

Report of the Chief Executive to the meeting of Executive to be held on 24th November 2020

CO

Subject: West Yorkshire Devolution

Summary statement:

On 11 March 2020, the Chancellor announced a “minded to” Mayoral Devolution Deal for the West Yorkshire area (which covers the Local Authority areas of Bradford, Leeds, Wakefield, Kirklees and Calderdale). A report submitted to Executive on 24 March outlined the details of the devolution deal, its benefits for Bradford District, its people and its businesses and set out the required next steps.

The detail of the proposed changes to the governance arrangements required for implementation of the deal were reported to Executive on 19 May. It requires that there will be a directly elected Mayor for West Yorkshire to be elected in May 2021.

The reports which went to Executive in March and May 2020:

- endorsed the “minded to” deal on behalf of Bradford District,
- approved a statutory review to be undertaken jointly with the other West Yorkshire Councils and the Combined Authority,
- provided for a draft Governance scheme to be produced for consideration, and
- agreed a consultation to take place in June and July 2020 on the devolution proposals and its governance.

Once the consultation was completed a summary of the outcome was reported to Executive on 8 September 2020. Due consideration was given to the comments and suggestions made and it was not proposed that anything was raised which required representations to be made for significant changes to the proposals.

All the constituent authorities agreed to submit a summary of the responses to the Secretary of State for Communities in order to progress the West Yorkshire Mayoral Combined Authority Devolution Deal.

Following these approvals this report seeks consent in principle to the draft Order (which will follow) to establish a mayoral combined authority and associated changes as set out in the ‘minded to’ Devolution Deal, and to delegate authority to the Managing Director of the Combined Authority, in consultation with the Leader and Chief Executive of CBMDC and the other Constituent Councils and the Chair of the Combined Authority, to finalise and consent to the final draft of the Order (as a result of any technical issues which may arise).

Kersten England, Chief Executive

Portfolio: Leader

Report Contacts:

Overview & Scrutiny Area: Corporate

Michael Bowness, Assistant City Solicitor Tel: 07582 103658

Phil Witcherley, Head of Policy and Performance Tel. 07970 684889

1. SUMMARY

1.1 The West Yorkshire “minded-to” Devolution Deal was announced as part of the Budget on 11 March 2020. Subject to statutory processes, this will lead to the adoption of a mayoral combined authority model with additional functions.

1.2 At their meetings in September, the Combined Authority and each Constituent Council:

- Considered the outcome of the public consultation on the Scheme, which was undertaken jointly by the Constituent Councils and the Combined Authority; and
- Resolved to submit the summary of the consultation responses to the Secretary of State.

1.3 Subsequently the consultation summary report, along with representations from Leeds City Council and Kirklees Council were submitted to the Secretary of State. This submission, along with the Scheme have then been used to draft the Order.

1.4 Following these approvals this report seeks to:

- Consent in principle to the draft Order, to establish a mayoral combined authority and associated changes as set out in the ‘minded to’ Devolution Deal.
- Delegate authority to the Managing Director of the Combined Authority, in consultation with the Leader and Chief Executive of CBMDC and each Constituent Council and the Chair of the Combined Authority, to finalise and consent to the final draft of the Order further to any technical issues which may arise.

2. BACKGROUND

Benefits of the Deal

2.1 As previously reported, the Deal will devolve a range of powers and responsibilities to West Yorkshire Combined Authority. It will unlock significant long-term funding and give the region greater freedom to decide how best to meet local needs.

2.2 The ‘minded to’ devolution deal, the biggest ever of its kind, and establishing a Mayoral Combined Authority will enable more:

Funding: to invest in our people, businesses and communities

Powers: to shape West Yorkshire and take decisions closer to people

Influence: to shape Government policy and access further devolution and funds

2.3 The ‘minded to’ devolution deal offers both investment and decision making which are crucial to fulfil West Yorkshire’s potential and meet current challenges. The deal brings:

- Control of £38m per year allocation of gainshare investment funding over 30 years, to drive growth and take forward our priorities

- A five-year integrated transport settlement starting in 2022/23, and agreement to explore West Yorkshire Mass Transit
- New powers relating to transport, including easier access to bus franchising and a regional approach to control of a Key Route Network
- Devolution of Adult Education powers and the Adult Education Budget to shape local skills provision to respond to local needs
- £25m Heritage Fund to support the establishing of a potential 'British Library North'
- New powers on planning, focusing on zero carbon
- £3.2m to support development of a pipeline of housing sites across West Yorkshire
- Transport infrastructure development and funding for the Bradford Station Masterplan and the Outline Business Case for Leeds Station redevelopment
- Ongoing partnership with the Environment Agency on identifying and addressing flood risk management requirements with £101m allocated for West Yorkshire flood risk management schemes
- £200,000 for the Yorkshire Leaders Board
- £75,000 West Yorkshire Local Digital Skills Partnership
- Piloting the new National Green Infrastructure Standards with Natural England and DEFRA
- Transfer of Police & Crime Commissioner (PCC) functions to the new Mayor in 2021
- Commitment to working in partnership to explore an "Act Early" Health Institute
- Strengthened collaboration and partnership with Government

2.4 Devolution and Mayoral Combined Authority preparations are already having an impact on access to funding and increased opportunities for the region. These have been sought and secured through:

- £317m Transforming Cities Fund, the largest allocation to any region, to deliver transformational walking and cycling schemes across West Yorkshire and creating jobs
- £67m funding for new homes on Brownfield sites
- A seat at the national table on economic recovery

2.5 The initial gainshare funding for the financial year 2020/2021 will be available prior to the first Mayoral election, but subject to: the establishing legislation being in place; and a revised Assurance Framework being approved.

Benefits for Bradford

This is a deal that will guarantee long term funding for Bradford district that will allow critical investment in public transport, support business, improve skills and living standards while tackling the climate emergency. It will mean more of the decisions with major impacts on our region which are currently made by Government will be taken locally with direct Bradford Council involvement. This Deal will mean West Yorkshire will have the arrangements in place to negotiate with Government for further powers and funding for regeneration and public services in the years ahead.

The Deal will help the Council, alongside key partners, work with the other West Yorkshire authorities to:

- draw down the £63m Adult Education Budget and support the vital skills investment for our District's young people and adults;
- work with the Government's commitment to develop a modern, low carbon, mass transit system;
- shape bus services fit for 21st century with access to bus franchising powers giving more local control over bus services, especially as we respond to the Covid pandemic;
- support local businesses, innovation and trade, especially as we work together on our shared economic ambitions and immediate economic recovery plan;
- invest and prepare for a zero carbon future and build resilience in the face of the climate and environment emergency, including programmes for decent homes and energy conservation;
- support better neighbourhoods and more affordable housing with the development of a pipeline of housing sites across West Yorkshire, including Bradford District, through access the Government's new Brownfield Regeneration Fund
- make a positive difference to people's lives and the quality of local neighbourhoods – from digital infrastructure, safer streets, flood risk management and better greenspaces.

Specific commitments for Bradford District include:

- An additional £500,000 in direct funding to help Bradford Council develop a masterplan for Bradford city centre, maximising regeneration opportunities from Northern Powerhouse Rail.
- A package of measures to transform Bradford City Centre through pedestrianisation, new cycle infrastructure and better access to Bradford Interchange
- A new park-and-ride for South Bradford providing alternative access to the city centre and key employment sites
- Support for an ActEarly research hub (building on the Born in Bradford work at Bradford Royal Infirmary) which focuses on early interventions in childhood health to improve lives and opportunities for children and their families. (We are currently working with Born in Bradford to look at how we might reshape this proposal in light of the response to the Coronavirus pandemic).

In addition to this, we are working with the Combined Authority on developing these and other commitments in the context of the impact of the on-going COVID-19 pandemic.

Process for enacting the deal

- 2.6 The Local Democracy, Economic Development and Construction Act 2009 sets out statutory processes to be followed before any Order is made. Each aspect has a specific statutory procedure to be followed. In addition, the consent of each Constituent Council and the Combined Authority is required to any Regulations giving the Combined Authority powers to borrow for non-transport functions,

however these are to be progressed separately and at a later date to the making of the Order.

- 2.7 The process to enact the deal is set out in the timetable at appendix 1 to this report. This process addresses all statutory procedural requirements. Stages 1-4 are now complete. The following sections of the report provide a summary of the draft Order. The full document will follow as appendix 2 to this paper. A letter from the Secretary of State will also follow.
- 2.8 As previously reported, between 25 May and 19 July 2020, we asked the public and stakeholders for feedback on the devolution deal through a formal public consultation. We published a governance review and the Scheme which gave the detail of the 'minded-to' devolution deal signed between West Yorkshire leaders and the Government in March 2020. A total of 4,413 responses were received, making it the largest ever public consultation on English regional devolution, despite the challenges of Covid-19. The feedback received was considered by the Combined Authority and Constituent Councils in September and then submitted to the Secretary of State.
- 2.9 A wide range of views were offered as part of the consultation responses. The high-level themes were included and responded to in the reports that were considered by the Combined Authority and Constituent Councils in September. Commitment was also made to reflect on the views expressed in devolution consultation and provide detailed responses. To ensure it is clear how views have been reflected the Combined Authority has responded to the comments raised through 'you said, we did' communications, which have been published on the YourVoice website. The themes covered include:
- General – cost, bureaucracy, decision making
 - Governance – decision making, local communities
 - Transport – ticketing, climate emergency
 - Employment and skills – unemployment, upskilling
 - Housing and planning – affordable housing, energy efficiency
 - Police and crime – accountability, politicisation
 - Finance – taxes, value for money
- 2.10 In addition, during the process of taking the consultation responses through Constituent Council meetings, although support was received, some issues were raised. The main issues raised were in relation to: scrutiny of the devolution implementation; and local engagement and decision making regarding the agreement of the Spatial Development Strategy. (NB. The SDS provisions have not been included in the Order but will follow at a later date).
- 2.11 These issues were raised in the letter to the Secretary of State, which accompanied the Consultation Summary Report.
- 2.12 As part of the work that the Combined Authority is undertaking to become a mayoral combined authority, scrutiny arrangements are being reviewed to ensure they are fit for purpose. As part of this work the Combined Authority's Overview and Scrutiny Committee are holding a range of working groups to discuss, review and

make recommendations for change. The Chair of this committee has contacted Overview and Scrutiny Chairs from Constituent Councils to offer them an opportunity to comment on this work, particularly any views on how scrutiny at a West Yorkshire level can engage with local scrutiny in the future.

Draft Order

- 2.13 A letter confirming that the Secretary of State has formally decided that the statutory tests have been met and that the implementation of the devolution deal should proceed is expected imminently. The draft of the Mayoral Order will accompany this letter and will be published for consideration by Councils. Officers of the Combined Authority have liaised closely with government officials in relation to the intended wording of the Order.
- 2.14 The Order is a technical document which will ultimately become legislation. It includes details of:
- When the functions will commence
 - The election of Mayor
 - The Mayor's Political adviser
 - Education, skills and training functions
 - Housing, regeneration and planning functions
 - Mayoral development corporation
 - Transport functions
 - Mayoral functions
 - Funding
 - Police and Crime Commissioner functions
- 2.15 The draft Order, which is at appendix 2 to this report, is expected to reflect the 'minded to' devolution deal and Scheme. Any changes will be reported alongside the publication of the Order.
- 2.16 Once the Order has been made the functions detailed in the Order will be conferred on the Combined Authority in line with the following timescales
- Combined Authority functions will be conferred once the Order has been made in parliament.
 - Mayoral functions, once the mayor is in office.
- 2.17 Following ministerial approval of the draft Order there is still much work to be undertaken to implement and operationalise the Order. The Combined Authority and Constituent Councils will work closely together to develop and agree local protocols before the Order is made. These protocols will:
- Provide further clarity that no functions are taken away from the Constituent Councils.
 - Detail how any functions which are held concurrently between the Combined Authority and the Constituent Councils will be operated
 - Detail how consent functions will work in practice.

Next Steps

- 2.18 As part of the parliamentary process, in parallel to the consents sought through this paper, the draft Order is being considered by Parliament's Joint Committee on Statutory Instruments (JCSI). Their role is to focus on the technical quality of the draft Order as opposed to the policy content and amendments at this point would be those required to ensure that the Order is well drafted. The JCSI process may therefore lead to technical amendments being made to the Order; these will be non-negotiable.
- 2.19 In order to facilitate any technical amendments to the draft Order, following the consent of each Constituent Council and the Combined Authority, it is proposed that authority is delegated to the Managing Director of the Combined Authority, in consultation with the Chief Executive and Leader of each Constituent Council and the Chair of the Combined Authority to finalise and consent to the Order, further to any technical amendments which may arise.
- 2.20 The Order will then be laid in parliament in early December 2020.
- 2.21 Appendix 1 to this report sets out the timeline for implementing the deal.

Police and Crime Commissioner

- 2.22 To support understanding of the degree of work required to transfer the Police and Crime Commissioner functions to the Mayor in May 2021, an external due diligence exercise was commissioned by the Combined Authority through a competitive tender process. The scope of this critical exercise included 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.
- 2.23 An external due diligence exercise and risk assessment on the transferring of PCC functions has concluded that there are no insurmountable barriers to the transfer. Key areas of risks have been identified including resourcing of the transfer work; staff transition; future changes to the funding model; the Parliamentary timetable for agreeing the Order; and future funding and fleet replacement for the National Air Police Service (NPAS), all of which have identified risk mitigation actions assigned. A full project plan for the transfer of functions with appropriate resourcing is now in development.
- 2.24 The arrangements for the Police and Crime Panel (PCP), which provides scrutiny of the work of the PCC, will remain as per the current arrangements. That is, the PCP will be retained as a joint committee, supported by Wakefield Council as the Support Services Authority to the panel. This could be reviewed at a later date in light of potential changes arising from the Home Office's PCC review and subject to further discussion and agreement.

3. FINANCIAL & RESOURCE APPRAISAL

- 3.1 The 'minded to' Devolution Deal includes a number of flagship funding

arrangements including £38m for 30 years into the West Yorkshire Investment Fund, £317m from the Transforming Cities Fund and control over the £63m annual Adult Education budget. The implications of these and the other funding provisions contained within the 'minded to' Deal will be subject to future reports.

4. RISK MANAGEMENT AND GOVERNANCE ISSUES

The Mayoral Combined Authority programme is risk managed through the WYCA corporate risk procedures and reported in public to the Combined Authority (CA) Governance and Audit Committee. Bradford Council elected members, through Executive and nominated positions on CA bodies provide local democratic leadership, scrutiny and representation for the best interests of Bradford District, its citizens and communities.

5. LEGAL APPRAISAL

- 5.1 It is proposed that this decision is exempt from call-in on the grounds of urgency as any delay caused by the call-in process would prejudice the Combined Authority's and Constituent Councils' interests and delay the consent to the draft Order, which would have a significant detrimental impact on the proposed timeline set out in Appendix 1.
- 5.2 S101(5) Local Government Act 1972 provides that two or more local authorities (defined to include a Combined Authority) may discharge any of their functions jointly and may arrange for the discharge of those functions by an officer of one of the authorities.
- 5.3 As part of the statutory process, a public consultation was previously undertaken. The summary of the results was submitted to the Secretary of State and has been taken into account during the drafting of the Order.

6. OTHER IMPLICATIONS

6.1 EQUALITY & DIVERSITY

Equalities Impact Assessments have been undertaken for both the consultation process and the overall implementation of the deal. These assessments have taken account of the obligations under section 149 of the Equality Act 2010 (i.e. the public sector equality duty). It is not expected that the proposals described in this report will have any adverse impacts on people with protected characteristics. The Combined Authority will ensure that the equality impact assessments are reviewed throughout the devolution implementation process.

6.2 SUSTAINABILITY IMPLICATIONS

As part of the Deal text, the Government welcomed West Yorkshire's commitment to becoming a net zero carbon economy by 2038, with significant progress by 2030. There are, however, no immediate implications on sustainability arising as a direct result of the report.

6.3 GREENHOUSE GAS EMISSIONS IMPACTS

Not applicable

6.4 COMMUNITY SAFETY IMPLICATIONS

No direct issues arising from this report.

6.5 HUMAN RIGHTS ACT

No direct issues arising from this report.

6.6 TRADE UNION

In due course, it is anticipated that the establishment of the Mayoral Combined Authority will have staffing implications in terms of additional resources to deliver the ambition of the Deal and these will be considered, with Trade Union and staff involvement, at the appropriate point to ensure operational effectiveness and efficiency of the Combined Authority and Local Authority partnership working and local service provision.

6.7 WARD IMPLICATIONS

No direct issues arising from the report.

6.8 IMPLICATIONS FOR CORPORATE PARENTING

No direct issues arising from the report.

6.9 ISSUES ARISING FROM PRIVACY IMPACT ASSESMENT

No direct issues arising from the report.

7. NOT FOR PUBLICATION DOCUMENTS

None

8. OPTIONS

Not applicable

9. RECOMMENDATIONS

9.1 To consider and comment on the content of this report, along with the draft Order.

9.2 To consent in principle to the draft Order, to establish a mayoral combined authority and associated changes as set out in the 'minded to' Devolution Deal.

- 9.3 To delegate authority to the Managing Director of the Combined Authority, in consultation with the Leader and Chief Executive and the Chair of the Combined Authority, to finalise and consent to the final draft of the Order further to any technical issues which may arise.
- 9.4 To note the updated timetable set out in Appendix 1 to this report and the next steps which are subject to the consent being given by the Constituent Councils and Combined Authority, to the Order that the Secretary of State will lay in Parliament in December 2020.
- 9.5 To refer this report and appendices to Council to consider, provide any comments, and endorse the Executive decisions taken.
- 9.6 To resolve that this decision is exempt from call-in on the grounds of urgency, for the reasons set out in paragraph 6.1 of this report.

10. APPENDICES

Appendix 1 – Timetable for implementation

Appendix 2 – Draft Order.

Appendix 3 – Letter from Luke Hall MP, Minister for Regional Growth and Local Government

Appendix 4 – Detail of the Order

11. BACKGROUND DOCUMENTS

The 'minded to' Devolution Deal is referenced as a background document within this report.