel. These are potentially long lasting. Covid-19 will make planners and decision makers reconsider the role which transport projects can play in supporting our cities and opportunities for growth. Different transport modes may be affected differentially. There could be changes to the patterns of economic activity that ultimately affect land use. A wide range of scenarios will need to be tested for all schemes as they develop. What is clear is that:
- There is increasingly strong ambition for delivering schemes which; enable a step change in air quality; help address climate change; support the use of active travel/sustainable modes; and help address inequalities in our region.
  - The underlying factors that have led to the connectivity plan and potentially the need for transit (e.g. connecting communities of greatest economic need to urban centres, sustainable new housing, revitalising town and city centres) remain and in terms of the economy, be even more pressing.
- 5.15 It is essential that the business case for mass transit considers the emerging longer-term implications of Covid-19. As the timescales to deliver any mass transit proposals are longer than the time it will take for Covid-19 implications to become clearer, it will be possible to continue to test the mass transit/Covid-19 implications at each stage of the business case and Assurance Framework process.

### **Mass Transit Strategic Outline Case (SOC) and MCA funding**

- 5.16 Leaders have previously endorsed developing a Mass Transit SOC and this work to develop the SOC has now commenced. It is essential that the SOC reflects and assesses various scenarios which consider the longer-term implications of Covid-19 and that the SOC brings forwards flexible,

technologically advanced solutions which are at the forefront of industry innovation.

- 5.17 The SOC will help to: inform upcoming local plans; shape the West Yorkshire Connectivity Plan, identify the 'pipeline' for future funding bids and give choices to Leaders to enable future decisions to be taken.
- 5.18 The £4.2 billion Transport Infrastructure Fund referenced within the Devolution Deal is a key target for funding phase 1 of West Yorkshire Mass Transit. While no details on this fund are yet available, it is likely that the bidding requirement for this fund will entail submission of a SOC, similar to that developed for the Transforming Cities Fund (TCF). The West Yorkshire Mass Transit SOC is therefore a key input for West Yorkshire to benefit from this fund.

### **Next Steps**

- 5.19 The funding proposed will be used to develop outline proposals for mass / urban transit on corridors identified for transit. These corridors are being shortlisted as part of the development of the West Yorkshire Connectivity Plan, through the following process:
- **Stage 1:** Prioritising those communities of greatest economic need (and identified as Inclusive Growth Corridors through the Leeds City Region HS2 Connectivity Strategy).
  - **Stage 2:** Creating a 'Single Evidence Base', which brings together the challenges and opportunities across: socio-economic demographics; major housing and employment opportunities; anticipated land use changes and new employment growth zones; the environmental and clean energy opportunities; the known transport constraints as well as the forecast changes to travel demand patterns and capacity.
  - **Stage 3:** Based on conclusions above, identifying those key 'Communities to Connect' through transformed connectivity.
  - **Stage 4:** Taking account of points above, identifying the future demand potential and identify the mode which is best to meet demand and also address the local challenges / needs.
- 5.20 The funding to be released in July 2020 would enable potential mass transit routes to be considered across all the agreed corridors. The SOC will then assess the routes to establish leading route options, potential modes and phasing. It is likely some corridors will have a stronger business case than others and the transit solution on some corridors is more likely to be a 'high quality bus solution', similar to the Sprint network in West Midlands. Other corridors are more likely to propose an innovative, 21st century light rail solution (building on the feedback from the recent worldwide market testing). The feedback from the Transit SOC will be brought back to members as it becomes available and will also inform the connectivity plan.

5.21 Continuing to undertake the early development work for Mass Transit as described above will position the Combined Authority to be able to bid for the £4.2 billion fund and to support the priorities outlined in the Devolution Deal. Any submission to the £4.2 billion fund would likely need to focus on smaller, phased subset of corridors, and the Mass Transit SOC will provide Leaders with an evidence base around options around prioritisation for the bid.

**Funding**

5.22 At present development work for Mass Transit is being funded from the WY+TF Transformational Fund. To continue the Mass Transit development work, a further £4.6 million is allocated within the WY+TF Transformational Fund. Of the £4.6 million, an initial £2.041 million is being sought for capital approval to enable early feasibility design development to continue up to the end of the 2020/21 financial year, which would be used to complete the areas set out in table below:

<b>Budget Area to DP2</b>	<b>Cost</b>	<b>Key Outputs/Products:</b>
Continued support development of the Mass Transit Programme Level Strategic Outline Case – this will identify evidence based ‘route options’ and ‘mode options’ for each of identified transit corridors, as well as phasing strategy options	£200,000	Decision Point 2 (SOC), which includes: <ul style="list-style-type: none"> <li>• Scenarios around implications of Covid-19</li> <li>• Multi Criteria Assessment of route options</li> <li>• Economic analysis appropriate to stage in development for route and option assessment</li> <li>• Indicative corridor phasing options</li> <li>• Technology Options Review and assessment for individual corridors</li> <li>• Completed consultations and engagement materials and reports</li> <li>• Commercial and financial advice to inform the business case</li> <li>• The evidence and inputs necessary to support the transit contents for the £4.2 billion fund submission.</li> </ul>
Identification of technically feasible transit routes for all agreed corridors, followed by concept level design development (to RIBA 2 stage), plus hot spot for small number of locations	£975,000	<ul style="list-style-type: none"> <li>• ‘Technically Feasible’ Transit Scorecards for routes across all agreed corridors.</li> </ul> RIBA 2 level outputs including: <ul style="list-style-type: none"> <li>• Route concept design alignment designs for all agreed corridors</li> <li>• Capital Cost estimates</li> <li>• Design Framework Principles/Scope</li> <li>• Environmental Impact Scoping Assessment</li> <li>• RIBA 3 level hot spot design for number of key locations</li> </ul>

Client side team, Project/Programme and CA overheads, including posts for programme management, planning and design	£866,000 (includes provision to resource the initial / key short-term project team requirements, for three years)	<ul style="list-style-type: none"> <li>• Detailed Development Cost Programme</li> <li>• Programme Development and Management</li> <li>• Cost Management</li> <li>• Risk Management</li> <li>• Implementation of PRINCE 2 processes (e.g. PID)</li> <li>• Project Assurance</li> </ul>
<b>Total</b>	<b>£2.041 million</b>	<b>From the WY+TF Transformational Fund (Corridors Allocation)</b>

5.23 During 2021, further approvals may be sought to complete development work required to achieve Decision Point 2. It should be noted that the cost plan set out above does not include:

- Any additional development costs post Decision Point 2
- Any costs associated with any future planning inquiry
- Undertaking any 'outline design' for any first phase
- Staffing costs for a full internal team necessary for delivery of mass transit
- Costs associated with advanced land acquisition
- Building any new transport modelling tool
- Costs for producing any bid necessary as part of the £4.2 billion fund.

### **Clean Growth / Climate Change Implications**

5.24 A net zero carbon advanced mass transit system for West Yorkshire will need to help address the climate emergency and improve air quality, through:

- utilising zero emission at source vehicles, powered by green electricity
- being designed to reduce road space for cars, coupled with disincentivising car trips into dense urban areas
- integrated with rail, and bus to encourage mode shift from car

### **Outputs, Benefits and Inclusive Growth Implications**

5.25 The scheme outputs and benefits include:

- Help combat climate change by being low emission and providing an attractive and sustainable alternative to car travel

- Connect the important places across our region – helping people travel to jobs and education in a reliable, efficient, and affordable way
- Support productivity and inclusive growth – improving transport links, creating new transport capacity, and encouraging investment and supporting the post Covid-19 recovery
- Support health and wellbeing through being part of healthy towns, cities and local communities and contributing to improve air quality.

5.26 By offering a new public transport option, which increases capacity and provides an attractive alternative to car travel, mass transit will support and facilitate:

- a low emission, low carbon, inclusive future
- sustainable development and regeneration of neighbourhoods, district centres, towns and cities
- a bigger, stronger and rebalanced economy
- delivery of new housing
- enhanced quality of life for West Yorkshire’s residents and visitors

5.27 A benefit cost ratio (BCR) will be developed during the next stage in development and ahead of decision point 2, to reflect the whole-life costs compared to the monetised benefits. Mass transit is anticipated to be high cost but also deliver high value for the region.

## **Risks**

5.28 The scheme risks include:

- The scheme is at the very early concept design stage and the key delivery risks and associated mitigation measures identified at this stage relate to the process of securing stakeholder support, planning and other statutory consents, refining scheme designs and cost estimates and ensuring adequate funding is in place to enable delivery.
- The business case for mass transit is likely to be stronger on some corridors than others, which could create risks around the ability to continue to progress beyond decision point 2 for some corridors.
- The work commissioned here will help support development of the strategic outline case for decision point 2 submission, which will include development of a funding strategy. However, although there is the potential funding through devolution and the £4.2 billion fund, at present there is no committed funding for delivery of mass transit.

- Other key risks include ensuring alignment with local plans; timescales for production of economic appraisal required for the business case takes longer than anticipated. Also as set out above the impact of Covid-19 will continue to be tested.

## Costs

5.29 At present development work for Mass Transit is being funded from the WY+TF Transformational Fund. To continue the Mass Transit development work, a further £4.6 million is allocated within the WY+TF Transformational Fund. Of the £4.6 million, an initial £2.041 million is being sought for capital approval to enable early feasibility design development to continue in advance of DP2, which would be used to:

- support development of the Mass Transit strategic outline case – this will identify evidence based ‘route options’ and ‘mode options’ for each transit corridor.
- test implications/scenarios around Covid-19 on the proposals.
- undertake concept design development for routes identified.
- bring in additional technical design, engineering, planning and programme management posts into the Combined Authority to oversee the feasibility work.
- provide the evidence and inputs necessary to support the submission for the £4.2 billion fund.

## Assurance Pathway and Approval Route

Assurance pathway	Approval route	Forecast approval date
1 (strategic assessment)	Recommendation: Investment Committee Decision: Combined Authority	27/07/2020
2 (strategic outline case)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Managing Director	01/04/2022

## Other Key Timescales

5.30 The SOC will set out the expected programme, subject to funding from central government, the intention would be that a mass transit scheme could start to be delivered during the mid-2020s.

## Assurance Tolerances

Assurance tolerances
The Combined Authority contribution should remain within the costs set out in this report. That the timescales should remain within 3 months of the timescales set out in this report for the preferred way forward.

## Project Responsibilities

Senior Responsible Officer	Liz Hunter (Head of Transport Policy)
Project Manager	Tom Gifford (Head of Mass Transit)
Combined Authority case officer	Ian Pegg (Portfolio Lead)

## Appraisal Summary

- 5.31 This scheme is driven by the need to develop a mass transit system for West Yorkshire. Funding to undertake early development work has been identified and this will lead to an options paper that will determine the full feasibility of the mass transit option. This initial development phase is vital to allow full development of the options to be undertaken.

## Recommendations

- 5.32 The Investment Committee recommends to the Combined Authority that:
- (i) The West Yorkshire Mass Transit programme proceeds through decision point 1 (Strategic assessment) and work commences on activity 2 (Strategic outline case)
  - (ii) An approval for development funding is agreed for £2.041 million from WY+TF Transformational Fund to develop the feasibility of the scheme.
  - (iii) Future approvals are made in accordance with the assurance pathway and approval route outlined in this 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 this report.

<b>Project Title</b>	<b>A64 Bus Priority and Park &amp; Ride</b>
<b>Stage</b>	1 (eligibility)
<b>Decision Point</b>	2 (strategic outline case)

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:		

## Background

- 5.33 This package will be funded through the Department for Transport's Transforming Cities Fund (TCF). As part of the Government's Industrial Strategy and the National Productivity Investment Fund, the TCF aims to drive up productivity through improved connections between urban centres and suburbs. To do this, the TCF provides a significant opportunity to invest in infrastructure to improve public and sustainable transport connectivity in some of England's largest cities. This scheme will be funded through Tranche 2 of the fund, which received Department for Transport's approval in March 2020.
- 5.34 The TCF programme is organised into three themes which focus on improving public transport and cycling corridors, improving accessibility to key locations, and improving transport hubs and Interchange facilities. Local partners are developing packages of schemes for approval at Strategic Outline Business Case (SOC) before bringing individual schemes through the assurance process at Outline Business Case.
- 5.35 The A64 is a key radial route through east Leeds carrying long distance traffic from the wider Leeds City Region alongside local traffic. It is an important bus corridor with high frequency services carrying large numbers of passengers. Low car ownership levels within the surrounding communities mean that many local residents rely on public transport on this route to access employment and services.
- 5.36 This package consists of two complementary schemes. The first (Bus Priority) involves a series of bus infrastructure improvements along the A64 from the Seacroft roundabout through to Marsh Lane and the Quarry Hill area in Leeds City Centre. It includes new bus lanes (linking existing bus lanes and guided busways), bus priority at junctions and signalised roundabouts at Seacroft and Ivy Street together with improvements to cycling infrastructure on Crossgates Road.

- 5.37 The second scheme (Park and Ride) involves the provision of a new bus park and ride site on the A64 at Whinmoor. It will provide a public transport option for commuters from outside the city who do not have access to rail services or easy access to other park and ride sites. Bus services from this site would benefit from the Bus Priority improvements along the A64.

### **Clean Growth / Climate Change Implications**

- 5.38 This package will reduce the number of car journeys along this corridor, thereby reducing emissions and improving air quality. It will also improve access to key services along the corridor by bus and bicycle. Further details on the potential climate change implications of each scheme will be undertaken as they progress through the assurance process.

### **Outputs, Benefits and Inclusive Growth Implications**

- 5.39 Overall package outputs and benefits include:
- Increased bus patronage and improved service reliability
  - Reduced greenhouse gas emissions and improved air quality – through modal shift from car to bus
  - Increased levels of employment and education for residents of east Leeds – through supporting planned growth from the East Leeds extension, which aims to deliver around 5,000 new homes.
  - Increased, sustainable economic growth for Leeds– through greater confidence in investing for developers and investors
  - Reduced overall levels of deprivation in east Leeds – by supporting access to employment and services

### **Risks**

- 5.40 Individual schemes will come with their own risks at Outline Business Case. Risks at the package level include:
- scheme delays due to the impact of Covid-19 – mitigated by monitoring the impact of Covid-19 of schemes currently in delivery and using lessons learned to minimise risks on this scheme
  - schemes not delivered by the TCF spending deadline of March 2023 – mitigated by overlapping design stages to expedite the delivery programme
  - package costs increase from early estimates – mitigated by learning lessons from the Leeds Public Transport Investment Programme and similar schemes, including appropriate risk and contingency levels and obtaining detailed survey information early in the design process

- public/stakeholder objections to proposals given likely impact on car users and disruption to road network during construction period and its impact on business/property owners – mitigated by public consultation from an early stage and throughout the design and delivery process
- environmental impacts and considerations including Tree Preservation Orders (TPO) – mitigated by early investigation/identification of TPOs and exploration with planning team
- scheme requires third party land – mitigated by delivery within highway boundary / Leeds City Council owned land and early engagement with key third party landowners.

### Costs

- 5.41 The total package value under the 'low' scenario is £7 million. The package value under the 'core' scenario is £8.878 million for the Bus Priority scheme and the 'high' scenario is £23.329 million with the addition of the Park and Ride scheme. The detail of the interventions will be determined at the next stage of assurance process once more detailed design has been undertaken and over programming strategy is refined.
- 5.42 Given the extent of the potential funding gap and the complementary nature of the two schemes, they will be developed through a single Outline Business Case (OBC). Development costs of £510,000 were approved by the Combined Authority on 13 May 2020.

### Assurance Pathway and Approval Route

Assurance pathway	Approval route	Forecast approval date
2 (strategic outline case)	Recommendation: Investment Committee Decision: Combined Authority	27/07/2020
3 (outline business case)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Investment Committee	07/01/2020

### Other Key Timescales

- 5.43 Construction for both schemes (subject to funding) is forecast to commence in January 2022
- 5.44 Completion is forecast by March 2023

### Assurance Tolerances

Assurance tolerances
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That Combined Authority costs remain within 10% of those outlined in this report.  
 That the timeframes remain within 6 months of those outlined in this report.

## Project Responsibilities

<b>Senior Responsible Officer</b>	Andrew Hall
<b>Project Manager</b>	Elizabeth Walker
<b>Combined Authority Case Officer</b>	Ian McNichol

## Appraisal Summary

- 5.45 The package has a strong strategic fit in terms of its alignment with the priorities of the SEP and the objectives of the TCF. The rationale for a range of interventions to improve public transport infrastructure is clearly presented. A range of potential benefits have been identified and further work will be required at the next stage of the assurance process to quantify these and establish the extent to which this represents value for money.
- 5.46 The overall funding strategy for the package will need to be further developed to address the gap between the TCF funds and the costs for delivering both schemes and this included match funding from Leeds City Council and other potential sources. The management case is clearly presented and builds on the work to develop and deliver similar bus priority and park and ride schemes elsewhere in the city through LPTIP.

## Recommendations

- 5.47 The Investment Committee recommends to the Combined Authority that:
- (i) The A64 Bus Priority & Park & Ride package proceeds through decision point 2 (Strategic Outline Case) and work commences on Activity 3 (Outline Business Case).
  - (ii) An indicative approval of £7 million is given from the Transforming Cities Fund with full approval to spend being granted once the scheme package has progressed through the Assurance Process to Decision Point 5 (Full Business Case with finalised costs).
  - (iii) Future approvals are made in accordance with the Approval Pathway and Approval Route outlined in this report including at Decision Point 5 through a delegation to the Combined Authority's Managing Director following a recommendation by the Combined Authority's Portfolio Appraisal Team. This will be subject to the package remaining within the tolerances outlined in this report.

<b>Project Title</b>	<b>Integrated Corporate Systems - Finance and HR Systems</b>
<b>Stage</b>	1 (eligibility)
<b>Decision Point</b>	2 (strategic outline case)

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:	N/A	

## Background

- 5.48 The West Yorkshire Combined Authority is in a period of growth and transformation This coincides with a review of existing legacy corporate systems which are reaching end of life and which were implemented in some cases 15 years ago when the organisation was very different.
- 5.49 The key objective of the scheme is to improve the efficiency of the finance and HR systems, by the replacement of the existing outdated legacy software systems providing HR, payroll, finance and budgeting systems and processes. The current HR system is over 10 years old and the main finance systems were originally installed over 15 years ago and these have not been significantly invested in since implementation and have come to the end of their life.
- 5.50 Current systems also do not allow effective budget modelling, and information is often required to be held in more than one system. The training for staff and other end users is also included in the scope of the scheme.
- 5.51 Current systems also do not allow effective budget modelling, and information is often required to be held in more than one system. The training for staff and other end users is also included in the scope of the project.
- 5.52 IT software systems and processes used by the HR, payroll and finance teams and the other end users (e.g. budget holders, administrators etc.) Current systems also do not allow effective budget modelling, and information is often required to be held in more than one system. The training for staff and other end users is also included in the scope of the project.
- 5.53 The current legacy solutions were implemented when the organisation was very different. Since then, the overall employee count has increased, and more significantly, the breadth and complexity of activities. This will continue

with the development of a Mayoral Combined Authority, and the need to offer significant value and support to its partners.

- 5.54 The finance and HR departments use a range of systems from numerous providers and these systems are now used by many more staff in other directorates. Using a range of different systems is complex, time consuming and presents the following challenges:
- maintaining numerous systems requires significant effort from finance, HR and on Information and Communications Technology (ICT) services to keep them updated, available and ensuring all interfaces between the systems work.
  - numerous systems lead to unnecessary duplication of data, and potentially conflicting data and unnecessary record discrepancies for the Combined Authority.
  - Separate systems holding data means more complex reporting is very difficult, hindering the provision of good management information for business planning
  - staff time is tied up across directorates as liaison is needed to agree / reconcile information manually, including using paper forms (adding further potential of human errors in data entry) to facilitate processes which systems should automate.

### **Clean Growth / Climate Change Implications**

- 5.55 The scheme will reduce carbon emissions by reducing energy and waste consumption, as a modern, consolidated system will eliminate the current need for manual paper-based processes and workflows.

### **Outputs, Benefits and Inclusive Growth Implications**

- 5.56 The scheme outputs and benefits include:
- the implementation of a new system(s) that is modern, fit for purpose and flexible for future growth.
  - financial and time savings – through more efficient processes, enabling self-service for all staff.
  - better decision making – improved management information that provides for real time information that is accurate, reliable and timely.

### **Risks**

- 5.57 A risk register will be developed by the recruited Project Manager. Further details on risks and their mitigation will therefore be detailed in the full business case. The scheme risks considered so far include:

- delays due to notice periods of the legacy systems – mitigated by giving timely notice
- Capacity of in-house staff to engage with the project alongside other priorities - mitigated by additional resources through backfilling of staff where needed

## Costs

5.58 The scheme costs are:

- The total scheme estimate is £1.5 million, to be funded through the West Yorkshire Combined Authority’s own capital programme and reserves. Costs may be met through borrowing.
- Approval of development costs of £150,000 from the West Yorkshire Combined Authority’s resources is now sought, taking the total approval to £150,000.

## Assurance Pathway and Approval Route

Assurance pathway	Approval route	Forecast approval date
4 (full business case)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Managing Director	28/08/2020
5 (full business case with finalised costs)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Managing Director	25/09/2020

## Other Key Timescales

5.59 Further timescales will need a full review / refinement by the Project Manager, once recruited, and the successful supplier.

## Assurance Tolerances

Assurance tolerances
That the total project costs should remain within plus 10% of the total project costs That the project delivery timescale remains within six months of the timescales identified within this report.

## Project Responsibilities

<b>Senior Responsible Officer</b>	David Gill, Head of ICT Services
<b>Project Manager</b>	To be recruited – role currently being advertised
<b>Combined Authority case officer</b>	Lynn Cooper

## Appraisal Summary

- 5.60 The scheme aligns with the ethos and aspirations of the Combined Authority and there is a clear demand for the replacement of the HR, payroll and finance systems to meet future needs. Further work is required, as part of the business analysis, project specification and procurement, to establish the most appropriate option to address the specific needs of the various stakeholders. Further work also needs to be undertaken as part of the procurement exercise to determine the cost of this project.
- 5.61 More detail will also need to be included in the full business case around the governance arrangements, which are subject to the appointment of a project manager.

## Recommendations

- 5.62 The Investment Committee recommends to the Combined Authority that:
- (i) The Integrated Corporate Systems project proceeds through Decision Point 2 (Strategic Outline Case) and work commences on Activity 4 (full business case).
  - (ii) An indicative approval to the total project value of £1.5 million is given from the Combined Authority's own capital programme and reserves. with Full Approval to spend being granted once the scheme has progressed through the Assurance Process to Decision Point 4.
  - (iii) Development costs of £150,000 are approved in order to progress the scheme to Decision Point 4 (Full Business Case).
  - (iv) Future approvals are made in accordance with the Approval Pathway and Approval Route outlined in this report including at Decision Point 4 through a delegation to the Combined Authority's Managing Director following a recommendation by the Combined Authority's Portfolio Appraisal Team. This will be subject to the scheme remaining within the tolerances outlined in this report.

<b>Project Title</b>	<b>Bradford Strategic Transport Model</b>
<b>Stage</b>	1 (eligibility)
<b>Decision Point</b>	2 (strategic outline case)

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:		

## Background

- 5.63 This scheme will be funded from the West Yorkshire plus Transport Fund. This is a £1 billion fund, covering West Yorkshire and York. The objectives of the West Yorkshire plus Transport Fund are to enable key employment and housing development areas and will help to create about 20,000 new jobs over the next 10 years. These strategic transport projects will be delivered to facilitate the growth priorities identified in the Leeds City Region Economic plan.
- 5.64 The purpose of this scheme is to deliver a new multi-modal transport model for Bradford which reflects Department for Transport (DfT) best practice guidance, indirectly supporting the delivery of the Leeds City Region Strategic Economic Plan (SEP) priorities, by developing and appraising transport schemes and assessing development options, associated with the Local Plan and wider Leeds City Region schemes.
- 5.65 The scheme is needed to update the Bradford Strategic Transport Model to support development and appraisal of projects included within the West Yorkshire plus Transport Fund and bids for government funding. In July 2018, City of Bradford Metropolitan District Council (CBMDC), appointed a preferred supplier, WSP, through a competitive tendering exercise. The data for the model was collected in Autumn 2018. The model has already been started and majority of the work has been done.

## Clean Growth / Climate Change Implications

- 5.66 The Bradford Transport Model Update 2020 will be used to appraise future pipeline schemes, allowing clean growth and climate change implications to be tested.

## Outputs, Benefits and Inclusive Growth Implications

5.67 The forecast outputs, benefits and inclusive growth implications are:

- Up to date origin and destination data for use in model building.
- Transport model that meets the latest requirements of DfT guidance.
- A model that can be used in support of a wide range of transport schemes across Bradford.
- Can be applied in the development and appraisal of schemes that support inclusive growth

## Risks

5.68 The key risks to the delivery of the scheme and associated mitigation measures are:

- Covid-19 - the crisis impacts on the project team, forecast accuracy and social value component of the bid. To mitigate these impacts regular online meeting and reporting take place.
- Risk of software issues during model development and testing – to mitigate, separate versions of models will be kept, rather than making changes to the existing WY+TF version of the model.

## Costs

5.69 The scheme costs are:

- The total forecast scheme cost is £709,000.
- The Combined Authority contribution sought is £367,000 from the West Yorkshire Plus Transport Fund (including £25,000 to finalise the model).
- CBMDC will fund £342,000.

## Assurance Pathway and Approval Route

Assurance pathway	Approval route	Forecast approval date
2 (strategic outline case)	Recommendation: Investment Committee Decision: Combined Authority	27/07/2020
5 (full business case with finalised costs)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Managing Director	28/08/2020

## Other Key Timescales

- 5.70 Model validation and calibration to be completed in June 2020.
- 5.71 Model completion and sign off is forecast for June 2020.

## Assurance Tolerances

Assurance tolerances
That the delivery programme remains within 3 months of the timescales outline in this report. 0% tolerance on costs outlined in this report.

## Project Responsibilities

Senior Responsible Officer	Richard Gelder, Bradford Council
Project Manager	Ben McCormac, Bradford Council
Combined Authority case officer	Kamila Nowicka

## Appraisal Summary

- 5.72 The strategic and socio-economic drivers for the Bradford Strategic Transport Model are well established. The model is necessary to help develop and evaluate major future transport interventions in the city and wider district. The transport interventions to be considered include highway improvement schemes, public transport improvements (including bus priority measures and “new” transport modes such as mass transit).
- 5.73 The scheme also contributes to delivering the Leeds City Region SEP priorities, along with wider national, regional, and local transport strategies and policies through appraisal of schemes and the development of more robust business cases.
- 5.74 There is a clear need for an up to date transport model that meets DfT guidance. A clear procurement strategy is in place. Outcomes and benefits have been clearly defined in the Strategic Outline Case (SOC) and are achievable and realistic.

## Recommendations

- 5.75 The Investment Committee recommends to the Combined Authority that:
- (i) The Bradford Strategic Transport Model project proceeds through Decision Point 2 (Strategic Outline Case) and work commences on Activity 5 (full business case with finalised costs).
  - (ii) An indicative approval to the Combined Authority’s contribution of £367,000 (which will be funded through the West Yorkshire Transport

Fund) is given. The remainder of the funding is from City of Bradford Metropolitan District Council (£342,000). The total project value is £709,000.

- (iii) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report including Decision Point 5 delegated to the Managing Director. This will be subject to the scheme remaining within the tolerances outlined in this report.

## Projects in Stage 2: Development



Projects at this development stage should demonstrate that they have tested the feasibility of a solution through their business case. This business case should then be developed in order to confirm and detail the preferred solution  
 Projects in Stage 3: Delivery and Evaluation

<b>Project Title</b>	<b>Leeds City Centre Cycle Connectivity</b>
<b>Stage</b>	2 (development)
<b>Decision Point</b>	3 (outline business case)

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:		

### Background

- 5.76 On 11 March 2020, Government approved £317 million towards the Combined Authority's Transforming Cities Fund (TCF) bid. The TCF brings together collective schemes from across West Yorkshire to improve access to cycling, walking, and public transport.
- 5.77 The Leeds City Centre Cycle Connectivity (LCCCC) scheme forms part of the Leeds Station Cycle Access package. The package includes measures to improve access to Leeds rail station, the relocation to bus and taxi facilities, and a new 700 space cycle parking hub.
- 5.78 The LCCCC scheme focuses on improving the cycling connectivity to the station and Leeds city centre, identifying six locations to deliver a combined seven kilometres of cycling infrastructure which links up and bridges gaps in the existing cycle network. This comprises of:
- Western Gateway: Kirkstall Road to Wellington Street and St Pauls Street

- Southern Gateway: Neville Street and Bishopsgate Street, with Dark Neville Street and Sovereign Street connectors
- Eastern Gateway: Lady Lane, Templar Street and Bridge Street
- Crown Point Bridge Gateway: Black Bull Street and Crown Point Road
- Holbeck Connector: Whitehall Road to Holbeck
- Dewsbury Road Connector: Kidacre Street and Leathley Road

5.79 Scheme delivery is anticipated to deliver high quality, coherent cycle links to growth areas across Leeds city centre, improving access to employment, skills, and education especially in areas of economic and social deprivation.

5.80 The scheme will also support mode shift from car to cycle, reducing net carbon emissions from transport in Leeds, and through this also increase the cycle mode share for commuter trips into the city centre.

5.81 The scheme comes forward at Outline Business Case (activity 3) with a total scheme cost estimate of £7.81 million, to be wholly funded through the TCF programme.

5.82 Several other schemes are in the pipeline for delivery, within the periphery of Leeds City Centre and the rail station. The scheme promoter has confirmed that the six LCCCC cycle infrastructure schemes, can be brought forward independently. Where there are geographical interfaces, Leeds City Council's projects teams are working closely together with all schemes co-ordinated at the City Centre Programme Board.

5.83 In response to the Covid-19 emergency, the scheme promoter is implementing a "trial" version of the scheme using light segregation 'wands' (a method to separate cycle lanes from the highway). This will be a temporary measure but is anticipated to provide robust evidence for the longer-term scheme. The promoter has provided a guarantee that this will not incur an additional cost to the scheme through development cost savings, incorporation of 'wands' in parts of the final designs and the reuse of the 'wands' for future schemes.

### **Clean Growth / Climate Change Implications**

5.84 The scheme will contribute to the delivery of a low emission transport system by reducing car use and encouraging modal shift to cycling into the city centre and accessing the rail station, supporting active travel into the city centre and access to rail for onward journeys.

### **Outputs, Benefits and Inclusive Growth Implications**

5.85 The scheme outputs and benefits include:

- to deliver 3.2 kilometres of segregated cycle infrastructure in Leeds City Centre by 2023

- to deliver seven kilometres of high-quality cycling provision in total to enhance and complement other planned transport projects and programmes, building a comprehensive network of cycling and walking infrastructure across the city
- create high quality, coherent cycle links to growth areas across Leeds City Centre, providing improved access to the city centre from planned housing and employment sites
- improve access to employment, skills, and education, especially in areas of economic and social deprivation
- support mode shift from car to cycle to reduce net carbon emissions from transport in Leeds, with an increased cycle mode share of at least one per cent in the city centre
- increase the number of trips made by bike on these routes by 70 per cent by 2030.
- The value for money assessment reflects the LCCCC scheme benefit cost ratio (BCR) of 3.89:1 corresponding to High value for money when assessed against the Department for Transport's value for money criteria.
- The LCCCC scheme supports the inclusive growth principle of a better quality of life for all in society by enhancing connectivity to the city centre and rail station for direct or onward travel to employment, education, housing and retail via a sustainable and affordable form of travel, which also encourages better health and supports the reduction in carbon emissions, improving air quality.

## **Risks**

5.86 The scheme risks include:

- environmental risks primarily concerning unchartered statutory undertakers, utilities, and contaminated land which could result in additional site survey costs. Early engagement is happening to capture as much intelligence on ground conditions prior to construction
- partnership and commercial risks including cost escalation and contractual delays, which could increase costs and delay to the scheme programme. Procurement to be undertaken as early as possible to enable early contractor engagement to inform contractual arrangements
- regulatory and legal risks including time needed to process Traffic Regulation Orders (TRO's), traffic management and statutory undertakers works permits, and temporary bus stops, which could add delay to the scheme programme. Early engagement has been had with applicable stakeholders (planning, highways) with discussions ongoing.

## Costs

5.87 The scheme costs are:

- The scheme sits within the Transforming Cities Fund (TCF) Leeds Station Cycle Access Improvement package which under the 'low', 'core', and 'high' scenario has a cost of £39.5 million.
- The total scheme cost estimate at outline business case (activity 3) is £7.81 million, to be wholly funded through the TCF programme.
- Approval of £1.085 million of which £485,000 is development costs and £600,000 for the segregation 'wands', from the TCF fund, is sought to progress to Full Business Case with finalised costs (activity 5), taking the total approval to £1.235 million.
- The Combined Authority to enter into a funding agreement with Leeds city council for expenditure up to £1.235 million from the TCF fund.

## Assurance Pathway and Approval Route

Assurance pathway	Approval route	Forecast approval date
3 (outline business case)	Recommendation: Investment Committee Decision: Combined Authority	27/07/2020
5 (full business case with finalised costs)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Managing Director	20/11/2020

## Other Key Timescales

5.88 The construction contract award is anticipated for October 2020.

5.89 Commencement to construction works across all six schemes is forecast for November 2020, with completion to be achieved between December 2022 and March 2023.

## Assurance Tolerances

Assurance tolerances
That any scheme cost increase remains within 10% of costs set out. That the delivery programme remains within 3 months of the timescales set out.

## Project Responsibilities

<b>Senior Responsible Officer</b>	Gary Bartlett, Leeds city council
<b>Project Manager</b>	Paul Foster, Leeds city council
<b>Combined Authority case officer</b>	Asif Abed

## Appraisal Summary

- 5.90 The proposed interventions and the desired outcomes align to the ambitions of the Transforming Cities Fund (TCF) as well as local and regional transport policies and strategies, with focus on improving cycling connectivity by bridging gaps in the current cycle network into Leeds city centre and the rail station to encouraging modal shift from the car to a more accessible, affordable, and sustainable form of travel. Scheme delivery therefore also demonstrates support to the Leeds City Region clean growth targets, inclusive growth principles, and highlights how it will compliment other activity being delivered in the city centre through other transport funding programmes such as the Leeds Public Transport Investment Programme (LPTIP).
- 5.91 The financial case reflects a total scheme cost of £7.81 million, considered affordable for delivery through the TCF Leeds Station Cycle Access Improvement package.
- 5.92 The commercial case suitably sets out the preferred procurement route, whilst the value for money assessment reflects a high value for money scheme informed by a satisfactory evidence base of the modelling tools and inputs.
- 5.93 Further work to refine the scheme programme is however required, with expectancy this is presented at the next stage following appointment of the contractor and the development of a construction programme. It is imperative the scheme considers delivery of works on this scheme in combination to the other activity being delivered in and around the periphery of the city centre.

## Recommendations

- 5.94 The Investment Committee recommends to the Combined Authority that:
- (i) The TCF: Leeds City Centre Cycle Connectivity project proceeds through decision point 3 (Outline Business Case) and work commences on activity 5 (Full Business Case with finalised costs).
  - (ii) An indicative approval to the total project value of £7.81 million is given from the TCF fund with full approval to spend being granted once the scheme has progressed through the assurance process to decision point 5 (Full Business Case with finalised costs).

- (iii) Additional development costs of £1.085 million are approved, in order to progress the scheme to decision point 5 (Full Business Case with finalised costs), taking the total project approval to £1.235 million.
- (iv) The Combined Authority enters into a Funding Agreement with Leeds City Council for expenditure of up to £1.235 million from the TCF fund.
- (v) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report including at decision point 5 through a delegation to the Combined Authority's Managing Director following a recommendation by the Combined Authority's Portfolio Appraisal Team. This will be subject to the scheme remaining within the tolerances outlined in this report.

## **Projects in Stage 3: Delivery and Evaluation**



- 5.95 Once in Delivery and Evaluation the scheme is delivered and Combined Authority funding is drawn down. When delivery is completed a review is carried out to ensure that the scheme has met all its requirements and outputs in accordance with its Funding Agreement. Finally, information about a scheme's performance following its completion is collected, in order to evaluate the success of the scheme.
- 5.96 There are no schemes requiring consideration at this assurance stage.

## **6 Clean Growth Implications**

6.1 Clean growth implications are outlined in each scheme, see above.

## **7 Inclusive growth implications**

7.1 The inclusive growth implications are outlined in each scheme, see above.

## **8 Financial implications**

8.1 The report seeks endorsement to expenditure from the available Combined Authority funding as set out in this report.

## **9 Legal implications**

9.1 The payment of funding to any recipient will be subject to a funding agreement being in place between the Combined Authority and the organisation in question.

## **10 Staffing implications**

10.1 A combination of Combined Authority and local Partner Council project, programme and portfolio management resources are or are in the process of being identified and costed for within the schemes in this report.

## **11 External consultees**

11.1 Where applicable scheme promoters have been consulted on the content of this report.

## **12 Recommendations**

### **Pothole funding allocation 2020/21**

12.1 It is recommended that the Combined Authority:

- (i) approves the expenditure of the DfT pothole funding totalling £18.610 million
- (ii) approves the allocation of the DfT pothole funding to the five West Yorkshire partner councils in accordance with the DfT formula and that allocations are paid quarterly to partner councils

### **West Yorkshire Mass Transit**

12.2 That the Investment Committee recommends to the Combined Authority that:

- (i) The West Yorkshire Mass Transit programme proceeds through decision point 1 (Strategic assessment) and work commences on activity 2 (Strategic outline case)

- (ii) An approval for development funding is agreed for £2.041 million from WY+TF Transformational Fund to develop the feasibility of the scheme.
- (iii) Future approvals are made in accordance with the assurance pathway and approval route outlined in this 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 this report.

#### **A64 Bus Priority and Park & Ride**

12.3 That the Investment Committee recommends to the Combined Authority that:

- (i) The A64 Bus Priority & Park & Ride package proceeds through decision point 2 (Strategic outline case) and work commences on activity 3 (Outline business case).
- (ii) An indicative approval of £7 million is given from the Transforming Cities Fund with full approval to spend being granted once the scheme package has progressed through the assurance process to decision point 5 (Full business case with finalised costs).
- (iii) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report including at decision point 5 through a delegation to the Combined Authority's Managing Director following a recommendation by the Combined Authority's Portfolio Appraisal Team. This will be subject to the package remaining within the tolerances outlined in this report.

#### **Integrated Corporate Systems – Finance and HR Systems**

12.4 That the Investment Committee recommends to the Combined Authority that:

- (i) The Integrated Corporate Systems project proceeds through decision point 2 (Strategic outline case) and work commences on activity 4 (Full business case).
- (ii) An indicative approval to the total project value of £1.5 million is given from the Combined Authority's own capital programme and reserves. with full approval to spend being granted once the scheme has progressed through the assurance process to decision point 4.
- (iii) Development costs of £150,000 are approved in order to progress the scheme to decision point 4 (Full business case).
- (iv) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report including at decision point 4 through a delegation to the Combined Authority's Managing Director following a recommendation by the Combined Authority's Portfolio Appraisal Team. This will be subject to the scheme remaining within the tolerances outlined in this report.

## **Bradford Strategic Transport Model**

12.5 That the Investment Committee recommends to the Combined Authority that:

- (i) The Bradford Strategic Transport Model project proceeds through Decision Point 2 (Strategic outline case) and work commences on Activity 5 (full business case with finalised costs).
- (ii) An indicative approval to the Combined Authority's contribution of £367,000 (which will be funded through the West Yorkshire Transport Fund) is given. The remainder of the funding is from City of Bradford Metropolitan District Council (£342,000). The total project value is £709,000.
- (iii) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report including at decision point 5 through a delegation to the Combined Authority's Managing Director following a recommendation by the Combined Authority's Portfolio Appraisal Team. This will be subject to the scheme remaining within the tolerances outlined in this report.

## **Leeds City Centre Cycle Connectivity**

12.6 That the Investment Committee recommends to the Combined Authority that:

- (i) The TCF: Leeds City Centre Cycle Connectivity project proceeds through decision point 3 (Outline business case) and work commences on activity 5 (Full business case with finalised costs).
- (ii) An indicative approval to the total project value of £7.81 million is given from the TCF fund with full approval to spend being granted once the scheme has progressed through the assurance process to decision point 5 (Full business case with finalised costs).
- (iii) Additional development costs of £1.085 million are approved, in order to progress the scheme to decision point 5 (Full business case with finalised costs), taking the total project approval to £1.235 million.
- (iv) The Combined Authority enters into a funding agreement with Leeds City Council for expenditure of up to £1.235 million from the TCF fund.
- (v) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report including at decision point 5 through a delegation to the Combined Authority's Managing Director following a recommendation by the Combined Authority's Portfolio Appraisal Team. This will be subject to the scheme remaining within the tolerances outlined in this report.

## **13 Background documents**

- 13.1 Business case summaries for the schemes recommended for approval by the Investment Committee are available here:

[8 July Investment Committee](#)

## **14 Appendices**

**Appendix 1** – Background to the Combined Authority’s assurance framework

**Appendix 2** – Location maps for the schemes presented in this report

**Appendix** 1 (Background to the report)

**Subject:** Capital Spending and Project Approvals

## Information

- 1.1 This report puts forward proposals for the progression of, and funding for, a number of schemes for approval by the Combined Authority, following consideration by the West Yorkshire and York’s Investment Committee. The Combined Authority will recall that a three stage approach has been introduced as part of an enhancement to current project management arrangements, with the requirement that all projects subject to minor exceptions as detailed in the assurance framework, will as a minimum, need to formally pass decision point 2 (case paper approval) and 5 (final cost approval) highlighted below, with the requirement to meet the intervening activities deemed on a project by project basis.



- 1.2 The Programme Appraisal Team (PAT) appraises all schemes at the decision points. The PAT consists of an independent panel of officers representing policy, legal, financial, assurance and delivery. The scheme promoters from our partner councils or partner delivery organisations attend the meeting to introduce the scheme and answer questions from the panel. The terms of reference for the PAT are contained within the Leeds City Region Assurance Framework.

## Future assurance and approval route

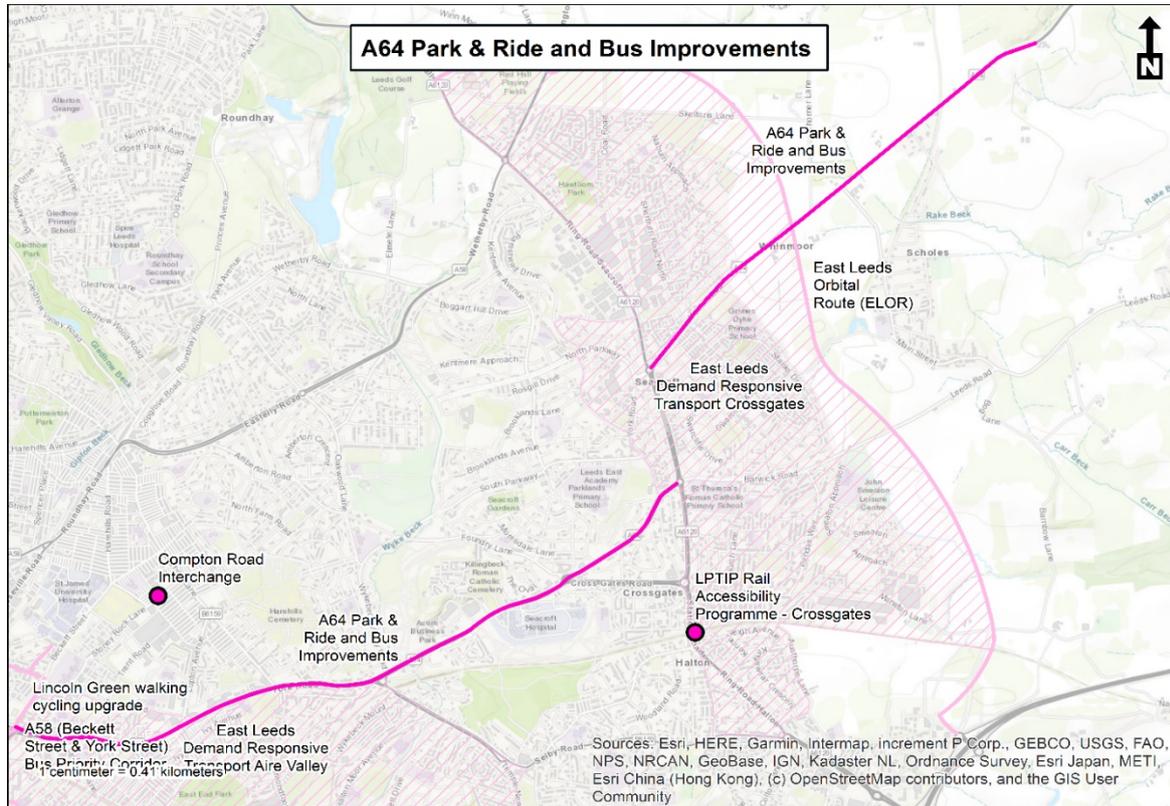
- 1.3 The tables for each scheme in the main report outlines the proposed assurance process and corresponding approval route for the scheme. The assurance pathway sets out the decision points which the scheme must progress through and will reflect the scale and complexity of the scheme. The approval route indicates which committees or officers will make both a recommendation and approval of the scheme at each decision point. A delegated decision can only be made by the Managing Director if this has received prior approval from the Combined Authority.

## **Tolerances**

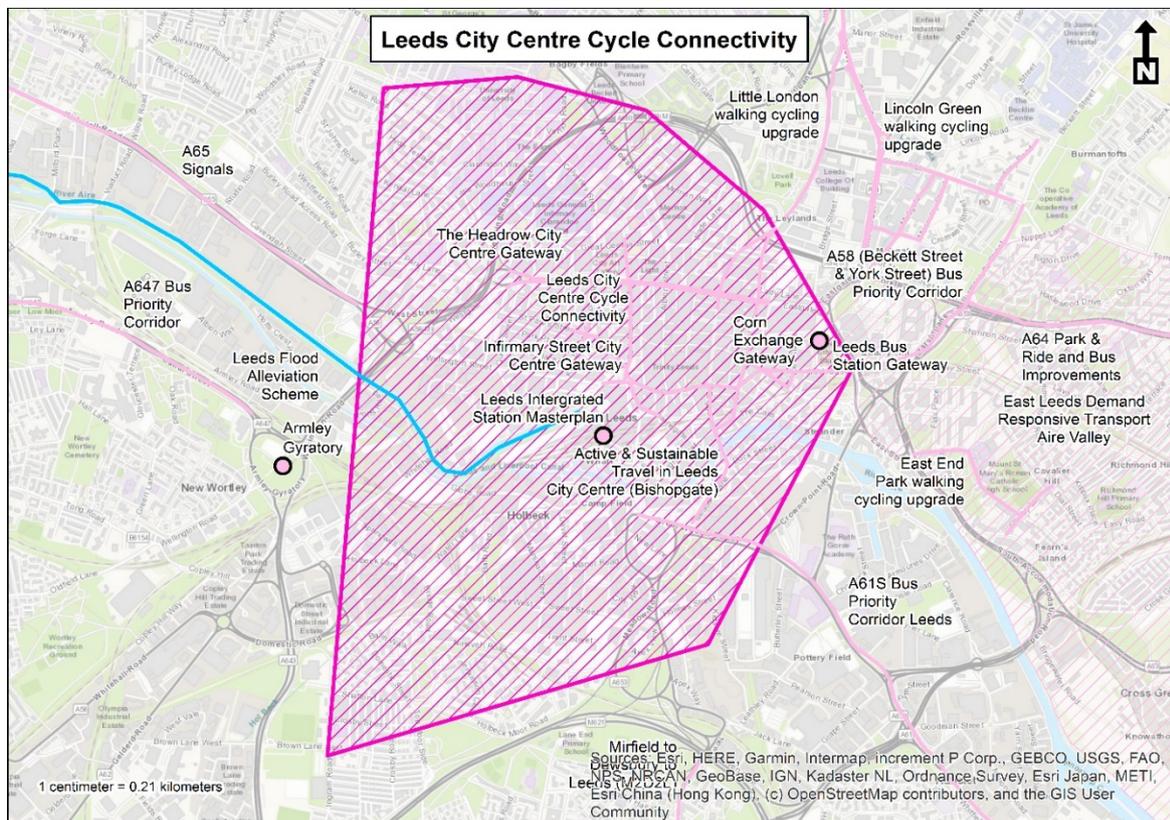
- 1.4 In order for the scheme to follow the assurance pathway and approval route that is proposed in this report, it should remain within the tolerances outlined for each scheme. If these tolerances are exceeded the scheme needs to return to Investment Committee and/or the Combined Authority for further consideration.

## Appendix 2 – Location maps for the schemes presented in this report

### A64 Park and Ride and Bus Improvements



### Transforming Cities Fund (TCF): Leeds City Centre Cycle Connectivity



Please note, depending on the level of scheme development, the location and scope of the schemes indicated here are indicative only.

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**Report to:** West Yorkshire Combined Authority

**Date:** 27 July 2020

**Subject:** **Future Bus Options**

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

**Author:** Helen Ellerton

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

## 1. Purpose of this report

- 1.1. To provide an update on the work to develop a new approach to bus services and the implications that COVID-19 is likely to have on the consideration of future options.
- 1.2. To recommend that the Combined Authority explores all options available for the delivery of bus services in West Yorkshire. To do this there is a need to understand the financial, legal and technical issues faced by the industry. Additional funding is required to access technical expertise where the skills are currently not available in-house. Therefore, it is recommended that the Combined Authority approves spending of up to £150,000 to provide support to understand the issues and develop a preferred way forward.

## 2. Information

### Background

- 2.1 The bus is the biggest public transport mover of people in West Yorkshire and has a critical role in our transport network: it is essential for providing access to jobs and training. It is central to our key objectives of driving inclusive growth

and tackling the climate emergency. However, patronage is declining. Bus travel has a poor reputation and is not perceived as an attractive and natural choice. This disconnect between the key role of the bus in supporting the economy especially for deprived communities and the declining patronage means there is a real need to understand and deliver interventions that could provide a different and more attractive offer to the customer.

- 2.2 In addition, the Combined Authority currently spends over £70 million per year supporting socially necessary bus services and concessionary journeys. Ensuring this funding is delivering the Authority's objectives is key.
- 2.3 Exploring the options to utilise provisions in the Bus Service Act 2017 is part of the West Yorkshire Devolution Deal and Mayoral Combined Authority preparations. The success of the Bus Alliance is an important first step to improving the bus offer for customers. Delivering a successful partnership is an important step to demonstrate that the Combined Authority and the bus operators of West Yorkshire can together deliver a successful bus network.
- 2.4 The Combined Authority should only embark on any model if that furthers the overall bus strategy aims to increase patronage and through that secure the wider goals of inclusivity and carbon reduction. Protecting the bus network for West Yorkshire residents is an overriding key objective.

#### Implications of COVID-19 on the bus network

- 2.5 In March, bus services were reduced to a minimal network to support key workers. From the 1 June 2020, in accordance with the Step 2 of the Government's roadmap around 75% of services are now operating, with some bus routes restored to normal frequencies between 0700 and 1900 Monday to Friday. Capacity has been increased to 50% of normal from the 8 July following a reduction of social distancing on bus and usage of face masks as a key mitigation. Demand for public transport had increased following the restart of non-essential retail and hospitality to approximately 40% or pre-COVID levels.
- 2.6 The reduced demand and consequential loss of revenue arising from COVID-19 will have a significant impact on the financial stability of local bus services. At present this is mitigated by emergency funding however when this ends there is a risk operators may shrink networks to maintain their trading viability. In the longer term, there may be long-lasting behavioural change and change in working patterns, with potentially more people working from home, which could further reduce bus demand and may change some of the geographical focus on the bus network. This is explored further in the Transport Recovery Plan.
- 2.7 Throughout the COVID-19 crisis, Government has continued to pay the Bus Service Operators Grant to bus operators for commercial services and to local authorities for tendered services at the rate operating prior to the pandemic. Government has also asked Local Transport Authorities to maintain concessionary fare and tendered bus service payments to bus operators at the value that was being paid immediately before the emergency. The Government has also paid an emergency COVID-19 Bus Service Support Grant (CBSSG)

direct to bus operators and has also paid the Combined Authority CBSSG of £2.07 million between March and August to assist in funding the shortfall in fares revenue on bus contracts. At the time of writing, confirmation of continuation of CBSSG until mid October was expected.

- 2.8 The Combined Authority has continued to make concessionary fare payments at pre pandemic rates; in effect paying £3 million per month for concessionary journeys not being made. Following Transport Committee on 3 July, Cllr Groves has written to the Secretary of State explaining why this is not a sustainable approach to bus service support.
- 2.9 Cllr Blake and the Metro Mayors wrote to the Secretary of State in May seeking a more accountable and locally determined approach to Government funding support to restore the bus service. Appendix 1 provides further details of the emergency funding arrangements and the alternative approach developed by Urban Transport Group and presented by Cllr Blake to Government.
- 2.10 As part of the Ernst & Young advice previously approved by the Combined Authority, an analysis was commissioned of the resilience of the West Yorkshire bus market during the COVID recovery period. This illustrates that demand will take over two years to build back to pre COVID levels leaving a significant funding gap. This is considered further as part of the Transport Recovery Plan. The timing of the end of emergency funding and the return of key elements of demand such as office based commuters and university students has a significant impact on the speed at which the viability of the bus service recovers.
- 2.11 If therefore emergency funding ceases as expected in October, to continue to trade bus operators may seek to reduce costs and therefore jobs and service levels. The Combined Authority may then be placed under pressure by communities to reinstate threatened services. On 3 July, Transport Committee agreed a process to manage this potential situation in the short term pending a full review of the services currently supported by the Combined Authority. This review will establish a new set of criteria and metrics for deciding which bus services should be supported in the long term.

#### Future Bus Options Next Steps

- 2.12 Due to the uncertain nature of the current bus funding, it is important that all options to deliver bus services in West Yorkshire are explored. It is likely that public funding of bus services may need to increase during the COVID-19 recovery period.
- 2.13 In 2019, the Combined Authority commissioned Ernst & Young to advise on options surrounding the impending sale of First's bus operations. This commission was expanded within the funding allocation to set out the scope for exploring the options and for using the Bus Services Act and to advise on the likely implications of COVID-19 on the long term health of bus market in the region as set out in paragraph 2.10
- 2.14 This commission has provided the Combined Authority with a greater understanding of the technical requirements, skills and capacity needed to

undertake the assessment for exploring options in the Bus Services Act. It has also provided a guide on the likely scale of funding needed and value to the region. Understanding the COVID-19 impact on this has also provided the Combined Authority with a greater understanding of the scenarios for likely change that could happen to the bus network. Becoming a Mayoral Combined Authority provides direct access to the full range of powers in the Bus Services Act subject to a business case. Further work is now needed to progress the options.

2.15 The broad options available to the Combined Authority are as follows:

1. Market driven bus network -allow the market to shape bus services with the same or lower financial contribution from the Combined Authority. It is likely that the end of emergency funding together with a limited return in demand when compared with pre-COVID levels, could lead to a significant shrinkage in the bus network.
2. Network reinstatement -reinstate the pre COVID bus network and maintain voluntary partnership arrangements. If some bus services are not viable when emergency funding arrangements end, the Combined Authority may need to fund continued service provision. This would increase public sector costs but would not buy any greater influence.
3. Locally led delivery of the emergency funding -Cllrs Blake and the Metro Mayors, have written to the Secretary of State seeking a more accountable and locally determined approach to Government funding support. If this is successful, then it enables greater local influence on how the bus service should return (Appendix 1)
4. Bus reform –utilise the powers in the Bus Services Act to secure a greater level of influence in bus service provision and clearer accountability for the CA's costs. Due to the risk of increased pressure to increase expenditure on bus services, it is recommended that this option is progressed as the most appropriate way to ensure an effective use of public funds.

2.16 To enable the Combined Authority to explore these options fully, there is a need to understand the financial, legal and technical issues faced by the industry. Additional funding is required to access technical expertise where the skills are currently not available in-house, an indicative budget of up to £150,000 is proposed. The scope of the technical requirements and associated budget has been shaped through several lessons learnt conversations with the West Midlands, Merseytravel and Transport for Greater Manchester.

2.17 Alongside the external technical requirements, it is anticipated that the Combined Authority will continue to develop the case for change and understand the organisational response to taking a different role in the delivery of bus services across West Yorkshire.

### **3. Clean Growth Implications**

3.1 Maximising the bus network will encourage modal shift towards public transport, reducing the impact of transport on the environment and contributing towards the regional carbon reduction target.

#### **4. Inclusive Growth Implications**

4.1 The bus is vitally important to ensure accessibility for employment and training opportunities. Protecting the bus network for West Yorkshire residents is an overriding key objective in order to support inclusive growth. The needs of a diverse range of groups will be considered as part of the options for delivering bus services and the impacts on deprived communities and areas of deprivation will be carefully considered.

#### **5. Financial Implications**

5.1 This report is recommending that the Combined Authority approves spending of up to £150,000 to support the development of financial, legal and technical options available to reform the provision of bus services. Commitment to any further expenditure would be subject to further approvals and the potential need to do so will be considered as part of business planning and budgeting for 2021/22. This funding will be required to be drawn from Gain Share.

5.2 That the Combined Authority notes that additional funding may be required to support the existing bus network due to the financial implications of COVID-19.

#### **6. Legal Implications**

6.1 There are no legal implications directly arising from this report. However, any decision on a next step will have a legal implication for the Combined Authority.

#### **7. Staffing Implications**

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

#### **8. External Consultees**

8.1 No external consultations have been undertaken.

#### **9. Recommendations**

9.1 That the Combined Authority approves spending of up to £150,000 to provide support to develop the financial, legal and technical options available to reform the provision of bus services in the region.

#### **10. Background Documents**

10.1 There are no background documents referenced in this report.

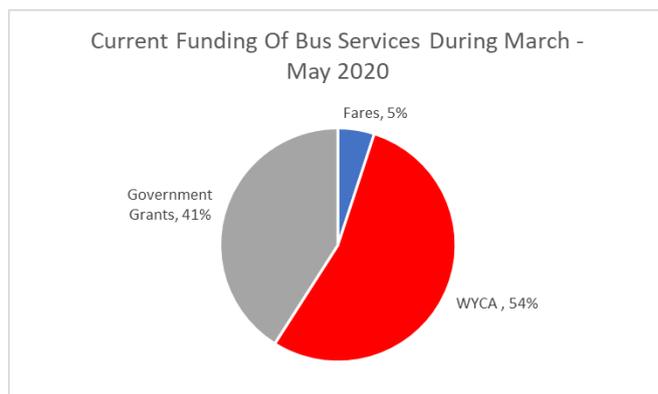
## **11. Appendices**

11.1 COVID 19 Emergency Bus Service Funding Alternative Proposition

## Appendix 1

### Covid 19 Emergency Bus Service Funding Alternative Proposition

Since 17 March a limited Key Worker Bus Service operated with patronage at around 15% of normal levels. The associated loss of fares revenue has necessitated emergency funding to provide this service. It has been funded by a combination of Government paying a special grant to bus operators and Local Transport Authorities (LTAs including the Combined Authority) and the LTAs continuing to pay bus operators for concessionary fares and tendered local bus services at pre pandemic rates. The graphs below illustrate the funding sources of the bus service in West Yorkshire during the March to May period and indicates the elements of funding which are specific to the emergency.



Whilst this arrangement sustained a bus service over this period, there are a number of issues;

- A Government Special Grant (CBSSG) covers 30% of the costs and is paid direct to bus operators. Whilst obliged by a condition of the funding to liaise with LTAs, bus operators are able to determine the services they operate. CBSSG between March and May funds 50% of normal service mileage.
- The Government has asked LTAs to pay concessionary fares at pre pandemic rates. In April, the Combined Authority paid £4.31 million in concessionary fares when, based on the low passenger journeys, it would have only paid £0.65m. This means the CA paid £3.66 m to bus operators, a third of costs as a support payment.

On 23 May the Secretary of State announced that CBSSG would be increased to 80% and extended until 3 August. LTAs will be asked to maintain concessionary fare and tendered services payments at pre pandemic rates during this period. No regard has been given to the alternative proposition presented by the Metro Mayors through Urban Transport Group. This presents the following issues;

- Whilst 70 - 80% of bus services are now being provided but they can carry less than 50% of normal passenger capacity. By early July, this was carrying 35% of normal passenger levels. There is therefore no additional capacity funded to overcome the social distancing constraints.
- The Government is discouraging use of public transport however this is disadvantageous to those who have limited or no alternatives for journeys to work

A leading bus industry analyst predicts that bus use is unlikely to recover to more than 55% of pre Covid rates in the first year of recovery and will recover to around 80%. This means that a funding gap will prevail and LTAs including the Combined Authority will be expected to bridge this.

### **Urban Transport Group Proposal**

Acting through the Urban Transport Group, the major conurbation LTAs have proposed an alternative approach whereby the Government pays a Metropolitan Bus Grant to the LTA rather than direct to the operator.

Under special procurement provisions, the LTA would use this grant together with its own funding, to commission a bus network to suit local requirements.

This arrangement would be more transparent and would offer a more effective use of public funds.

It would provide a more progressive approach to manage the bus network through the recovery period as the grant could be tapering as demand and fares revenue builds back.



**Report to:** West Yorkshire Combined Authority

**Date:** 27 July 2020

**Subject:** **West Yorkshire Carbon Emission Reduction Pathways**

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

**Author:** Noel Collings

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

## 1. Purpose of this report

- 1.1 To provide the Combined Authority with oversight of the findings to date of the West Yorkshire Carbon Emission Reduction Pathways study, which will inform future decisions about how to tackle the climate emergency and become a net-zero carbon region, and to endorse them.
- 1.2 To update the Combined Authority that the Green Economy Panel have reviewed the findings of the study to date and recommend that the Combined Authority approves this work so it can proceed to the next stages as outlined in the report, including engagement with wider stakeholders.

## 2. Information

### Man-made climate change

- 2.1 There is scientific consensus that currently observed global warming is overwhelmingly as a result of human influence, being significantly over and above the warming caused by natural factors alone<sup>1</sup>. Indeed, ice core records

<sup>1</sup> IPCC (2014) Climate Change 2014: Synthesis Report. Contribution of Working Groups I, II and III to the Fifth Assessment Report of the Intergovernmental Panel on Climate Change.

suggest concentrations of greenhouse gases in the atmosphere are at their highest for at least the last 800,000 years.

- 2.2 Warming of approximately 1.0°C above pre-industrial levels is estimated to have been caused by human activities and is likely to reach 1.5°C between 2030 and 2052 if current rates of temperature increase continue<sup>2</sup>.
- 2.3 Human and natural systems are already being impacted by climate change with flooding, droughts, heatwaves and crop yield reductions all being experienced more frequently. West Yorkshire has suffered the impacts of climate change having experienced catastrophic flood events over the last 10 years, causing damage to residents, communities and businesses. Further warming will make these types of event even more common.
- 2.4 There is a clear and compelling rationale to mitigate and adapt to a changing climate and that is why addressing the climate emergency is one of the Combined Authority's and West Yorkshire councils' key priorities.

### **Background**

- 2.5 The Combined Authority declared a climate emergency and strengthened the West Yorkshire emission reduction target in July 2019. The strengthened target commits the region to be net-zero carbon by 2038, with significant progress by 2030. The task is challenging and will require significant and swift action to decarbonise all sectors.
- 2.6 The West Yorkshire Carbon Emission Reduction Pathways (CERP) study was commissioned to demonstrate the different ways in which the climate emergency could be addressed, and the strengthened target met. It was also commissioned to provide guidance to West Yorkshire councils and businesses on the ways they could address their own climate emergency declarations and targets.
- 2.7 The CERP focusses on the transport, buildings, power, industry, and land-use and agriculture sectors and consists of three main tasks: to develop three emission reduction pathways, to set out the timescales for decision-making and deployment, and identify the policies and actions that need to be implemented. More information on the scope of the study is included in **Appendix 1**.
- 2.8 The findings outlined below represent the outcomes of the first part of the study and will be built on and further developed as the other tasks of the study are completed. What follows is not intended to replace locally designated targets and actions and should be seen as complementary rather than an alternative to local activity.

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<sup>2</sup> IPCC (2018) Global Warming of 1.5°C. An IPCC Special Report on the impacts of global warming of 1.5°C above pre-industrial levels and related global greenhouse gas emissions pathways, in the context of strengthening the global response to the threat of climate change, sustainable development, and efforts to eradicate poverty

## **Key findings**

- 2.9 The key findings are informed by a comprehensive and detailed technical analysis underpinned by nationally credible expertise and robust data and assumptions<sup>3</sup>; key messages are
- West Yorkshire could meet its target by:
    - Achieving emissions savings of between 73 and 82 percent by 2038 through the measures that have been modelled across the three future emissions reduction pathways. **Appendix 2** illustrates what would need to be deployed to achieve the most ambitious pathway.
    - Reducing remaining emissions (between 18 and 27 percent) through a combination of increased ambition in the deployment of certain measures (e.g. tree planting, renewable electricity generation, maintaining COVID-19 levels of remote working) and/or applying innovative emission reduction technologies (e.g. capturing carbon dioxide directly from the air and either using it for a specific purpose or storing it underground).
  - Achieving the levels of emission reduction modelled will require government to provide funding support and policy change e.g. heat decarbonisation, aviation and domestic retrofit.
  - Highly ambitious leadership and policy at all levels will be needed to deliver the emission reductions identified.
  - Several key challenges will need to be overcome to achieve the target e.g. government policy being misaligned.
  - Businesses, the public sector, and communities will need to work together to deliver the measures outlined in the study.
- 2.10 The key findings of the study allow us to start on a pathway towards net-zero carbon by 2038 and to focus, in the short-term, on those common actions which are identified in all the pathways. These include:
- Reducing the demand for travel by private car and increasing the levels of walking, cycling, bus and train travel, and remote working.
  - Retrofitting energy efficiency measures to nearly 700,000 homes and installing heat pumps in over 300,000 dwellings.
  - Generating enough electricity from onshore wind and solar PV to cover the electricity demand of over 162,000 homes.
  - Investigating how carbon capture and storage technology can be applied to energy from waste, glass and chemicals facilities.
  - Increasing the area of woodland / forest coverage by 170 hectares.
- 2.11 **Appendix 3** provides an overview of some common actions and what they could mean for residents, communities, and businesses in the region.

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<sup>3</sup> The technical report underpinning the study can be found at <https://www.westyorks-ca.gov.uk/media/4232/wy-cerp-technical-report-v6.pdf>

- 2.12 It is proposed that we do not commit to a specific pathway that has been modelled in the study at this stage due to the uncertainty that exists around the deployment of specific measures identified. To fully commit to a pathway, we need government to make decisions on certain issues, including the preferred route for heat decarbonisation in our homes and buildings, support for carbon capture and storage, and national policy on reducing emissions from aviation. A full set of asks of Government will be developed as part of Tasks 2 and 3 of this work.
- 2.13 As referenced above, national support will need to be provided within a short timeframe to ensure aviation can decarbonise and align with both national and regional emission reduction targets. Aviation currently contributes a small proportion of the region's emissions: 3.6 percent. Under the Max Ambition pathway (the most ambitious pathway modelled) an 82 percent reduction in emissions could be achieved in the region. If passenger numbers at Leeds Bradford Airport (LBA) were to increase to 7 million, as currently proposed, the emissions reduction achievable under the Max Ambition pathway would be 79 percent. Under this scenario, even greater ambition in respect of additional measures would be required to meet the target. This illustrates the need for Government to accelerate its decarbonisation strategy for aviation as soon as possible.
- 2.14 The Green Economy Panel have been involved throughout the development of the study and provided a recommendation at their 7 July 2020 meeting that the Combined Authority endorse the findings of the study to date.
- 2.15 The LEP Board also reviewed and endorsed the findings of the study at their 14 July 2020 meeting.

### **Engagement**

- 2.16 Significant engagement has taken place to build an understanding of, and gather feedback on, the findings of the study both internally and with West Yorkshire councils, including Leaders and Chief Executives.
- 2.17 The next steps on engagement will be to consult with a wider stakeholder audience<sup>4</sup> on the findings of the study and to gain their input into the development of the policies and actions that need to be implemented. Documents for engaging with stakeholders are contained in **Appendix 1 and 4** and the Technical Report.
- 2.18 An overview of the engagement process was provided to the Green Economy Panel at their last meeting and they provided a recommendation that the Combined Authority approve the engagement approach and that consultation with wider stakeholders could begin.
- 2.19 A public consultation will also be run in the autumn to gauge the appetite for the measures identified and inform the prioritisation of future activity to

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<sup>4</sup> Includes continued engagement with West Yorkshire councils and the Combined Authority.

address the climate emergency in West Yorkshire. A report will be brought back to the Combined Authority for approval to go out to public consultation.

### **Next steps**

- 2.20 Subject to approval by the Combined Authority, work will begin on the next phases of the study in late July 2020, including those activities set out in 2.14.
- 2.21 The next stages of the study, with the input of stakeholders, represents the opportunity to shape how ambitious West Yorkshire can be in meeting its net-zero carbon ambition, building on and going beyond the significant emission reductions already identified in the study.
- 2.22 The next steps will also explore how this work can support the West Yorkshire Economic Recovery Plan. The transition towards a net-zero carbon economy will unlock significant economic benefits, jobs, skills and opportunities. Indeed, the LGA<sup>5</sup> have estimated that 42,000 jobs (over 70,000 by 2050) could be delivered in low carbon sectors in West Yorkshire by 2030. That is why tackling the climate emergency and environmental sustainability are embedded across the Economic Recovery Plan and represent an opportunity as we emerge into a post-COVID-19 world. This study and its findings will feed into the development of future plans.
- 2.23 Furthermore a key part of the Economic Recovery Plan will be the development of a low carbon pipeline and funding proposition to government to unlock the benefits mentioned above. The proposition is crucial in ensuring that as the region rebuilds after COVID-19 the recovery accelerates the transition to low carbon activities and improves our climate resilience. The outcomes of the CERP will help to shape the initial pipeline of projects on which the proposition aims to develop.
- 2.24 Further information on how carbon reduction is at the heart of the recovery can be found in the paper on the Economic Recovery Plan that is also being discussed at the 27 July 2020 Combined Authority meeting. This includes the areas mentioned in 2.22 and 2.23.

## **3. Clean Growth Implications**

- 3.1 The work described in this report is central to ensuring that the region understands how it can decarbonise key sectors by 2038 and make significant progress by 2030. Results of the study will be fed into a refreshed Tackling the Climate Emergency Action Plan, the Combined Authority's Connectivity Strategy work to develop a pipeline of future transport interventions and the COVID-19 recovery plan.

## **4. Inclusive Growth Implications**

- 4.1 The engagement and consultation to be undertaken as part of the study will seek to be as inclusive as possible, gaining the views of a diverse mix of

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<sup>5</sup> Ecuity Consulting (2020) Local green jobs – accelerating a sustainable economic recovery. A report for the Local Government Association (LGA)

ethnicities and hard to reach groups e.g. BAME, LGBTQ, young people, disabled people.

- 4.2 It is crucial that transitioning to a low carbon economy reduces inequality in West Yorkshire, it cannot be the cause of further inequality for our most excluded / deprived groups and communities. To that extent subsequent stages of the CERP will factor in inclusive growth goals and outcomes in the design of policies, actions and the deployment of specific emission reduction measures.
- 4.3 While difficult to state the exact nature of the inclusive growth outcomes that will be achieved through the study (due to its high-level nature) examples of outcomes that could be delivered include:
- Improved wellbeing through improved green infrastructure, promoting public transport and active travel, and improving the energy efficiency of homes (thereby improving health outcomes and reducing fuel poverty).
  - Increased connectivity through accessible and affordable public transport and addressing digital exclusion for those needing / choosing to work from home.
  - Creation of job, career and volunteering opportunities that can be accessed by everyone and provided across the public, private and third sectors.
  - Roles that offer good pay and conditions and also long-term, rewarding careers.
- 4.4 While an EIA has not been carried out on the study to date due to its high-level nature and a lack of tangible outputs that an EIA could be applied to, our future work to further develop and refine the outcomes of the study has been informed by equality considerations as referenced below.
- 4.5 Full EIAs will be completed for the policies that are identified as part of Task 3 of the study. Furthermore, EIAs will also be completed for the common actions referenced in 2.10 and outlined in **Appendix 3**. The deployment of specific measures identified in the CERP will also be subject to full EIAs.

## **5. Financial Implications**

- 5.1 The study is funded through contributions from the Combined Authority, the North East Yorkshire and Humber Energy Hub and York and North Yorkshire LEP.
- 5.2 Technical and policy costs associated with the study will be calculated as part of the next steps of the study. This information will provide a high-level indication of the funding that will be required to deliver the measures and policies that have been / are identified.

## **6. Legal Implications**

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

## **7. Staffing Implications**

- 7.1 Given the scale of the challenge to outlined in the results of the emissions reduction pathways study, there will be significant resourcing implications for the Combined Authority and stakeholders/partners. Exploring and securing resources to deliver the work required will be a key task of the Leeds City Region Climate Coalition that will be developed this year.

## **8. External Consultees**

- 7.1 A wide range of stakeholders have been engaged in shaping the commission. These include regional organisations such as Northern Powergrid, Northern Gas Networks, and Yorkshire Water, local authorities and civic society including Leeds Living Streets, Friends of the Earth and the Leeds Climate Commission.

## **9. Recommendations**

- 9.1 That the Combined Authority endorse the findings of the study in line with the recommendation from the Green Economy Panel.
- 9.2 That the Combined Authority approves engaging with wider stakeholders on the findings of the study and gaining their input into the development of policies and actions that could be implemented.

## **10. Background Documents**

Information has previously been presented to the Combined Authority on the study and can be accessed [here](#).

## **11. Appendices**

Appendix 1 – West Yorkshire Emission Reduction Pathways – Key Findings Report

Appendix 2 – Summary of the scale of action required under the Max Ambition pathway

Appendix 3 – Selected common actions and what they mean for residents, communities and businesses

Appendix 4 – Policy survey

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# West Yorkshire Carbon Emission Reduction Pathways

Key findings report

July 2020

## **Introduction**

The West Yorkshire Combined Authority and the Leeds City Region Enterprise Partnership (the LEP) are working towards the challenging ambition of being a net zero carbon economy by 2038, and to have made significant progress by 2030. Net zero carbon means emissions produced and emissions taken in are balanced.

In June 2019, the Combined Authority and the LEP formally declared a climate emergency supported by a range of partners including local authorities, businesses and young people.

The 2038 target was determined following work by the Tyndall Centre for Climate Change Research, which was commissioned to create a science-based carbon budget for the Leeds City Region that is consistent with the objectives of the UN Paris Agreement on Climate Change (Paris Agreement) and the Intergovernmental Panel on Climate Change (IPCC).

The target builds on the Leeds City Region Energy Strategy and Delivery Plan (adopted December 2018) and sector-specific low carbon workshops held in summer 2019. It also builds on our existing work to address the climate emergency, including the Resource Efficiency Programme, Energy Accelerator, Better Homes Yorkshire, the Clean Bus Technology Fund, Stourton low energy park and ride, and the Ultra-Low Emission Capital Grant Scheme.

Meeting our target, achieving emission reductions of over 11 MtCO<sub>2</sub>e by 2038, will require urgent and collaborative action across all sectors of our regional economy in partnership with businesses and communities.

The Carbon Emissions Reduction Pathways (CERP) study, produced for the Leeds City Region and York and North Yorkshire local enterprise partnerships, is the first in a three-step process to determine what steps are needed to create a net zero carbon economy.

The results will set out how we can address the climate emergency, meet our target and reduce emissions across five sectors of our economy: buildings, industry, land use and agriculture, power, and transport.

The findings will also help local authorities within our region develop their own responses to the climate emergency, including in some cases becoming net zero before 2038, as well as helping businesses and other organisations that have signed up to the Leeds City Region Climate Coalition.

Following this in-depth study, the Combined Authority and LEP will work with partners and stakeholders to identify what policies are needed to meet the net zero carbon ambition before a public consultation is carried out in late 2020.

## Key findings

West Yorkshire could reduce emissions by 100 percent and achieve its 2038 net-zero target by delivering between 73 percent and 82 percent of emissions savings through the measures that have been modelled in the CERP.

The remaining 27 percent to 18 percent could be reduced through a combination of specific, ambitious measures and innovative new technologies as they become available. Examples of more ambitious measures we could take include:

- Increasing the amount of land allocated to the planting of trees
- Generating a more electricity from large-scale solar farms
- Maintaining levels of remote working seen throughout the COVID-19 pandemic
- Providing funding and support for innovative emission reduction technologies

To achieve our net zero carbon ambition, our region requires:

- Ambitious leadership at local, regional and national levels
- Funding support and policy change from national Government
- A robust plan to overcome challenges including public behaviour change and technology supply chains
- A strengthened partnership approach from the public sector, businesses and communities

The key findings of the study allow us to start on a pathway towards net-zero carbon by 2038 and to focus, in the short-term, on those common actions which are identified in all the pathways. These include:

### Transport

- Reducing private car travel by 21 percent through shifting demand to public, shared and active travel e.g. walking and cycling
- Increasing travel by walking by 78 percent
- Increasing travel by bike by 2,000 percent
- Increasing travel by bus by 39 percent
- Increasing travel by rail by 53 percent

### Buildings and industry

- Retrofitting nearly 700,000 homes with energy efficiency measures such as loft and cavity wall insulation
- Installing heat pump heating systems in over 300,000 homes

### Power

- Generating enough electricity from onshore wind and solar to power more than 162,000 homes

- Investigating the implementation of carbon capture and storage technology to energy from waste facilities.

#### Land use and agriculture

- Increasing the area of tree coverage by the equivalent of 420 football pitches
- Restoring 100% peatland
- Reducing food waste by 38%

We cannot fully commit to a specific pathway that has been modelled in the study at this stage due to the uncertainty that exists around the deployment of specific measure identified. To fully commit to a pathway, we need government to make decisions on certain issues, including the preferred route for heat decarbonisation in our homes and buildings, support for carbon capture and storage, and national policy on reducing emissions from aviation. A full set of asks of Government will be developed as part of Tasks 2 and 3 of the CERP.

## Current situation

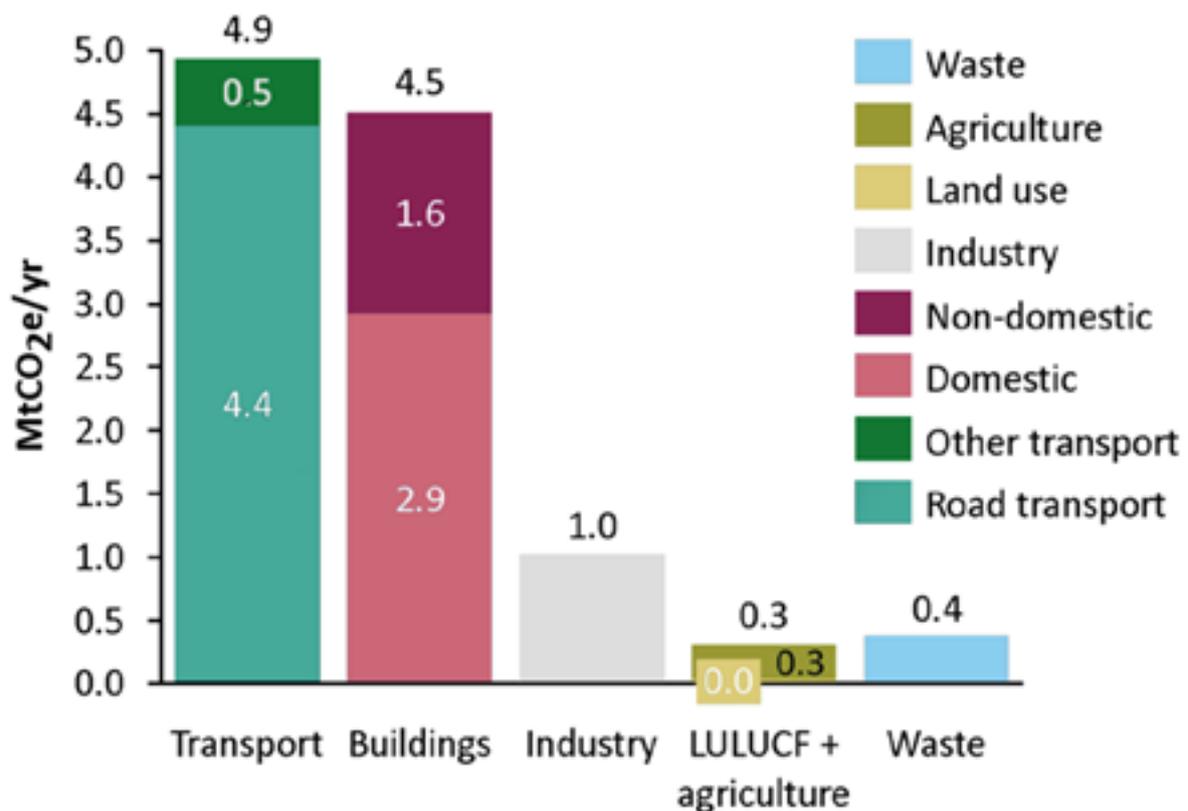
In 2018, the Government estimated the UK produced 449 million tonnes of carbon dioxide equivalent. As a region, West Yorkshire currently emits 11.1 million tonnes of carbon dioxide equivalent per year.

Transport is the largest emitting sector, dominated by road transport and private vehicle use.

The majority of emissions from buildings and industry are due to heat generation, primarily as a result of the combustion of natural gas.

In comparison to other parts of the UK, West Yorkshire does not have a large number of energy intensive industries such as refining or cement, and industry emissions reflect this. Glass, chemicals and food and drink are the key sectors contributing to industry emissions.

Due to the urban nature of our region, land use and agricultural emissions are low. Emissions from waste are small and mostly from landfill sites.



## Methodology

The study looked at the current baseline situation and three possible pathways to decarbonise different sectors of the economy by 2038.

For each economic sector, the three different scenarios were applied to show the difference in carbon reductions from 2020 to 2038. These three scenarios are set out below.

### **Baseline situation**

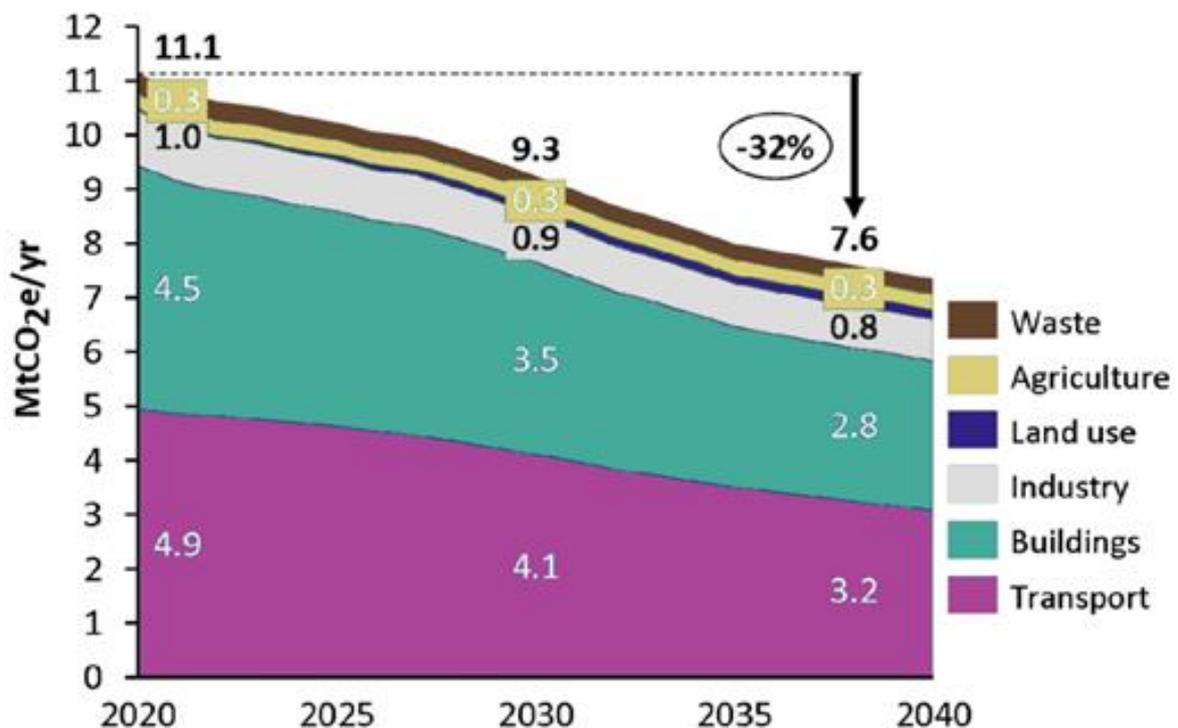
The study explored the likely levels of carbon emissions by 2038 if no new action to reduce them was taken. This assumed no new national and local policies, regulations or incentives were introduced.

It found that overall, emissions would fall by 32 percent leaving 7.6 million tonnes of carbon remaining, primarily in the transport and building sectors.

In the transport sector, reductions would occur through wider adoption of cleaner, more cost-effective technology such as electric powered vehicles.

National efforts to decarbonise electricity and increase energy efficiency would result in reductions in emissions from buildings and industry.

However, we would see a growth in emissions from agriculture and land use as our population rises to meet the demand for increasing food production and urban spread.

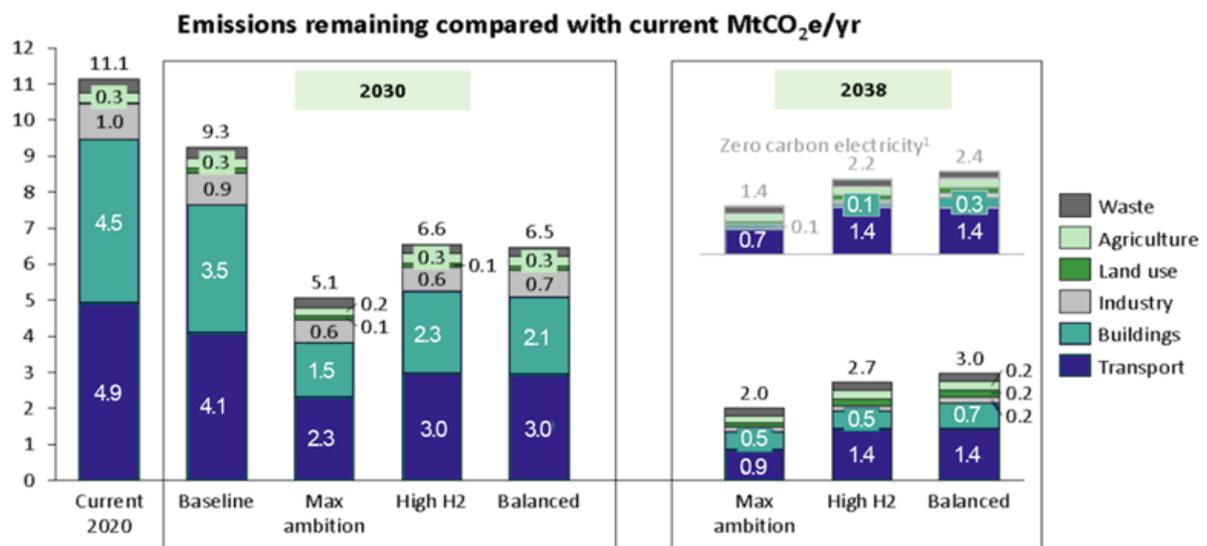


### **The pathways**

The study looked at three potential pathways to decarbonise different sectors of the economy.

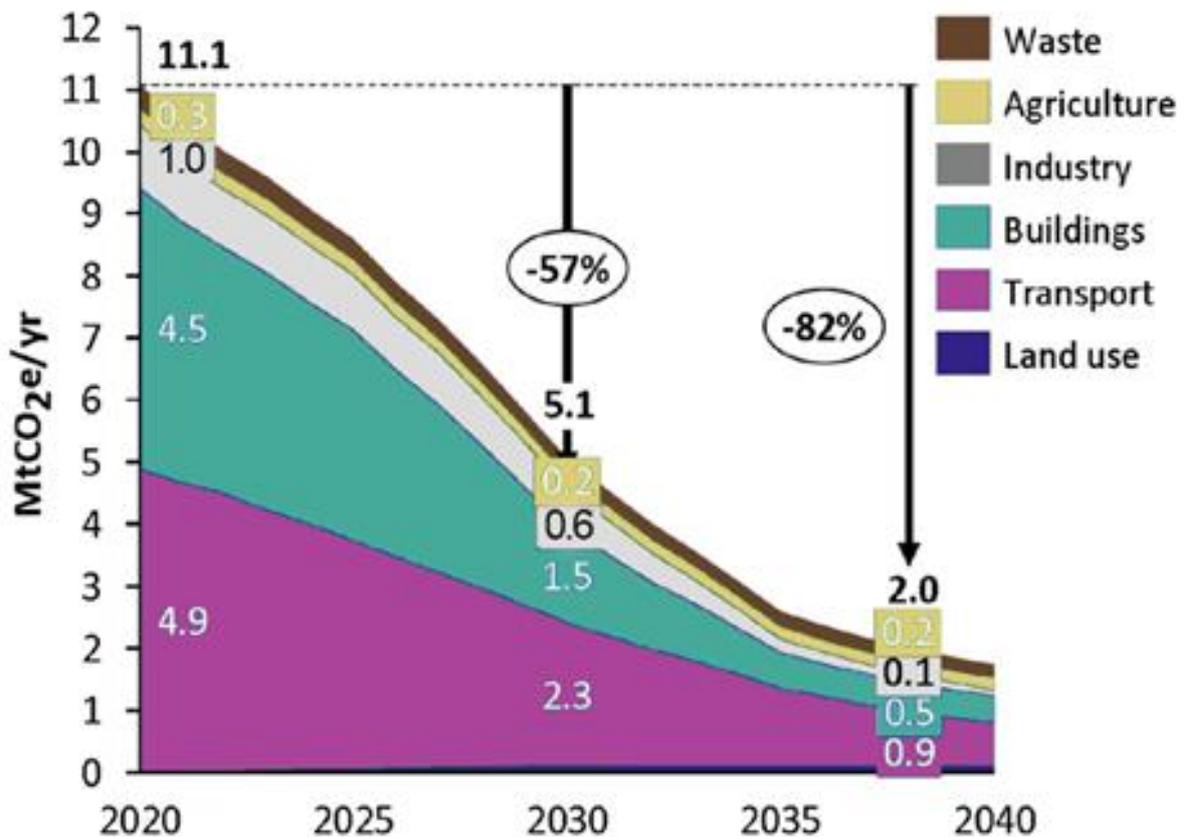
For each economic sector, the three different pathways were applied to show the difference in carbon reductions from 2020 to 2038.

- **Max Ambition** – this assumes significant electrification of heat, transport and industry supported by enabling technologies such as demand-side response and energy storage. This also includes significant increases in low carbon power generation with accelerated negative emission technologies and ambitious forest planting rates.
- **High Hydrogen** - Promotes large-scale hydrogen use and carbon capture and storage roll-out. The existing gas network is repurposed for hydrogen, enabling significant hydrogen use in buildings, heating, industry, power and transport. This is supported accelerated forest planting and bioenergy production.
- **Balanced** – Encompasses a balanced mix of technology across all sectors with contributions from hydrogen, electrification, bioenergy, carbon capture and storage, and decentralised energy production.



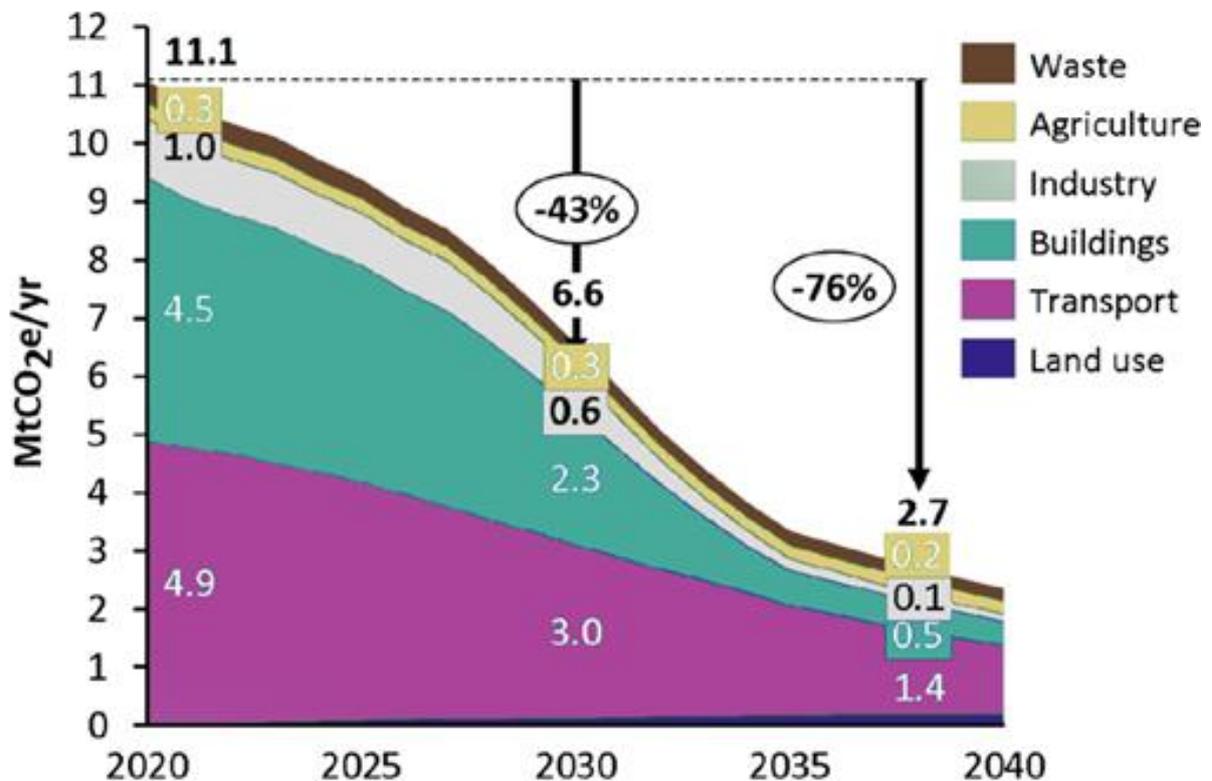
## Pathway results

### Max Ambition



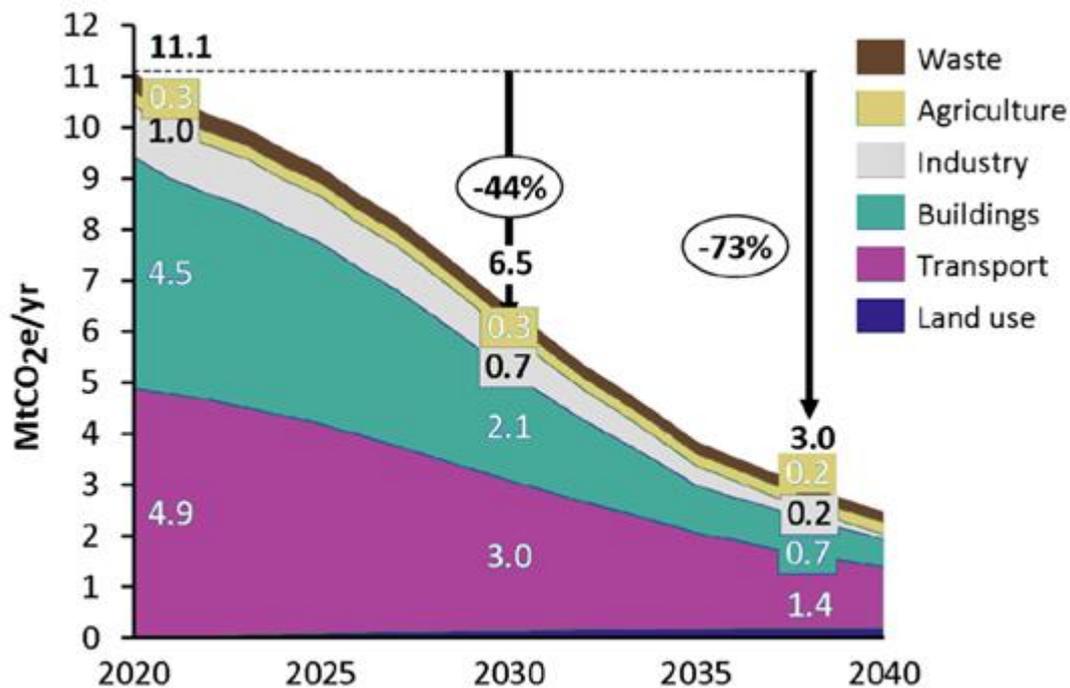
- According to this pathway, by 2038 there would be an 82 percent reduction in carbon emissions across the region leaving approximately two million tonnes of carbon remaining primarily in the transport and building sectors from the use of electricity.
- This requires a rapid update to electric powered vehicles, alongside significant consumer and industry behaviour change.
- There would be a rapid shift from private car use to cycling and walking and electrified public transport.
- From the 2020s onwards, there would be a large-scale retrofit of buildings with an ambitious roll-out of heat pumps and heat networks particularly between 2025-2035.
- By 2030, there will have been a rapid roll-out of solar and onshore wind as well as carbon capture and storage.
- Industry focuses on developing new technology and switching to low carbon fuels (electricity, hydrogen, bioenergy). Hydrogen is available to select industry sites through dedicated pipelines.
- Land use emissions stay steady as forest planting offsets emissions from new urban development. There would be limited impact on agriculture despite ambitious reductions in meat and dairy consumption.

## High Hydrogen



- According to this pathway, by 2038 there is a 76 percent reduction in carbon emissions across the region leaving approximately 2.7 million tonnes of carbon remaining primarily in the transport sector.
- This requires significant uptake of hydrogen fuel-cell vehicles, particularly heavy goods vehicles and buses during the 2030s.
- The natural gas grid will be converted to hydrogen from 2028, powering buildings and industry
- In the 2020s hybrid heat pumps and energy efficiency are implemented and by 2038 nearly half the housing stock is heated by hydrogen.
- Land use and agriculture emissions struggle to decarbonise, with space constraints on new forest planting.

## Balanced

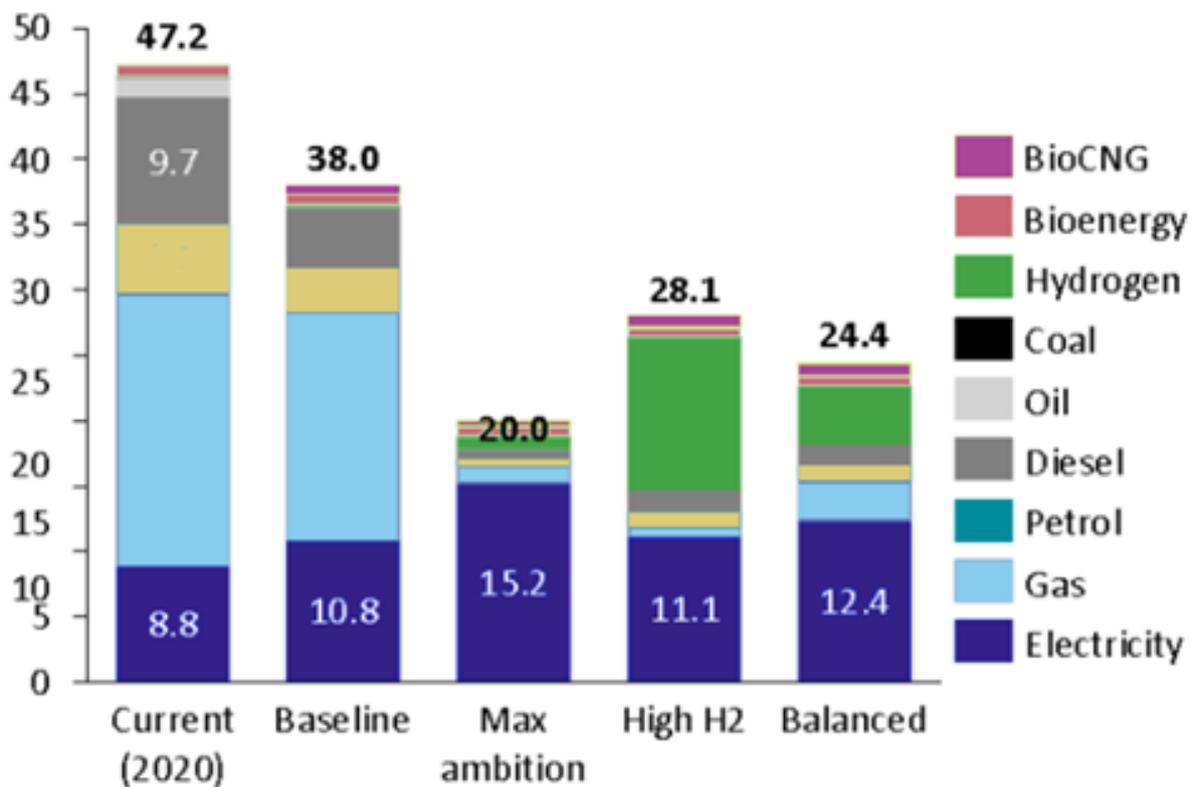


- According to this scenario, by 2038 there is a 73 percent reduction in carbon emissions across the region leaving approximately three million tonnes of carbon remaining primarily in the transport and buildings sectors.
- There will be a significant shift from petrol and diesel to hydrogen and electric vehicles.
- Buildings and industry will rely on a mixture of hydrogen and electric heating technologies.
- Significant gas usage remains in building boilers and industrial sites, resulting in higher emissions compared to the other scenarios.
- As with the high hydrogen pathway land use and agriculture emissions struggle to decarbonise, with space constraints on new forest planting

The remaining emissions in all of the pathways (between 18 and 27 percent) will be reduced through a combination of greater ambition for the deployment of specific measures and/or implementation of innovative technologies.

## Fuel demand

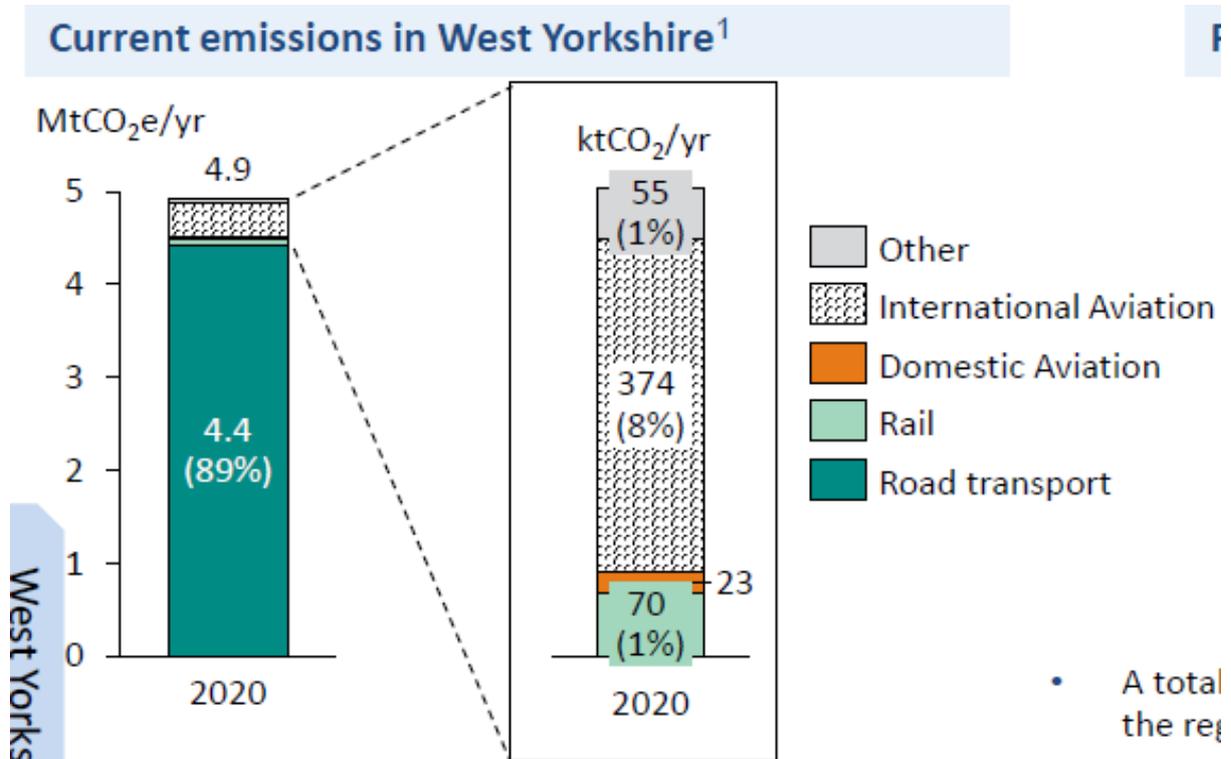
### Fuel use in 2038 across scenarios TWh/yr



- By 2038, all pathways rely predominantly on electricity and hydrogen power. This is a significant shift from 2020 where the fuel mix is primarily fossil fuel, with a small amount of electricity.
- Of the three pathways, Max Ambition has the least demand for fuel while High Hydrogen has the greatest.
- Under the Max Ambition pathway, a 72 percent increase in electricity demand would be required as heat and transport are electrified. Hydrogen and bioenergy use is limited.
- Under the Hydrogen pathway, 42 percent of fuel demand is hydrogen with 40 percent attributed to electricity demand.
- Under the Balanced pathway, electricity demand is highest with demands also for hydrogen, bioenergy and natural gas.

## Transport

Transport is a critical area for carbon emissions reduction across West Yorkshire and all three pathways will require ambitious action, which goes beyond current national policy and targets. This will require a significant shift in behaviour change and the fast adoption of low carbon technology.



By 2038, under the pathways, emissions from transport would reduce by:

- Max Ambition – 83 percent
- High Hydrogen – 71 percent
- Balanced – 71 percent

**Depending on the pathway, actions identified to reduce the levels of emissions by 2038 include:**

### Road transport

- **Private cars**
  - Private car use must decline by between 38 percent and 21 percent
  - Sales of petrol and diesel cars in the region must end by either 2030 or 2035. Both targets are ahead of the current Government ambition of 2040 but, if commitments are brought forward to 2035 (currently under consultation), the alignment with national targets would require less action at a local level.
  - Sales of plug-in hybrid vehicles must end by 2035 under Max Ambition but continue beyond 2040 in other scenarios.
- **HGVs**

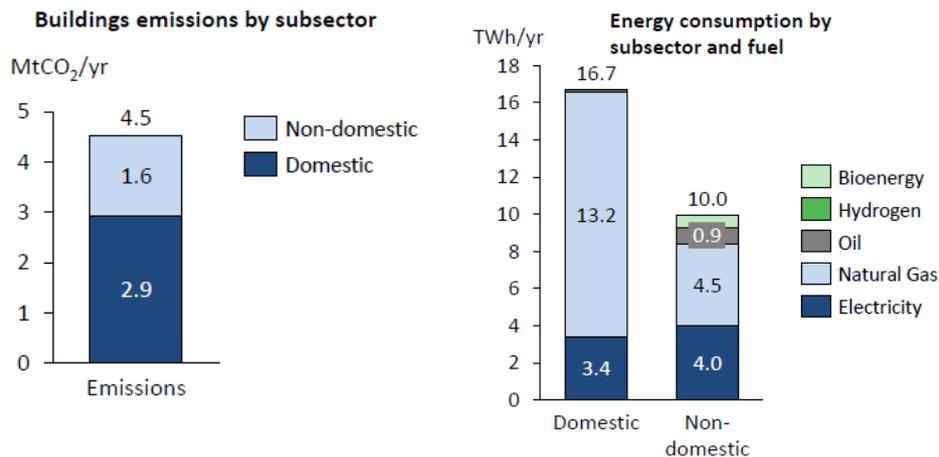
- Sales of zero emission HGVs must increase by between 1,000 and 2,000 per year.
- HGVs will switch from petrol and diesel engines to be 79 percent electric battery powered or two-third powered by hydrogen fuel cell.
- **Public transport**
  - Sales of conventional petrol and diesel buses will end by 2031 across all scenarios.
  - Up to 66 percent of buses will be powered by electric battery and up to 34 percent by hydrogen fuel cell.
- **Active travel**
  - Journeys made by walking need to increase by up to 70 percent.
  - Journeys made by bike need to increase by more than 2,085 percent.
- **Rail**
  - Rail passenger kilometres will increase by 53 percent.
  - Rail freight kilometres will increase by 157 percent.
  - Up to 90 percent of passenger rail services and 75 percent of rail freight services will be electric.
- **Aviation**
  - Demand for domestic aviation needs to reduce by 20 percent.
  - Demand for international aviation must remain at 2020 levels or be limited to a 25 percent increase.

**For more technical information on the impact on transport across all pathways please see the CERP Technical Report.**

## **Buildings**

West Yorkshire's high population density and relatively older housing stock present challenges for reducing emissions. However, as 95 percent of buildings are already connected to the gas network, a higher proportion than the national average, there are significant opportunities. Consumer confidence and pricing will be vital for success.

### **Current emissions**



By 2038, under the pathways, emissions from buildings would reduce by:

- Max Ambition – 89 percent
- High Hydrogen – 89 percent
- Balanced – 84 percent

**Depending on the pathway, actions identified to reduce the levels of emissions by 2038 include:**

- Up to 660,000 heat pumps or 515,000 hydrogen boilers will be installed in homes.
- District and communal heating increases to supply up to 250,000 homes and up to 28 percent of non-domestic buildings.
- Nearly 680,000 homes are retrofitted with energy efficiency measures such as loft and cavity wall insulation.
- Domestic solar PV installations will increase by up to 171,000.
- The gas network is converted to hydrogen from 2028.

**For more technical information on the impact on buildings across all pathways please see the CERP Technical Report.**

## **Power**

West Yorkshire produces only a quarter of the power it consumes and is dependent on importing power from the National Grid. It lacks large-scale power plants such as those seen in neighbouring North Yorkshire. The information below relates to the emissions generated by electricity generating plants in West Yorkshire and does not relate to emissions from electricity supplied by the National Grid.

All pathways see an increase in the demand for electricity over current levels. The trend we see in West Yorkshire for a greater amount of renewable sources generating electricity over time is mirrored by the National Grid, resulting in the amount of emissions generated from the electricity we consume reducing over time.

By 2038, under the pathways, emissions from power would reduce by:

- Max Ambition – 76 percent
- High Hydrogen – 77 percent
- Balanced – 76 percent

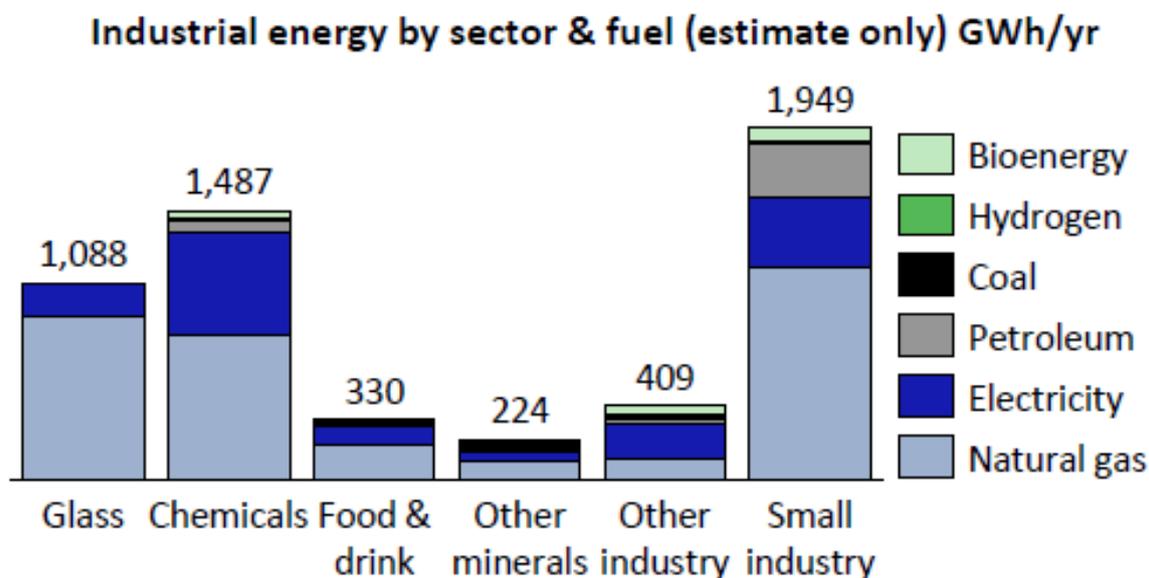
**Depending on the pathway, actions identified to reduce the levels of emissions by 2038 include:**

- Power generation within West Yorkshire increases by up to 28 percent.
- Power generated by solar PV must increase by 217 percent and by onshore wind by 23 percent.
- Total land required for solar PV and onshore wind in 2038 under the Max Ambition pathway will be 5.5 percent.
- Dependency on National Grid increases to between 79 percent and 81 percent to meet demand from population growth and more people living in urban areas.

**For more technical information on the impact on power across all pathways please see the CERP Technical Report.**

## **Industry**

Industrial emissions in West Yorkshire are relatively low due to limited heavy industry, which is currently clustered around the Knottingley and Bradford areas, and is confined to large glass and chemical plants. The majority of emissions are from fuel combustion and can be addressed by using low carbon fuels.



By 2038, under the pathways, emissions from industry would reduce by:

- Max Ambition – 87 percent
- High Hydrogen – 85 percent
- Balanced – 82 percent

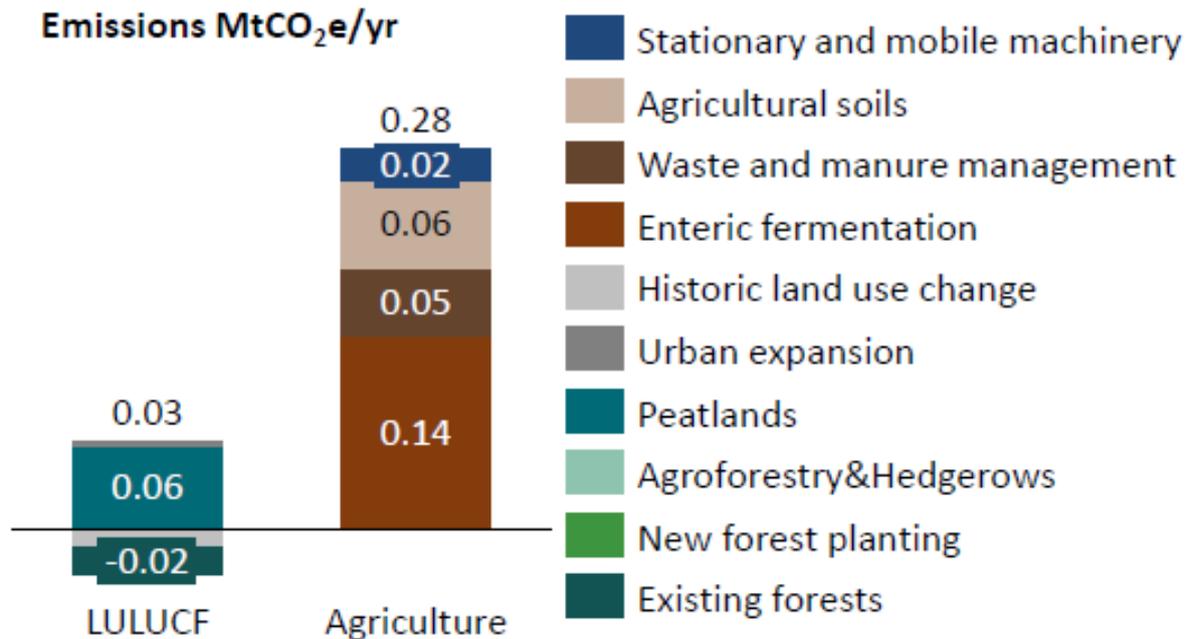
**Depending on the pathway, actions identified to reduce the levels of emissions by 2038 include:**

- Coal and oil are phased out from as early as the 2020s.
- Natural gas is replaced from as early as the mid 2020s onwards with electricity, hydrogen or bioenergy.
- Carbon capture and storage is implemented during the 2030s to large plants in the glass and chemicals sectors enabling negative emissions.
- Industrial research and development projects must be supported immediately to ensure solutions are available by 2030 for a wide range of industrial applications.

**For more technical information on the impact on industry across all pathways please see the CERP Technical Report.**

## Land-use and agriculture

Whilst West Yorkshire contains a diverse mix of cities, towns and rural areas, overall it is a largely, but not wholly, urban area with an increasing population, resulting in very limited potential for reducing carbon emissions through use of land. However, emissions from land use and agriculture in the region are only a small contribution to the overall emissions. A trade-off will have to be made between using land to create employment or grow food, such as agriculture, or for mitigation, such as planting new forests.



By 2038, under the pathways, emissions from land-use and agriculture would reduce by:

- Max Ambition – 3 percent
- High Hydrogen – 35 percent
- Balanced – 39 percent

**Depending on the pathway, actions identified to reduce the levels of emissions by 2038 include:**

- Restoration of all lowland peat and 60 percent of upland peat
- Planting 170 new hectares of forest
- Up to 38 percent reduction in food waste
- Up to 32 percent reduction in meat and dairy consumption

**For more technical information on the impact on land-use and agriculture across all pathways please see the CERP Technical Report.**

## **Next steps**

The Carbon Emissions Reduction Pathways study is a three-step process that will enable West Yorkshire to achieve its ambition of becoming a net zero carbon economy by 2038. The results outlined in this document are from the first step of the study.

The next step is to produce an implementation roadmap plotting when and how each sector can reduce carbon emissions based upon the results of the study.

This will be followed by an action plan with policy recommendations for each sector which will clearly show how we can reach net zero carbon by 2038. This will be codesigned with a number of stakeholders from across different sectors of the economy.

A public consultation will also be carried out to enable communities and businesses to have their say on the action plan and the priority of measures needed.

For more information please contact [netzero@westyorks-ca.gov.uk](mailto:netzero@westyorks-ca.gov.uk)

## Appendix 2. Max Ambition Pathway

A number of pathways have been modelled. See the main report. The Max Ambition pathway is the most ambitious. Please note that this is just one pathway under review.

Under this pathway the following would need to be implemented:

- Sales of zero emissions cars to reach ca. 50,000 / year by 2038. Fewer than 7,000 zero emission cars were sold in 2018.
- Increase walking by 80% (from 528 million km to 900 million km) and cycling by 20 times (from 119 million km to 2.6 billion km) compared to today
- Public transport capacity increases by 55% compared to today.
- Retrofit of 680k homes to reach EPC C or better.
- 665k heat pumps installed, or 141 / day from 2025 to 2035. West Yorkshire currently has fewer than 1,800 heat pump systems installed.
- 100% of peatland restored to minimise emissions.
- 170 hectares of new forest planting. There is currently 9,500 hectares of woodlands / forest in West Yorkshire.
- Diet change to reduce meat and dairy consumption by 32%.
- Generating enough electricity from onshore wind and solar within West Yorkshire to cover the power demands of over 324,000 homes. Onshore wind and solar currently provide the electricity demands of just under 50,000 homes
- Energy from waste carbon capture and storage deployed from 2030.
- Electricity infrastructure investment enabling 71% higher annual demand.

This pathway is estimated to achieve an 82 percent reduction in carbon emissions by 2038. West Yorkshire could reduce emissions fully, achieving its net zero carbon target, by also:

- reducing remaining emissions through a combination of increased ambition relating to the implementation of specific measures and/or applying innovative emission reduction technologies. Potential areas that could generate additional savings include increasing the amount of land allocated to the planting of trees, generating a higher amount of electricity from large-scale solar farms, maintaining the levels of remote working seen throughout the COVID-19 pandemic, and providing funding / R&D support for innovative emission reduction technologies.

**Please note - These are the emerging results of Task 1 only and there is no preferred pathway at this stage. Task 2 and 3 will continue to build on this work and explore with stakeholders how to fully achieve the Net Zero Carbon 2038**

**target. See paragraph 2.17 to 2.19 of the report for further details on these plans.**

## **Appendix 3. What the pathways mean in 2038 for communities, residents, and businesses**

In 2038, delivering the measures in the pathways will mean residents and communities...

- Live in energy efficient homes that cost less to run and are more comfortable to inhabit. 679,000 dwellings, over half the dwellings in West Yorkshire, will have had some form of energy efficiency measures installed.
- Homes are heated by low emission technologies replacing existing natural gas boilers. At least 874,000 homes in West Yorkshire will have a low emission technology delivering their heating needs.
- Produce some of the electricity they need in everyday life through solar panels installed on their roofs. At least 171,000 homes in West Yorkshire will have solar panels installed, up from 30,000 today.
- Commute to work less, working from home and using teleconferencing more extensively than today, and ultimately improving quality of life. A minimum of 12 percent of all trips taken today will not be needed in 2038 because of remote working<sup>1</sup>.
- Walk more for trips of less than 2km, cycle more for trips less than 10km and use public transport (buses and trains) over the private car. In 2038 as a minimum 4 percent of all trips will be by walking, 12 percent by bicycle, 7 percent by bus and 15 percent by train.

In 2038 delivering the measures in the pathways will mean businesses...

- Use less energy and save money as a result of the installation of energy efficiency measures and low emission heating and electricity generating technologies, increasing the ability to invest in research, innovation and employees. In 2038, a minimum of 45 percent of the heating requirements of all offices, hospitals and other non-domestic buildings in West Yorkshire will be generated by low emission technologies.
- Make fewer trips for business purposes utilising digital infrastructure for meetings and remote working, reducing the need for large centralised offices. As above a minimum of 12 percent of all trips taken today will not be needed in 2038 because of remote working.
- Have significant employment, skills and training opportunities through the transition to net-zero carbon by 2038. Opportunities will occur across manufacturing, production, construction, installation, operation, and maintenance of the measures which are implemented.

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<sup>1</sup> Demand reduction percentage cited also includes locating new homes closer to places of work and amenities to reduce journey distance.

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## West Yorkshire Carbon Emission Reduction Pathways

### Policy Recommendations and Actions Survey

The West Yorkshire Combined Authority and the Leeds City Region Enterprise Partnership (the LEP) declared a climate emergency in the summer of 2019 along with its partner councils. The Combined Authority also strengthened the emission reduction target for West Yorkshire – to be net zero carbon by 2038, and to have shown significant progress by 2030. This was based on West Yorkshire making an equitable contribution to emission reductions required under the Paris Climate Agreement.

This builds on the Leeds City Region Energy Strategy and Delivery Plan (adopted December 2018), the sector-specific low carbon workshops held in summer 2019 and our existing work to address the climate emergency, including:

- The ReBiz programme which support businesses to lower their own emissions
- The Energy Accelerator which funds low carbon energy schemes
- Better Homes Yorkshire – a scheme to improve energy efficiency in homes
- The Clean Bus Technology Fund – a programme to lower emissions of Nitrogen Oxides
- Stourton low energy park and ride
- The Ultra Low Emission Capital Grant Scheme to install charging points for electric taxis and vehicles.

Understanding how West Yorkshire could reach the target is a critical action for the Combined Authority and its partner councils. It helps to identify how we should address the climate emergency, what the priorities for action should be and where emission reductions should be integrated into strategic decisions.

Globally recognised consultancy Element Energy have been commissioned to produce this important piece of work for the region. They have delivered commissions for a wide range of clients including the UK government and its advisers e.g. the Committee on Climate Change, local government, NGOs, consortiums, FTSE100 companies, technology startups and cleantech SMEs.

The Carbon Emission Reduction Pathways (ERP) study is split into three distinct tasks:

- Task 1: Develop carbon emission reduction pathways that demonstrate how each area can deliver / comply with its emission reduction target and carbon budget.
- Task 2: Produce an implementation roadmap based on the pathways.
- Task 3: Produce policy recommendations and an action plan that delivers the activity identified in Tasks 1 and 2.

The outputs of Task 1 have now been completed and a high-level summary of the findings can be found in the Key Findings Report. For further information and the underpinning assumptions please refer to the Technical Report.

While the findings of Task 1 are an important step in understanding how we get towards the 2038 emission reduction target, they are but one part of the jigsaw. It is vital that the policies and actions which underpin the pathway are identified.

Addressing the climate emergency requires urgent and collaborative action by all organisations, businesses, residents and communities with an interest in West Yorkshire. This must be done in an open and transparent way with all stakeholders and partners able to have an input into the design of the policies and actions which will underpin the region's response to addressing the climate emergency over the next 18 years to ensure West Yorkshire is net zero carbon by 2038.

Please click '**Next**' to continue...

[Click here for text](#)

## General Information

This survey should be read in conjunction with the study's Key Findings Report and the Technical Report.

You may also wish to make yourself familiar with the information that was gathered as part of low-carbon sector-specific workshops held by the Combined Authority in summer 2019 as they are directly relevant to the questions being posed in this survey and could help in informing your response. The summary report can be found [here](#).

The survey will be open to input from stakeholders and partners from **27 July 2020 to 21 August 2020**. The results will be collated and provided to Element Energy to inform Tasks 2 and 3 of the study.

The survey is structured around measures that have been identified in the study for the five sectors which have been investigated: Buildings, Industry, Land-Use and Agriculture, Power, and Transport, and asks a series of questions related to that measure or measures.

To aid in the process of identifying policies and actions we have identified seven themes in which policies and actions can be grouped. These are set out in the table below. We ask that you use this information to guide your response as this will help us when we come to collate all responses. If a policy or action does not relate to any of the broad themes please mark this as 'other'. Multiple policies and actions can be identified for each question.

Theme	Sub-category, explanation, examples
Financial	<ul style="list-style-type: none"> <li>• Capital grants for low carbon technologies</li> <li>• Low interest loans to consumers / businesses or to finance projects</li> <li>• Reduction in taxes, fees, parking costs etc</li> </ul>
Skills and training	<ul style="list-style-type: none"> <li>• Education and training programmes – mapping of skills and supply chains to identify areas which require strengthening. Support the development of a range of training programmes to develop the required skills (e.g. low carbon technology installation)</li> </ul>
Regulatory and planning	<ul style="list-style-type: none"> <li>• Planning applications for buildings and other projects (e.g. wind farms)</li> <li>• Spatial planning e.g. of parking, infrastructure, Clean Air Zone, cycling routes</li> </ul>
Information and coordination	<ul style="list-style-type: none"> <li>• Information and advice services - provide consumers and businesses with information e.g. on available technologies and incentives</li> <li>• Coordination and engagement – coordinate private sector, public sector and consumers to facilitate schemes with climate benefit (e.g. local energy schemes)</li> <li>• Behaviour change and awareness – campaigns to raise awareness among consumers, enhance support for local initiatives and promote behaviour change</li> <li>• Clear target setting and policies – clarity on regional targets, policies and plans to bring confidence to consumers and the market to enable investment</li> </ul>
Research, development and demonstration (RD&D), evidence, and quality assurance	<ul style="list-style-type: none"> <li>• RD&amp;D programmes – support local research programmes and demonstrations e.g. industrial technology trials, exemplar new building projects, ELMS pilots</li> <li>• Evidence gathering – collate evidence required to set standards, verify quality and make decisions on pathways e.g. real-world performance of heat pumps, regional traffic flows, peatland restoration success rates</li> <li>• Quality assurance – promote / inform national QA programmes (e.g. through evidence gathering). Support through regional programmes e.g. verification / certification of heat pump installers</li> </ul>
Delivery and facilitation	<ul style="list-style-type: none"> <li>• Project procurement e.g. develop invitations to tender and specification for public building retrofit programme</li> <li>• Land provision and planning – analysis of public land and identification of project opportunities (e.g. for solar PV)</li> </ul>
Influence and support	<ul style="list-style-type: none"> <li>• Lobbying / influencing e.g. national government on policies</li> <li>• Supporting national programmes e.g. through local administration or supplementing e.g. financial incentives</li> </ul>

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The study is necessarily technical, and the information contained within this survey may refer to terms that not all stakeholders and partners are familiar with. A glossary of terms has been produced and can be downloaded from <insert link>.

Enquiries relating to the survey should be sent to [netzero@westyorks-ca.gov.uk](mailto:netzero@westyorks-ca.gov.uk).

Please click '**Next**' to continue...

[Click here for text](#)

## Overview of survey questions

The survey is set out into five sections which correspond with the sectors which the study focusses on. To access the questions contained in the survey for the different sectors please click on the links provided.

### **Buildings**

The buildings section covers questions relating to retrofit, heat provision, non-heating electricity, and infrastructure.

### **Industry**

The industry section covers questions relating to industrial energy and resource efficiency, phase out of coal, oil and gas, carbon capture and storage, research, development and demonstration.

### **Land-use and Agriculture**

The land-use section covers questions relating to land availability, tree planting, peatland restoration, agroforestry, hedgerows and bioenergy. The agriculture section covers questions relating to diet change, food waste reduction, indoor horticulture, livestock stocking densities, and crop yields.

## Power

The power section covers questions relating to speed of decarbonisation, increased renewable electricity generation, energy from waste, carbon capture and storage, phasing out small-scale fossil fuel generators, storage and demand side response.

## Transport

The transport section covers questions relating to travel demand, shift to low emission transport modes, and low emission transport technologies.

Each section also contains a question relating to inclusivity, recognising our continued commitment to inclusive growth and that the transition to a low carbon economy cannot be at the expense of vulnerable and minority groups and residents, communities and businesses of West Yorkshire.

240  
All information will be handled and dealt with in line with the Data Protection Act 2018, as detailed in our privacy notice [here](#).

Q1 [Click here for text](#)

Please tick to **confirm** that you have read and understood our privacy statement.

Please click '**Next**' to continue...

[Click here for text](#)

[Click here for text](#)

The following question will allow you to go to the sector or sectors where you wish to provide input, however if you would prefer to provide a response via email, please email [netzero@westyorks-ca.gov.uk](mailto:netzero@westyorks-ca.gov.uk).

Q2 Please select the sectors in which you wish to answer questions on **(select all that apply)**

- Transport sector policy
- Power sector policy
- Industry sector policy
- Buildings sector policy
- Land-Use and Agriculture sector policy

[Click here for text](#)

## Transport Sector Policy

The following questions relate to the measures that have been identified in the transport section of the Carbon Emission Reduction Pathways study. For further information please refer to page X of the Key Findings Report and pages 22-39 and 116-127 of the Technical Report.

## Travel demand

The questions in this section relate to the measures that have been identified in the study to reduce emissions through travel demand reduction.

[Click here for text](#)

## Passenger transport demand

Q3 Please select which theme you will be referencing in your reply to the following question. **(Please tick all that apply)**

**Please also reference the theme as you comment.**

- Financial
- Skills and training
- Regulatory and planning
- Information and coordination
- Research, development and demonstration (RD&D), evidence, and quality assurance
- Delivery and facilitation
- Influence and support
- Other

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Q4 All pathways require a reduction in private car use. The levels of reduction necessary range from 38% to 43% in 2038 depending on the pathway.

### Thinking about this...

What are the policies and actions that could be implemented to achieve the scale of change modelled?

Who are the stakeholders that should be involved in developing and implementing the policy or action you have described?

Where has policy or action been implemented to reduce private car use and how successful has it been in reducing emissions?

Q5 Please select which theme you will be referencing in your reply to the following question. **(Please tick all that apply)**

**Please also reference the theme as you comment.**

- Financial
- Skills and training
- Regulatory and planning
- Information and coordination
- Research, development and demonstration (RD&D), evidence, and quality assurance
- Delivery and facilitation
- Influence and support
- Other

Q6 Significant reductions in passenger demand for travel are required across the pathways. The levels of demand reduction that could be achieved range from 12% to 15% depending on the pathway. Home working, teleconferencing and locating housing in closer proximity to workplaces and amenities are all considered measures that would achieve the levels of demand reduction necessary.

**Thinking about this, what are the policies and actions that could be implemented for...**

Home working?

Teleconferencing?

**Locating housing closer to workplaces and amenities?**

Q7 Also, considering the above statement...

Who are the stakeholders that should be involved in developing and implementing the policy or action you have described?

**Where** has policy or action been implemented to reduce passenger demand for travel and **how** successful has it been in reducing emissions?

Q8 Please select which theme you will be referencing in your reply to the following question. **(Please tick all that apply)**

**Please also reference the theme as you comment.**

- Financial
- Skills and training
- Regulatory and planning
- Information and coordination
- Research, development and demonstration (RD&D), evidence, and quality assurance
- Delivery and facilitation
- Influence and support
- Other

Q9 Pro-environmental trends and behaviour have been identified during the COVID-19 pandemic which have resulted in reduced emissions.

**Thinking about this...**

What are the policies and actions that could be implemented to capitalise on these trends and behaviours?

How could they be incorporated into the economic recovery and achieve emission reductions above and beyond what is identified in this study?

[Click here for text](#)

## Freight transport demand

Q10 Please select which theme you will be referencing in your reply to the following question. **(Please tick all that apply)**

**Please also reference the theme as you comment.**

- Financial
- Skills and training
- Regulatory and planning
- Information and coordination
- Research, development and demonstration (RD&D), evidence, and quality assurance
- Delivery and facilitation
- Influence and support
- Other

Q11 All pathways require a reduction in van and HGV activity. The levels of reduction range from 1% to 10% for vans and 15% to 20% for HGVs depending on the pathway.

### Thinking about this...

What are the policies and actions that could be implemented to achieve the scale of change modelled?

Who are the stakeholders that should be involved in developing and implementing the policy or action you have described?

**Where** has policy or action been implemented to reduce van and HGV activity and **how** successful has it been in reducing emissions?

Q12 Please select which theme you will be referencing in your reply to the following question. **(Please tick all that apply)**

**Please also reference the theme as you comment.**

- Financial
- Skills and training
- Regulatory and planning
- Information and coordination
- Research, development and demonstration (RD&D), evidence, and quality assurance
- Delivery and facilitation
- Influence and support
- Other

Q13 Freight consolidation and food / consumer waste reduction could contribute to reducing freight travel demand by up to 10% for vans and 11% for HGVs by 2038.

**Thinking about this, what are the policies and actions that could be implemented to achieve the scale of change through the following...**

Freight consolidation?

Food / consumer waste reduction?

Q14 Also, considering the above statement....

Who are the stakeholders that should be involved in developing and implementing the policy or action you have described?

**Where** has policy or action been implemented to deliver freight consolidation or food / consumer waste reduction and **how** successful has it been in reducing emissions?

[Click here for text](#)

## Aviation demand

Q15 Please select which theme you will be referencing in your reply to the following question. **(Please tick all that apply)**

**Please also reference the theme as you comment.**

- Financial
- Skills and training
- Regulatory and planning
- Information and coordination
- Research, development and demonstration (RD&D), evidence, and quality assurance
- Delivery and facilitation
- Influence and support
- Other

Q16 All pathways require domestic aviation demand to reduce by 20% primarily through a reduction in business trips.

**Thinking about this...**

What are the policies and actions that could be implemented to reduce business trips via aviation?

Who are the stakeholders that should be involved in developing and implementing the policy or action you have described?

**Where** has policy or action been implemented to reduce business trips by air and **how** successful has it been in reducing emissions?

Q17 Please select which theme you will be referencing in your reply to the following question. **(Please tick all that apply)**

**Please also reference the theme as you comment.**

- Financial
- Skills and training
- Regulatory and planning
- Information and coordination
- Research, development and demonstration (RD&D), evidence, and quality assurance
- Delivery and facilitation
- Influence and support
- Other

Q18 International aviation growth cannot exceed 25% of current passenger numbers under the High Hydrogen and Balanced pathways. Under the Max Ambition pathway, no growth is assumed.

**Thinking about this...**

What are the policies and actions that could be implemented to limit aviation passenger numbers to those modelled?

Who are the stakeholders that should be involved in developing and implementing the policy or action you have described?

**Where** has policy or action been implemented to limit growth in international aviation and **how** successful has it been in reducing emissions?

[Click here for text](#)

## Shift to low emission transport modes

The questions in this section relate to the measures that have been identified in the study to reduce emissions through shifting travel to low emission modes.

[Click here for text](#)

## Passenger travel shift

Q19 Please select which theme you will be referencing in your reply to the following question. **(Please tick all that apply)**

**Please also reference the theme as you comment.**

- Financial
- Skills and training
- Regulatory and planning
- Information and coordination
- Research, development and demonstration (RD&D), evidence, and quality assurance
- Delivery and facilitation
- Influence and support
- Other

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Q20 A higher proportion of travel in 2038 will need to be by public and shared transport or through active travel e.g. walking and cycling, with up to 36% of passenger distance transferring from the private car to these modes.

### Thinking about this...

What are the policies and actions that could be implemented to persuade people to use public, shared and active travel over the private car?

Who are the stakeholders that should be involved in developing and implementing the policy or action you have described?

**Where** has policy or action been implemented to switch private car use to public, shared and active travel and **how** successful has it been in reducing emissions?

Q21 Please select which theme you will be referencing in your reply to the following question. **(Please tick all that apply)**

**Please also reference the theme as you comment.**

- Financial
- Skills and training
- Regulatory and planning
- Information and coordination
- Research, development and demonstration (RD&D), evidence, and quality assurance
- Delivery and facilitation
- Influence and support
- Other

Q22 All pathways require a significant increase in travel undertaken by walking (minimum 60% increase) and cycling (minimum 20-fold increase), replacing more polluting forms of travel for shorter journeys.

252

**Thinking about this...**

What are the policies and actions that could be implemented to deliver the scale of increase needed for walking and cycling?

Who are the stakeholders that should be involved in developing and implementing the policy or action you have described?

**Where** has policy or action been implemented to significantly increase walking and cycling and **how** successful have they been in reducing emissions?

Q23 Please select which theme you will be referencing in your reply to the following question. **(Please tick all that apply)**

**Please also reference the theme as you comment.**

- Financial
- Skills and training
- Regulatory and planning
- Information and coordination
- Research, development and demonstration (RD&D), evidence, and quality assurance
- Delivery and facilitation
- Influence and support
- Other

Q24 Bus and train capacity increases (up to 20% for buses and trains respectively) will be needed to enable the shift from the private car.

**Thinking about this, what are the policies and actions that could be implemented to increase...**

Bus capacity?

Train capacity?

Make both modes more attractive to use?

Q25 Also, considering the above statement....

Who are the stakeholders that should be involved in developing and implementing the policy or action you have described?

**Where** has policy or action been implemented to increase bus and train capacity and **how** successful has it been in reducing emissions?

[Click here for text](#)

## Freight travel shift

Q26 Please select which theme you will be referencing in your reply to the following question. **(Please tick all that apply)**

**Please also reference the theme as you comment.**

- Financial
- Skills and training
- Regulatory and planning
- Information and coordination
- Research, development and demonstration (RD&D), evidence, and quality assurance
- Delivery and facilitation
- Influence and support
- Other

254

Q27 While most of the freight in 2038 will still be transported by road it will be necessary to transfer some freight to other modes i.e. the heaviest loads to rail (up to 12% of HGV freight shifted to rail); first and last mile to cycle freight (up to 2% of van freight shifted to cycle freight).

**Thinking about this, what are the policies and actions that could be implemented to shift freight from...**

HGVs to rail?

Vans to cycle freight?

Q28 Also, considering the above statement...

Who are the stakeholders that should be involved in developing and implementing the policy or action you have described?

**Where** has policy or action been implemented to shift freight and **how** successful has it been in reducing emissions?

[Click here for text](#)

## Low emission technology

The questions in this section relate to the measures that have been identified in the study to reduce emissions through the deployment of low emission technologies.

[Click here for text](#)

## Low emission technology

Q29 Please select which theme you will be referencing in your reply to the following question. **(Please tick all that apply)**

**Please also reference the theme as you comment.**

- Financial
- Skills and training
- Regulatory and planning
- Information and coordination
- Research, development and demonstration (RD&D), evidence, and quality assurance
- Delivery and facilitation
- Influence and support
- Other

256

Q30 Conventional petrol and diesel internal combustion engine sales will need to end by 2035 for cars and vans (2030 under the Max Ambition pathway) and by 2031 for buses under the modelled pathways.

**Thinking about this, what are the policies and actions that could be implemented to end sales of petrol / diesel vehicles for...**

Cars / vans?

Buses?

Q31 Also, considering the above statement...

Who are the stakeholders that should be involved in developing and implementing the policy or action you have described?

Q32 Please select which theme you will be referencing in your reply to the following question. **(Please tick all that apply)**

**Please also reference the theme as you comment.**

- Financial
- Skills and training
- Regulatory and planning
- Information and coordination
- Research, development and demonstration (RD&D), evidence, and quality assurance
- Delivery and facilitation
- Influence and support
- Other

Q33 Sales of internal combustion engine HGVs are likely to continue until 2040, however switching to biomethane-fuelled vehicles could enable faster emissions reductions and help to end conventional sales earlier.

**Thinking about this...**

What are the policies and actions that could be implemented that enable biomethane to decarbonise HGVs?

Who are the stakeholders that should be involved in developing and implementing the policy or action you have described?

**Where** has policy or action been implemented to switch HGVs to biomethane or enable biomethane infrastructure to be put in place and **how** successful has it been in reducing emissions?

257

Q34 Please select which theme you will be referencing in your reply to the following question. **(Please tick all that apply)**

**Please also reference the theme as you comment.**

- Financial
- Skills and training
- Regulatory and planning
- Information and coordination
- Research, development and demonstration (RD&D), evidence, and quality assurance
- Delivery and facilitation
- Influence and support
- Other

Q35 An end to sales of petrol and diesel vehicles requires other low emission technologies to be on sale and in significant volumes. The pathways suggest zero emission car sales will need to be in the region of 40,000 to 50,000 per year and zero emission HGVs sales to be in the region of 1,000 to 2,000 per year by 2038.

**Thinking about this...**

What are the policy mechanisms and actions that could be implemented to achieve the scale of sales needed given that less than 7,000 zero emission cars were sold in the region in 2018?

Who are the stakeholders that should be involved in developing and implementing the policy or action you have described?

**Where** has policy or action been implemented to increase sales of zero emission vehicles and **how** successful has it been in reducing emissions?

[Click here for text](#)

## Low emission technology

Q36 Please select which theme you will be referencing in your reply to the following question. **(Please tick all that apply)**

**Please also reference the theme as you comment.**

- Financial
- Skills and training
- Regulatory and planning
- Information and coordination
- Research, development and demonstration (RD&D), evidence, and quality assurance
- Delivery and facilitation
- Influence and support
- Other

Q38 Please select which theme you will be referencing in your reply to the following question. **(Please tick all that apply)**

**Please also reference the theme as you comment.**

- Financial
- Skills and training
- Regulatory and planning
- Information and coordination
- Research, development and demonstration (RD&D), evidence, and quality assurance
- Delivery and facilitation
- Influence and support
- Other

258

Q37 A significant proportion of vehicle activity in 2038 will be by battery electric (between 39% and 72%), hydrogen fuel-cell (between 3% and 17%), plug-in hybrid (between 10% and 14%) and hybrid (between 4% and 7%) vehicles.

**Thinking about this...**

What are the policy mechanisms and actions that could be implemented to deliver the scale of vehicle activity modelled in the pathways?

Who are the stakeholders that should be involved in developing and implementing the policy or action you have described?

Q39 To facilitate the switch to rail for both passengers and freight and for this to reduce emissions, between 80% and 90% of the distance travelled needs to be via electric rather than diesel trains. Not all lines in West Yorkshire are electrified, therefore significant infrastructure upgrades will be necessary to achieve the shift required.

**Thinking about this...**

What are the policy mechanisms and actions that can be put in place to electrify rail infrastructure in West Yorkshire?

What are the alternatives to electrification of rail infrastructure and how can they help to reduce emissions?

Who are the stakeholders that should be involved in developing and implementing the policy or action you have described?

Where has policy or action been implemented to provide an alternative to diesel trains and how successful has it been in reducing emissions?

259

Q40 Please select which theme you will be referencing in your reply to the following question. **(Please tick all that apply)**

**Please also reference the theme as you comment.**

- Financial
- Skills and training
- Regulatory and planning
- Information and coordination
- Research, development and demonstration (RD&D), evidence, and quality assurance
- Delivery and facilitation
- Influence and support
- Other

Q41 Transitioning to low emission vehicles will increase demand for electricity (up to 2.5 TWh) and hydrogen (up to 1.1 TWh) as these fuels predominantly replace petrol and diesel.

**Thinking about this...**

What are the policy mechanisms and actions that need to be put in place to produce and access these fuel sources?

Who are the stakeholders that should be involved in developing and implementing the policy or action you have described?

**Where** has policy or action been implemented to enable refuelling by electricity and/or hydrogen and **how** successful has it been in reducing emissions?

Q42 Please select which theme you will be referencing in your reply to the following question. **(Please tick all that apply)**

**Please also reference the theme as you comment.**

- Financial
- Skills and training
- Regulatory and planning
- Information and coordination
- Research, development and demonstration (RD&D), evidence, and quality assurance
- Delivery and facilitation
- Influence and support
- Other

Q43 All pathways assume limited progress to decarbonise aviation through technology beyond fuel efficiency savings and therefore look to limit demand.

**Thinking about this...**

What are the policy measures and actions that could be put in place to accelerate the development of technologies which could decarbonise aviation and allow aviation demand to increase?

Who are the stakeholders that should be involved in developing and implementing the policy or action you have described?

**Where** has policy or action been implemented to accelerate the deployment of technologies and **how** successful has it been in reducing emissions?

[Click here for text](#)

## Inclusivity

- Q44 Thinking about the questions and measures that have been outlined in this section, what policies and actions should be implemented to ensure that the deployment of the measures identified help to reduce inequality and benefit the most disadvantaged?

[Click here for text](#)

## Power Sector Policy

The power section covers questions relating to speed of decarbonisation, increased renewable electricity generation, energy from waste, carbon capture and storage, phasing out small-scale fossil fuel generators, storage and demand side response.

[Click here for text](#)

[Click here for text](#)

Q45 Please select which theme you will be referencing in your reply to the following question. **(Please tick all that apply)**

**Please also reference the theme as you comment.**

- Financial
- Skills and training
- Regulatory and planning
- Information and coordination
- Research, development and demonstration (RD&D), evidence, and quality assurance
- Delivery and facilitation
- Influence and support
- Other

263

Q46 The Max Ambition pathway requires a rapid deployment of low carbon technologies to achieve rapid decarbonisation in the 2020s.

**Thinking about this...**

What policy mechanisms and actions could be put in place to ensure this occurs within the 2020s?

Who are the stakeholders that should be involved in developing and implementing the policy or action you have described?

**Where** have policies been implemented to achieve a similar goal and **how** successful have they been in reducing emissions?

Q47 Please select which theme you will be referencing in your reply to the following question. **(Please tick all that apply)**

**Please also reference the theme as you comment.**

- Financial
- Skills and training
- Regulatory and planning
- Information and coordination
- Research, development and demonstration (RD&D), evidence, and quality assurance
- Delivery and facilitation
- Influence and support
- Other

Q48 Under all pathways an increase in electricity generation from renewable sources is required. Biomass (up to 0.2 TWh / yr), solar PV (up to 0.4 TWh / yr), and onshore wind (up to 0.8 TWh / yr) are the dominant renewables.

**Thinking about this, what policy mechanisms and actions should be implemented to enable the scale of generation from those technologies identified above to be achieved?**

Biomass

Solar PV

Onshore wind

Q49 **Also, considering the above statement....**

**Who are the stakeholders that should be involved in developing and implementing the policy or action you have described?**

**Where** have policies been implemented to achieve a similar goal and **how** successful have they been in reducing emissions?

264

Q50 Please select which theme you will be referencing in your reply to the following question. **(Please tick all that apply)**

**Please also reference the theme as you comment.**

- Financial
- Skills and training
- Regulatory and planning
- Information and coordination
- Research, development and demonstration (RD&D), evidence, and quality assurance
- Delivery and facilitation
- Influence and support
- Other

Q51 Alongside renewables a significant proportion (1.0 TWh / yr) of electricity will be generated by energy from waste facilities in 2038. A further 0.3 TWh / yr will be generated by energy from waste facilities fitted with carbon capture and storage technology.

**Thinking about this...**

What policy levers and support could be implemented to facilitate the retrofit of carbon capture and storage technology to energy from waste plants in the region?

How could these levers be used to accelerate the pace of carbon capture and storage retrofits to existing energy from waste facilities?

Who are the stakeholders that should be involved in developing and implementing the policy or action you have described?

265

Q52 Please select which theme you will be referencing in your reply to the following question. **(Please tick all that apply)**

**Please also reference the theme as you comment.**

- Financial
- Skills and training
- Regulatory and planning
- Information and coordination
- Research, development and demonstration (RD&D), evidence, and quality assurance
- Delivery and facilitation
- Influence and support
- Other

Q53 A large amount of existing electricity generation capacity is through small-scale fossil fuel generators. To ensure emissions are reduced and to contribute to the decarbonisation of the National Grid these generators will have to be phased out.

**Thinking about this...**

What policy mechanisms and actions should be implemented to reduce the number of small-scale fossil fuel electricity generators?

Conversely what policies and actions should be put in place to ensure these generation sources are replaced with renewable alternatives?

Who are the stakeholders that should be involved in developing and implementing the policy or action you have described?

**Where** have policies been implemented to achieve a similar goal and **how** successful have they been in reducing emissions?

Q54 Please select which theme you will be referencing in your reply to the following question. **(Please tick all that apply)**

**Please also reference the theme as you comment.**

- Financial
- Skills and training
- Regulatory and planning
- Information and coordination
- Research, development and demonstration (RD&D), evidence, and quality assurance
- Delivery and facilitation
- Influence and support
- Other

Q56 Please select which theme you will be referencing in your reply to the following question. **(Please tick all that apply)**

**Please also reference the theme as you comment.**

- Financial
- Skills and training
- Regulatory and planning
- Information and coordination
- Research, development and demonstration (RD&D), evidence, and quality assurance
- Delivery and facilitation
- Influence and support
- Other

Q55 Battery storage is considered at a high-level within the study and suggests between 59 MW and 140 MW of capacity is required depending on the pathway.

**Thinking about this...**

What policy mechanisms and actions need to be implemented to ensure the delivery of battery storage of the magnitude required?

Who are the stakeholders that should be involved in developing and implementing the policy or action you have described?

**Where** have policies been implemented to achieve a similar goal and **how** successful have they been in reducing emissions?

Q57 Compressed air and liquid air are other types of electricity storage technology that could assist in the utilisation of high-levels of renewable energy. These technologies are fairly new from an energy storage perspective and are not expected to contribute high amounts of storage capacity.

**Thinking about this...**

What policy measures and actions could be implemented to develop compressed air and liquid air as storage technologies?

Who are the stakeholders that should be involved in developing and implementing the policy or action you have described?

**Where** have policies been implemented to achieve a similar goal (not necessarily relating to compressed / liquid air) and **how** successful have they been in reducing emissions?

Q58 Please select which theme you will be referencing in your reply to the following question. **(Please tick all that apply)**

**Please also reference the theme as you comment.**

- Financial
- Skills and training
- Regulatory and planning
- Information and coordination
- Research, development and demonstration (RD&D), evidence, and quality assurance
- Delivery and facilitation
- Influence and support
- Other

Q59 Demand side response (DSR), the willingness of consumers to shift their consumption due to external signals, such as price, adds flexibility to the electricity grid and helps to reduce peak demand for electricity, as well as the infrastructure requirements to supply the demand. A 10% reduction in peak demand is considered to be achieved by DSR in the 2030s through the study.

**Thinking about this...**

What policy mechanisms and actions could be implemented to deliver this level of intervention?

Who are the stakeholders that should be involved in developing and implementing the policy or action you have described?

**Where** have policies been implemented to achieved a similar goal and **how** successful have they been in reducing emissions?

[Click here for text](#)

## Inclusivity

Q60 Thinking about the questions and measures that have been outlined in this section, what policies and actions should be implemented to ensure that the deployment of the measures identified help to reduce inequality and benefit the most disadvantaged?

[Click here for text](#)

## Industry Sector Policy

The industry section covers questions relating to industrial energy and resource efficiency, phase out of coal, oil and gas, carbon capture and storage, research, development and demonstration.

[Click here for text](#)

[Click here for text](#)

Q61 Please select which theme you will be referencing in your reply to the following question. **(Please tick all that apply)**

**Please also reference the theme as you comment.**

- Financial
- Skills and training
- Regulatory and planning
- Information and coordination
- Research, development and demonstration (RD&D), evidence, and quality assurance
- Delivery and facilitation
- Influence and support
- Other

270

Q62 Under all pathways energy efficiency measures could help to reduce energy use by between 15% and 40% depending on the industry.

**Thinking about this...**

What are the policy interventions and actions that could be implemented to achieve energy use reductions of the magnitude required through energy efficiency?

Who are the stakeholders that should be involved in developing and implementing the policy or action you have described?

**Where** have policies been implemented to achieve a similar goal and **how** successful have they been in reducing emissions?

Q63 Please select which theme you will be referencing in your reply to the following question. **(Please tick all that apply)**

**Please also reference the theme as you comment.**

- Financial
- Skills and training
- Regulatory and planning
- Information and coordination
- Research, development and demonstration (RD&D), evidence, and quality assurance
- Delivery and facilitation
- Influence and support
- Other

Q64 Under all pathways resource efficiency e.g. reductions in material inputs, increased recycling and switching of material end-uses, could help to reduce energy use by between 15% and 40% depending on the industry.

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**Thinking about this...**

What are the policy interventions and actions that could be implemented to achieve energy use reductions of the magnitude required through resource efficiency?

Who are the stakeholders that should be involved in developing and implementing the policy or action you have described?

**Where** have policies been implemented to achieve a similar goal and **how** successful have they been in reducing emissions?

Q65 Please select which theme you will be referencing in your reply to the following question. **(Please tick all that apply)**

**Please also reference the theme as you comment.**

- Financial
- Skills and training
- Regulatory and planning
- Information and coordination
- Research, development and demonstration (RD&D), evidence, and quality assurance
- Delivery and facilitation
- Influence and support
- Other

Q66 All pathways require coal and oil to be phased out and natural gas to be replaced in industrial applications during the 2020s with electricity, bioenergy, or hydrogen.

**Thinking about this, what policy mechanisms and actions should be implemented to enable oil, coal and natural gas use in industrial applications to be replaced with...**

Electricity?

Bioenergy?

Hydrogen?

Q67 **Also considering the above statement...**

Who are the stakeholders that should be involved in developing and implementing the policy or action you have described?

**Where** have policies been implemented to achieve a similar goal and **how** successful have they been in reducing emissions?

Q69 Carbon capture and storage will be necessary to reduce emissions from those industrial applications where process emissions are hardest to decarbonise. In West Yorkshire this applies to the large facilities in the glass and chemicals sectors.

**Thinking about this...**

What policy mechanisms and actions should be implemented to enable carbon capture and storage to be applied to glass and chemicals facilities?

Who are the stakeholders that should be involved in developing and implementing the policy or action you have described?

Q68 Please select which theme you will be referencing in your reply to the following question. **(Please tick all that apply)**

**Please also reference the theme as you comment.**

- Financial
- Skills and training
- Regulatory and planning
- Information and coordination
- Research, development and demonstration (RD&D), evidence, and quality assurance
- Delivery and facilitation
- Influence and support
- Other

Q70 Please select which theme you will be referencing in your reply to the following question. **(Please tick all that apply)**

**Please also reference the theme as you comment.**

- Financial
- Skills and training
- Regulatory and planning
- Information and coordination
- Research, development and demonstration (RD&D), evidence, and quality assurance
- Delivery and facilitation
- Influence and support
- Other

Q71 Given the importance of carbon capture and storage to the decarbonisation of industry...

What policy mechanisms and actions could be implemented to assist in the development of carbon capture and storage infrastructure?

Who are the stakeholders that should be involved in developing and implementing the policy or action you have described?

Q72 Please select which theme you will be referencing in your reply to the following question. **(Please tick all that apply)**

**Please also reference the theme as you comment.**

- Financial
- Skills and training
- Regulatory and planning
- Information and coordination
- Research, development and demonstration (RD&D), evidence, and quality assurance
- Delivery and facilitation
- Influence and support
- Other

Q73 There is currently a lack of industrial equipment that can run on low carbon fuels, therefore research, development and deployment (RD&D) will be necessary if industry is to fully decarbonise.

**Thinking about this...**

What policy mechanisms and actions should be implemented to increase RD&D activity and how could they be applied to the industry in the region?

Who are the stakeholders that should be involved in developing and implementing the policy or action you have described?

**Where** have policies been implemented (not necessarily in relation to industrial equipment RD&D) to achieve a similar goal and **how** successful have they been in reducing emissions?

[Click here for text](#)

## Inclusivity

- Q74 Thinking about the questions and measures that have been outlined in this section, what policies and actions should be implemented to ensure that the deployment of the measures identified help to reduce inequality and benefit the most disadvantaged?

[Click here for text](#)

## Buildings Sector Policy

The buildings section covers questions relating to retrofit, heat provision, non-heating electricity, and infrastructure.

[Click here for text](#)

## Retrofit

Q75 Please select which theme you will be referencing in your reply to the following question. **(Please tick all that apply)**

**Please also reference the theme as you comment.**

- Financial
- Skills and training
- Regulatory and planning
- Information and coordination
- Research, development and demonstration (RD&D), evidence, and quality assurance
- Delivery and facilitation
- Influence and support
- Other

276

Q76 All pathways required 679,000 homes to be retrofitted to at least EPC C rating by 2038. To place this into context West Yorkshire has over 1 million homes of which 32% are EPC C rating or higher.

### Thinking about this...

What are the policy mechanisms and actions that could be implemented to enable this scale of retrofit to be implemented?

Who are the stakeholders that should be involved in developing and implementing the policy or action you have described?

**Where** have policies been implemented to achieve a similar goal and **how** successful have they been?

[Click here for text](#)

## Heating

Q77 Please select which theme you will be referencing in your reply to the following question. **(Please tick all that apply)**

**Please also reference the theme as you comment.**

- Financial
- Skills and training
- Regulatory and planning
- Information and coordination
- Research, development and demonstration (RD&D), evidence, and quality assurance
- Delivery and facilitation
- Influence and support
- Other

277

Q78 Heat pumps will form a significant proportion of the heating systems installed in West Yorkshire by 2038, with between 129,000 and 658,000 homes and between 15% and 39% of non-domestic heat supplied. In addition, hybrid heat pumps will also supply between 8% and 16% of non-domestic heat and between 7,000 and 229,000 homes. To place into context less than 1,800 domestic heat pump systems are currently installed in West Yorkshire.

### Thinking about this...

What are the policy mechanisms and actions that could be implemented to enable the scale of heat pump deployment necessary?

Who are the stakeholders that should be involved in developing and implementing the policy or action you have described?

**Where** have policies been implemented to achieve a similar goal and **how** successful have they been in reducing emissions?

Q79 Please select which theme you will be referencing in your reply to the following question. **(Please tick all that apply)**

**Please also reference the theme as you comment.**

- Financial
- Skills and training
- Regulatory and planning
- Information and coordination
- Research, development and demonstration (RD&D), evidence, and quality assurance
- Delivery and facilitation
- Influence and support
- Other

Q80 District heat networks will form a significant proportion of the heating systems installed in West Yorkshire by 2038, with between 196,000 and 203,000 homes and between 12% and 16% of non-domestic heat supplied. In addition, communal heating will also supply between 10% and 12% of non-domestic heat and between 16,000 and 48,000 homes.

278

**Thinking about this...**

What are the policy mechanisms and actions that could be implemented to enable the scale of district and communal heating deployment necessary?

Who are the stakeholders that should be involved in developing and implementing the policy or action you have described?

**Where** have policies been implemented to achieve a similar goal and **how** successful have they been in reducing emissions?

Q81 Please select which theme you will be referencing in your reply to the following question. **(Please tick all that apply)**

**Please also reference the theme as you comment.**

- Financial
- Skills and training
- Regulatory and planning
- Information and coordination
- Research, development and demonstration (RD&D), evidence, and quality assurance
- Delivery and facilitation
- Influence and support
- Other

Q82 The High Hydrogen and Balanced pathways identify hydrogen as a potential additional option to decarbonise buildings. In these two pathways hydrogen would be a significant provider of heat to buildings, with between 171,000 and 515,000 homes and 11% to 27% of non-domestic heat supplied. There are currently no hydrogen boilers installed in West Yorkshire and it is assumed the gas grid would supply hydrogen by 2028.

**Thinking about this...**

What are the policy mechanisms and actions that could be implemented to enable hydrogen to provide the scale of heat provision necessary?

Who are the stakeholders that should be involved in developing and implementing the policy or action you have described?

Where **have policies been implemented to achieve a similar goal (not necessarily in relation to hydrogen) and how successful have they been in reducing emissions?**

Q83 Please select which theme you will be referencing in your reply to the following question. **(Please tick all that apply)**

**Please also reference the theme as you comment.**

- Financial
- Skills and training
- Regulatory and planning
- Information and coordination
- Research, development and demonstration (RD&D), evidence, and quality assurance
- Delivery and facilitation
- Influence and support
- Other

Q84 Some buildings will not be suitable for heat pumps, hydrogen or district / communal heating systems (between 33,000 and 162,000 homes and 7% of non-domestic heat supply depending on the pathway) due to space or efficiency constraints, therefore direct electric heating systems will be required.

**Thinking about this...**

What are the policy mechanisms and actions that could be implemented to ensure where direct electric heating systems are required this contributes to reducing emissions?

Who are the stakeholders that should be involved in developing and implementing the policy or action you have described?

**Where** have policies been implemented to achieve a similar goal and **how** successful have they been in reducing emissions?

[Click here for text](#)

## Non-heating electricity

Q85 Please select which theme you will be referencing in your reply to the following question. **(Please tick all that apply)**

**Please also reference the theme as you comment.**

- Financial
- Skills and training
- Regulatory and planning
- Information and coordination
- Research, development and demonstration (RD&D), evidence, and quality assurance
- Delivery and facilitation
- Influence and support
- Other

281

Q86 All pathways require an increase in the number of rooftop solar PV systems with 171,000 domestic installations and 95 GWh/yr generated on non-domestic buildings by 2038.

### Thinking about this...

What are the policy mechanisms and actions that could be implemented to ensure the scale of roof-top solar PV required can be delivered?

Who are the stakeholders that should be involved in developing and implementing the policy or action you have described?

Where **have policies been implemented to achieve a similar goal and how successful have they been in reducing emissions?**

[Click here for text](#)

## Infrastructure

Q87 Please select which theme you will be referencing in your reply to the following question. **(Please tick all that apply)**

**Please also reference the theme as you comment.**

- Financial
- Skills and training
- Regulatory and planning
- Information and coordination
- Research, development and demonstration (RD&D), evidence, and quality assurance
- Delivery and facilitation
- Influence and support
- Other

Q88 Large-scale infrastructure investment will be required across all the pathways, including strengthening the electricity grid to cope with increased demand, converting the natural gas network to hydrogen, and accelerating the rate of deployment of district heat networks.

### Thinking about this...

What policy interventions and actions can be implemented to accelerate these large-scale infrastructure investments?

Who are the stakeholders that should be involved in developing and implementing the policy or action you have described?

**Where** have policies been implemented to achieve a similar goal and **how** successful have they been in reducing emissions?

[Click here for text](#)

## Inclusivity

- Q89 Thinking about the questions and measures that have been outlined in this section, what policies and actions should be implemented to ensure that the deployment of the measures identified help to reduce inequality and benefit the most disadvantaged?

[Click here for text](#)

## Land-Use and Agriculture Sector Policy

The land-use section covers questions relating to land availability, tree planting, peatland restoration, agroforestry, hedgerows and bioenergy. The agriculture section covers questions relating to diet change, food waste reduction, indoor horticulture, livestock stocking densities, and crop yields.

[Click here for text](#)

## Land-Use

Q90 Please select which theme you will be referencing in your reply to the following question. **(Please tick all that apply)**

**Please also reference the theme as you comment.**

- Financial
- Skills and training
- Regulatory and planning
- Information and coordination
- Research, development and demonstration (RD&D), evidence, and quality assurance
- Delivery and facilitation
- Influence and support
- Other

285

Q91 There is limited land availability in West Yorkshire to deliver land-based emissions mitigation e.g. tree planting. This is due to the urban expansion, a high population, and competing uses for land. All pathways require trade-offs to be made in land-use choice e.g. provision of employment, land-based mitigation activities, other land-uses such as renewable energy and urban expansion.

### Thinking about this...

What policy mechanisms and actions could be implemented to make more land available for land-based mitigation activities?

What policy mechanisms or actions could be implemented to take these trade-offs into account and account for carbon reduction as a valuable output?

Who are the stakeholders that should be involved in developing and implementing the policy or action you have described?

**Where** have policies been implemented to achieve a similar goal and **how** successful have they been in reducing emissions?

Q92 Please select which theme you will be referencing in your reply to the following question. **(Please tick all that apply)**

**Please also reference the theme as you comment.**

- Financial
- Skills and training
- Regulatory and planning
- Information and coordination
- Research, development and demonstration (RD&D), evidence, and quality assurance
- Delivery and facilitation
- Influence and support
- Other

Q93 All pathways require a minimum of 170 hectares of new woodland / forest to be planted in West Yorkshire, an increase over the 9,500 hectares currently planted in the region.

Thinking about this, what policy mechanisms and actions could be implemented to deliver the scale of tree planting that is...

In line with the recommendations of the pathways?

Enables an increased area to be planted with trees?

Q94 Also, considering the above statement...

Who are the stakeholders that should be involved in developing and implementing the policy or action you have described?

Where **have** policies been implemented to achieve a similar goal and **how** successful have they been in reducing emissions?

Q95 Please select which theme you will be referencing in your reply to the following question. **(Please tick all that apply)**

**Please also reference the theme as you comment.**

- Financial
- Skills and training
- Regulatory and planning
- Information and coordination
- Research, development and demonstration (RD&D), evidence, and quality assurance
- Delivery and facilitation
- Influence and support
- Other

Q96 The Max Ambition pathway requires 100% of lowland peat and 60% of upland peat in West Yorkshire to be restored by 2038.

**Thinking about this, what policy mechanisms and actions could be implemented to deliver the scale of peatland restoration that...**

Is in line with the recommendations of the Max Ambition pathway?

Enables a greater percentage of upland peat to be restored?

Q98 Please select which theme you will be referencing in your reply to the following question. **(Please tick all that apply)**

**Please also reference the theme as you comment.**

- Financial
- Skills and training
- Regulatory and planning
- Information and coordination
- Research, development and demonstration (RD&D), evidence, and quality assurance
- Delivery and facilitation
- Influence and support
- Other

Q99 A small emission reduction has been estimated across the pathways from agroforestry measures with 9% of cropland converted to alley cropping and 11% of permanent and rough grazing converted to woodland grazing by 2038.

**Thinking about this, What policy mechanisms and actions could be implemented to deliver the scale of existing land conversation to agroforestry that is...**

in line with the recommendations of the pathways?

Enables a greater percentage of existing land to be converted to agroforestry?

Q97 **Also, considering the above statement....**

**Who are the stakeholders that should be involved in developing and implementing the policy or action you have described?**

**Where** have policies been implemented to achieve a similar goal and **how** successful have they been in reducing emissions?

Q100 **Also, considering the above statement...**

Who are the stakeholders that should be involved in developing and implementing the policy or action you have described?

**Where** have policies been implemented to achieve a similar goal and **how** successful have they been in reducing emissions?

Q102 Hedgerow length increase (only on permanent and temporary grassland) has not been considered within the pathways for West Yorkshire due to space constraints and as a result does not contribute to emission reductions.

**Thinking about this...**

What policy mechanisms or actions could be implemented to enable an increase in the length of hedgerows in West Yorkshire?

Who are the stakeholders that should be involved in developing and implementing the policy or action you have described?

**Where** have policies been implemented to achieve a similar goal and **how** successful have they been in reducing emissions?

288

Q101 Please select which theme you will be referencing in your reply to the following question. **(Please tick all that apply)**

**Please also reference the theme as you comment.**

- Financial
- Skills and training
- Regulatory and planning
- Information and coordination
- Research, development and demonstration (RD&D), evidence, and quality assurance
- Delivery and facilitation
- Influence and support
- Other

Q103 Please select which theme you will be referencing in your reply to the following question. **(Please tick all that apply)**

**Please also reference the theme as you comment.**

- Financial
- Skills and training
- Regulatory and planning
- Information and coordination
- Research, development and demonstration (RD&D), evidence, and quality assurance
- Delivery and facilitation
- Influence and support
- Other

Q104 The Max Ambition pathway requires bioenergy crops to reach over 5,700 hectares by 2038. What policy mechanisms or actions could be implemented to enable the scale of bioenergy crops required?

**Thinking about this...**

What policy mechanisms or actions could be implemented to enable the scale of bioenergy crops required?

Who are the stakeholders that should be involved in developing and implementing the policy or action you have described?

**Where** have policies been implemented to achieve a similar goal and **how** successful have they been in reducing emissions?

[Click here for text](#)

## Agriculture

Q105 Please select which theme you will be referencing in your reply to the following question. **(Please tick all that apply)**

**Please also reference the theme as you comment.**

- Financial
- Skills and training
- Regulatory and planning
- Information and coordination
- Research, development and demonstration (RD&D), evidence, and quality assurance
- Delivery and facilitation
- Influence and support
- Other

Q106 All pathways require some form of reduction in red meat and dairy consumption with a 32% reduction necessary in the Max Ambition pathway.

### Thinking about this...

What policy mechanisms and actions could be implemented to deliver reduction in red meat and dairy consumption?

Who are the stakeholders that should be involved in developing and implementing the policy or action you have described?

**Where** have policies been implemented to achieve a similar goal and **how** successful have they been in reducing emissions?

Q107 Please select which theme you will be referencing in your reply to the following question. **(Please tick all that apply)**

**Please also reference the theme as you comment.**

- Financial
- Skills and training
- Regulatory and planning
- Information and coordination
- Research, development and demonstration (RD&D), evidence, and quality assurance
- Delivery and facilitation
- Influence and support
- Other

Q108 All pathways require some form of reduction in food waste with a 38% reduction necessary in the Max Ambition pathway.

291

**Thinking about this...**

What policy mechanisms and actions could be implemented to deliver reductions in food waste?

Who are the stakeholders that should be involved in developing and implementing the policy or action you have described?

**Where** have policies been implemented to achieve a similar goal and **how** successful have they been in reducing emissions?

Q109 Please select which theme you will be referencing in your reply to the following question. **(Please tick all that apply)**

**Please also reference the theme as you comment.**

- Financial
- Skills and training
- Regulatory and planning
- Information and coordination
- Research, development and demonstration (RD&D), evidence, and quality assurance
- Delivery and facilitation
- Influence and support
- Other

Q110 Between 6% and 28% of horticulture will be required to move indoors depending on the pathway.

**Thinking about this...**

What policy mechanisms and actions could be implemented to deliver this change?

Who are the stakeholders that should be involved in developing and implementing the policy or action you have described?

**Where** have policies been implemented to achieve a similar goal and **how** successful have they been in reducing emissions?

Q111 Please select which theme you will be referencing in your reply to the following question. **(Please tick all that apply)**

**Please also reference the theme as you comment.**

- Financial
- Skills and training
- Regulatory and planning
- Information and coordination
- Research, development and demonstration (RD&D), evidence, and quality assurance
- Delivery and facilitation
- Influence and support
- Other

Q112 An increase in livestock stocking densities (up to 7%) will be required in depending on the pathway.

**Thinking about this...**

What policy mechanisms and actions could be implemented to deliver this change?

Who are the stakeholders that should be involved in developing and implementing the policy or action you have described?

**Where** have policies been implemented to achieve a similar goal and **how** successful have they been in reducing emissions?

Q113 Please select which theme you will be referencing in your reply to the following question. **(Please tick all that apply)**

**Please also reference the theme as you comment.**

- Financial
- Skills and training
- Regulatory and planning
- Information and coordination
- Research, development and demonstration (RD&D), evidence, and quality assurance
- Delivery and facilitation
- Influence and support
- Other

Q114 Improving crop yields will assist in reducing agricultural emissions through reducing the area of cropland required to maintain existing yields.

**Thinking about this...**

What policy mechanisms and actions could be implemented to help improve crop yields?

Who are the stakeholders that should be involved in developing and implementing the policy or action you have described?

**Where** have policies been implemented to achieve a similar goal and **how** successful have they been in reducing emissions?

[Click here for text](#)

## Inclusivity

Q115 Thinking about the questions and measures that have been outlined in this section, what policies and actions should be implemented to ensure that the deployment of the measures identified help to reduce inequality and benefit the most disadvantaged?

[Click here for text](#)

## About You

Thank

[Click here for text](#)

As part of this research we may follow up on feedback, if you are happy for this to happen, please complete the following section. This is completely **optional**, but would go a long way in helping us understand insights further.

All information will be handled and dealt with in line with the Data Protection Act 2018, as detailed in our privacy notice [here](#).

Q116 [Click here for text](#)

Please tick to confirm that you have read and understood our **privacy statement and agree to be contacted by a member of the Combined Authority project team.**

I do not **wish to be contacted and would like to submit my responses**

Q117 Name:

Q118 Organisation:

Q119 Position held:

Q120 Please select your preferred method of contact:

Email

Post

Tel

Q121 Email

Q122 Address line 1:

Address line 2:

Town/City

Postcode

Q123 Phone number

[Click here for text](#)

[Click here for text](#)

Thank you for your response, it will go a long way to shaping the design of the policies and actions which will underpin the region's response to addressing the climate emergency over the next 18 years to ensure West Yorkshire is net zero carbon by 2038.



**Report to:** West Yorkshire Combined Authority

**Date:** 27 July 2020

**Subject:** **Budgets and funding**

**Director:** Angela Taylor, Director, Corporate Services

**Author(s):** Angela Taylor

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 advise the Combined Authority of the impact of the COVID-19 pandemic on budgets for 2020/21 and future years.
- 1.2 To seek approval to an approach to commit future gainshare to resource the additional work required to become mayoral ready by May 2021.

## 2. Information

### COVID- 19 and budgets

- 2.1 The Combined Authority approved the 2020/21 budget at its meeting on 6 February 2020. This was a one-year balanced budget, acknowledging the risks and volatility at the time including a possible devolution deal coming up, Brexit and options work underway on interventions in the bus market. It was also recognised that the funding situation in local government was unclear, with delays to longer term settlements and the outcome of the fair funding review due to the government focus on Brexit. Funding gaps for 2021/22 onwards had been forecast and the intention was to start early in 2020/21 to address this as the impact of the various risks was fully understood.

- 2.2 Ahead of this work starting in March the organisation had to respond to the COVID-19 pandemic. Over the period it has become increasingly clear that this situation is putting significant financial pressure on the organisation. The most recent 'worst case' forecast for the impact of COVID-19 identifies a potential full year revenue funding gap of c.£12 million in terms of its normal activities only, which must be considered against a net revenue budget of £100 million. Key impacts are being felt across commercial income, bus station costs, commission from travel card / MCard sales, bus revenues (for gross cost contracts) and transport service costs. It should be noted that throughout the lockdown period combined authorities have been asked / required by Government (under Procurement Policy Notes 01/20 and 02/20) to continue paying the bus operator payments for both concessionary travel and the subsidised routes at pre-COVID-19 levels.
- 2.3 These forecasts have been shared with the Ministry of Housing, Communities and Local Government (MHCLG), and transport elements with Department for Transport (DfT). To date the DfT has approved some additional bus subsidy grant nationally, of which £2,079,000 has come to West Yorkshire. However, Members should note that there are some restrictions in the use of this funding, as it is provided largely to 'plug' gaps in the bus network as commercial operators withdraw. Though welcomed, the funding will only go part way to covering the estimated impact. At present there is still no further information from MHCLG on any support payments to be issued. Discussions have been held with officers at MHCLG and the Chair has written to the minister but there is still no offer of any funding to address the other gaps.
- 2.4 The forecast of the impact of COVID-19 on revenue budgets is being kept under close review. The fluidity of the situation means assumptions will continue to need to be updated over the course of the year. Short term, little or no income has been received from commercial tenants and it will be some time before it is established if all businesses will return and if arrears will be paid. Income from sales of MCards is likely to remain affected longer term.
- 2.5 A significant proportion of the revenue budget is spent on subsidised bus routes and concessionary travel. Arrangements in place require payment to bus operators at pre-Covid-19 levels on tendered services and concessionary travel until at least 4 August 2020. The bus industry is clearly in a state of uncertainty and the current operating model is unlikely to be sustainable in the future. Discussions continue with government on what future support for the bus industry will consist of, including the necessary support to enable schools transport to resume in September. Continuing to pay for concessionary travel at pre-Covid-19 levels whilst only 19% of usual concessionary journeys are being made removes an opportunity for this funding to be applied to the funding gap or to support other bus interventions. As mentioned earlier, Government has made some funding available for bus services through its Covid-19 Bus Services Support Grant (CBSSG); the Combined Authority received £2.08m from the first payment.
- 2.6 The Combined Authority, like all local authorities, is legally required to deliver a balanced budget and cannot be in a situation where its expenditure exceeds its available resources. Such a situation would give rise to the need for the

responsible finance officer, the section 73 officer, to issue a section 114 notice to cease spending. Reflecting the unique situation of the pandemic the Chartered Institute of Public Finance and Accountancy (CIPFA) has issued guidance that supports authorities in exploring opportunities to address a budget shortfall and that while this work continues and engagement with government continues then it should not be necessary to issue a section 114 notice.

- 2.7 Local authorities hold a level of general or unearmarked reserves to enable them to respond to unexpected budget pressures in year. The reserves policy and position agreed in February 2020 recognised a higher level of risk than usual and determined £7 million as an appropriate level for 2020/21. Additional savings were achieved during 2019/20 such that reserves currently stand at £8 million. Consideration is being given to using some of these reserves to address the funding gap, but this is only a short-term solution and reserves would need to be replenished in setting a budget for 2021/22. Local authorities are expecting the impact of the pandemic to continue to be felt longer term on future business rates and council tax collections and this will provide a challenging environment in which to set next year's transport levy on the local authorities.
- 2.8 As well as consideration of general reserves, reviews are underway on current budgets and any other available reserves to seek to identify opportunities to repurpose existing budgets to help meet the gap. Additionally, there are other cost pressures and commitments that need to be addressed.

#### Becoming mayoral ready

- 2.9 A significant programme of work has been identified, now including the transfer of the Office of the Police and Crime Commissioner (OPCC), with a challenging and immovable timescale of May 2021 to meet. The Combined Authority is seeking to prioritise activities and resource the programme at a time when Covid-19 is putting immense financial pressure on the organisation.
- 2.10 For additional work arising in the year the Combined Authority would normally seek to repurpose current budgets and consider if these could then be supplemented by any 'surplus' general reserves and 'consume its own smoke.' The funding gap caused by Covid-19 removes this option at present, until or unless additional funding is received from government to meet the gap. The devolution deal provides only £250k to meet preparation costs (Mayoral 'capacity funding').
- 2.11 The costs of delivering the MCA ready programme are being carefully calculated/refined. However, the costs of holding the election and producing necessary communications and collateral are currently estimated at £2 million, which will be incurred across this and the next financial year. Additionally current estimates are that up to £950k is required to meet the additional costs of legal, finance, communications and human resources support to undertake the consultation, prepare for the transfer of the OPCC (which is the bulk of the £950k) and to deliver other workstreams covering the development of

governance and constitutional arrangements, mayoral office, budgets, Adult Education Budget (AEB) transfer and production of the assurance framework.

- 2.12 In order to enable this work to progress urgently it is proposed that these costs of circa £3 million are funded from the 'gainshare' element of the devolution deal, the first tranche expected in late 2020/21. The required work can be cash-flowed from existing balances until the gainshare is received, subject to a successful conclusion to the statutory process, in early 2021. Should for any reason gainshare not be received then other funding, possibly from earmarked reserves may need to be considered. If Covid support funding is provided by Government, then the call on gainshare would be reduced.

#### Other funding pressures

- 2.13 It is critical that the Combined Authority can deliver swiftly and effectively on the devolution agenda. One of the successes of the deal was securing £317 million to deliver the Transforming Cities Fund (TCF). Whilst this funding was pro rata the largest in the country the local aspirations remain to deliver the higher scenario that had also been put forward and which would require an additional £164.5 million of funding.
- 2.14 Work is well underway on bringing forward the outline business cases through the assurance process with a focus on delivery by the programme end date of 31 March 2023. The Combined Authority is asked to consider whether it wishes to support an extension to the TCF programme to enable the full higher scenario to be delivered over a longer timescale. This would be funded from gainshare, using an appropriate mix of capital and revenue funding to support borrowing.
- 2.15 Members are asked to consider the implications of Covid-19 on the revenue budget of the Combined Authority. A further meeting of the Budget Working Group will be convened, and an updated position reported to the next meeting of the Combined Authority in September 2020.

### **3. Clean Growth Implications**

- 3.1 There are no clean growth implications arising directly from this report.

### **4. Inclusive Growth Implications**

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

### **5. Financial Implications**

- 5.1 The financial implications are covered in the body of the report.

### **6. Legal Implications**

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

## **7. Staffing Implications**

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

## **8. External Consultees**

8.1 No external consultations have been undertaken.

## **9. Recommendations**

9.1 That the Combined Authority considers the position on the 2020/21 revenue budget and agrees any further actions required.

9.2 That the Combined Authority approves the use of future gainshare to support the costs of transitioning to a Mayoral Combined Authority.

9.3 That the Combined Authority approves the use of future gainshare to support the delivery of the higher scenario of the Transforming Cities programme.

## **10. Background Documents**

10.1 None.

## **11. Appendices**

None

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**Report to:** West Yorkshire Combined Authority

**Date:** 27 July 2020

**Subject:** **Proposed Pension Transfer**

**Director:** Angela Taylor, Director, Corporate Services

**Author:** Angela Taylor

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:	N/A

## 1. Purpose of this report

- 1.1 To seek approval to revised pension arrangements in relation to liabilities for pension costs for a cohort of bus drivers formerly employed by the predecessor passenger transport authority.
- 1.2 To approve the transfer of assets of £42.5 million to Greater Manchester Pension Fund.
- 1.3 To approve the Combined Authority being admitted to the Greater Manchester Pension Fund for the sole and limited purpose of meeting the pension liabilities in the manner set out in the report.
- 1.4 To delegate to the Director Corporate Services the finalising of the required agreements to enable these arrangements.

## 2. Information

- 2.1 The West Yorkshire Combined Authority is responsible for funding the pension increase liabilities for bus drivers employed by the then transport authority prior to 1986. A decision by First Group to transfer all their pension arrangements to Greater Manchester Pension Fund led to approval being

sought from the Combined Authority with respect to the options available to it to meet its obligations. The preferred way forward was ultimately not able to be progressed.

- 2.2 First Group have now progressed the transfer of all their pension arrangements from the West Yorkshire Pension Fund (WYPF) to the Greater Manchester Pension Fund (GMPF). Previously the Combined Authority was funding its share of the pension liabilities in the WYPF, and so there are assets in the WYPF that relate to these liabilities. Initially a clean break option whereby a bulk asset transfer took place and all obligations were then extinguished was preferred but GMPF would not accept the value of assets put forward by the Combined Authority and WYPF due to the way in which GMPF would value First Group's assets and liabilities in the Fund compared to a local authority. Both the Combined Authority and the WYPF do not accept the need to transfer a higher value of assets than those currently held in the WYPF to meet these liabilities. An alternative approach was approved by the Combined Authority whereby no assets would transfer to GMPF and for the Combined Authority to make payments in respect of the pension increases they are responsible for funding on a "pay as you go basis". GMPF is clear they will now not accept this method.
- 2.3 A further option has been proposed and one that is supported / recommended by both the Combined Authority actuary (Aon Hewitt) and by the WYPF). The proposal is for the assets held by WYPF (£42.5 million at the most recent valuation) in respect of the pension increase liabilities to be transferred to GMPF. GMPF would then hold these assets and pay the pension increase payments out of these assets. Only once the assets were exhausted would they request payment from the Combined Authority and in the meantime the Combined Authority would pay zero contributions to GMPF. Similarly, a refund of assets to the Combined Authority would occur if the asset transfer turns out to more than cover the pension payments required over time. It is expected that the liabilities will be fully extinguished in around 20 years. There is a high level of confidence that the assets set aside to meet the liabilities should be sufficient.
- 2.4 This proposal removes the argument about whether the liabilities are fully funded due to the differing assumptions used by each fund. Additionally, it also allows GMPF the security of the assets already built up in the WYPF to fund these liabilities, giving them less concern about the possibility of the Combined Authority ceasing to exist at some point in the future and being unable to continue paying for these pension increase liabilities. This arrangement would require the Combined Authority to become a member of the GMPF but within a very prescribed and limited way to enable effective administration of this arrangement.
- 2.5 Should the Combined Authority approve this approach it is proposed that Director Corporate Services finalise the necessary arrangements and agreements, supported by the WYPF and the respective actuaries. These arrangements would include confirming the status of the Combined Authority within the GMPF, finalising the transfer value at the actual date of transfer, confirming the zero contribution rate and that the Combined Authority funding

within GMPF would be managed in line with the GMPF asset investment strategy, an approach which is recommended by the actuaries.

### **3. Clean Growth Implications**

3.1 None.

### **4. Inclusive Growth Implications**

4.1 None.

### **5. Financial Implications**

5.1 As set out in the report. The costs of undertaking this transfer and securing the necessary expert advice are to be met by First Group. The proposed transfer of pension assets may result in a future liability or asset in the medium term and the situation will be reviewed each year as part of the pension valuations undertaken for the annual accounts.

### **6. Legal Implications**

6.1 As set out in the report.

### **7. Staffing Implications**

7.1 None arising directly from this report.

### **8. External Consultees**

8.1 Advice has been sought from the WYPF, their actuaries and the Combined Authority's actuaries.

### **9. Recommendations**

9.1 To approve revised pension arrangements in relation to liabilities for pension costs for a cohort of bus drivers formerly employed by the predecessor transport authority, as set out in the report.

9.2 To approve the transfer of assets of £42.5 million to Greater Manchester Pension Fund.

9.3 To approve the Combined Authority being admitted to the Greater Manchester Pension Fund for the sole and limited purpose of meeting the pension liabilities in the manner set out in the report.

9.4 To delegate to the Director Corporate Services the finalising of the required agreements to enable these arrangements to progress.

### **10. Background Documents**

10.1 None.

## 11. Appendices

None.




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**Report to:** West Yorkshire Combined Authority

**Date:** 27 July 2020

**Subject:** **Governance arrangements and corporate planning and performance.**

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**Director:** Angela Taylor, Director, Corporate Services

**Author(s):** Louise Porter

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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 note current position on corporate performance including progress against corporate plan priorities, risk management and budget position and seek comment on these matters.
- 1.2 To review the revised business plans, amended in the light of the March 2020 devolution deal and the impacts of Coronavirus and endorse the 2020-21 corporate plan.
- 1.3 To appoint Cllr Steven Leigh as a member of the Governance and Audit Committee.

## 2. Information

### Corporate Plan 2019/20

- 2.1 The 2019/20 Corporate Plan set out the vision and objectives for the organisation and the practical steps for how these will be progressed during the year. The plan is structured around the four overarching strategic objectives of boosting productivity, enabling inclusive growth, delivering 21st Century transport and supporting clean growth.

- 2.2 In order to measure the organisation's specific contribution to meeting these four corporate objectives, a set of key performance indicators have been routinely monitored throughout the 2019/20 financial year. A summary of progress against these indicators is provided in **Appendix 1** as part of the wider corporate performance snapshot.
- 2.3 The analysis of performance against objectives to date reflects a positive position overall. Most of the indicators are assessed as green, indicating objectives supporting the strategic aims and themes for the region have been achieved.

### **Corporate risk update**

- 2.4 In line with the provisions of the corporate risk management strategy, regular review of the key strategic risks affecting the organisation continues to be undertaken and the corporate risk register updated accordingly.
- 2.5 A summary of the headline strategic risks is included at **Appendix 1** to this report. This has been updated since the last reporting period to include updated strategic risks related to the ongoing COVID-19 pandemic. These strategic risks are supplemented by detailed operational risks which are being managed through the Combined Authority's Gold command incident response structure, which is coordinating the response to, and recovery from, the Covid-19 pandemic.

### **Revenue budget position 2020/21**

- 2.6 A summary of the 2020/21 spend as at June 2020 compared to the approved revenue budget is attached at **Appendix 3** (new format for 2020/21). A RAG rating has been included to identify budgets that need further review.
- 2.7 There are a number of emerging 'red' areas of concern to report. These are related to the Covid-19 pandemic and covered in more detail in the budget update report earlier on today's agenda. Key impacts are being felt across commercial income, bus station costs, commission from travel card / MCard sales, bus revenues (for gross cost contracts) and transport service costs.
- 2.8 Regular forecasts will be undertaken during the year to assess the full impact of Covid-19 and updates brought to future Combined Authority meetings.

### **Business planning**

- 2.9 The Combined Authority approved the 2020/21 budget and accompanying business plans for the organisation at their meeting of 6 February 2020. This sets out the detailed objectives to be delivered by the Combined Authority and the LEP over the next financial year.
- 2.10 Since these business plans were produced the final West Yorkshire devolution deal has been announced and the full and profound extent of the COVID-19 pandemic has also become much clearer. As such each Directorate has

reviewed their 2020/21 business priorities to take account of any significant changes that will be required during the current year as a result of the COVID-19 pandemic and to better reflect the scope of the work required to become MCA-ready. The results of this review process are presented within a set of updated 'business plans on a page' which are provided at **Appendix 2**. It should be noted that as the impacts of the current COVID-19 situation unfold it is possible that the business plans require further revision.

- 2.11 Following the work undertaken to update operational business plans a draft Corporate Plan document for the 2020-21 financial year has also been developed. This now reflects the impacts of the COVID-19 situation on the organisation (especially on data and intelligence, policy, corporate, transport functions and economic services), and the transitional focus required on preparing to become a Mayoral Combined Authority.
- 2.12 The proposed content for the 2020-21 Corporate Plan is presented at **Appendix 2** for consideration and feedback from Combined Authority members. It should be noted that at this stage the document has not been subject to a design process and this will follow once the content has been agreed.

### **Governance arrangements**

- 2.13 Further to the vacancy arising following the resignation of Cllr David Hall, it is proposed to appoint Cllr Steven Leigh to the Governance and Audit Committee. The proposed appointment complies with the statutory provisions relating to membership of this committee, set out in paragraph 6.1 of this report.

### **3. Clean Growth Implications**

- 3.1 The proposed business plan and budget for 2020/21 will include actions and costs related to delivering against the corporate priority of clean growth, now renamed as tackling the climate emergency.

### **4. Inclusive Growth Implications**

- 4.1 The corporate plan sets out further details regarding the organisation's approach to enabling inclusive growth.

### **5. Financial Implications**

- 5.1 The financial implications are covered in the body of the report and at the supporting appendices.

### **6. Legal Implications**

- 6.1 The membership of the Governance and Audit Committee taken as a whole must by law reflect so far as reasonably practicable the balance of political parties for the time being prevailing among members of the constituent councils (West Yorkshire councils) when taken together. Political balance

requirements under Section 15 Local Government and Housing Act 1989 do not apply to the Committee.

## **7. Staffing Implications**

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

## **8. External Consultees**

8.1 No external consultations have been undertaken.

## **9. Recommendations**

9.1 That the Combined Authority notes and provides comment on the information on corporate performance.

9.2 That the Combined Authority endorses the 2020-21 corporate plan, with a final sign off delegated to the Managing Director, in consultation with the Chair of the Combined Authority and the LEP Chair.

9.3 That the Combined Authority appoints Cllr Steven Leigh to the Governance and Audit Committee.

## **10. Background Documents**

10.1 None.

## **11. Appendices**

Appendix 1 – Corporate Performance Snapshot Report

Appendix 2 – Updated business plans and draft Corporate Plan

Appendix 3 - Revenue Budget monitoring 2020/21

**Corporate Risk Update**

Combined Authority risk appetite levels

	<b>Low ↔ High Appetite</b>					
	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	
<b>Legal Compliance and Regulation</b>	1					This is something for which the Combined Authority 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.
<b>Safety and Security</b>	1					
<b>Finance and Resources</b>		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.
<b>Reputational</b>		2				
<b>Environmental</b>		2				
<b>Service Delivery and Operational</b>			3			The Combined Authority 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.
<b>Transformational Change</b>				4		This is an area in which the Combined Authority has an increased appetite for risk. More uncertainty can be tolerated in seeking opportunities for improvement, commercialisation or innovation.
<b>Development and Regeneration</b>				4		

**Corporate risk summary**

		Probability	Impact	Mitigation summary	
Very high X5	CRR-SD1	<p><b>There is a risk that</b> we fail to fully deliver projects and programmes (i.e. Growth Deal) within timescales or budget, or with the anticipated level of benefits, <b>due to</b> over-optimistic profiles, capacity within District partners and recruitment and retention challenges.</p>	Possible 3	Critical 5	<ul style="list-style-type: none"> <li>• Significant monitoring and controls in place through PMO</li> <li>• Continuing support through 'District Pool' project resource</li> <li>• Call for projects to ensure healthy pipeline of projects/ programmes</li> <li>• Ongoing Review of WY+TF portfolio with Chief Highways Officers</li> </ul>
	CRR-SD2	<p><b>There is a risk that</b> there are challenges and disruption to the way in which the Combined Authority provides services and the resources available to deliver those, <b>due to</b> uncertainty surrounding the UK's future relationship with the EU.</p>	Possible 3	Critical 5	<ul style="list-style-type: none"> <li>• Brexit working group in place with Director representation and links to West Yorkshire Resilience Forum</li> <li>• Ongoing liaison with Bus Operators for reassurance on preparation for fuel or labour shortages</li> <li>• Communications and media campaign has increased to focus on effective signposting and support</li> <li>• Monitoring of legislative developments</li> <li>• Additional grant funding available to support local businesses</li> <li>• Secured additional resources, and refocussed existing ones, to support more businesses to prepare for Brexit and to gain a better understanding of impacts/opportunities on the economy.</li> <li>• Identifying any projects which may be vulnerable to shortages in skilled labour or supply chain disruption</li> </ul>
	CRR-SD5	<p><b>There is a risk that</b> there will be a major impact on achievement of organisational objectives and/or a need to reconsider objectives and divert resources, <b>due to</b> a major unanticipated change in national policy (Brexit; major change in govt policy).</p>	Possible 3	Critical 5	<ul style="list-style-type: none"> <li>• Continued dialogue with Government</li> <li>• Policy and Strategy directorate continuing to monitor emerging national trends</li> <li>• Continued work with local LEPs and Combined Authorities</li> </ul>
	CRR-SD6	<p><b>There is a risk that</b> key corporate objectives cannot be met <b>due to</b> the long term impacts of the COVID-19 pandemic on the regional economy and on travel habits.</p>	Possible 3	Critical 5	<ul style="list-style-type: none"> <li>• Research and Intelligence team modelling potential impacts and long term scenarios</li> <li>• Working closely with partners and representative groups to identify possible long term impacts and develop joint responses</li> <li>• Updating business plans to identify key areas for re-prioritisation</li> </ul>

	CRR – FR3	<b>There is a risk that</b> the immediate, medium and long term financial health of the Combined Authority will be adversely affected <b>due to</b> the financial impacts of the COVID-19 pandemic	Possible 3	Critical 5	<ul style="list-style-type: none"> <li>• Financial scenario undertaken and being continually updated</li> <li>• Continued liaison with Government to understand funding opportunities</li> <li>• Budget Working Group meeting to oversee response</li> </ul>
	NEW	<b>There is a risk that</b> there will be a significant increase in unemployment across the region, <b>due to</b> the ongoing economic disruption caused by the COVID-19 crisis and the approaching end of the national Job Retention Scheme (furlough)	Likely 4	Serious 4	<ul style="list-style-type: none"> <li>• Joint intelligence gathering on the employment impacts– including the demographic, sectoral and geographical impact</li> <li>• Current programmes – particularly the Employment Hub and [re]boot – have been flexed to support redundant and furloughed workers</li> <li>• Lobbying government for Combined Authorities to be resourced to support people into work and for a national job creation/wage subsidy scheme.</li> <li>• Recovery Plan in development including a focus on creating employment and self-employment opportunities.</li> </ul>
313	NEW	<b>There is a risk that</b> the Combined Authority is placed under pressure to fund the reinstatement of commercial bus services threatened with withdrawal, <b>due to</b> premature withdrawal of emergency government funding support	Possible 3	Critical 5	<ul style="list-style-type: none"> <li>• Continued liaison with Government on funding</li> <li>• Close liaison with bus companies to identify cost neutral/effective solutions</li> <li>• Review and adapt current mechanism to appraise social and commercial value of threatened services</li> </ul>
	NEW	<b>There is a risk that,</b> Capital programmes cannot be delivered as intended, <b>due to</b> Government not releasing full grant allocations, following their ongoing review of programmes in light of the Covid crisis	Possible 3	Critical 5	<ul style="list-style-type: none"> <li>• Information being provided to Government on the status of capital programmes</li> <li>• Ongoing liaison with Government</li> </ul>
	NEW	<b>There is a risk that</b> a significant legal challenge, is made to the Devolution consultation, <b>due to</b> the more limited range of consultation techniques and tools that can be deployed during the Covid crisis	Possible 3	Critical 5	<ul style="list-style-type: none"> <li>• Consultation Institute providing guidance to ensure consultation is as inclusive as possible</li> <li>• Direct mailshots sent to audiences where digital engagement is more challenging</li> <li>• Comprehensive communications activities to promote the consultation in place</li> </ul>

		Probability	Impact	Mitigation summary
CRR-DR1	<b>There is a risk that</b> a major contractor/supplier/recipient of Combined Authority funding encounters significant financial difficulties, or enters administration or liquidation, and are therefore unable to deliver agreed projects, <b>due to</b> current uncertainties within the construction industry.	Possible 3	Serious 4	<ul style="list-style-type: none"> <li>Contractual KPIs &amp; penalty clauses</li> <li>Agreed escalation routes in contracts</li> <li>Ability to de-scope via change requests with partner buy-in</li> <li>Embed security measures into as many contracts as possible e.g. bond, legal charge, priority in lending hierarchy</li> <li>Regular financial checks in place through Procurement &amp; contract/loan monitoring</li> <li>External consultants procured to advise on future investment strategy/due diligence processes for more commercial deals</li> </ul>
CRR-FR2	<b>There is a risk that</b> there is insufficient floorspace to generate projected business rates income, <b>due to</b> challenges in bringing forward Enterprise Zone sites within Growth Deal funding and occupier incentive timescales.	Possible 3	Serious 4	<ul style="list-style-type: none"> <li>Progress policy gap workstreams in parallel with Delivery</li> <li>Progress detailed due diligence &amp; potential funding/overage agreement negotiations</li> <li>Identify other potential land/property income streams for GD monies</li> </ul>
CRR-SS1	<b>There is a risk that</b> a major accident or injury occurs at a Combined Authority facility, <b>due to</b> the high volume of people and inherent operational risks present in a bus station, transport interchange or Combined Authority facility.	Unlikely 2	Critical 5	<ul style="list-style-type: none"> <li>Health and safety policies, procedures and processes in place</li> <li>Staff training</li> <li>Ongoing review of Health and Safety risks</li> <li>Working with district emergency planning units to share knowledge and develop joint plans</li> <li>Continued working with police on preventative measures</li> <li>Business Continuity and Disaster Management workshops taking place at corporate level</li> </ul>
CRR-DR2	<b>There is a risk that</b> significant travel disruption arises from the implementation of major transport investment programmes, <b>due to</b> their intrusive nature, and a lack of effective communication or co-ordination.	Possible 3	Serious 4	<ul style="list-style-type: none"> <li>Close working with programme sponsors on phasing out of construction</li> <li>Mitigating travel arrangements</li> <li>Creation of a 'travel demand management plan' to inform and influence travel behaviours</li> <li>Economic analysis taking place to further assess current situations and potential future risks</li> </ul>
CRR-SD3	<b>There is a risk that</b> there is a substantial reduction or alternation of services to customers, <b>due to</b> the business failure, sale, or substantial change in bus/rail providers.	Possible 3	Serious 4	<ul style="list-style-type: none"> <li>Close relationships with operators to obtain early warnings</li> <li>Dialogue with DFT, TFN</li> <li>Work commissioned and in progress to consider future bus options</li> </ul>
CRR-SD7	<b>There is a risk that</b> frontline services and business as usual activities cannot be adequately provided <b>due to</b> staffing availability issues as a result of the Covid pandemic	Possible 3	Serious 4	<ul style="list-style-type: none"> <li>Staffing levels being monitored and individual circumstances being regularly reviewed</li> <li>Additional staff trained and redeployed into frontline positions</li> <li>Productivity being actively monitored</li> </ul>

	<b>NEW</b>	<b>There is a risk that</b> a cyber security malware infection could infiltrate the organisation, <b>due to</b> the growth of cyber crime and organisation targeting which is increasing due to covid19	Possible 3	Serious 4	<ul style="list-style-type: none"> <li>• Systems protected through firewalls</li> <li>• Additional cyber security software in place</li> <li>• Increased training for ICT staff</li> <li>• Regular testing</li> </ul>
	<b>NEW</b>	<b>There is a risk that</b> the Mayoral Order may not be prioritised for parliamentary time and the May 2021 election deadline missed, <b>due to</b> the significant number of other pressing matters within the parliamentary timetable (e.g. Covid19 response, Brexit) that are beyond our control.	Possible 3	Serious 4	<ul style="list-style-type: none"> <li>• Ongoing dialogue with government</li> <li>• Consistent messaging to ensure importance of timelines are recognised</li> </ul>
	<b>NEW</b>	<b>There is a risk that</b> unknown liabilities and risk may be passed to the Combined Authority, <b>due to</b> the transfer of the OPCC office and functions to the Combined Authority.	Possible 3	Serious 4	<ul style="list-style-type: none"> <li>• Scoping of OPCC transfer underway to bring greater clarity, supported by an external due diligence exercise.</li> <li>• Transition working group established, workstreams identified and workstream leads engaging across the Combined Authority / OPCC to establish key risks / opportunities / liabilities / costs / interfaces.</li> </ul>
315	<b>NEW</b>	<b>There is a risk that</b> the corporate processes, systems and structures needed to support the MCA will not be in place by May 2021, <b>due to</b> the scale of work required within challenging timescales and the need to maintain business as usual activities.	Possible 3	Serious 4	<ul style="list-style-type: none"> <li>• Comprehensive resource mapping exercise taken place across the Corporate Services directorate, and action taken to address key pressure points</li> <li>• Areas identified where consultancy support can be used to relieve pressure on staff</li> </ul>

West Yorkshire Combined Authority Corporate Plan 2019/20: Results for April 2019 - March 2020			
Corporate Plan Commitment (We will)	Target	Apr 2019 - March 2020 YTTD results	Notes
<b>Corporate Plan Key Performance Indicators</b>			
<b>Invest in services and projects worth £398 million to benefit local people and the economy</b>	<b>£398,000,000</b>	<b>Forecast: £289.1m</b>	The underspend against our 2019/20 gross expenditure budget arose from the slower progress, than originally anticipated, in our investment programmes for transport infrastructure. This became evident during the year and led to a full review of the programme with our partner councils and resulted in a rebasing of transport projects from 2020/21 onwards
<b>Support 3,000+ businesses</b>	<b>3000+</b>	<b>3301</b>	
<b>Invest £105 million of Growth Deal funding in major infrastructure schemes</b>	<b>£105,000,000</b>	<b>Forecast: £81.56m</b>	Forecast spend for the year is now £81.56m, whilst this is below target for the year, funding will not be lost. Mitigating actions have been introduced to ensure spend in 2020/2021.
<b>Enable 20 million passenger journeys per year</b>	<b>20,000,000</b>		On track to deliver 15% of all social necessary journeys, which last year equated to 20 million passenger journeys. Awaiting YTD figures up to early March 2020, prior to Government lockdown response to COVID19.
<b>Support 18,000 disadvantaged students</b>	<b>18,000</b>	<b>18,606</b>	Final target achieved. Although this figure has been impacted with schools and colleges closing. The number of cancelled sessions would have added an additional 1000+.
<b>Complete projects to warm 750 homes and make them more energy efficient</b>	<b>750</b>	<b>1041</b>	Projects are continuing to progress well, with the majority of properties improved funded through Warm Homes or Energy Company Obligation.
<b>Boosting productivity</b>			
<b>Support businesses in the City Region through the Brexit process and help them to manage the opportunities and challenges it may present</b>	<b>Ongoing throughout 2019/20</b>		Action plan in place and some new/updated products and services have been developed, including the recruitment of additional Growth Managers to engage with SME business base into 2020/2021
<b>Support 3,025 businesses in our region to grow and become more productive (with 1,035 receiving intensive support)</b>	<b>3025 (1,035)</b>	<b>3301 (1393)</b>	
<b>Develop 5 new business support programmes to respond to the changing economy and business needs, including a scheme to support 60 firms to secure new investment</b>	<b>5</b>	<b>5</b>	Three programmes in delivery focussed on business resilience, investment readiness and resource efficiency, with funding confirmed for two others focussed on innovation and strategic business planning.
<b>Help 350 businesses to increase their overseas export activity</b>	<b>350</b>	<b>266</b>	Given that there have been some significant international events this year that have impacted on our international activities, particularly the uncertainty caused by UKs exit from the EU and the protests in Hong Kong, it is not surprising that the figures for this KPI are slightly lower than expected. That said, the number of referrals made to other agencies including DIT, which are captured as part of this KPI are broadly in line with last year. We have not however seen the uplift that we had anticipated.
<b>Maximise the opportunities created by Channel 4's HQ relocation by securing additional investment in the creative and digital sectors</b>	<b>Ongoing throughout 2019/20</b>		We won the CIPR regional award for 'Outstanding contribution to the region' for the the spark Channel 4 campaign. #Grow created to support digital businesses with an existing presence in the Leeds City Region who are growing and creating new jobs, was launched at Halifax Digital Festival in September. This compliments the existing #Welcome, which supports digital businesses moving into the City Region. 19 campaigns met or exceeded their targets and objectives, but particular note should be given to the Transforming lives with Tech campaigns
<b>Attract global investors to the region creating 1,700 jobs</b>	<b>1,700</b>	<b>1237</b>	Reduction in project successes. FDI levels into the UK are 14% lower and business investment decisions are down due to broad uncertainty (There are less category A project enquiries)
<b>Continue to deliver development projects for our Enterprise Zones</b>	<b>Ongoing throughout 2019/20</b>	<b>Ongoing</b>	Works continue on site at Gain Lane, some small delays initially due to poor weather in early 2020, and now COVID19 supply chain issues. Works have started at South Kirby (2.2.20) and an independent Monitoring Surveyor has been appointed to provide independent assessment of progress and claims submitted against eligible works. The CA are finalising heads of terms to acquire the freehold interest of the EZ in Langthwaite. This will allow for the public sector to take control of this site to ensure early de-risking and enabling works can be delivered directly with the available growth deal funding. Following the approval of further development funding at CBC, & working in partnership with Bradford Council, the CA have appointed a contractor to work alongside the public sector to deliver enabling works and a new highway/access point at Pary Lane EZ. Detailed designs and cost plans are being developed, an FBC+ is due to be submitted in July 2020 with (subject to approvals) works on site due to commence in summer 2020.
<b>Enabling inclusive growth</b>			
<b>Embed inclusive growth principles in our business support programmes, including ensuring 75 per cent of jobs created in businesses receiving grants through our capital grants programme pay the Real Living Wage or above</b>	<b>75%</b>	<b>76%</b>	
<b>Develop an Inclusive Growth Strategic Framework for the City Region</b>	<b>By the end of 2019/20</b>		Local Industrial Strategy (LIS) evidence-building, position development and consultation/engagement is complete. The draft has been revised to reflect the confirmed geography and will also include commitments made as part of the devolution deal. Submission was originally delayed following delays in confirming geography, and EU Exit and Devolution impacting ability to engage with government on planned timescales. Submission now planned for summer 2020, but likely to be delayed again as government reviews economic strategy in the light of COVID19. SEF in development and will reflect devolution priorities, in tandem with LIS.
<b>Deliver an enhanced model of employability, enterprise and careers education to disadvantaged young people</b>	<b>18,000</b>	<b>18,606</b>	
<b>Enable 1,000 businesses to engage with education and skills initiatives, with 800 supported to offer apprenticeships</b>	<b>1,000</b>	<b>1,350 (467)</b>	The total business engagement annual target has been achieved. Four final AGE grants were awarded this month; the programme is now closed. The current flux in apprenticeship policy continues to make an impact in Q4 and Covid19 will have additional implications over the coming months and therefore impact on achievement of this KPI.
<b>Connect 6,277 homes and businesses in our City Region to super-fast broadband</b>	<b>5,277</b>	<b>5623</b>	The project achieved its contractual end of Q4 2019/20 target of premises having access to superfast broadband (>30Mbps download), and it is on target for Q1 2020/21 despite impact of COVID19.
<b>Provide accessible transport services for 5,000 people with personalised transport needs</b>	<b>5000 active passengers</b>	<b>4865 active passengers</b>	Figures up to early March 2020, prior to Government lockdown response to COVID19 before vehicles were re-purposed to support COVID19 impact
<b>Enable 40,000 young people to travel from home to school by coordinating services on behalf of our partner councils, with an investment of £3 million a year</b>	<b>40,000</b>		Early indications show we are on track to achieve the targeted number of pupils and young people, up to early March 2020 prior to Government lockdown response to COVID19
<b>Delivering 21st Century transport</b>			
<b>Invest £60 million from our Growth Deal in improvements to bus, road and rail travel</b>	<b>£60,000,000</b>	<b>Forecast: £45.66m</b>	The forecast for the year is now £45.66m. Spend and forecast are low for the year but mitigating action is being taken to ensure improved spend in 2020/2021.
<b>Continue developing the bus alliance with operators to deliver better and affordable services for passengers</b>	<b>100%</b>	<b>100%</b>	Through the Bus Alliance we are delivering 'a Fare Deal for young people', a shared ticketing agreement for customers to use any operator regardless of ticket during times of adverse conditions, cleaner buses whereby almost 500 buses will have been converted to Euro VI, a customer charter to set common standards for customers across each operator, service standards for the core bus network across West Yorkshire and enabling Daysaver products to be purchased on the MCard app.
<b>Develop plans to build new railway stations at Elland, Leeds Bradford Airport, White Rose and Thorpe Park, working closely with our partners and local communities</b>	<b>100%</b>	<b>Ongoing</b>	The Outline Business Cases for Elland, White Rose and Leeds Bradford Airport Link have been approved by the Combined Authority and work is underway to progress the full business cases for each station. There have been continued delays with the 4th Outline Business Case for Thorpe Park due to design interfaces with Trans-Pennine Route Upgrade. The Planning application for White Rose was submitted in late 2019 with a determination date in March 2020.
<b>Complete major new road schemes to reduce congestion on key commuter routes, including the Glasshoughton Southern Link Road and York Outer Ring Road</b>	<b>100%</b>	<b>Ongoing</b>	Progress has been made by our Partners to deliver major new road schemes. The Glasshoughton Southern Link Road is due to be completed by Spring 2020. The East Leeds Orbital Road has completed Phase 1 and Phase 2 (design works) and the main work package, ELOR Phase 3, has been formally awarded. Phase 1 of the York Outer Ring Road completed in early 2019. There will be delays for future phases of the YORR scheme due to the need to deliver in tandem with the DIT funded dualing scheme.
<b>Continue to influence regional and national transport investment programmes, attracting more investment to our region</b>	<b>Ongoing throughout 2019/20</b>		Examples of successful bids include from the Highways Maintenance Challenge Fund, Access for All and £317m from Transforming Cities Fund.
<b>Continue to develop our transport services by increasing digital payment options and information displays, to make services easier and more convenient for people to use</b>	<b>Ongoing throughout 2019/20</b>		Subject to delays resulting from the COVID19 pandemic, a new MCard smart phone app will be available for use by September 2020. This will help to accelerate the move away from cash, will reduce bus stop dwell times and will allow people to purchase MCard products without the need to obtain a smart card.
<b>Increase sales of MCard by 5 per cent, resulting in over £34 million worth of MCards being purchased over the year</b>	<b>£34,000,000</b>	<b>£31,560,652</b>	The MCard product range continues to retain market share as a premium travel product. However, with the impact of Covid-19, the target levels of sales have not been achieved in 2019/20.
<b>Supporting clean growth</b>			
<b>Enable 750 households to be warmer, save money and become more energy efficient through our Better Homes Yorkshire programme</b>	<b>750</b>	<b>1041</b>	
<b>Continue the delivery of seven flood prevention schemes to reduce the risk of flooding and protect communities and businesses supported by our Growth Deal</b>	<b>7</b>	<b>7</b>	7 schemes are either complete or in delivery, one further scheme has been awarded funding for development costs, and a further scheme is expected to come forward during 2020/21
<b>Provide sustainable travel advice to businesses, recruiting an additional 96 employer members to our Travel Plan Network</b>	<b>96</b>	<b>76</b>	Due to resource issues in the team, this target was not achieved by 31 March 2020. However, recruitment is underway so it is expected that more businesses will be supported in 2021 when the team is back to full capacity.
<b>Support a further 88 businesses to save money on their energy bills and use less water and waste through resource efficiency funding and advice</b>	<b>88</b>	<b>67</b>	Delay to the commencement of the Resource Efficient Business Programme (REBz) has caused this target to not be achieved. However, there is a waiting list of businesses to complete an energy assessment and these commenced in April 2020. Further delays may be caused by the impact of COVID19.
<b>Contribute to cleaner air by installing 88 ultra-low emission vehicle (ULEV) charging points for taxis with a goal of making 5.1 per cent of our region's taxis ULEV by 2020</b>	<b>88 ULEV charging points for taxis and making 5.1 per cent of our region's taxis ULEV by 2020</b>	<b>30 installations</b>	30 sites are now live for the public, and a further 15 are awaiting power connections. Site work has stopped since the COVID19 restrictions commenced, but design and approvals work is continuing. OLEV has accepted that it is not possible to set a new funding deadline until the restrictions have been lifted.
<b>Set out how we will work with our partners to achieve ambitious carbon reduction targets for the Leeds City Region, to become a net zero carbon city region by 2038 at the latest, with significant progress by 2020</b>	<b>Ongoing throughout 2019/20</b>		The main strategy is to deliver the new net zero carbon target is the City Region's Energy Strategy and Delivery Plan. Of the 39 projects within the Delivery Plan, 20 are underway or completed, 13 are stalled and 6 are pending. Delivered work this year include: Science-based targets established in Q1, followed by extensive stakeholder engagement culminating in a series of sector workshops, the creation of the Climate Coalition and the setting of the target in early-July. Our corporate clean growth policy and action plan were endorsed by the CA in October. Held sessions with local authority partners to agree a series of collaborative climate emergency projects (and secured £100k to support this work). Commissioned a comprehensive emission reduction pathway study to support the work of the existing Energy Strategy (ES) and to determine how to meet the new net zero carbon 2030 and 2038 targets. This work is currently ongoing and expected to be completed by July 2020. Secured funding in commission a carbon impacts study to strengthen the Combined Authority's decision making in light of the climate emergency. Secured £6m to create REBz that will support SMEs identify and implement cost effective improvements in energy and resource efficiency. Set out our regional ambitions at the Northern Powerhouse's Energy and Clean Growth Conference (exhibitions and talks). Commissioned work to explore how we accelerate the roll out of energy efficiency programmes, building on the Better Homes Yorkshire programme. The Energy Accelerator is providing a range of project development support to 14 low carbon projects. A range of projects continue to be delivered through the Travel Plan Network and City Connect.
<b>Begin detailed feasibility work on 10 projects within the new Energy Strategy and Delivery Plan that will enable us to meet our region's energy needs and generate clean, low carbon energy</b>	<b>10</b>		Science-based targets established in Q1, followed by extensive stakeholder engagement culminating in a series of sector workshops, the creation of the Climate Coalition and the setting of the target in early-July. Our corporate clean growth policy and action plan were endorsed by the CA in October. Held sessions with local authority partners to agree a series of collaborative climate emergency projects (and secured £100k to support this work). Commissioned a comprehensive emission reduction pathway study to support the work of the existing Energy Strategy and to determine how to meet the new net zero carbon 2030 and 2038 targets. Secured funding to commission a carbon impacts study to strengthen the combined Authorities decision making in light of the climate emergency. Secured £6m to create REBz that will support SMEs identify and implement cost effective improvements in energy and resource efficiency. Set out our regional ambitions at the Northern Powerhouse's Energy and Clean Growth Conference (exhibitions and talks). The Energy Accelerator is working with 15 low carbon projects that will result in approx 2000 tCO2 saved annually. Developing a domestic energy efficiency scaling up study. Better Homes Yorkshire has delivered energy efficiency improvements in over 1000 homes in 19/20.

**Vision**  
***Our region will be recognised globally as a place with a strong, successful, inclusive economy where world-class transport, skills and digital connectivity enables everyone to build great businesses, careers and lives***

**Mission**  
 Developing and delivering economic and transport services, schemes and programmes in partnership with the public and private sectors to support the national and local recovery from the COVID-19 pandemic, while tackling the climate emergency.

Aims	<b>Boosting Productivity</b> Helping businesses to recover from the COVID-19 pandemic and helping people find and retain good jobs.	<b>Enabling Inclusive Growth</b> Enabling as many people as possible to contribute to, and benefit from economic growth especially those disproportionately affected by the pandemic.	<b>Delivering 21<sup>st</sup> Century Transport</b> Ensuring our transport network recovers to provide the services that people need, while laying the foundations for future improvements.	<b>Tackling the Climate Emergency</b> Ensuring a green recovery and accelerating our plans for a net zero carbon economy by 2038 at the latest.	<b>Securing money and powers</b> Empowering the region by delivering our Mayoral devolution deal and preparing to become a Mayoral Combined Authority
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Objectives <i>(What we want to achieve in 2020-21)</i>	<ol style="list-style-type: none"> <li>1. Develop and implement our COVID-19 Economic Recovery Plan</li> <li>2. Support business to respond to the challenges &amp; opportunities of Brexit &amp; COVID-19. Providing intensive support to over 1,000 businesses</li> <li>3. Take forward the Future Ready Skills Commission, delivering better skills and training opportunities to local people</li> <li>4. Develop specialised business support programmes tailored to COVID-19 recovery</li> <li>5. Invest in digital connectivity</li> <li>6. Deliver another 170,000 square footage of commercial space through the Enterprise Zone programme.</li> </ol>	<ol style="list-style-type: none"> <li>1. Provide a bus network that meets the needs of local communities in the context of COVID-19 recovery</li> <li>2. Support people to access employment &amp; retrain, particularly those affected by the COVID-19 crisis</li> <li>3. Work closely with schools and colleges to support our most disadvantaged young people</li> <li>4. Continued delivery of [re]boot &amp; Employment Hub</li> <li>5. Connect homes &amp; businesses to superfast broadband</li> <li>6. Embed inclusive growth in all our policies</li> </ol>	<ol style="list-style-type: none"> <li>1. Restore the bus network to meet changing demand in light of the COVID-19 pandemic and adapt to a new financial environment</li> <li>2. Refresh travel information to reflect changing travel behaviour</li> <li>3. Introduce a Fare Deal for under 19s with a simple fare structure</li> <li>4. Launch an MCard mobile ticketing app offering new products to a changed market</li> <li>5. Continue to develop plans for a Mass Transit system for West Yorkshire.</li> <li>6. Work with our partners to secure HS2 and Northern Powerhouse Rail for our region.</li> <li>7. Start delivery of the Transforming Cities Fund, to reduce reliance on the car and promote public transport, cycling and walking.</li> </ol>	<ol style="list-style-type: none"> <li>1. Publish a roadmap setting out how we achieve our ambition of becoming a net zero carbon economy by 2038 at the latest</li> <li>2. Deliver priority projects in the Energy Strategy</li> <li>3. Help 150 businesses to lower their carbon impact through the Travel Plan Network and the ReBiz resource efficiency programme.</li> <li>4. Enable 8 schemes to enter the Energy Accelerator</li> <li>5. Establish a connectivity plan &amp; pipeline, promoting active &amp; decarbonised travel for all communities</li> <li>6. Reduce carbon from the Combined Authority's assets</li> </ol>	<ol style="list-style-type: none"> <li>1. Progress formal implementation of the Mayoral devolution deal and ensure organisational readiness for the Mayoral Combined Authority</li> <li>2. Complete investment of growth deal into projects by March 2021</li> <li>3. Set up the Single Investment Fund and update the Assurance Framework</li> <li>4. Influence the shape &amp; size of future regional funding (including the UK shared prosperity fund)</li> <li>5. Maximise delivery against European funds.</li> </ol>
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Enablers <i>(What will help us)</i>	Our partnerships	Our systems	Our people	Our resources
	Developing our partnerships in readiness for working together as a Mayoral Combined Authority  Work in partnership to influence Government on key priorities including strategic rail, skills and climate change.  Embed a consistent regional voice to strengthen our contribution to national debates	Achieve highest standards of governance and transparency  Digitising key processes to improve efficiency  Embed the HR strategy & new policies on recruitment/performance management  Strengthen appraisal and evaluation across our capital portfolio	Embed our culture change programme  Develop and implement inclusive plan in response to staff survey  Establish corporate learning and development programme  Further develop the employee wellbeing strategy	Accommodation project – bringing Wellington House up to modern standards  Updating corporate systems to harness new technology, improve efficiency, reduce carbon usage and facilitate inclusive growth.  Rigorous financial management

Our Values	Working Together	Positive about Change	Easy to do business with	Working Intelligently	Championing our Region
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**How we will measure success**  
 Key performance indicators across all priorities, reported quarterly to the Combined Authority  
 Growth Deal outputs (detailed indicators currently in development but to include metrics such as: no. businesses/individuals supported through our economic services, no. jobs brought to the Region, progress on capital projects and spending forecasts, customer satisfaction with public transport information and ticketing, % of procurement strategies including social value and carbon reduction targets associated with Combined Authority services and assets)



**Ways of working**

- Working in partnership** with the public and private sectors
- Influencing locally and nationally** to promote the aims of our region
- Engaging with people, communities and businesses** so that they shape what we do

**Key risks, issues and assumptions**

- Uncertainty surrounding funding in light of the Covid-19 pandemic and the financial challenges this has presented
- Impact of Brexit & Covid-19 on our businesses, our services and our supply chain
- Striking the right balance between clean growth, improved productivity & Covid-19 recovery
- Changes in rail franchising governance, bus company ownership and the wider post-Covid-19 transport operating environment
- Managing shifting priorities in a post-Brexit /Covid-19 landscape & ensuring we maintain a unified regional voice

**Agenda Item 14**

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**Vision**  
We lead thinking, developing policies and strategies to transform the region as an inclusive, clean economy; securing the investment and powers to put those policies into action; and championing the region's interests locally, nationally, and internationally

**Services**

**Communications & Marketing**  
To engage with people, communities and businesses to deliver a positive profile to international, national, regional and local audiences.  
**Supporting these Corporate Priorities:** 

**Research & Intelligence**  
To provide a best-in-class data and intelligence infrastructure to enable informed and strategic decision making, and efficient monitoring and evaluation.  
**Supporting these Corporate Priorities:** 

**Economic & Transport Policy**  
To develop transformative policies and strategies, and secure long-term funding and devolved powers to drive a clean and inclusive regional economy.  
**Supporting these Corporate Priorities:** 

**Priorities**  
*(What we want to achieve in 2020-21)*

1. Create a strategic and aligned plan and approach with the business to garner stakeholder and Government support for the region's recovery post Covid-19 with strong prioritisation of a sustainable travel network, business growth and devolution.
2. Design and implement a reorganisation of the departmental ways of working to factor in the new challenges and changing landscape to include a 'newsroom' and central strategic and engagement team to enable the delivery of an aligned programme of content and messaging.
3. Establish an ongoing reputation and perception management programme, aligned to leaders' priorities, to start to generate improved national and regional share of voice on key, regionally relevant debates.
4. Develop a partnership communications and engagement programme to strengthen relationships with partners across the region.
5. Ensure an adapted communications strategy to include the agreed recovery workstreams
6. Provide a high quality, responsive consultation and engagement function to the organisation and partners.
7. Implement new "Grid" planning and information management system to align more clearly our communications activities with our corporate priorities.

**Resources**  
*(What we need)*

**Our budget**

Gross Expenditure £6.37m  
Capital Recharges £0.52m  
Other Income £0.37m  
Net Expenditure £5.48m

**Our tools and support**

Ensuring we have access to key specialist consultancy resources where we have gaps in internal capability (and to support building internal capability) particularly in areas such as carbon impact assessment work.

**Our key interfaces**

Transforming Cities Fund and Transport Pipeline – Delivery and Transport Services  
Local Industrial Strategy – Economic Services  
Clean Growth Action Plan and Carbon Impact Assessment – Whole organisation  
Communications, Consultation and Marketing – Delivery, Economic Services, Transport

**Values**  
Working Together    Positive About Change    Easy to Do Business With    Working Intelligently    Championing our Region

**How we will improve our service**  
Directorate Improvement Plan: 1) Build capacity and capability through renewed focus on learning and development; 2) Strengthen integration of directorate services; 3) Improve systems for information development, storage and retrieval; 4) Develop working arrangements with partners.



**Corporate Priorities**



**Boosting productivity**



**Delivering 21st century transport**



**Enabling inclusive growth**



**Tackling the climate emergency**

**Key risks, issues and assumptions**

- Uncertainty funding cliff edges, Government strategy for economic recovery, and changes in Government policy.
- Ensuring we have the critical mass and capability to evaluate our projects and programmes as our delivery pipeline becomes more mature and we develop the right skill sets.
- Managing expectations on shifting priorities, including responding to a post-Brexit economic landscape, and ensuring we develop and maintain a unified regional voice.
- Needing to ensure that we adequately manage reputational risk.

**Vision**

**Ensuring the delivery of a portfolio of projects and programmes within the agreed cost, time and quality framework, which meet our strategic priorities and derive maximum benefit for the region.**



**Services**

**Portfolio Management and Appraisal (PMA)**  
 Ensure a rigorous approach to the assurance process, including the appraisal of projects and monitoring and reporting on our portfolio, so we get the best schemes for our money  
**Supporting these Corporate Priorities:**

**Economic Implementation Team**  
 Working with partners to deliver economic regeneration and related capital infrastructure projects. Leading in-house corporate ICT projects for the Combined Authority.  
**Supporting these Corporate Priorities:**

**Transport Implementation Team.**  
 Working with partners to deliver transport projects which meet our strategic priorities and derive maximum benefit for the region  
**Supporting these Corporate Priorities:**

**Priorities**  
*(What we want to achieve in 2020-21)*

• Meeting Growth Deal spend targets and delivering successful outcomes for communities. • Embed Clean Growth targets and measures into the design of new projects to contribute to our climate emergency priorities. • Working across directorates & partners to learn lessons from past programmes in order to influence the design and scope of new programmes and ensure our readiness to deliver for the future. • Embed use of the Portfolio Information Management System with partners. • Explore opportunities for new ways of working to maximise our impact e.g. through joint venture partnerships or the Combined Authority directly delivering development projects • Celebrate the success of delivering projects as they are delivered and benefits realised.

- Strengthen appraisals to ensure greater consistency to maximise investment in capital infrastructure to help the economic recovery of the region.
- Review and streamline the Assurance Framework
- State of readiness for Growth Deal 2024 review
- Delivery of the capital programme by influencing, checking and challenging to ensure we meet our strategic priorities and derive maximum benefit for the region
- Incorporation of CA policies and strategies into the assurance process and monitoring and reporting processes, including inclusive growth and clean growth
- Manage PIMS to ensure 'one version of the truth' and clear and concise monitoring and reporting in partnership with the Finance Team to our partners and leaders
- Planning for future funding programmes to ensure processes are in place to be able to manage them effectively
- Evaluation of funding programmes

- Complete investment of Growth Deal into projects by March 2021
- Ensure a 'State of Readiness' to deliver new investment through the proposed Shared Prosperity Fund and anticipated Devolution deal
- Enable capital investment in 8 low carbon projects through the Energy Accelerator
- Deliver superfast broadband connectivity to over 44,000 premises across the city region through the Broadband programme
- Reclaim brownfield land to enable over 170,000 hectares of new commercial floor space through the Enterprise Zone programme.
- Complete the Corporate Technology Programme (phase 1)
- Embed Clean Growth principles into new funding workstreams as they come forwards
- Initiate the new Future Mobility Programme (subject to funding being secured)

- Continued delivery of the West Yorkshire Plus Transport Fund portfolio and phase 3 of the City Connect cycling and walking programme.
- Completion of the Leeds Public Transport Investment Programme / Connecting Leeds investment programme by March 2021
- Initiate delivery of Transforming Cities Fund portfolio of projects
- Complete Wellington House Accommodation project as part of the CA's contribution to supporting Clean Growth
- Supporting our partners in business case development and project delivery, through an embedded business partnering approach
- Support partners with delivery resources and recruitment - capacity and capability to deliver
- Deliver temporary solutions to reduce car usage and encourage cycling and walking
- Explore further opportunities to engage and work with the private sector on delivery

**Resources**  
*(What we need)*

**Our budget**  
 Gross Expenditure £5.38m  
 Capital Recharges £5.49m  
 Net Expenditure £(0.11)m

**Our tools and support**  
 Specialist consultancy support (technical, commercial & legal) will be required as we embed our new approach to delivery of:  
 • New rail stations  
 • Business finance  
 • Transforming Cities Fund  
 To provide additional capacity for district partners & for appraisal of complex schemes & assessment of carbon impacts

**Our key interfaces**

- Corporate Services support - particularly Finance, Legal & Procurement - across all programmes, & HR for recruitment & retention, learning and development, & well-being
- Comms and Engagement support
- Cross-directorate representation for the Programme Appraisal Team and Strategic Assessment Review Group

**Values**

Working Together    Positive About Change    Easy to Do Business With    Working Intelligently    Championing our Region

**How we will improve our service**

Organisational Design structures embedded and reviewed as necessary – greater capacity, building our own, improved retention, efficient resource planning. Continuously improving appraisal & consistency of business cases, monitoring and reporting. Planning for future funding – scoping and defining schemes with Policy directorate and partners to ensure rigour and deliverability, learning from the evaluation of past schemes.

**Corporate Priorities**

- Key risks, issues and assumptions**
- Incorporating new / change of policies into assurance process and measuring impact on delivery
  - Recruitment and retention – impacted by wellbeing, market pressures, pay, learning and development, lack of clear funding stream for economic projects
  - Failure to deliver funding programmes within timescales or costs and capture outputs and benefits – reputational impacts
  - Continuing Brexit uncertainty impacting private sector investment decisions
  - Post 2021 economic funding. Economic Growth Deal programme ends in March 2021 with future funding still to be identified

# ECONOMIC SERVICES DIRECTORATE PLAN ON A PAGE 2020-21 (Revised June)



Vision

***A vibrant and inclusive economy which attracts and enables responsible and clean business investment and helps people from all backgrounds to develop their skills, access opportunities and progress in employment.***

Services

## Business Support

Provide a comprehensive service to help identify, secure and fund solutions to clean growth, inclusive growth productivity and resilience.

Supporting these Corporate Priorities:



## Employment and Skills

Develop Skilled People, working with businesses and education partners to create better jobs and opportunities

Supporting these Corporate Priorities:



## Trade and Investment.

Secure Investment projects which create jobs and world class assets, whilst generating global business opportunities.

Supporting these Corporate Priorities:



Priorities  
(What we want to achieve in 2020-21)

1. Support businesses to respond to the challenges and opportunities arising from Brexit & COVID-19. Provide intensive support to 1,000 businesses.
2. Develop rescue and recovery strategy with P&S to deliver new products fit for the new economic environment.
3. Stimulate more demand for business support and external finance through closer collaboration with the private sector intermediary community, including funders to develop and deliver a new investment fund.
4. Deliver a 'single front door' access point for investors and businesses to engage effectively with public sector funding opportunities in the City Region.
5. Encourage employers in the City Region to adopt more sustainable practices, providing 150 businesses with intensive clean growth support (through the Travel Plan Network and the Resource Efficiency Fund).
6. Secure the long-term future of the Growth Service and move towards an integrated physical hub for all business support professionals in the City Region.

1. Promote a system which delivers better outcomes at a local level, and maximise opportunities to influence national policy accordingly, through the Future-Ready Skills Commission (to be launched in Sept 2020).
2. Develop rescue and recovery strategy with P&S to deliver new products fit for the new economic environment.
3. Support people to access employment opportunities and to re-train, particularly those in sectors undergoing structural change and/or affected by the COVID-19 crisis.
4. Provide support for SMEs and levy-payers to create more apprenticeship opportunities, particularly to address an anticipated decline in demand for apprentices following the COVID-19 crisis.
5. Improve the attainment, ambition and destinations of our most disadvantaged young people by working closely with schools and colleges – including supporting them to recover from the COVID-19 crisis.

1. Maintain an effective Key Account Management service to act as a vital conduit with the region's largest employers with a particular focus on COVID-19 economic response and recovery.
2. Develop rescue and recovery strategy with P&S to deliver new products fit for the new economic environment.
3. Identify, attract and secure inward investment into the region (businesses and infrastructure), bringing 20 successful projects to the Leeds City Region and creating and safeguarding 1,500 jobs.
4. Encourage and support more businesses to sell their products in international markets, with a particular focus on communicating new trade agreements post Brexit and into China and India, assisting 200 businesses with overseas trade initiatives.
5. Raise the international profile of the Leeds City Region economic opportunities via strategic economic development and industry forums.
6. Contribute to the ongoing growth of the Creative & Digital Sector, including through the delivery of # Grow, # Welcome and the Creative Industries Opportunity Programme.

Resources  
(What we need)

**Our budget**  
Gross Expenditure £11.28m  
Capital Recharges £1.49m  
Grant Income £9.18m  
Net Expenditure £0.61m

**Our tools and support**  
Evolutive; Dynamics; Fame; EG Radius; Proactis; In-Tend; Policy team; Legal team; Information Governance team; Finance team; Procurement team; Research and Intelligence team. Policy and Strategy team; Marketing & Comms team; Office Facilities, external consultants

**Our key interfaces**  
Working with the Policy, Strategy & Comms directorate in securing additional external funding for core programmes and services.

Values

Working Together

Positive About Change

Easy to Do Business With

Working Intelligently

Championing our Region

How we will improve our service

The development and implementation of a new CRM technology will deliver a more cost-effective, central access point for the businesses and people to our services. By ensuring we maximise funding and investment in our region, to grow job and career opportunities whilst ensuring they are inclusive, accessible and environmentally sustainable for future.

## Corporate Priorities



## Key risks, issues and assumptions

Impact of Brexit on our businesses and our services

Securing funding to deliver existing and new products and services

Delivery of large complex programmes with multiple providers, funders and beneficiary groups

- Striking the right balance between clean growth and improved productivity  
- Government funding for careers activity is available in 2020/21.

The UK leaves the EU on 31 January 2020

The required external funding from ERDF, ESF and DIT is secured.



**Vision**  
*To enable more people to use sustainable transport and to ensure our property assets deliver the Combined Authority's priorities*

<b>Services</b>	<b>Customer Services</b> <i>Changing the way people plan and pay for their travel</i> <i>Enabling more people under the age of 25 to use public transport</i>	<b>Assets and Facilities</b> <i>Delivering the Combined Authority's Asset Management Strategy</i> <i>Using land and property to deliver the Combined Authority's corporate priorities</i>	<b>Mobility Services</b> <i>Changing the way people travel around the region by public transport</i> <i>Enabling people to access employment, education and local services and facilities</i>
	<b>Supporting these Corporate Priorities:</b>	<b>Supporting these Corporate Priorities:</b>	<b>Supporting these Corporate Priorities:</b>

<b>Priorities</b> <i>(What we want to achieve in 2020-21)</i>	<b>To modernise our travel payment and information services</b> Our Customer Services Team; <ul style="list-style-type: none"> <li>Enable over 150,000 under 19s and over 250,000 older and disabled people to free or discounted public transport (prior to Covid 19)</li> <li>Manage over 1million MCard sales through over 700 outlets, Metro Travel Centres online and on smart phone (prior to Covid 19)</li> <li>Answer 1.1 million travel information enquiries</li> </ul> The impact of the Covid 19 crisis has been; <ul style="list-style-type: none"> <li>Short term drop in MCard sales revenue with a longer term impact from anticipated changes in travel behaviour</li> <li>Lengthy closure of the Travel Centre service</li> </ul> In 2020/21, we will adapt our services to meet the changed customer expectations post Covid 19 including ; <ul style="list-style-type: none"> <li>Introduce a Fare Deal for under 19s including a simple fare structure</li> <li>Launch an MCard mobile ticketing app to offer new products to a changed market</li> <li>Refresh our travel information offer to address changes in travel behaviour and customer expectations</li> </ul>	<b>To strengthen our use of property to deliver the Combined Authority's strategic objectives</b> Our Assets & Facilities Team; <ul style="list-style-type: none"> <li>Manage 20 bus stations, over 14,000 bus stops and passenger shelters, 6 rail station car parks and a portfolio of non- transport assets</li> <li>Provide strategic and commercial property advice to the organisation</li> </ul> The impact of the Covid 19 crisis has been; <ul style="list-style-type: none"> <li>Hygiene and social distancing requires a significant change in the management of facilities</li> <li>Reduced rental and commission income</li> </ul> In 2020/21, to improve our service, we will; <ul style="list-style-type: none"> <li>Maximise the commercial potential of the Combined Authority's portfolio through the delivery of the Asset Development Plan</li> <li>Reduce carbon generation from the Combined Authority's assets through a programme of projects and initiatives</li> <li>Enable the delivery of Transforming Cities Fund projects to our operational estate</li> <li>Enable the Combined Authority to adopt new ways of working by support the Wellington House refurbishment project</li> </ul>	<b>To innovate the current service offer and to explore new models of delivering bus and rail services</b> Our Mobility Services Team; <ul style="list-style-type: none"> <li>Fund, plan and procure socially necessary bus services for the region representing around 15% of the bus network (prior to Covid 19 approx. 20 million passenger journeys a year)</li> <li>Procure transport services for school and college students in line with the policies of the respective Local Authority</li> </ul> The impact of the Covid 19 crisis has been; <ul style="list-style-type: none"> <li>Patronage reduced to 10% of normal and consequential loss of fare revenue and commercial viability</li> <li>Shrinkage of bus network and social distancing limitations on safe capacity supported by emergency local and national funding</li> <li>Adapting school transport provision</li> </ul> In 2020/21, we will support the recovery of public transport post Covid 19 including; <ul style="list-style-type: none"> <li>Restoration of bus network to meet needs of changed demand</li> <li>Adapt to new financial environment for public transport and transition from emergency funding.</li> </ul>
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**Corporate Priorities**

<b>Resources</b> <i>(What we need)</i>	<b>Our budget</b> Gross Expenditure £95.7m Grant Income £2.1m Other Income £14.7m Net Expenditure £78.9m	<b>The policies and programmes we help deliver</b> Strategic Transport Plan, Bus Strategy and daughter Information and Digital Payment strategies Transport Fund, Connecting Leeds, Transforming Cities	<b>Our key interfaces</b> <ul style="list-style-type: none"> <li>Bus and rail operators</li> <li>Local Councils</li> <li>DfT/ Transport for the North</li> <li>Emergency services</li> </ul>
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**Values**

Working Together    Positive About Change    Easy to Do Business With    Working Intelligently    Championing our Region

**How we will improve our service**  
*We will adapt our services throughout the Covid 19 recovery period by Adapting the MCard, supporting the recovery of bus service provision, rolling out a colour coded bus information system, refurbishing Leeds Bus Station and plan similar improvements at Halifax, Huddersfield, Bradford and Dewsbury and implement schemes to reduce carbon generation from our property estate*

**Key risks, issues and assumptions**

*Risk - Covid 19 longer term financial risks- bus service support, MCard sales and other revenues*

*Issue- Post Covid 19 impact on travel behaviours and customer expectations*

*Issue – potential changes in rail governance and evolution of bus service support to reflect the Combined Authority's emerging Bus Reform programme*

*Assumption - that Covid 19 restrictions and social distancing are progressively relaxed during 2020/21 enabling recovery activity*



**Vision**  
Enabling our customers to deliver – working together to providing support and advice, operating the right systems and processes that form the centrepiece of strong governance and accountability, and taking advantage of technical solutions to improve efficiency.

**Services**

**Finance**  
Delivering a high-quality financial service, provided professional knowledge, advice and expertise.

**Supporting these Corporate Priorities:**

**Human Resources**  
Enabling and supporting the organisation to manage and get the best out of its human resource. To have the right people in the right place at the right time, through robust HR policies, procedures and arrangements. Supporting and guiding staff and managers in the implementation of those.

**Supporting these Corporate Priorities:**

**Procurement**  
Driving value for money, by ensuring quality outcomes that deliver financial and social benefits through procurement activities.

**Supporting these Corporate Priorities:**

**Priorities**  
*(What we want to achieve in 2020-21)*

The team will continue to lead on the budget planning process and production of the statutory annual accounts. It will also provide full financial and management accounting support and financial transactional operations to the whole organisation through our business partnering model.

Additional transformational activities supporting becoming MCA ready include:

1. Ensure the delivery of the Finance workstream as part of the MCA ready programme
2. Progressing the implementation of a new efficient finance, budgeting and HR system.
3. Providing timely and effective financial management information to the mayor, deputy mayor, directorates and senior management, including capital and revenue financial performance figures
4. Reviewing and updating finance policies and processes and user documentation and training

The team will continue to implement phase 1 of the HR strategy, seeking to put in place the foundations for robust HR management arrangements. Specifically:

1. Ensure the delivery of the Workforce planning workstream as part of the MCA ready programme
2. Progress the directorate people management priorities identified by the business partners through business partner planning
3. Improve HR data and management information available whilst supporting the scoping, purchasing and implementation of a new HR system.
4. Devising a pay and reward strategy and updating the terms and conditions of employment for the mayoral organisation
5. Deliver improved health and safety processes and policies via the third year of the action plan.
6. Ensure the successful delivery of a TUPE transfer bringing the functions and staff of the PCC into the MCA.

The team will deliver 50 procurement projects and 15 strategic procurement projects and provide a central contract management support. Additionally:

1. Increase resource resilience / capacity.
2. Embrace new technologies to improve service offer and define future system requirements.
3. Support to organisational COVID-19 issues eg supplier resilience, manager support
4. Implement Contract management monitoring and reporting mechanisms.
5. Refresh and implement social value through procurement approach including how clean growth and lower carbon emission ambitions will be met.
6. Embed Stakeholder Management
7. Lay foundations for Category Management
8. Lay foundations for Risk Management approaches with particular focus around preparing for and managing the implications of Brexit.

**Corporate Priorities**

**Resources**  
*(What we need)*

**Our budget**

Gross Expenditure £6.27m  
Capital Recharges £0.087m  
Grant Income £0.054m  
Net Expenditure £6.13m

**Our tools and support**

The corporate technology programme will deliver tools to improve the effectiveness of both corporate services and of the organisation. Further ICT improvements planned including finance/HR systems

**Our key interfaces**

Corporate services provide support to all teams to deliver, and early sight of the pipeline of work enables us to plan how best to use our resource.  
We will be continuing to improve systems, policies and processes for the organisation.

**Key risks, issues and assumptions**

Risk: Insufficient resource to deliver for new and emerging priorities including devolution, successful capital bids and bus options

Issue: Requirement for further ICT investment and development to complete modernisation of systems

Assumption: That major organisational restructuring/reshaping is not required during the year

Assumption: That sufficient funding certainty exists for both capital and revenue to enable a meaningful update of the medium term financial strategy

**Values**

Working Together    Positive About Change    Easy to Do Business With    Working Intelligently    Championing our Region

**How we will improve our service**

We will continue to deliver in line with our customer service principles and focus on becoming mayor ready for next year. We will be looking at how technology including new systems can help us to continue improving and expanding the services we provide, and assist in adhering to revised processes and policies, aimed at ensuring good governance and transparency. Further resource will help provide improved information, including how to access and use our services and management information to assist all teams in achieving compliance and good decision making.

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Vision

Services

**ICT Services**  
 Delivering a modern, secure and highly reliable technology service

Supporting these Corporate Priorities: 

**Legal and Governance**  
 Providing strategic and operational support within a framework of good governance, transparency and compliance.

Supporting these Corporate Priorities: 

**Internal Audit**  
 Providing assurance and advice on the effectiveness of internal controls, governance and risk management.

Supporting these Corporate Priorities: 



Priorities  
*(What we want to achieve in 2020-21)*

The team will provide an ICT service which encourages innovation and productivity that is delivered on a foundation of security, customer service and business engagement for the complete technology life cycle. Additional transformational activities include:

1. Completing delivery of the Corporate Technology Programme (CTP).
2. Innovating and developing new ways of customer focussed working using the new technology delivered via CTP.
3. Harnessing technology to reduce corporate carbon usage and facilitate inclusive growth.
4. Developing and resourcing a new programme of technology projects in Corporate Services and across directorates, with priority given to those needed to be mayor ready.
5. Working partnership with Transport Services to develop a new Real-Time strategy and procure an updated system.

The team will continue to provide support and legal, compliance and governance advice to all areas of the organisation and members. In addition key priorities will include:

Deliver MCA ready workstreams including Mayoral order implementation and new constitutional arrangements  
 Driving governance & compliance – with a focus on data protection, compliance with our equality duty, internal governance and decision making and transparency .

Enabling corporate priorities – bus/rail projects, TCF, CTP.

Greater use of technology to increase agility, efficiency and transparency – extending webcasting of meetings, online self service for clients and a new case management system

Building trusted business partnerships – developing the business partner model and our training offer

The team will provide independent assurance, advice and consultation to continue to improve the internal control environment, governance and risk management arrangements. Key priorities include:

1. Delivering the annual audit plan, using agile audit techniques to improve the effectiveness of the audit work undertaken.
2. Support the work required to take on the devolved AEB.
3. Providing an annual assurance opinion.
4. Providing advice and guidance across a range of internal control matters with particular emphasis on the MCA ready workstreams and supporting clean growth corporate priorities.
5. Providing additional operational support to the business on Covid-19 related processes.

Corporate Priorities

Resources  
*(What we need)*

**Our staff**  
 Include highlight staff figures.  
 Aggregate figures up to give an overview of staffing within the Directorate.

**Our budget**  
 Include highlight budget figures.  
 These will be provided by the Finance Team as it is dependent on budgets being confirmed.

**Our tools and support**  
 The corporate technology programme will deliver tools to improve the effectiveness of both corporate services and of the organisation.  
 Further ICT improvements planned including finance/HR systems

**Our key interfaces**  
 Corporate services provide support to all teams to deliver, and early sight of the pipeline of work enables us to plan how best to use our resource.  
 We will be continuing to improve systems, policies and processes for the organisation.

**Key risks, issues and assumptions**

Risk: Insufficient resource to deliver for new and emerging priorities including devolution, successful capital bids and bus options

Issue: Requirement for further ICT investment and development to complete modernisation of systems

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Values

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How we will improve out service

*We will continue to deliver in line with our customer service principles. We will be looking at how technology can help us to continue improving the services we provide, and assist in adhering to revised processes and policies, aimed at ensuring good governance and transparency. Further resource will help provide improved information, including how to access and use our services and management information to assist all teams in achieving compliance and good decision making.*

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# West Yorkshire Combined Authority

## Corporate Plan 2020 - 21



# Corporate Plan 2020/21

## Planning in an evolving global landscape

The year, the Combined Authority and the LEP are facing a number of extraordinary challenges, including supporting businesses and the transport network recover from the impacts of the COVID-19 pandemic, becoming Mayor-ready and tackling the climate emergency.

It is vital that we, as an organisation, take a fresh and informed approach to our Corporate Planning and produce a framework that is agile, strategic and capable of flexing to the changeable landscape we are operating in, whilst also celebrating and maximising the potential of our achievements over the past 12 months. It is also a timely moment to recognise and promote the fantastic work (in extremely different circumstances) that our staff and our partners are continuing to deliver.

Section	Content
1. Our vision	Priority-focused snapshots of our ambitions and the challenges we are facing.
2. Achievements 2019/20	Highlights of achievements and milestones from 19/20
3. How we work	Easy to read explanation of CA/LEP/Metro
4. 2020/21 plans	High level plans for 20/21 split by priority
5. Financial info	Where our money comes from and how it is spent
6. Boards and partners	CA and LEP boards with headshots Logos of our partners
7. Contact info	Ways to have your say on the CA/LEP plans

# Our Vision

**We work in partnership with public sector bodies, businesses and other organisations to champion Leeds City Region and support initiatives that make it an even more amazing place to live.**

**We are:**

**Passionate** about making sure everyone in our region has opportunities to prosper, supported by the very best job opportunities, education and training.

**Proud** of our diverse range of communities and determined to support them recover from the impacts of the COVID-19 pandemic.

**Focused** on preparing our region for a new Mayor in 2021 and the extra powers and funding our historic devolution deal for West Yorkshire offers.

**Ambitious** in our commitment to become a net zero carbon economy by 2038 (at the latest) and determined to take advantage of the opportunities this will bring.

**Informed** and connected, bringing together the experts to help our region's businesses through our Economic Recovery Board, connecting those who need it with the support they need to safeguard their futures, while developing their people, products and services.

**Committed** to improving our infrastructure to make it easier and safer to walk and cycle, while also providing support to people who want to make the switch away from their cars.

**Pioneering** in our integrated approach to skills with our new Adult Education Budget to create a devolved system that works for employers, individuals and training providers.

**Our work focuses on four key areas:**

**Tackling the climate emergency** – Ensuring a green recovery and accelerating our plans for a net zero carbon economy by 2038 at the latest.

**Boosting productivity** - Helping businesses to recover from the COVID-19 pandemic and helping people find and retain good jobs.

**Enabling inclusive growth** - Enabling as many people as possible to contribute to, and benefit from, economic growth, especially those disproportionately affected by the pandemic.

**Delivering 21st Century transport** - Ensuring our transport network recovers to provide the services that people need, while laying the foundations for future improvements.

## **The challenges we face**

So far, 2020 has been the most challenging year the Combined Authority and the LEP have ever faced. The global impact of the COVID-19 pandemic has been unprecedented, and the long-term health and economic repercussions are still unknown. We have been at the forefront of our region's response to the pandemic, setting up an Economic Recovery Board to ensure businesses can survive the immediate economic shock while putting long-term measures in place. We've expanded our support services to help the thousands of people whose jobs have been put at risk or who have been made redundant. And we have also had to keep our transport network running safely for the thousands of people, especially key workers, who rely on it daily.

Like many public sector organisations, we have had to rapidly refocus our resources. This has had an impact on our previously agreed priorities for 2020, as well as our long-term ambitions for the region. Adapting to this changing environment requires a flexible and agile approach, which is reflected in our corporate priorities for the coming year.

# Achievements 2019/20

## ***Images and case studies to be added.***

Working together, the Combined Authority and the LEP have achieved a number of milestone goals throughout 2019/20 that will have a long-lasting positive impact on our region and the people who live, work and study here.

## **Making History: A Landmark £1.8 billion Devolution Deal**

West Yorkshire is strongest when it works together to deliver for all its communities. Our partnership has grown and strengthened over more than a decade, from the Leeds City Region Leaders Board to the West Yorkshire Combined Authority working with the Leeds City Region Enterprise Partnership. In March 2020, that partnership was strengthened even further when the five councils of West Yorkshire agreed the largest ever devolution deal with the Government.

This historic and transformative £1.8 billion deal includes a Government commitment to support the development of a West Yorkshire Mass Transit System and investment from the Transforming Cities Fund which, with the other resources available through the deal, will enable the delivery of the full pipeline of West Yorkshire transport projects submitted in the region's bid.

The deal includes a new Mayor for West Yorkshire who will be elected in May 2021 to give our region a stronger national voice, and a commitment to work towards policing and crime powers to be transferred to the Mayor in 2024.

The deal is just the beginning. Becoming a Mayoral Combined Authority will empower West Yorkshire to continue working with the Government to secure further powers and funding to achieve our long-term ambitions.

## **Tackling the climate emergency**

The Combined Authority, the LEP and the five councils of West Yorkshire formally declared a climate emergency in July 2019 supported by a whole range of partners from across business, industry, academia and the community. To demonstrate the scale of ambition and commitment to tackling this urgent crisis, we set an ambitious target of achieving a net zero carbon West Yorkshire economy by 2038, with significant progress by 2030.

We have

- Declared a Leeds City Region climate emergency and launched a programme of work to determine how we will transition to a net zero carbon economy by 2038.
- Invested £10.19 million in the next phase of flood alleviation across seven projects in the Leeds City Region safeguarding 23,177 jobs and 500 businesses from flood risk.

- Contributed to cleaner air by installing 44 ultra-low emission vehicle charging points for taxis, cars and vans.
- Completed measures to improve energy efficiency in 1,041 homes, saving 37,000 tonnes of carbon saved over the lifetime of the measures - the equivalent to taking 19,000 cars off the road.
- Paid out 59 Resource Efficiency Fund grants helping save businesses nearly 2 million kWh of energy – enough to charge every Nissan Leaf electric car sold in UK at least twice.
- Worked with 16 projects across the City Region which will result in carbon savings of 250,000 tonnes of CO<sub>2</sub> – the same amount of energy used to charge 31 billion smart phones – through our Energy Accelerator programme.
- Begun a review of all our capital projects to assess their carbon impacts and determine how such impacts can be mitigated.

### **Boosting productivity**

Our region is home to a workforce of 1.1 million people, over 90,000 businesses and an economy larger than that of several European countries. One of our key aims as an organisation is to encourage more businesses to start up in our region, or relocate, to bring the highly skilled jobs we need to grow our economy and improve career options for people from all walks of life.

We have:

- Supported 3,025 businesses in our region to grow and become more productive with 1,035 receiving intensive support.
- Developed five new business support programmes to respond to the changing economy and business needs, including a scheme to support 60 firms to secure new investment.
- Supported 1,465 people improve their skills in areas businesses have identified as being in shortage
- Attracted global investors to our City Region creating 1,700 jobs.

### **Enabling inclusive growth**

Within West Yorkshire, we recognise that our economy doesn't always work for everybody, and our region doesn't contribute as much to the rest of the country as it could. Enabling inclusive growth is essential, not just for West Yorkshire to 'level up' nationally, but to

reduce inequality. This starts with enabling people to access further and higher education, life-long career support and access to a reliable transport network.

We have:

- Identified 10 priorities that must be addressed in order to create a devolved skills system that works for employers, individuals and training providers.
- Launched one of the UK's first special educational needs and disability Careers Hubs, where 29 schools and multiple major employers have been linked to help transform careers education for pupils.
- Engaged with more than 67,000 people on 29 projects ranging from transport to the economy to regeneration to major construction through our YourVoice website.
- Supported over 18,000 disadvantaged students with careers education.
- Provided accessible transport services to over 4,800 passengers with personalised transport needs.
- Held seven pop-up business advice events in more disadvantaged areas.
- Ensured that 98% of business growth programme grant recipients are contributing to Inclusive Growth outcomes.
- Supported over 2,900 individuals in skills shortage areas to upskill.

### **Delivering 21<sup>st</sup> Century transport**

Historically, investment in transport has not kept pace with economic and population growth, resulting in congestion on our roads and overcrowding on public transport. With our partners, we're working to create efficient transport infrastructure that connects our communities, making it easier to get to work, do business and connect with each other.

We have:

- Invested £60 million from our Growth Deal in improvements to bus, road and rail travel.
- Developed plans to build new railway stations at Elland, Leeds Bradford Airport, White Rose and Thorpe Park, working closely with our partners and local communities.
- Helped around 5,000 people who are unable to use regular bus services get out and about through our AccessBus services.
- Enabled 40,000 young people to travel to school by coordinating services on behalf of our partner councils, with a £3 million investment.

- Introduced discounts on our MCard 'My Day' product in August 2019 and froze the price of all young person's MCard tickets in January 2020.
- Supported 6,500 unique MCard uses per week.
- Worked with 60 businesses and 24 schools through our CityConnect programme to help more people to travel by bike and on foot.
- Helped 730 people benefit from free adult cycle training and encouraged more than 2,600 people to log a ride on our online cycle challenges.
- Added 18.5km of high quality, segregated routes, to our region's growing cycling and walking network, including Bradford's Canal Road Cycleway, Leeds City Centre Cycle Superhighway and a series of towpath improvements on the Rochdale Canal around Hebden Bridge.

## How we work

*To include images and case studies.*

### **Democratically elected governance**

Our work is led by Combined Authority members and the LEP Board. The Combined Authority's membership is made up of democratically elected councillors from our West Yorkshire partner councils of Bradford, Calderdale, Kirklees, Leeds and Wakefield, plus Leaders of opposition groups, the Leader of York and the Chair of the LEP. The LEP Board brings together business and council leaders to ensure that we deliver services and investment across the full City Region and supports businesses to grow.

### **Action built on partnerships and collaboration**

The Combined Authority and the LEP work to a shared vision of creating a Leeds City Region which is 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, and are supported by a single organisation.

We work closely with our five partner councils to ensure we are aligned on our shared ambitions and are mutually supportive towards achieving our long-term goals. We also work in partnership with the NP11 – the 11 Northern LEPs – to strengthen our voice, combing that effort, where appropriate, with business, industry and community groups.

### **A refocused LEP geography**

In January 2020, following a comprehensive review, the LEP refocused its geography to concentrate on West Yorkshire and our five partner councils. However, the Combined Authority and the LEP still work closely with our regional partners, particularly in York, Harrogate, Craven, Selby and Barnsley. This change enables us to target our investment and resources more strategically whilst also remaining aligned to our regional partners.

### **Championing West Yorkshire passengers**

We operate the Metro network of bus stations, travel centres and public transport information in West Yorkshire. West Yorkshire faces significant challenges with an overreliance on private cars which leads to congestion on our roads and overcrowding on our buses and trains. We're investing in a wide range of schemes to improve public transport, create more cycle and walking routes and planning for a region-wide mass transit system.

## 2020/21 plans

### ***Images and case studies to be included.***

Over the next 12 months our focus will be on supporting our region to successfully recover from both the short and long-term impacts of the COVID-19 pandemic and preparing to become a Mayoral Combined Authority. This joint commitment will be at the heart of everything we do as we work with our partners to ensure we emerge as a stronger, more resilient region ready to maximise the opportunities our devolution deal presents, and deliver more for our communities and local people.

### **Tackling the climate emergency – Ensuring a green recovery from the COVID-19 pandemic and accelerating our plans for a net zero carbon economy by 2038 at the latest.**

- Publish a roadmap setting out how we achieve our ambition of becoming a net zero carbon economy by 2038 at the latest, and the policies needed to get there.
- Deliver priority projects in the Energy Strategy.
- Enable a further eight low carbon schemes to be supported by the Energy Accelerator.
- Complete the installation of a further 44 ultra low emission vehicle charging points around the region.
- Help 150 businesses to lower their carbon impact and support employees to walk or cycle to work through the Travel Plan Network and the ReBiz resource efficiency programme.
- Reduce carbon generation from the Combined Authority's assets through a programme of projects and initiatives.
- Establish a connectivity plan and pipeline, promoting active and decarbonised travel for all communities and Covid-19 recovery.

### **Boosting productivity - Helping businesses to recover from the COVID-19 pandemic and helping people find and retain good jobs.**

- Developing and implementing our COVID-19 Economic Recovery Plan.
- Support businesses to recover from the COVID-19 pandemic and respond to the challenges and opportunities of Brexit, providing intensive support to 1,000 businesses.
- Develop specialised business support programmes tailored to COVID-19 recovery.
- Finalise and implement the Local Industrial Strategy and Strategic Economic Framework and develop a pipeline of interventions across the foundations of productivity.

- Complete delivery of the Future Ready Skills Commission - an independent Commission of experts and leading thinkers working to create an improved skills system for the UK and deliver better outcomes at a local level.
- Support people to access employment opportunities and to retrain, particularly those in sectors affected by the COVID-19 crisis.
- Complete investment of Growth Deal into projects by March 2021 helping to create and safeguard jobs across the Region.
- Deliver another 170,000 square footage of commercial space through the Enterprise Zone programme.

**Enabling inclusive growth - Enabling as many people as possible to contribute to, and benefit from, economic growth, especially those disproportionately affected by the pandemic.**

- Helping our most disadvantaged young people achieve their goals by working closely with schools and colleges – including supporting them to recover from the COVID-19 crisis.
- Work with schools and colleges in disadvantaged areas to boost careers advice.
- Provide support for SMEs to create more apprenticeship opportunities, particularly to address an anticipated decline in demand for apprentices following the COVID-19 crisis.
- Deliver superfast broadband connectivity to over 44,000 premises across the city region through the Broadband programme.
- Support people to access employment opportunities and to re-train, particularly those in sectors undergoing structural change and/or affected by the COVID-19 crisis.

**Delivering 21<sup>st</sup> Century transport - Ensuring our region's transport network recovers from the impact of the COVID-19 pandemic whilst laying the foundations for future improvements.**

- Restoration of the bus network to meet the needs of local communities, adapting to a new financial environment for public transport and a transition from emergency funding.
- Continue to develop plans for a Mass Transit system for West Yorkshire.
- Work with our partners to secure HS2 and Northern Powerhouse Rail for our region.
- Deliver new high quality cycle and walking routes through Phase 3 of the City Connect programme and provide temporary cycling and walking solutions to reduce car usage.

- Introduce a Fare Deal for under 19s bus travel with a simpler pricing structure, price freezes and discounts.
- Launch an MCard mobile ticketing app to offer new products to a changed market.
- Refresh how we provide travel information to address changes in behaviour and customer expectations.
- Start delivery of an ambitious programme of transport infrastructure improvements through the Transforming Cities Fund, to reduce reliance on the car and promote public transport, cycling and walking.
- Continue input to the Integrated Rail Plan, which will inform how to quickly bring forward rail improvements for the North of England alongside HS2.

## Financial information

### ***Financial graphs to be included.***

Capital funding comes through the LEP Growth Deal, our West Yorkshire-plus Transport Fund and other investment grants that support our capital infrastructure programmes, including improvements to road, rail and cycleways, regeneration schemes, new college facilities and housing developments.

The Combined Authority only spends two per cent of Growth Deal funding on delivery costs – compared with an average of 15 per cent elsewhere in the UK. We also bring in Government, European and private sector funding to support our economic services and support for businesses.

Private sector sponsorship pays for increasing amounts of our trade and investment work to attract new companies to the region, and we generate income through our bus stations and sales of MCard.

As a public body we must ensure that our budget is balanced. The majority of our revenue funding comes from the transport levy that West Yorkshire councils collect as part of their council tax and other transport funding.

Of this, £47 million goes directly towards providing free travel for senior, blind and disabled people, which is a statutory obligation. The rest goes towards local priorities, including concessionary fares for young people, socially necessary bus services for vulnerable people or those living in isolated areas and travel information services.

Like all public bodies, we face financial pressures and consistently look for ways to save money and improve efficiency, particularly in our corporate services. We have developed a Capital Investment Strategy and are also working on a Medium Term Financial Strategy which will identify, over the next three years, how we will make savings from services in line with the reduced revenue funding available to our council partners.

## **Boards and partners**

**Insert headshots of the CA board**

**Insert headshots of the LEP board**

**Insert logos of our partners**

**Insert headshots of our Directors**

## Contact us

**Insert contact information including links to YourVoice and CA & LEP social media channels**

### **West Yorkshire Combined Authority**

40-50 Wellington House,  
Wellington Street,  
Leeds,  
LS1 2DE

All information correct at time of writing (July 20)

Revenue Budget 2020/21	Original Budget 2020/21	Actual as at June 2020	Utilised	Notes / Commentary	RAG Rating
	£	£	%		
Employee Costs - Control Total	25,189,079	5,732,578	22.8%	Some staffing vacancies and also pay award not yet agreed.	
Indirect Employee Costs - Control Total	1,557,372	172,483	11.1%	Spend to date - as expected due to timing of pension invoice.	
Premises Costs - Control Total	6,088,828	847,503	13.9%	Spend to date - as expected due to premises invoices paid in arrears	
Supplies and Services	5,639,649	399,273	7.1%	Spend to date - as expected due to invoices paid in arrears	
ICT Related Costs	2,594,678	927,253	35.7%	Spend to date - as expected due to certain ICT costs paid in advance	
Travel & Transport Costs	257,030	41,851	16.3%	Less staff travel due to Covid-19 and also claimed in arrears	
Tendered Services	25,466,000	7,740,944	30.4%	Spend in line with Government requirements during lockdown - though expecting additional costs due to Covid-19	
Concessionary Fares	55,157,492	13,026,987	23.6%	Spend in line with Government requirements during lockdown	
Prepaid Tickets Costs	35,800,000	1,926,794	5.4%	Mcard payment significantly reduced - Covid-19 - offset by Mcard sales	
Grants and Agency costs	612,547	208,101	34.0%	Spend as expected	
Consultancy and Professional Services	3,221,396	868,805	27.0%	Spend as expected	
Financing Charges	6,676,400	(0)	0.0%	Spend as expected - accrued at the Year End	
<b>Total Expenditure</b>	<b>168,260,471</b>	<b>31,892,570</b>	<b>19.0%</b>		
Income - Transport	(11,556,350)	(602,233)	5.2%	Covid19 - Impact on bus station & bus services income	
Income - Grants	(11,916,692)	(3,023,417)	25.4%	Grants received as expected	
Income - EZ Receipts	(2,307,000)	(5,153)	0.2%	As expected - EZ receipts received in arrears	
Income - Interest Earned	(1,386,000)	0	0.0%	Interest Earned in arrears - though expecting Covid19 impact on returns	
Income - Operational	(2,593,182)	(122,712)	4.7%	As expected - revenue project claims in arrears	
Internal Recharges / Apportionment	(10,503,247)	(2,124,411)	20.2%	Income as expected	
Pre Paid Ticket Income	(35,800,000)	(1,921,085)	5.4%	Mcard sales significantly reduced - Covid-19 - offsets payments	
Transport Levy	(92,198,000)	(20,275,831)	22.0%	Income as expected	
<b>Total Income</b>	<b>(168,260,471)</b>	<b>(28,074,841)</b>	<b>16.7%</b>		
<b>Net Expenditure Total</b>	<b>(0)</b>	<b>3,817,729</b>			

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**Report to:** West Yorkshire Combined Authority

**Date:** 27 July 2020

**Subject:** **Minutes for Information**

**Director:** Angela Taylor, Director, Corporate Services

**Author(s):** Ruth Chaplin

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

## 1. Purpose of this report

- 1.1 To provide Members with details of the minutes of committees and panels that have been published on the West Yorkshire Combined Authority’s website since the last meeting.

## 2. Information

- 2.1 The following minutes have been published on the West Yorkshire Combined Authority’s website and can be accessed [here](#):

- Governance & Audit Committee held on 12 May 2020
- Transport Committee held on 15 May 2020
- Business Innovation & Growth Panel held on 21 May 2020
- Investment Committee held on 9 June 2020
- LEP Board held on 10 June 2020
- Inclusive Growth & Public Policy Panel held on 15 June 2020

## 3. Clean Growth Implications

- 3.1 There are no clean growth implications directly arising from this report.

**4. Inclusive Growth Implications**

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

**5. Financial Implications**

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

**6. Legal Implications**

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

**7. Staffing Implications**

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

**8. External Consultees**

8.1 No external consultations have been undertaken.

**9. Recommendations**

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

**10. Background Documents**

There are no background documents referenced in this report.

**11. Appendices**

None.