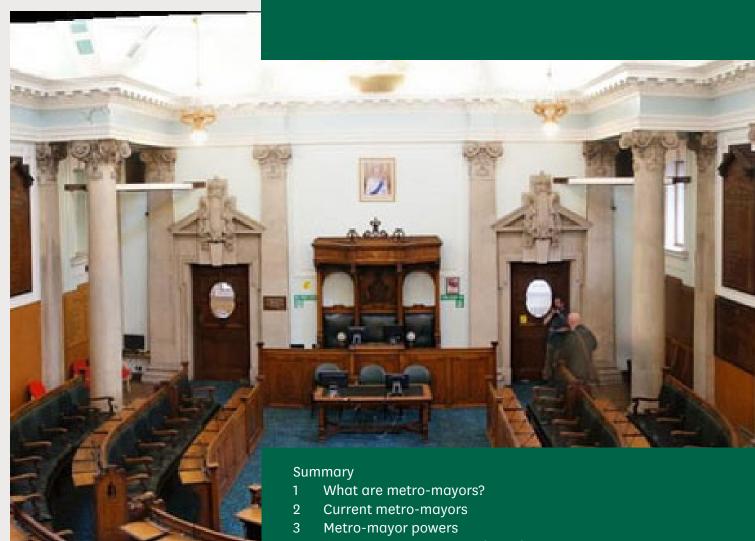


Research Briefing

19 March 2024

By Mark Sandford

The 2024 metro-mayor elections



- 4 How metro-mayors are elected
- 5 The accountability system for metro-mayors
- 6 Future devolution policy

Appendix: Mayoral election results

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Summary

On 2 May 2024 elections will be held for nine metro-mayors across England, as well as for the Mayor of London and the London Assembly. This is the largest number of metro-mayor elections held on a single day to date.

This briefing provides details about what metro-mayors are, the powers they exercise and the funding they receive, as well as a map of the areas they cover. It also looks at recent devolution policy and includes a list of existing metro-mayors and the results of previous elections, which were first held in 2017.

What are metro-mayors?

Metro-mayors are directly elected mayors who oversee 'mayoral combined authorities'. These authorities cover several local authority areas, and the mayors have powers set out in devolution deals negotiated between the Government and local leaders.

Metro-mayors differ from directly elected mayors in local authorities. Those mayors exercise powers already held by the council.

The powers held by metro-mayors typically relate to areas such as transport, skills provision, and acquiring and regenerating land, although these depend on the level of devolution deal agreed with the Government (ranging from level 1 to level 4).

Despite exercising similar powers, the Mayor of London is not a metro-mayor, having been established under separate legislation in 2000 along with the London Assembly. More information is available in the Library research briefing The Greater London Authority.

Where do metro-mayors get funding from?

Metro-mayors get most of their funding from government grants. However, some also get money from council tax and business rates.

Devolution policy

As of March 2024, 22 areas of England have a devolution deal in place or in progress.

The Government has set out a 'devolution framework', with four levels of devolution. Levels 3 and 4 require a directly-elected mayor and provide for more powers to be devolved, whilst level 2 does not require a directly-elected mayor.

Further reading

More information about devolution deals for metro-mayors can be found in the Library research briefing <u>Devolution to local government in England</u>. Additional information about the 2023 'trailblazer deals' for Greater Manchester and the West Midlands can be found in the Library research briefing <u>Trailblazer devolution deals</u>.

Additional information is also available from the Institute for Government's briefing Metro mayors and the 2024 mayoral elections.

1 What are metro-mayors?

To devolve some powers to selected areas in England, from 2014 the Government has announced a series of devolution deals. The first was with the Greater Manchester Combined Authority, which allowed for a directly elected mayor making it a 'mayoral combined authority'. This type of authority covers several existing local authority areas and so the mayors overseeing them are commonly called 'metro-mayors'.

Metro-mayors have powers set out in the devolution deals negotiated between the Government and local leaders. They are different from directly elected mayors in local authorities, who exercise powers that are already held by the council. However, some devolution deals will give county council mayors similar powers to metro-mayors, for example in Norfolk and Suffolk.

The Government's devolution framework sets out different levels of devolution. Some areas have no metro-mayor and have been offered a 'level 2' deal (marked in yellow in the map). All areas with metro-mayors have a 'level 3' deal. Some areas have been offered a 'level 4' deal, with additional powers (see section 6.1 for further details on the different levels of devolution).

The first elections for metro-mayors, to Greater Manchester and five other areas, took place in May 2017. Since then, several more have been elected to combined authorities across England.

1.1 Metro-mayor elections

On 2 May 2024, elections to nine metro-mayoralties will take place. These are in Greater Manchester; West Midlands; West Yorkshire; Liverpool; South Yorkshire; Tees Valley; North-East; East Midlands; and York & North Yorkshire.

The Mayor of London and the London Assembly will also face elections on 2 May 2024. The Mayor of London is not a combined authority mayor but exercises a similar range of powers to metro-mayors.

The map on page 8 shows mayoralties with elections in May 2024 and May 2025. It includes areas which will get 'level 2' devolution deals (with fewer powers and no elected mayoralty).

One local authority mayoral election will be held on 2 May 2024, in Salford City Council.

This briefing focuses on the 2024 mayoral elections. Additional information about devolution to metro-mayors, including details of the legislation underlying their powers, can be found in the Library research briefing Devolution to local government in England. More information about the Mayor of London can be found in the Library research briefing The Greater London Authority.

English devolution: Upcoming mayoral elections

Election in 2024

North East ○ Tees Valley York and North Yorkshire ○ West Yorkshire South Yorkshire Greater Manchester Liverpool City Region East Midlands o West Midlands Greater London

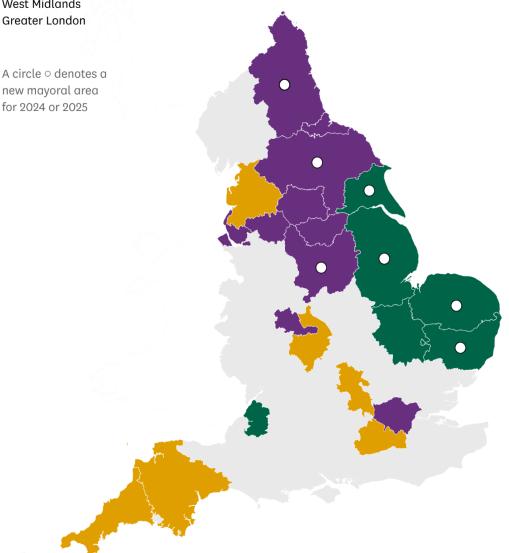
new mayoral area for 2024 or 2025

Election in 2025

Hull and East Yorkshire \circ Greater Lincolnshire O Cambridgeshire and Peterborough Norfolk ○ Suffolk ○ West of England

Level 2 areas (no mayoral election)

Lancashire Warwickshire Buckinghamshire Surrey **Devon and Torbay** Cornwall



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2 Current metro-mayors

There are currently 10 metro-mayors in England, shown in the table below. Results for all of the metro-mayoral elections so far can be found in the Appendix.

Table 1: Combined authority mayors and London mayoralty

Authority	Name	Party	Next election
Cambridgeshire & Peterborough	Nik Johnson	Labour	2025
Greater Manchester	Andy Burnham	Labour	2024
Liverpool City Region	Steve Rotheram	Labour	2024
North of Tyne	Jamie Driscoll	Independent	2024
Greater London	Sadiq Khan	Labour	2024
Sheffield City Region	Oliver Coppard	Labour	2024
<u>Tees Valley</u>	Ben Houchen	Conservative	2024
West Midlands	Andy Street	Conservative	2024
West of England	Dan Norris	Labour	2025
West Yorkshire	Tracy Brabin	Labour	2024

At the May 2024 election, a mayor will be elected for a new North-East Combined Authority, which will be formed from the North of Tyne Combined Authority and the existing North-East Combined Authority (which does not have a mayor).

Jamie Driscoll was elected as the Labour candidate in 2019. He left the Labour Party in July 2023 after being left off the party's shortlist for the May 2024 election.

2.1 Candidates for the May 2024 elections

The final date for nominations for mayoral candidates is 5 April 2024 (27 March 2024 for the Mayor of London). Candidates require a £5,000 deposit (£10,000 in London).²

See the <u>Combined Authorities (Mayoral Elections) Order 2017</u> schedule 3 paragraph 10 (1); <u>The Greater London Authority Elections Rules 2007</u> schedule 3 paragraph 9 (1)

A Member of Parliament can stand to be a metro-mayor, and vice versa. Dan Jarvis served both as mayor of South Yorkshire and MP for Barnsley between 2018 and 2022.

However, a Member of Parliament cannot take office as a Police and Crime Commissioner (PCC), and therefore an MP cannot take office as a mayor with PCC responsibilities. Tracy Brabin had to resign her seat as an MP in 2021 before accepting the office of mayor of West Yorkshire, as that mayoralty has PCC responsibilities.

Councillors can stand at a metro-mayor election. If a sitting councillor wins a metro-mayor election in the area in which their council seat is located, they automatically lose their council seat.³

³ <u>Cities and Local Government Devolution Act 2016</u>, schedule 1, paragraph 7 (2)

3 Metro-mayor powers

3.1 What powers do metro-mayors have?

Most metro-mayors have powers over aspects of transport; some local skills provision, including the Adult Education Budget; acquiring and regenerating land; providing support to businesses; and remediating brownfield housing. The mayor of Greater Manchester also has powers over waste disposal and the fire service.

This does not mean that metro-mayors are in full control of any of these areas. Local authorities and other public bodies also have responsibilities in these areas.

It is more accurate to think of metro-mayors as running specific programmes rather than exercising a wide range of powers. For instance, they manage the Adult Education Budget, but have no responsibilities for school education, careers services or apprenticeships. Some mayors have some control over a 'key route network' of major roads and tram services, but not over railway stations, the Strategic Roads Network, or taxi licensing.⁴

Police and Crime
Commissioners are
directly elected and responsible for securing an

Some decisions can be made by the metro-mayor acting alone, whilst some must be made by the mayoral combined authority as a whole. Each local authority in the combined authority's area has at least one seat on the combined authority. This means that, for some decisions, the mayor could be outvoted by the other members of the combined authority.

Table 2 below sets out a number of the main grant funds that metro-mayors manage. This gives some indication of the extent of their powers.

The Mayor of London has broader powers than most metro-mayors, set out in the <u>Greater London Authority Act 1999</u>.

Some mayors are also Police and Crime Commissioners

In Greater Manchester, West Yorkshire and Greater London, the mayor is also the Police and Crime Commissioner for the area. Each of these mayors must appoint a deputy mayor for policing and crime. At the 2024 elections, the

Commissioners are directly elected and responsible for securing an "effective and efficient" police force for their area. See the Library's research briefing on Police and Crime Commissioners.

England's Strategic Roads Network is managed by National Highways. It consists of trunk roads outside London and motorways. See <u>Roads we manage - National Highways</u>

mayors of South Yorkshire, West Midlands, and York & North Yorkshire will also become Police and Crime Commissioners.⁵

3.2 Where do metro-mayors get funding from?

Metro-mayors obtain most of their funding from Government grants. The main sources of funding are set out in Table 2 below. This is not a comprehensive list, but it gives a flavour of the type of programmes that metro-mayors manage. An indication of the amounts of funding available from these sources can be found in the 2021/22 Annual Report on devolution in England.

Table 2: Sources of grant funding for metro-mayors

Table 2: sources of	grant funding for metro-mayors				
Devolution theme	Funding pot				
Local growth and place	Investment fund				
Local growth and place	UK Shared Prosperity Fund				
Local growth and place	Levelling Up Fund				
Local transport	City Region Sustainable Transport Settlement				
Local transport	Bus service improvement				
Local transport	Zero Emissions Bus Regional Areas fund x				
Local transport	Active travel funds				
Housing and regeneration	Brownfield Housing Fund				
Housing and regeneration	Brownfield Infrastructure and Land Fund				
Housing and regeneration	Homelessness Support x				
Housing and regeneration	Affordable Homes x				
Adult skills	Adult Education Budget				
Adult skills	Free Courses for Jobs				
Adult skills	Multiply				
Adult skills	Skills Bootcamps				
Retrofit	Green Homes				
Retrofit	Social Housing Decarbonisation x				
Retrofit	Public Sector Decarbonisation				

Source: <u>Trailblazer devolution deals</u>, Institute for Government, 16 Mar 2023. An 'x' indicates that a grant is not available to all metro-mayors.

In South Yorkshire, this change has led to the Government bringing forward the next election for the mayoralty from 2026 to 2024: see Home Office, <u>South Yorkshire Police and Crime Commissioner</u> <u>functions transfer</u>, 13 Feb 2024

This table is adapted from Duncan Henderson, Grant Dalton and Akash Paun, <u>Trailblazer devolution</u> deals, Institute for Government, 16 Mar 2023

The table is organised according to the five 'thematic policy areas' that are the responsibility of metro-mayors, as set out in Government documentation.⁷ The grants listed are not statutory. Many are scheduled to come to an end in the mid-2020s.

Metro-mayors also get income from the following sources:

Council tax

Most metro-mayors have the power to set a precept on council tax bills. As of March 2024, this power has only been used in Greater Manchester, Liverpool City Region, and Cambridgeshire & Peterborough. Table 3 below shows the mayoral precept on a Band D property in each of these areas for 2023/24.8

Mayors who are Police and Crime Commissioners can set a separate precept. Additionally, a substantial amount of the Greater Manchester general precept is raised to support Greater Manchester's fire and rescue service, which the metro-mayor controls.

Table 3: Combined authorities: council tax requirements, 2023/24				
Combined authority	Precept on a Band D property			
Greater Manchester (PCC)	£243.30			
Greater Manchester (general)	£107.95			
West Yorkshire (PCC)	£236.28			
West Yorkshire (general)	0			
Cambridgeshire & Peterborough (general)	£12.00			
Liverpool City Region (general)	£19.00			

Business rates

Some mayors receive a small amount of revenue directly from business rates in their locality.

Short-term grants

The bulk of mayors' income comes from central government grant programmes. These typically last between three and five years. Metromayors' main funding lines are set out in the 2021/22 <u>Annual Report on devolution in England</u>.

See HM Treasury, <u>Memorandum of Understanding for the "Trailblazer" Single Settlements for Greater Manchester and West Midlands Combined Authorities</u>, Nov 2023, p6

Source: DLUHC, <u>Council Tax levels set by local authorities in England 2023 to 2024</u>, table 9. For an explanation of how to calculate the amounts charged on bands other than D, see the ratios set out in appendix 3 of the Library research briefing <u>Council tax: FAQs</u>

Recurrent grants

Some government grant programmes, such as the Adult Education Budget, have no fixed end point. In addition, mayors who are also Police and Crime Commissioners receive ring-fenced funding for these responsibilities.

Metro-mayors do not have any other powers to establish their own taxes or set tax rates locally.

The Mayor of London also gets funding from council tax and business rates. For historical reasons, the Mayor of London receives much more money from these sources (both in total and per head) than metro-mayors do.

The Mayor of London also receives funding from central government grants, from the community infrastructure levy, and from road pricing (the congestion charge).⁹

Metro-mayors' budgets are small compared to the total of the budgets of the local authorities in their areas. This reflects the fact that their range of responsibilities is small compared to local authorities in their area.

The Congestion Charge, Low Emission Zone and Ultra Low Emission Zone are levied by Transport for London, which is a subsidiary body of the Greater London Authority. The Mayor is the chair of Transport for London.

4 How metro-mayors are elected

Up to 2023, metro-mayors were elected using the supplementary vote system. Voters marked one X in a box for their first-choice candidate and one X in a box for their second-choice candidate. After the first round, if no candidate received more than 50% of the vote, all candidates but the top two were eliminated.

Votes for the eliminated candidates were then redistributed according to the voters' second choice. The candidate with the most votes after this process was the winner.

This system was replaced by the first-past-the-post system by virtue of section 13 of the <u>Elections Act 2022</u>. This change also applied to Police and Crime Commissioner elections.

If the first-past-the-post system had been in place for metro-mayoral elections before 2023, only one result would have been different. In the 2021 election for the mayor of Cambridgeshire and Peterborough, James Palmer (Conservative) would have beaten Nik Johnson (Labour).

The accountability system for metromayors

Metro-mayors can be held accountable for their decisions in a number of ways.

- Metro-mayors must adhere to the <u>English Devolution Accountability</u> <u>Framework</u>. This requires mayoral combined authorities to maintain high ethical standards; scrutinise their finances via their audit committee; to provide for a business voice within the mayoral combined authority; and operate an overview and scrutiny committee.
- Mayoral combined authorities each have an overview and scrutiny committee. This can investigate the work of the metro-mayor. The mayor is required to appear before the committee and provide it with documents on request. The authority is expected to ensure that this committee meets the requirements of the Government's <u>Scrutiny</u> <u>Protocol</u>.
- Metro-mayors must have their accounts audited annually. They are covered by the local audit system, not by the National Audit Office.
 Further details of the local audit system can be found in the Library research briefing Local audit and accountability in England.
- Several of the devolved funds that metro-mayors receive have their own assurance procedures, specified by the Government department that provides the funding. These set out what information the authority must provide to the Government about its use of public money. Some details of these can be found in the appendices of the <u>English Devolution</u> <u>Accountability Framework</u>.
- Metro-mayors and mayoral combined authorities fall under many other general accountability provisions that also apply to local councils. If the Government is concerned about a local authority's performance, it can issue them with a 'best value notice' and intervene in their running.
- In the West Midlands and Greater Manchester, the Government has proposed that the mayor should face questioning four times per year by committees made up of the MPs covering the area. This is intended to strengthen the mayors' accountability to Parliament for the use of central government grant funding.

See DLUHC, Greater Manchester Combined Authority: "Trailblazer" deeper devolution deal, March 2023; DLUHC, West Midlands Combined Authority: "Trailblazer" deeper devolution deal, March 2023

6 Future devolution policy

6.1 Extending devolution as part of 'levelling up'

As of January 2024, the Government has gradually extended the number of areas where a devolution deal is in place. This implements one of the 12 'missions' set out by the Levelling Up White Paper:

...by 2030, every part of England that wants one will have a devolution deal with powers at or approaching the highest level of devolution and a simplified, long-term funding settlement. $^{\rm II}$

Twenty-two areas have devolution deals in place, or agreed, as of 6 March 2024.

Levels of devolution

The Levelling Up White Paper set out three 'levels' of devolution. Level 1 has the least devolved powers. Level 2 has some devolved powers but does not require a directly elected mayor. Level 3 equates to the powers currently held by metro-mayors but does require a directly elected mayor.

In November 2023 the Government published a <u>technical paper on the level 4</u> <u>devolution framework</u>. This sets out how areas with directly elected mayors can apply for additional powers – taking them up to a new 'level 4' – and the powers available.

In March 2024, the Government announced that South Yorkshire, West Yorkshire and Liverpool City Region had successfully applied for level 4 deals. ¹² It also announced a further trailblazer devolution deal, with the North East. ¹³ The powers available in a level 4 deal closely resemble the contents of two 'trailblazer devolution deals', agreed with <u>Greater Manchester</u> and the West Midlands in March 2023.

These trailblazer deals also included a single financial settlement, implementing the Government's commitment to a "simplified, long-term funding settlement". This will permit Greater Manchester and the West Midlands to move money between grant funds received from different

DLUHC, Levelling Up the United Kingdom, 2022, pxviii

See DLUHC, <u>Update on Level 4 devolution: Confirmation of eligibility for West Yorkshire, South Yorkshire, Liverpool City Region and the West Midlands</u>, 1 Mar 2024

¹³ DLUHC, North East deeper devolution deal, 6 Mar 2024

Government departments. ¹⁴ However, this will not be available to other level 4 areas in the short term.

Further information can be found in section 1.5 of the Library research briefing <u>Devolution to local government in England</u>. A detailed explanation of the trailblazer devolution deals for Greater Manchester and the West Midlands can be found in the briefing <u>Trailblazer devolution deals</u>.

6.2 Opposition devolution policy

Labour leader Keir Starmer gave a speech on 5 January 2023 in which he said that devolution proposals would be introduced in the first King's Speech of a Labour government, via a "take back control bill". ¹⁵

A Labour policy programme, summarised by the website LabourList in October 2023, made a number of references to devolving additional powers to mayoralties, beyond those available in the 2023 trailblazer deals. ¹⁶ It suggested that a Labour administration would seek to involve metro-mayors and local authorities in:

- improving housing, in particular tackling fuel poverty and improving insulation
- economic growth planning
- employment support
- local rail services and bus franchising

The Labour Party's 'Commission on the UK's Future', chaired by former prime minister Gordon Brown, published the 2022 report <u>A New Britain: Renewing our Democracy and Rebuilding our Economy</u>. This report proposed to devolve several more functions to metro-mayors, including additional skills funding, JobCentre Plus and employment support funding, energy efficiency funding, and further support for bus franchising.

See HM Treasury, Memorandum of Understanding for the "Trailblazer" Single Settlements for Greater Manchester and West Midlands Combined Authorities, 6 Mar 2024

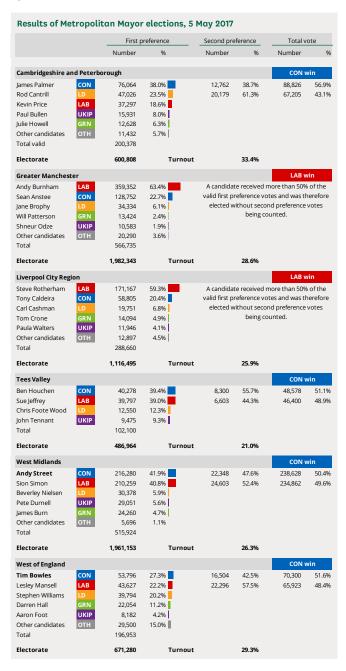
Becky Morton, <u>Keir Starmer embraces Brexit slogan with 'take back control' pledge</u>, BBC, 5 Jan 2023. See the text of the speech at Labour Party, <u>Keir Starmer New Year's speech</u>, 5 Jan 2023

[&]quot;Revealed: Full final policy platform set the shape next Labour manifesto", LabourList, 5 October 2023

Appendix: Mayoral election results

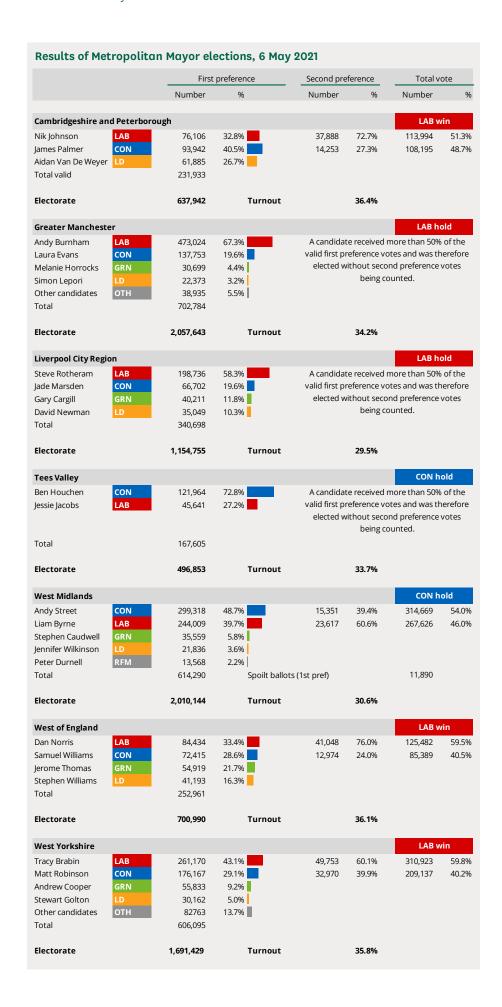
This section sets out the results of all metro-mayor elections to date. These took place in 2017, 2018, 2019, 2021 and 2022.

The 2024 metro-mayor elections will be the first to take place using the First Past the Post electoral system instead of the Supplementary Vote (see section 4). This means that voters in the 2024 elections will not have a second vote.



Sheffield City Region Mayoral election, 3 May 2018						LAB Win		
		First	First preference		Second preference		Total vote	
		Number	%	Number	%	Number	%	
Dan Jarvis	LAB	122,635	48.0%	21,519	62.6%	144,154	74.0%	
Ian Walker	CON	37,738	14.8%	12,881	37.4%	50,619	26.0%	
Hannah Kitching	LD	27,146	10.6%					
Mick Bower	ОТН	22,318	8.7%					
Robert Murphy	GRN	20,339	8.0%					
David Allen	OTH	14,547	5.7%					
Naveen Judah	ОТН	10,837	4.2%					
Total valid		255,560						
Electorate		1,007,748	Turnout		25.4%			

		First	First preference		Second preference		Total vote	
		Number	%	Number	%	Number	%	
amie Driscoll	LAB	62,034	33.9%	14,828	50.4%	76,862	56.1%	
Charlie Hoult	CON	45,494	24.9%	14,595	49.6%	60,089	43.9%	
ohn McCabe	IND	31,507	17.2%					
ohn Appleby	LD	23,768	13.0%					
William Jackson	UKIP	20,131	11.0%					
Γotal valid		182,934						



		First	First preference		eference Tota		lvote	
		Number	%	Number	%	Number	9	
Oliver Coppard	LAB	112,517	43.1%	143,476	71.4%	255,993	71.89	
live Watkinson	CON	43,129	16.5%	57,347	28.6%	100,476	28.29	
imon Biltcliffe	ОТН	34,857	13.4%					
Bex Whyman	GRN	32,322	12.4%					
oe Otten	LD	28,093	10.8%					
David Bettney	ОТН	10,177	3.9%					
otal valid		261,095						

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