

**MINUTES OF THE MEETING OF THE  
WEST YORKSHIRE COMBINED AUTHORITY  
HELD ON THURSDAY, 6 FEBRUARY 2020 AT COMMITTEE ROOM 1,  
CITY HALL, BRADFORD**

---

**Present:**

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

**In attendance:**

Councillor Kim Groves	Chair, Transport Committee
Councillor Peter Harrand	Chair, Overview & Scrutiny Committee
Ben Still	West Yorkshire Combined Authority
Caroline Allen	West Yorkshire Combined Authority
Angela Taylor	West Yorkshire Combined Authority
Melanie Corcoran	West Yorkshire Combined Authority
Dave Pearson	West Yorkshire Combined Authority
Ruth Chaplin	West Yorkshire Combined Authority

**59. Apologies for Absence**

Apologies for absence were received from Councillors Keith Aspden, Stewart Golton and David Hall.

**60. Declarations of Disclosable Pecuniary Interests**

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

**61. Exclusion of the Press and Public**

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

## **62. Minutes of the Meeting of the Combined Authority held on 9 January 2020**

**Resolved:** That the minutes of the meeting of the West Yorkshire Combined Authority held on 9 January 2020 be approved and signed by the Chair.

## **63. Budget and Business Plan 2020/21**

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

- Sought approval to the proposed revenue budget and transport levy for 2020/21, the indicative capital budget and programme and treasury management statement.
- Sought approval to the detailed business plan for 2020/21 that sets out the services, activities and priorities for the organisation in the coming year.

It was noted that the draft budget had been produced following scrutiny and input from the Authority, with the Budget Working Group overseeing the detail. In addition, members of the public have been provided with information on the budget position and given the opportunity to raise questions via the YourVoice engagement website and social media.

### **Business Plan 2020/21**

It was reported that a detailed business plan had been produced, maintaining the focus on productivity, inclusive growth and a 21<sup>st</sup> century transport system. The fourth objective of clean growth has now been repositioned as tackling the climate emergency. Summary business plans for each directorate were attached at Appendix 1. A public facing corporate plan was being developed, and this would draw on the information in the business plans to demonstrate what the Combined Authority and LEP intend to deliver for people in the region in the coming year.

### **Revenue Budget 2019/20**

Members considered the proposed revenue budget which was set out in Appendix 2 and details of the key drivers and assumptions for the main budget lines were provided in the submitted report.

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

### **Transport Levy**

Details of the net and gross levy by population, showing the effect of the decrease of £1 million and the change in population base were provided in Table 2. This also included the proposed part rebate of previously received contributions towards the Transport Fund reserve. It was proposed to

rebate £3 million for 2020/21 only, an increase of £1 million on the amount agreed last year, whilst the requirement for borrowing against the capital programme is building up.

### **Capital Strategy**

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

### **Capital Budget**

The Combined Authority noted the capital funding available to the Combined Authority for 2020/21 and subsequent years and the indicative capital programme expenditure which were outlined in the submitted report. The capital expenditure and funding budget estimates for the period 2019/20 to 2022/23 were set out in Appendix 3.

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

### **Treasury Management**

Members noted the Prudential Funding Statement which was attached at Appendix 4. This had been endorsed by the Governance & Audit Committee and set out the treasury management activity in the year, the arrangements in place and details of the funding position.

### **Resolved:**

- (a) That the Combined Authority proposed revenue budget for 2020/21 be approved.
- (b) That the indicative capital programme and budget for 2019/20 – 2022/23 be approved.
- (c) That the 2020/21 business plan be approved.
- (d) That the Transport Committee be delegated to approve individual schemes within the integrated transport block of the 2020/21 capital programme up to a maximum cost of £3 million.
- (e) That in accordance with the powers contained in the Local Government Finance Act 1988 (as amended) and by virtue of article 9(6) of the West Yorkshire Combined Authority Order and the Transport Levying Bodies Regulations 2015 (as amended) a levy of £103 million be determined for the year ended 31 March 2021.

- (f) That the Director, Corporate Services be authorised to issue the levy letter in respect of the financial year ending 31 March 2021 to the five District Councils in West Yorkshire.
- (g) That a payment of £5.09 million and of £3 million be made to the five District Councils in accordance with Table 2 of the report.
- (h) That authorisation be given to the Director, Corporate Services to arrange appropriate funding for all expenditure in 2019/20 and 2020/21 subject to statutory limitation, including the most appropriate application of capital funding as set out in the report.
- (i) That approval be made to the indicative expenditure of highways maintenance funding of £28.403 million and the pothole action fund of £1.594 million, to be paid quarterly to the West Yorkshire local authorities in accordance with the DfT formula, and for Director, Corporate Services to vary these amounts should DfT revise the payments from those provisionally indicated.
- (j) That approval be given to the continuing of the policy, effective from 2017/18, for recovering the Combined Authority costs of managing the capital programme against the capital programme spend being mainly Growth Deal, Leeds Public Transport Investment Programme and Local Transport Plan Integrated Transport. For 2020/21 the estimated total value is £9.6 million (2% - 3% of the total capital programme).
- (k) That the adoption of the CIPFA Code of Practice for Treasury Management in Public Services be reaffirmed.
- (l) That the treasury management policy as set out in **Appendix 4** be approved.
- (m) That the prudential limits for the next three years as set out in **Appendix 4** be adopted.

#### **64. 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:

- Leeds Transport Model Update 2020
- York City Centre Access Improvements
- Leeds City Region Future Mobility Zone
- Hebden Bridge Flood Alleviation
- Corn Exchange Gateway
- Enterprise Zone: Parry Lane
- Leeds Inland Port
- Leeds Bradford Airport Parkway
- Network Navigation

- Moorthorpe Rail Car Park

It was noted that since the last meeting, decisions on the following schemes have been made by the Investment Committee:

- York Outer Ring Road – Phase 3 – Clifton Moor
- Bradford City Centre Heritage Properties Development Scheme
- York Scarborough Bridge (foot & cycle bridge)
- Superfast Broadband West Yorkshire and York Contract 3

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

In respect of the Clifton Business Park Enterprise Zone, it was noted that at its meeting held on 10 October 2019, the Combined Authority had approved for the scheme to proceed through decision point 3 and work commence on activity 5 (full business case with finalised costs). However the requirement to enter into a funding agreement with Calderdale Council had been omitted from the report's recommendations and therefore the Combined Authority now gave approval for this.

Members noted the update and proposals set out in paragraph 3.11 of the report on the West Yorkshire plus Transport Fund review. It was reported that the Investment Committee had considered a report summarising the review at its meeting on 9 January 2020 and an outline of the Transport Fund projects, including actual and forecast spend was attached at Appendix 1 and revised programme dates for each project were provided in Appendix 2.

**Resolved:**

- (a) In respect of Leeds Transport Model Update 2020 –

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

- (i) That the Leeds Transport Model Update 2020 project proceeds through Decision Point 2 and work commences on Activity 5 (full business case with finalised costs).
- (ii) That an indicative approval of £600,000 is given from the West Yorkshire plus Transport Fund towards a total scheme cost of £1.2 million with full approval to spend being granted once the scheme 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

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

(b) In respect of York City Centre Access Improvements –

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

- (i) That the York City Centre Access Improvements scheme 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 project value of £8.1 million 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.
- (iii) That development costs of £355,000 be approved in order to progress the scheme to activity 3 (outline business case).
- (iv) That the Combined Authority enters into a Funding Agreement with City of York Council for expenditure of up to £355,000 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 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 set out in the report.

(c) In respect of Leeds City Region Future Mobility Zone –

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

- (i) That the Future Mobility Zone (FMZ) programme proceeds through Decision Point 2 and work commences on the development of business cases for individual packages
- (ii) That an indicative approval to £30.793 million, which will be funded from the Local Transport Plan (£2.75 million), the Leeds Public Transport Investment Programme (£0.763 million) and the Department for Transport FMZ fund (£27.28 million) is given with full approval to spend being granted as individual scheme or packages have progressed through the Assurance Process to Decision Point 5. The total programme cost is £32.01 million, including £1.22 million from District Partners.

- (iii) That an approval for development funding of £2.01 million be made to enable initial work on outline business cases for individual packages, subject to DfT funding being announced.
  - (iv) That future programme approvals are made in accordance with the assurance pathway and approval route outlined in the submitted report including at Decision Point 6 and 7 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.
- (d) In respect of Hebden Bridge Flood Alleviation –
- That following a recommendation from the Investment Committee, the Combined Authority approves:
- (i) That the Hebden Bridge Flood Alleviation Scheme proceeds through decision point 3 and work commences on activity 4 (full business case)
  - (ii) That development costs of £1.9 million are approved in order to progress the scheme to activity 4 (full business case) from the Local Growth Fund. The total project value is £27.283 million.
  - (iii) That the Combined Authority enters into a Funding Agreement with the Environment Agency for development expenditure of up to £1.9 million from the Local Growth Fund.
  - (iv) That future approvals are made in accordance with the assurance pathway and approval route outlined in the submitted report following a recommendation by the Combined Authority's Programme Appraisal Team. This will be subject to the scheme remaining within the tolerances outlined in the report.
- (e) In respect of Corn Exchange Gateway –
- That following a recommendation from the Investment Committee, the Combined Authority approves:
- (i) That the Corn Exchange Gateway project proceeds through decision point 3 and work commences on activity 4 (FBC).
  - (ii) That an indicative approval to the Combined Authority's contribution of £24.7 million is given, with £18.6 million to be funded through the Leeds Public Transport Investment Programme and £6.1 million from the West Yorkshire plus Transport Fund, with full approval to spend being granted once the scheme has progressed through the assurance process to decision point 5 (FBC with finalised costs). The total project value is £25.6 million.
  - (iii) 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.

(f) In respect of Enterprise Zone: Parry Lane –

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

- (i) That the EZ Parry Lane scheme proceeds through decision point 3 and work commences on activity 4 (full business case).
- (ii) That the total cost of the scheme is £18.88 million. An indicative approval to the Combined Authority's contribution of £8.081 million through the Local Growth 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).
- (iii) That development costs of £540,000 are approved in order to progress the scheme to decision point 4 (full business case).
- (iv) That approval is given to enter into a Funding Agreement with the City of Bradford Metropolitan District Council in order to assist in the development of the full business case for up to £540,000.
- (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.

(g) In respect of Leeds Inland Port -

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

- (i) That the Leeds Inland Port 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 £3.17 million is given, to be funded 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 (FBC with finalised costs). The total project value is £3.37 million.

- (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.

(h) In respect of Leeds Bradford Airport Parkway –

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

- (i) That the Leeds Bradford Airport Parkway project proceeds through decision point 3 and work commences on activity 4 (full business case).
- (ii) That indicative approval to the total project value of £5 million has been given from the LPTIP 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 the development costs of £4.5 million are approved in order to progress the scheme to decision point 4 (Full business case), taking the total project approval to £5 million.
- (iv) That future approvals are made in accordance with the assurance pathway and approval route outlined in the submitted report, including at decision point 4 through a delegation to the Combined Authority's Managing Director following a recommendation by the Combined Authority's Programme Appraisal Team (subject to the scheme remaining within the tolerances outlined in the report), with decision point 5 approval through a delegation to the Investment Committee following a recommendation by the Combined Authority's Programme Appraisal Team.

(i) In respect of Network Navigation –

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

- (i) That the Network Navigation (Leeds) scheme proceeds through decision point 3 (outline business case) and work commences on activity 5 (Full Business Case plus cost).
- (ii) That an indicative approval to the total project value of £1.8 million is given from the LPTIP 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 development costs of £150,000 are approved in order to progress the scheme to decision point 5 (Full business case with finalised costs), taking the total project approval to £250,000.
  - (iv) 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.
- (j) In respect of Moorthorpe Rail Car Park –
- That following a recommendation from the Investment Committee, the Combined Authority approves:
- (i) That the Moorthorpe Rail Car Park project proceeds through decision point 5 and work commences on activity 6 (Delivery).
  - (ii) That approval to the total project value of £778,551 million is given from the West Yorkshire plus Transport Fund.
  - (iii) That approval be given for the Combined Authority to enter into a Section 56 Funding Agreement with Arriva Rail North for expenditure of up to £635,000 million from the West Yorkshire plus Transport Fund.
  - (iv) That approval for the Combined Authority to enter into a Basic Asset Protection Agreement with Network Rail for £32,000.
  - (v) That future approvals are made in accordance with the assurance pathway and approval route outlined in the submitted report following a recommendation by the Combined Authority's Programme Appraisal Team. This will be subject to the scheme remaining within the tolerances outlined in the report.
- (k) In respect of Clifton Business Park –
- That following a recommendation from the Investment Committee, the Combined Authority approves that a funding agreement be entered into with Calderdale Council for expenditure of up to £3.156 million from the Local Growth Fund for the Clifton Business Park (Enterprise Zone) as approved by the Combined Authority on 10 October 2019.

## **65. Brexit**

The Combined Authority considered a report of the Director of Policy, Strategy and Communications on Brexit.

The report provided an update on the organisational preparation being undertaken by the Combined Authority and Leeds City Region Local Enterprise Partnership (LEP) for the United Kingdom's exit from the European Union.

It was noted that there was still a period of uncertainty and Members discussed and endorsed the Combined Authority's approach to the transition following the ratification of the Withdrawal Agreement. The approach will focus on key strategic implications of policy changes and these, together with the details of the continued support offered to businesses, were outlined in the submitted report.

It was noted that reports would be brought to future meetings as the position becomes clearer.

**Resolved:** That the organisational preparation being undertaken by the Combined Authority and LEP as the UK prepares to leave the European Union be endorsed.

#### **66. Leeds City Region Local Assurance Framework**

The Combined Authority considered a report of the Directors of Delivery and Corporate Services which provided an update on progress relating to changes proposed to the Leeds City Region Local Assurance Framework arising from its annual review and the Strengthened Local Enterprise Partnership (LEP) report (July 2018).

Members noted the key changes made to the draft Assurance Framework which were outlined in the submitted report. It was agreed that the final approval of the Assurance Framework be delegated to the Combined Authority's Managing Director in consultation with the Chair of the Combined Authority and Chair of the LEP Board. The document would then be submitted to Government by 28 February 2020.

**Resolved:**

- (a) That the changes made to the Local Assurance Framework, as set out in the submitted report be noted.
- (b) That the draft Assurance Framework be approved, subject to the incorporation of any further feedback.
- (c) That the Combined Authority delegates the Combined Authority's Managing Director to finalise the content of the Assurance Framework in consultation with the Chair of the Combined Authority and the Chair of the LEP Board and to submit the document to Government by 28 February 2020.

## 67. Strategic Rail

The Combined Authority considered a report of the Director of Policy, Strategy and Communications which provided an update on the following strategic rail matters:

- High Speed Two (HS2)
- Northern Powerhouse Rail (NPR)
- Transpennine Route Upgrade (TRU)
- Calder Valley Line
- East Coast Mainline

Members discussed the key rail issues which were detailed in the report. Although a decision on the future of HS2 was still awaited, the Government had recently announced that the Northern Rail franchise will be brought under Government control and transferred to the Operator of Last Resort (OLR) from 1 March 2020.

It was considered that this action would help to restore passenger confidence and provide an opportunity to rebuild some stability and reliability to services. It was however recognised that the changes would not happen immediately to address the fundamental issues affecting the North's rail network. Members stressed that further investment in the network was vital and for the Government to commit to devolution. It was noted that the Combined Authority will continue to work with Transport for the North, and is also developing a 'Rail Connectivity Vision' which will form part of the Combined Authority's Rail Strategy.

Members looked forward to the publication of the Williams Review and a report would be brought to a future meeting.

**Resolved:** That the agreed rail priorities and the progress towards their delivery be noted.

## 68. Future Bus Options

The Combined Authority considered a report of the Director of Transport Services on future bus options.

Members discussed the report which provided an update on the sale of First West Yorkshire Ltd including, but not limited to, potentially participating in the sale.

The Authority had previously resolved to explore options arising from the sale of the company and had approved expenditure of up to £200,000 to commission legal and technical advice. It was noted that the sale of First West Yorkshire Ltd has now been delayed. Whilst work would continue to identify available options should the sale process proceed, it was agreed to use part of the previously approved funding to undertake preparatory work to understand the process and implications of adopting bus franchising powers should a devolution deal be secured. It was noted that further funding would be required to progress franchising and/or acquisition of the company.

Members welcomed the announcement for a £220 million funding package in respect of the Government's commitments to deliver a better deal for bus users. This included local authorities being able to bid for funding to improve current services and restore lost services and the development of 'superbus' networks and an electric bus pilot. The Combined Authority would discuss the opportunities with the Department for Transport, emphasising the need for an ongoing commitment to future years funding and a report would be brought to a future meeting.

**Resolved:**

- (a) That the current position in respect of the potential sale of First West Yorkshire be noted and the continuing work to identify the options available should the sale process proceed be endorsed.
- (b) That a further report be brought to a future meeting setting out the process and implications of adopting bus franchising powers.

**69. Leeds City Region Mass Transit**

The Combined Authority considered a report of the Director of Policy, Strategy and Communications on Leeds City Region Mass Transit.

The report provided an update on mass transit, including the emerging conclusions from the advanced mass transit market testing which suggest a mass transit system would likely be comprised of a mixture of technologies including bus, bus rapid transit and light rail. It was noted more work is continuing on options with district partners and a report would be brought to a future meeting.

It was noted that the Leeds City Region Transforming Cities Fund submission included a £20 million 'ask' for mass transit development funding. The West Yorkshire Leaders have written to the Prime Minister highlighting mass transit as a key priority for the region and the need for Government's commitment had been stressed at the recent meeting with the Transport Secretary and Northern Powerhouse Minister.

Members discussed the need for early preparatory works to enable initial development work for mass transit across the Leeds City Region and a report would be brought to the next meeting.

**Resolved:**

- (a) That the emerging conclusions from the advanced urban transit market testing be noted.
- (b) That in advance of further capital approval being sought for mass transit development from the Combined Authority in April 2020 (subject to consideration through the Assurance Framework), early preparatory works to plan for mass transit across the Leeds City Region continue to be undertaken.

## **70. Leeds City Region Sustainable Drainage Systems Guidance**

The Combined Authority considered a report of the Director of Policy, Strategy and Communications on the Leeds City Region Sustainable Drainage Systems Guidance (SuDS).

It was noted that following a recommendation of the Leeds City Region Flood Review, a draft Guidance had been prepared in conjunction with partner councils, members and stakeholders to raise the profile of SuDS and promote their use in a greater range of new developments. The Guidance sets out the aspirations of the City Region in respect of sustainable methods to limit flooding and improve the environment. It will also contribute to measures to address the climate emergency and align with the clean growth agenda by supporting the objectives of the City Region's Green and Blue Infrastructure Strategy and Delivery Plan.

The report provided a summary of the Guidance and Members considered and approved the final draft which was attached at Appendix 1. In order to ensure its relevance, the Guidance would be kept under review and a report brought to a future meeting.

**Resolved:** That the final draft of the Leeds City Region Sustainable Drainage System (SuDS) Guidance be approved.

## **71. Corporate Planning and Performance**

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

An assessment of progress against the 2019/20 Corporate Plan headline indicators was set out in Appendix 1. It was noted that a refresh of the Corporate Risk Management Strategy had been undertaken and a summary of the current strategic risks was also provided in Appendix 1.

An overview of 2019/20 current spend to budget as at November 2019 was provided in Appendix 2 and it was noted that there were no 'red' areas of concern to report.

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

## **72. 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.