

PLACE PANEL

**MEETING TO BE HELD AT 2.00 PM ON TUESDAY, 28 JULY 2020
IN TO BE LIVESTREAMED HERE:
[HTTPS://WWW.YOUTUBE.COM/CHANNEL/UCAZJNSGPQZZT41VIBN2
ZK9A/LIVE](https://www.youtube.com/channel/UCAZJNSGPQZZT41VIBN2ZK9A/LIVE) (COPY AND PASTE THE LINK IN YOUR BROWSER)**

A G E N D A

- 1. APOLOGIES FOR ABSENCE**
- 2. DECLARATIONS OF DISCLOSABLE PECUNIARY INTERESTS**
- 3. EXEMPT INFORMATION - EXCLUSION OF THE PRESS AND PUBLIC**
- 4. MINUTES OF THE MEETING OF THE PLACE PANEL HELD ON 30 JANUARY 2020**
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- 5. PLACE NARRATIVE**
(Pages 7 - 24)
- 6. COVID 19 RECOVERY PLANS**
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- 7. TEMPORARY SPACE FEASIBILITY - ONE PUBLIC ESTATE PROJECT**
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- 8. EMISSIONS PATHWAYS UPDATE**
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- 9. STATEMENT OF COMMON GROUND**
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- 10. FLOOD RISK MANAGEMENT UPDATE AND PIPELINE REFRESH**
(Pages 157 - 164)

11. DEVOLUTION PROGRESS

(Pages 165 - 176)

Signed:

A handwritten signature in black ink, consisting of the letters 'BSM' in a stylized, cursive font, followed by a horizontal line extending to the right.

**Managing Director
West Yorkshire Combined Authority**



**MINUTES OF THE MEETING OF THE
PLACE PANEL
HELD ON THURSDAY, 30 JANUARY 2020 IN COMMITTEE ROOM A -
WELLINGTON HOUSE, LEEDS**

Present:

Councillor Tim Swift MBE (Chair)
Andrew Latchmore
Councillor Richard Foster
Councillor Andrew Lee
Councillor Peter McBride
Councillor Richard Musgrave
Councillor Alex Ross-Shaw
Councillor Jane Scullion
Matthew Walker (Advisory
Representative)

Calderdale Council
Shulmans
Craven District Council
North Yorkshire County Council
Kirklees Council
Selby Council
Bradford Council
Calderdale Council
National Housing Federation

In attendance:

Councillor Darren Byford
Alan Reiss
Judith Furlonger
Ian Smyth
Karen Durham
Helen Forman
Alison Gillespie
Jacqui Warren
Janette Woodcock

Wakefield Council
West Yorkshire Combined Authority
West Yorkshire Combined Authority
West Yorkshire Combined Authority
West Yorkshire Combined Authority
West Yorkshire Combined Authority
West Yorkshire Combined Authority
West Yorkshire Combined Authority
West Yorkshire Combined Authority

13. Apologies for absence

Apologies for absence were received from Councillor Tim Cheetham, Councillor Susan Hinchcliffe, Councillor Lisa Mulherin, Councillor Andrew Waller, Dilys Jones and Amir Hussain.

14. Declarations of Disclosable Pecuniary Interests

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

15. Exempt Information - Exclusion of the press and public

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

16. Minutes of the meeting of the Place Panel held on 30 July 2019

Resolved: That the minutes of the meeting held on 30 July 2019 be approved.

17. Feedback from the October Place Panel Workshop session

The Panel considered a report to provide feedback from the October workshop session and was asked to note the contents of the report

The purpose of the workshop was to provide an opportunity for members to consider areas core to the work of the Panel at an early stage in development.

Resolved: That the contents of the report be noted.

18. Cultural Framework

The Panel considered a report setting out progress made on the development of the Leeds City Region Cultural Framework. This work was born out of a recognition that culture, sport and major events play a unique role in helping to inform and deliver the inclusive growth agenda. The anticipated outcomes of this work are to:

- Understand the place-based priorities to culture, sport and major events by working closely with the local authorities and sector partners.
- Create a high-level vision for culture, sport and major events, integrating this as a key consideration in the development of all aspects of the City Region strategic policy framework.
- Develop the funding frameworks for the City Region and partners to generate place-based funding models which facilitate and maximise investment in the identified priorities.

Significant work has been done to date to take this forward in consultation with a range of stakeholders including Welcome to Yorkshire, Leeds University Culture Institute, Arts Council England, NHLF, Historic England and Yorkshire Sport. A Cultural Framework and Vision document are being prepared to take this forward and Place Panel considered drafts of the documents.

Place Panel considered an update on the Combined Authority's design support programme. This included key information on the process and findings of the local authority design capacity assessment, the emerging priorities for support and proposals for the future work programme including design advice and training.

Resolved:

- (i) That the contents of the report be noted.

- (ii) That the ongoing activity of City Region partners who are working together to unlock the full potential of culture, sport and major events to deliver the City Region's vision be noted.
- (iii) That the adoption of the framework and support of structure arrangements be endorsed.

19. Urban Design Support

The Panel considered a report to update on the design support programme. This included key information on the progress and findings of the local authority design capacity assessment, the emerging priorities for support and proposals for the future work programme including design advice and training.

The Panel noted that the paper was a helpful update and provided a good basis for the discussions about design quality and considered how this work would tie in with the recommendations from the Building Better Building Beautiful Commission's report which was published on 30 January 2020. It was noted that the report, and the recent housing design quality audit by the Place Alliance, would be useful in structuring design support and training. These reports include some useful recommendations including the impact of building at higher densities, tree planting and re-use of existing buildings and sites.

It was also noted that training on development viability had emerged as a priority for local authorities. This will be taken forward and implemented as part of the Urban design Support Programme.

Resolved: That the contents of the report and comments of the Panel be noted.

20. Enabling Housing Growth

The Panel considered a report to update on the Enabling Housing Growth project. The project is funded through a Business Rates Pool allocation of £250k and aims to develop the regional understanding of the strategic sites pipeline, focused on accelerating delivery of housing across the region through unlocking opportunities and tracking barriers.

The work to date has identified some common issues across the region including:

- Additional planning and housing growth capacity is required across most districts to tackle stalled sites with planning permissions in place.
- Lack of viability is a barrier to deliver, particularly in lower value areas and specifically in relation to brownfield sites that have complex technical costly issues to resolve.
- Further support is required to better understand the individual financial and technical dynamics of sites across the strategic sites pipeline.

- Resource to bring forward public land is a common issue, particularly in relation to limited capacity for carrying out feasibility work and bid preparation. The limited availability of external funding to de-risk challenging sites is also an issue.

It is proposed that stage 2 of the project will seek to

- Understand, within the existing planning permissions of 85,000, and quantify how many sites are unlikely to move forward without significant intervention.
- Develop a deeper, more in depth understanding of the technical and financial constraints as well as viability issues across the strategic site pipelines.

This work will significantly build intelligence and identify key gaps – providing a robust evidence base for further asks to support delivery. The Place Panel highlighted that it would be beneficial to use the project to inform future asks in terms of funding to de-risk sites and ensure delivery.

Resolved:

- (i) That the contents of the report be noted.
- (ii) That the Panel provided comments on the progress to date and next steps of the project.

21. Towns Fund

The Panel considered a report to update on the Towns Fund – a £3.6 million fund which forms part of the Prime Minister’s commitment to ‘level up’ our regions. The Towns Fund comes in the context of several other funding announcements including the Future High Streets Fund, High Street Heritage Action Zones and the Cultural Development Fund. Collectively, these funds add up to substantial investment in the City Regions towns presenting a high opportunity to instigate major transformation and affect wider private investment across the region through strengthening our towns.

Following a phase one application process, nine towns across Leeds City Region have been selected to develop proposals. They are Goldthorpe (Barnsley Council), Keighley and Shipley (Bradford Council), Todmorden and Brighouse (Calderdale Council), Dewsbury (Kirklees Council), Morley (Leeds City Council, Castleford and Wakefield (Wakefield Council).

Currently, the local authorities involved are developing up proposals individually, in consultation with MHCLG. The Combined Authority has offered support to Local Authorities in the development of Town Deal proposals and is currently discussing this in more detail with Directors of Development, focusing on areas the Combined Authority can add strategic value to districts.

Resolved: That the contents of the report be noted.

22. Tackling the Climate Emergency

The Panel considered a report to provide an update on the Combined Authority's work to tackle the climate emergency in pursuit of the Leeds City Region becoming net-zero carbon.

The Combined Authority approved the Leeds City Region Energy Strategy and Delivery Plan (ESDP) in December 2018. This work was led by the Green Economy Panel of the Leeds City Region Local Enterprise Partnership (LEP). It aims to dramatically reduce the City Region's carbon emissions. It prioritises 5 key areas that the Combined Authority, LEP and partners will work towards.

Resolved:

- (i) That the contents of the report be noted.
- (ii) That comments on the information provided and areas identified where they would like to get more involved in tackling the climate emergency be noted.

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Report to: Place Panel

Date: 28 July 2020

Subject: Place Narrative

Director(s): Alan Reiss, Director Policy, Strategy and Communications

Author(s): Alison Gillespie, Head of Planning Coordination

1. Purpose of this report

- 1.1 To provide an update on progress on the development of the Place Narrative. One of the actions identified at the Place Panel workshop held on the 11th April 2019 was to 'to develop a unified spatial narrative for the City Region'. This action was endorsed by Place Panel at the first formal meeting 30th July 2019.

2. Information

- 2.1 The full action as recorded from the Place Panel on the 30th July 2019 was to:

Develop a unified spatial narrative for the City Region, building from districts existing plans, in order to present the story of the region as a whole with a high level narrative describing the Combined Authority's role in Place, to provide a conduit for closer working with district partners to add value and support collaboration where a collaborative approach is beneficial to the City Region as a whole: "the regional glue". The Combined Authority to coordinate and facilitate.

Progress update

- 2.2 A Place Narrative is currently being drafted by the West Yorkshire Combined Authority. An overview of work to consider the scope, purpose and structure of the Place Narrative was presented to Place Panel members on the 30th January 2020 to gauge whether the work was progressing in line with the Panel's aspiration. The same material was also presented to Heads of Planning and Directors of Development in February 2020.
- 2.3 The feedback received at the three meetings was informative and the document as been developed further to respond to the issues raised in these consultation sessions. We have sought to find creative solutions to respond to

the ideas put forward and to ensure that we are capturing what is unique about the city region. In direct response to the feedback received the Place Narrative is being developed as a StoryMap which is a web-based application that enables you to share maps in the context of narrative text and other multimedia content. The StoryMap can include maps, narrative text, lists, images, videos and embedded items, this ability to include dynamic content will help to describe the places in our city region and allow the user to navigate the document to points of interest.

- 2.4 As proposed at the Place Panel on the 9th April 2020 the StoryMap tool has now been demonstrated to a number of members of the Place Panel through individual sessions by video-link. The feedback received from these sessions was positive with all those participating in agreement that the tool is a more appropriate way to present the information than a static / traditional document. The following is a summary of the feedback received:

- A much more usable document
- Allows more content to be included without losing the main narrative
- Ensure we showcase the right things / only as good as the content
- Keeping links live and information up to date is a consideration
- Ability to embed content to reflect local priorities is appealing

3. Financial Implications

- 3.1 There are no financial implications directly arising from this report. The Place Narrative is being developed internally by the West Yorkshire Combined Authority Policy, Strategy and Communications Directorate.

4. Legal Implications

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

5. Staffing Implications

- 5.1 There are no staffing implications directly arising from this report.

6. External Consultees

- 6.1 No external consultations have been undertaken.

7. Recommendations

- 7.1 That the Panel notes and comments on the content of the report and presentation slides included as Appendix 1, and endorses the direction of travel subject to views.

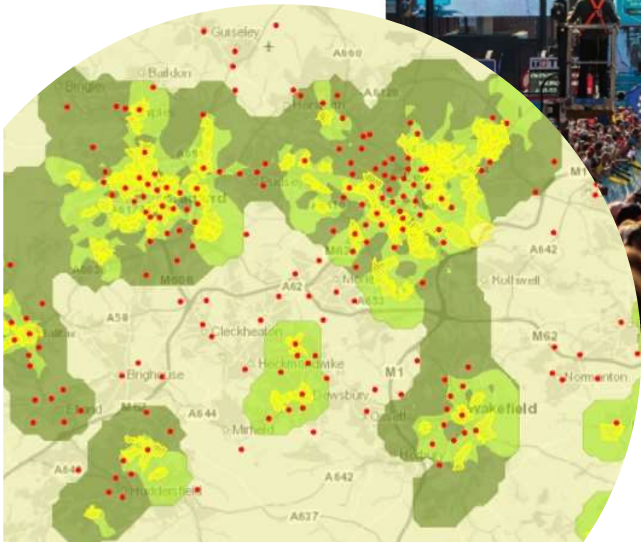
8. Background Documents

None.

9. Appendices

Appendix 1: Place Narrative Update Presentation July 2020.

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Place Narrative

Leeds City Region

July 2020

Place Narrative

Purpose

- Bring together our spatial priorities in one place
- Describe our places and how they interact
- Explain the key spatial layers in the infrastructure map
- Provides a home for information relating to our SPAs
- Signpost our other policy documents / delivery plans
- It does not aim to categorise / characterise all places
- But should help to tell the story of our city region and our ambition

Place Narrative

The Place Narrative will describe our places and how they relate to each other. It will summarise the investment plans in place to ensure that our places thrive and that collectively we can:

Boost productivity – helping businesses to grow and bringing new investment into the region to drive economic growth and create jobs

Enable inclusive growth – ensuring that economic growth leads to opportunities for all who live and work in our region

Deliver 21st Century transport – creating efficient transport infrastructure that makes it easier to get to work, do business and connect with each other

Support clean growth – growing our region's economy while also cutting CO₂

Place Narrative

How does it fit?

- It forms part of the Strategic Economic Framework
- It reflects Local Plan priorities of partner authorities
- It is not new policy it presents our existing priorities spatially
- It draws spatial priorities from documents such as
 - Local Plans
 - West Yorkshire Transport Strategy
 - Leeds City Region Connectivity Strategy
 - Leeds City Region Cultural and Inclusive Growth Frameworks and signposts to these documents / delivery plans.

Place Narrative

Part 1: Our Places

- Written description of our key places
- Illustrative maps
- Subjectivity in describing places
- Choosing the right examples

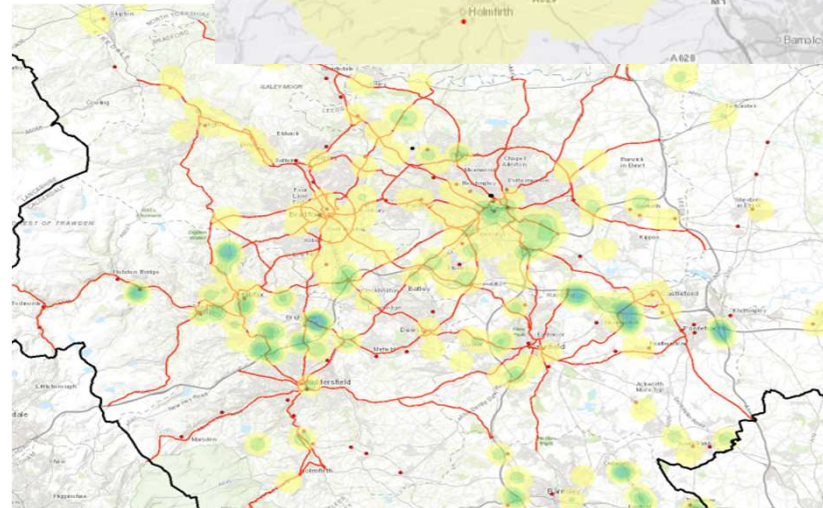
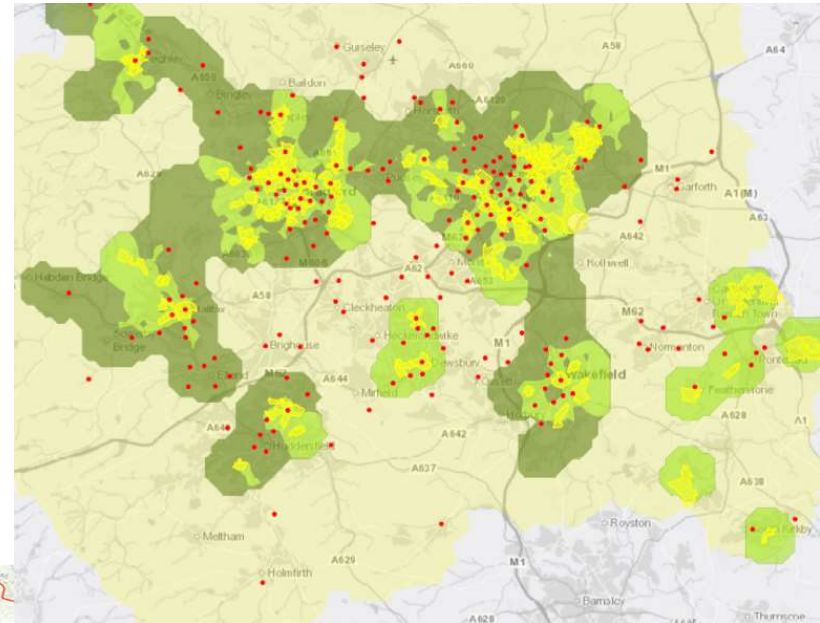
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Place Narrative

Part 2: Spatial Challenges

- Our People (inclusive growth, deprivation, access to jobs / skills / leisure and culture opportunities, employment land)
- Our Environment (clean growth, climate resilience / flood / green and blue infrastructure / energy)
- Our Housing (existing stock, affordability, design quality, planned housing growth)



Place Narrative

Part 3: Investment in Places

Enabling infrastructure (what we have planned)

- transport infrastructure including active travel
- digital connectivity
- flood resilience
- place-based investment including SPAs and towns fund

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Place Narrative

What you said:

Summary

- Supportive of the work
- Engaged with the work and happy to contribute to its development
- It should address distinctiveness and not try to achieve too much
- It should be a Leeds City Region document as well as focus on some individual places
- Recognition that this is a difficult task / drafting documents by committee

Purpose / Audience

- Some uncertainty over audience and whether it is a promotional or technical document.
- It could become a base document that can be used for multiple different things, including bid documents and / or future policy development.
- It should have a clear spatial narrative to help to express our ambitions to government.

Place Narrative

What you said:

Content / Approach

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- Agree that district by district doesn't give a sum of our parts.
- A description drawing out key themes such as beauty, people and connectivity may be better than going straight to describing key settlements.
- Polycentricity is a defining feature.
- Acknowledgement that we will have to prioritise which places we talk about.
- Cities are not necessarily driving growth, narrative around towns is important.
- Could use dynamic graphics and images to help understanding of places.
- Describe the places that we are trying to grow and develop.
- Narrative should be honest about the challenges.
- Like the idea of inter-connectivity and pulling in other documents.
- It must describe what is unique about our city region including the challenges such as flood risk.
- Use of metrics at the front end will be useful – profile of the area.

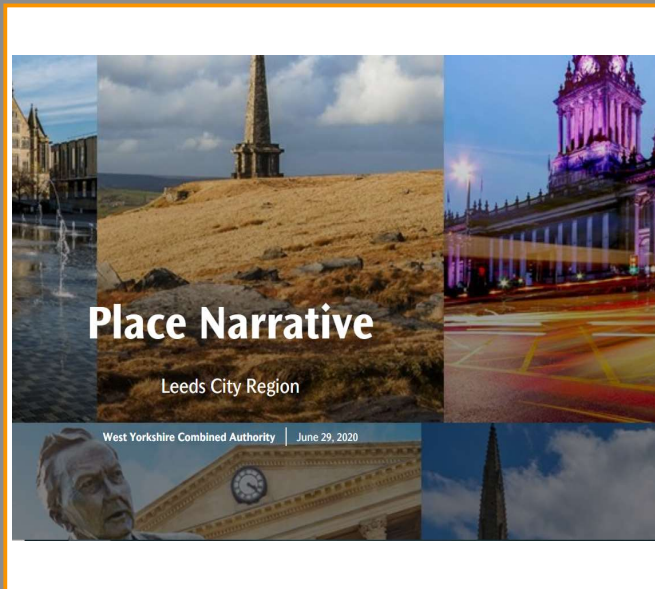
Place Narrative

Progress in response to feedback:

- The primary aim of the Place Narrative is to be a layer of economic policy not a communications piece.
- The narrative will primarily support the Local Industrial Strategy by having a clear spatial narrative to express our ambitions.
- Use of GIS storymap to address challenges presented by using static maps.
- Narrative describes the city region as whole followed by 4 quadrants, the storymap allows this to be done in a logical and user-friendly way.
- Key themes have been included: beauty, people and form, this includes reference to the polycentric nature of the city region.

Place Narrative

- The narrative does focus on some places rather than others but includes narrative around our towns. We will be seeking contributions and feedback from all authorities on how to shape this.
- We are aiming to be honest about the challenges and continue to work on these (people / environment / housing) as no specific feedback was provided on the scope.
- The investment section will describe the places that we are trying to grow and develop and will include work recently undertaken to update SPAs.
- The narrative signposts other documents and policy work.
- Metrics will be used to provide a profile of the city region as a whole and of key places within the city region.



1. Introduction 2. Our Places 3. Our Challenges 4. Our Investments

This Story is divided into 4 sections, the buttons above quickly navigate between the sections.

1. Introduction
2. Our Places
3. Challenges
4. Investment in Infrastructure

1 Introduction

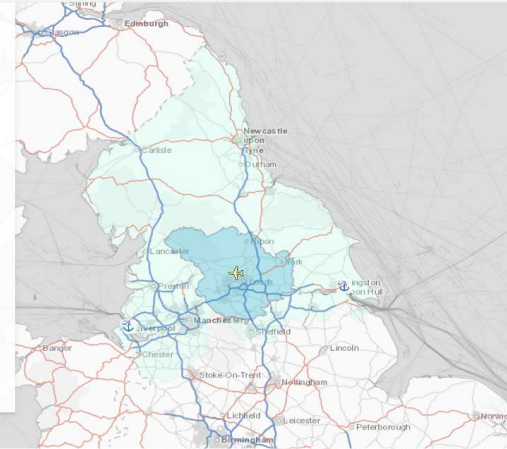
This Place Narrative describes our places, how they relate to each other and the investment plans we have in place to ensure that our places do thrive and that collectively we can enable inclusive growth, boost productivity, tackle the climate emergency, deliver 21st century transport.

The Leeds City Region is committed to delivering inclusive growth. We believe that ensuring all of our residents can contribute to and benefit from economic growth is crucial to securing a prosperous future for our City Region. We are also committed to clean growth and have recently

1. Introduction 2. Our Places 3. Our Challenges 4. Our Investments

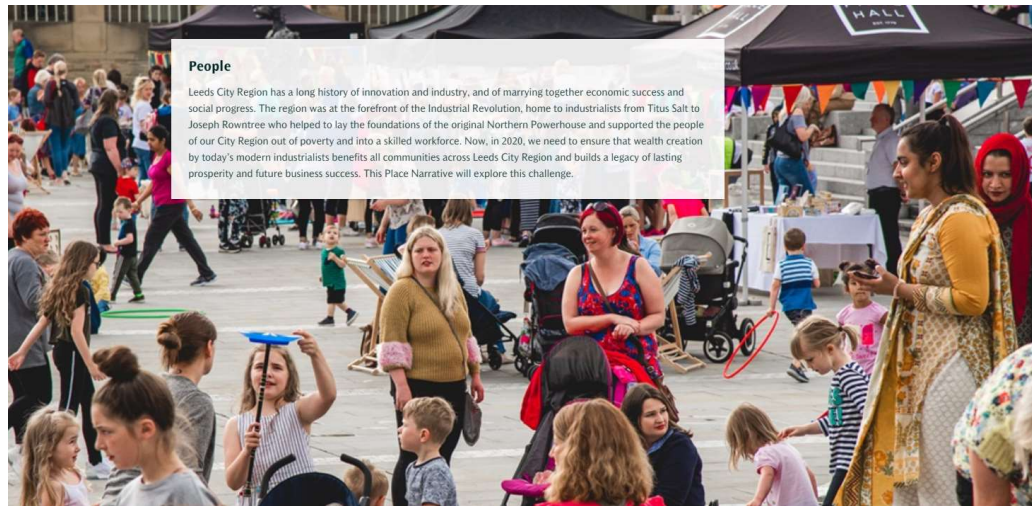
At the heart of the North of England, Leeds City Region is an attractive place to live. Increasingly drawing highly skilled, knowledge intensive service sector workers, the City Region also has a strong tourism offer and outstanding cultural and leisure opportunities. In transport terms, the Leeds City Region is ideally placed, within one hour's drive of seven million people. Significant investment is coming to our region through High Speed Rail and Northern Powerhouse Rail and we already form the key link for transport between the North and the South.

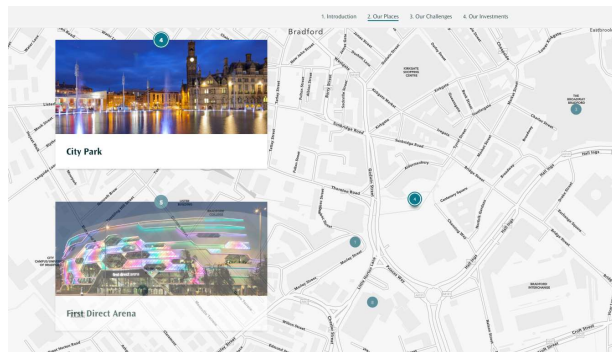
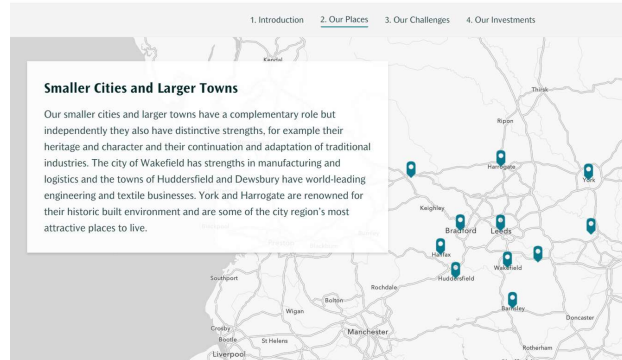
The Leeds City Region is key to re-balancing the national economy and enabling the North of England to contribute fully to, and benefit from, national economic growth. Leeds City Region is the UK's largest economy and population centre outside of London, generating 5% of England's total economic output - £69.6 billion, predicted to rise by 47% in real terms by 2036. Outside of London, this makes us the largest city region economy in the UK, with an output larger than 10 EU countries, and the biggest contributor to the Northern Powerhouse.



People

Leeds City Region has a long history of innovation and industry, and of marrying together economic success and social progress. The region was at the forefront of the Industrial Revolution, home to industrialists from Titus Salt to Joseph Rowntree who helped to lay the foundations of the original Northern Powerhouse and supported the people of our City Region out of poverty and into a skilled workforce. Now, in 2020, we need to ensure that wealth creation by today's modern industrialists benefits all communities across Leeds City Region and builds a legacy of lasting prosperity and future business success. This Place Narrative will explore this challenge.

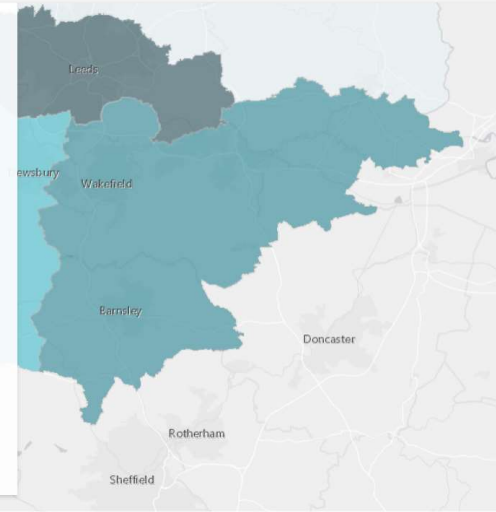




Wakefield, The 5 Towns and Barnsley

The south east of the city region is home to the city of Wakefield which has a population of almost 127,000. To the north-east of Wakefield are the Five Towns, comprising Castleford, Pontefract, Normanton, Knottingley and Featherstone which have a collective population of 113,000. These towns are located astride the M62 and A1 and they share strong historic, economic and cultural links based around the growth and subsequent decline of coal mining and other industries.

Further south the town of Barnsley with a population of around 113,000 people is the most southern large urban area in the Leeds City Region. Wakefield, Barnsley and the Five Towns are ideally placed to support sustainable economic growth in the Leeds City Region, in particular through offering more affordable homes and premises to the urban centre of Leeds. Wakefield's location, close to key transport corridors and the availability of land to accommodate housing and employment has put it in a strong position to grow



Boosting productivity



Work with our businesses and universities to close the productivity gap, create thousands of jobs and add substantially to our economy.

Tackle the climate emergency



Achieve our target for a zero-carbon economy by 2038 through lowering carbon emissions and taking advantage of new innovations to create jobs and growth

Enabling inclusive growth



Enable as many people as possible to contribute to and benefit from economic growth, and contribute to improved health and wellbeing of our residents.

Delivering 21st century transport



Create a transport system which addresses the challenges we face around capacity, connectivity, sustainability and air quality.

Place Narrative

Next Steps:

- Aiming to get a full draft of the storymap content by end July ready to share with officers and members in August / September.
- Hoping to share it as a link to the interactive storymap document (this may require a guest login)
- Outline programme identifies 14th October Place Panel as an opportunity to consult on a full draft.
- Proposed period to gain approvals from Nov to Feb 2021 (targeting Place Panel 28th January and 04th February CA).

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Place Narrative - Indicative Outline Programme to completion													
	Lead	May-20	Jun-20	Jul-20	Aug-20	Sep-20	Oct-20	Nov-20	Dec-20	Jan-21	Feb-21	Mar-21	Apr-21
KEY ACTIVITY													
Consult individual Place Panel members on storymap template	AG												
Provide feedback on GIS template / agree template for final version	ALL												
Early comms engagement / demo	AG/AF												
Drafting of remaining content	AG/RG/ML												
Consult Place Panel on emerging draft / respond to early engagement													
WYCA policy leads input in finalising draft content	AG/ML												
Full draft of content to be added to final version template	AF/JH												
Consult local authority officers / members on draft version (images subject to change)	AG/ML/RG												
Amendments following officer feedback	ALL												
Comms support (copy writing / proof language / image library)	TBC												
Circulation of final draft	AG												
Approval of final version (HoP/DoDs/ Place Panel/CA)	ALL												
KEY MEETINGS													
Combined Authority				27-Jul			01-Oct		10-Dec		04-Feb		22-Apr
LEP Board				14-Jul									
Place Panel				28-Jul			14-Oct			28-Jan			15-Apr
SLT													
DoDs			05-Jun	03-Jul		04-Sep	02-Oct	06-Nov		08-Jan	05-Feb	05-Mar	09-Apr
HoP				03-Jul		04-Sep	23-Oct		11-Dec				

Report to: Place Panel

Date: 28 July 2020

Subject: **COVID-19 Recovery Plans**

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

Author: Ian Smyth

1. Purpose of this report

- 1.1 To provide an update to the Place Panel on development of draft plans for COVID-19 economic and transport recovery.

2. Information

- 2.1 Draft versions of the COVID-19 economic and transport recovery plans were presented to the Combined Authority at their meeting on 27 July 2020. The draft plans, alongside the covering report, can be found at Item 6 on the Combined Authority agenda.
westyorkshire.moderngov.co.uk/ieListDocuments.aspx?CId=133&MId=963
- 2.2 The plans are summarised below. A verbal update will be given at the meeting on the outcome of the Combined Authority meeting.

Economic Recovery

- 2.3 The draft recovery plan is framed around two goals: inclusive growth and sustainable environment. These underpin everything in the plan and will be reinforced by measuring success through economic, social and environmental indicators. To achieve those goals, the plan is structured around three priorities, articulating 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.

- Priority area 3: **Accelerated infrastructure** - To develop infrastructure that unlocks economic opportunities and delivers resilience both for our communities and environment.
- 2.4 Across all these areas the plan outlines what steps are required of national government and 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.
- 2.5 The plan also articulates several distinctive West Yorkshire propositions that can support not just the region's recovery, but also make a significant contribution to the UK economy as a whole. Each of the four initial propositions (further ones may be added in future), includes both an offer and ask to Government:
1. **Health innovation** – 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** - 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**– 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**– 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.
- 2.6 The plan will align with, but not duplicate, local plans being developed by Councils and other regional plans e.g. health. As the implications of COVID-19 continue to develop, the plan will be further updated to make sure priorities remain relevant and are amended as required to meet the recovery needs of the region.

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 plan identifies priority actions for the rescue (short), re-imagining (medium) and resilience (longer-term) phases of recovery. 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 Place Panel notes the draft COVID-19 economic and transport recovery plans, and makes recommendations for further development as the crisis and recovery progresses.

10. Background Documents

Report to the Combined Authority on 27 July 2020, *COVID-19 Economic and Transport Recovery Plans*.

westyorkshire.moderngov.co.uk/ieListDocuments.aspx?CId=133&MId=963

11. Appendices

None



Report to: Place Panel

Date: 8 July 2020

Subject: **Temporary Space Feasibility – One Public Estate project**

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1. Purpose of this report

- 1.1 To present to panel a final draft of the One Public Estate 'Public Assets, Temporary Use' project.
- 1.2 To seek support to take some of the recommendations in the report forward and, where practicable, action the report's recommendations on transitional use of vacant property in a post-COVID 19 environment utilising One Public Estate programme management funding.

2. Information

Background

- 2.1 Vacant land and property can lead to a spiral of decline, acting as a magnet for antisocial behaviour and impacting on the costs to councils managing such space. As part of a wider approach to repurposing town centres and high streets, there is a case for re-purposing vacant space for temporary/transitional purposes for new business start-ups including creative and media use, local communities and voluntary groups.
- 2.2 In March 2019 the West Yorkshire One Public Estate partnership was awarded £45,000 to explore and consider the use of public sector vacant space on a temporary basis and in particular understanding the issues to be considered when repurposing vacant land and buildings whilst awaiting longer term development.
- 2.3 Leeds based consultants Creative Space working in collaboration with East Street Arts (an arts charity also based in Leeds) were awarded the tender at the end of November 2019. Desk-based research was carried out to produce evidence of successful temporary use and to build a rationale for authorities to

look for opportunities to expand local opportunities. For local perspectives, local authority officers working in assets and culture were interviewed and a workshop was held in February 2020 to identify the local issues and priorities and to establish common needs and approaches on the use of vacant property for temporary use.

- 2.4 With the announcements on Future High Streets, Towns Fund and Historic Action Zones the project proved timely as part of a wider approach to re-vitalising town centres. As the contraction of retail has accelerated, transitional use has now become significantly more relevant following COVID-19 and the impact that will have on vacant public and private sector property in our towns and cities. A more pro-active innovative approach will be needed to revitalise failing locations and the 'blank canvasses' that will appear on our high streets. Transitional use of vacant space post-Covid could be an agile method of supporting economic recovery and included in West Yorkshire's Economic Recovery Plan as part of an ask to Government to support towns' recovery.

Next steps

- 2.5 The report (executive summary and final draft attached in **Appendix 1 and 2**) raises three key questions for authorities to consider:

- What are the issues that need to be addressed before considering temporary use as a response in our places?
- How can an approach to temporary use projects be best delivered?
- How can we aggregate resources to maximise support, benefit and impact in our towns and cities?

And then as a response to the current situation to:

- Be clear about the desired outcomes
- Encourage experimentation and ask questions
- Align activity with economic recovery and strategic planning
- Collaborate with stakeholders and identify the right partners
- Learn from what other places have achieved elsewhere and the benefits produced through taking risks and experimenting with new ideas

- 2.6 The next steps will be to explore the report's recommendations from the perspective of economic, social and cultural recovery post-COVID-19. This could include:

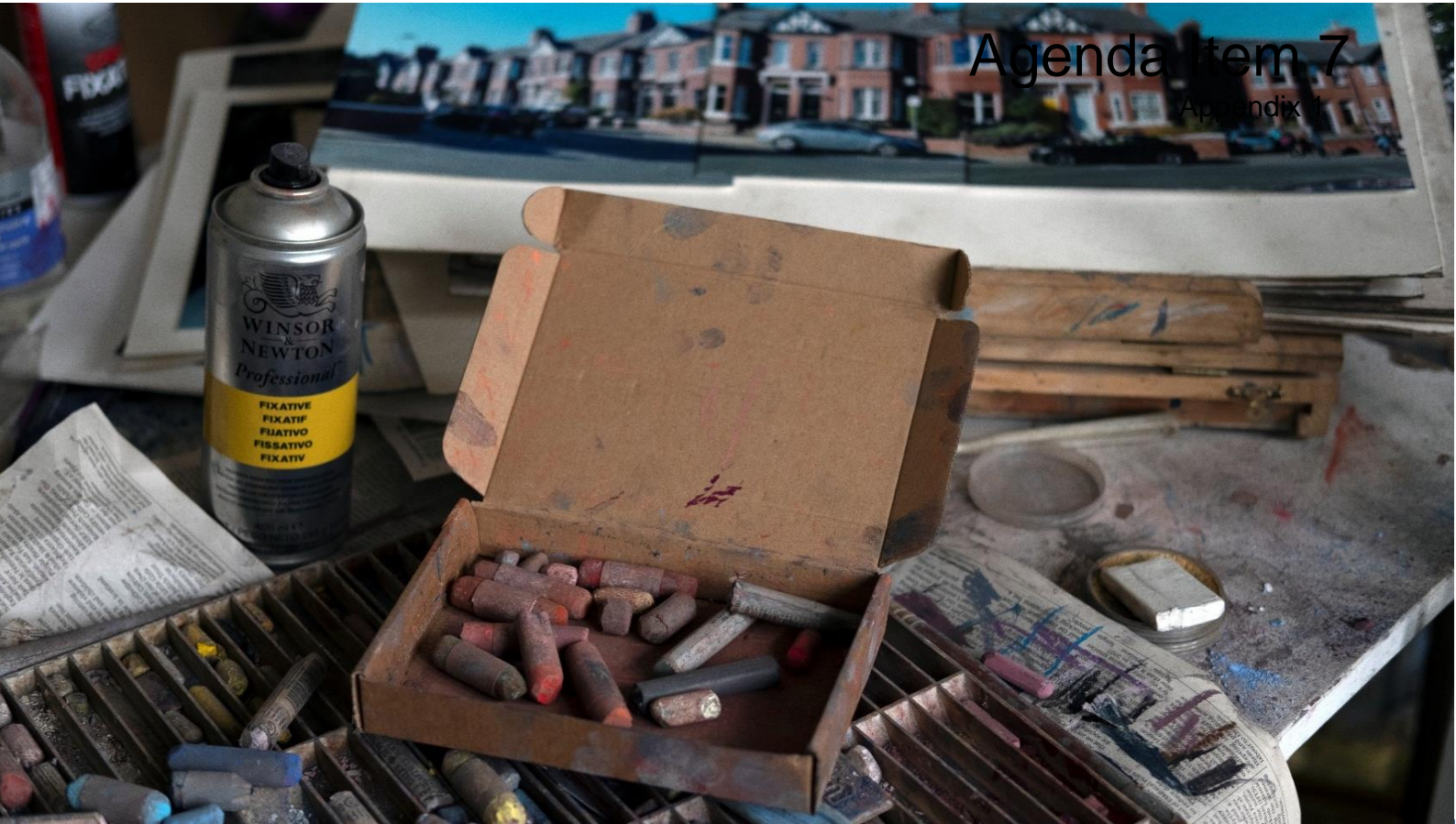
- Identify and promote specific opportunities for example use of vacant space as part of wider support packages for early stage businesses, identifying demand for additional start-up space in towns as part of the Economic Recovery Plan especially where staying local is the new norm
- engaging with lead officers on the Future High Streets, Towns Funds and Historic Action Zones to explore use of vacant space to support the arts and cultural sectors

- developing a pipeline of potential projects to attract both revenue and capital investment support- Arts Council, DCMS, MHCLG, BEIS.
- 2.7 The consultants Creative Space presented the report to Directors of Development on the 3 July. The key findings and recommendations of the report were well received and the need for further work recognised. It was agreed a further work stage be scoped and a brief developed in discussion with One Public Estate regional programme representatives
- 2.8 The Combined Authority recently attended a regional One Public Estate network event with other OPE Partnerships. Post meeting a number of partnerships have asked for a copy of the report to assist Towns Fund bid development. OPE are to use the project and resulting report as an exemplar which promotes transitional use of the public estate in towns and cities. By bringing forward ideas in public space there is the aim of spin off activity and a wider discussion about how to deal with vacant space with private sector owners.
- 3. Financial Implications**
- 3.1 Further work will be funded from the One Public Estate Programme Management budget of £80,000. There are no further financial implications as a result of this report.
- 4. Legal Implications**
- 4.1 There are no legal implications directly arising from this report.
- 5. Staffing Implications**
- 5.1 There are no staffing implications directly arising from this report.
- 6. External Consultees**
- 6.1 To date Leeds City Region local authorities have been consulted in detail on the findings of the study and have provided comments and feedback.
- 6.2 The Land & Assets Working Group, the OPE Leadership Group and Directors of Development have reviewed the recommendations of the report and have provided comments and feedback. Revenue and resource have been identified as barriers taking forward the recommendations but support suggested next steps with regards developing a potential pipeline as a focus to attract resource and capital to support a more scaled up approach.
- 7. Recommendations**
- 7.1 That the Panel notes the contents of the report and endorses the recommendations contained in the report.
- 7.2 That the Panel support the development of a stage 2 project.

8. Appendices

Appendix 1 – Public Assets ; Temporary Use DRAFT FINAL REPORT

Appendix 2 - EXECUTIVE SUMMARY From Temporary to Transitional,
Public Assets : Temporary Use



Public Assets

TEMPORARY USE

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FROM TEMPORARY TO TRANSITIONARY

Executive Summary: Public Assets, Temporary Use

This report was commissioned by West Yorkshire Combined Authority, funded through the One Public Estate programme and was undertaken by Creative Space Management and East Street Arts between January and May 2020. Following the lockdown imposed by the UK Government as a result of COVID-19, the report, although largely commissioned and completed pre-COVID-19, was adjusted to include recommendations that relate to the likely impact of severely curtailed trading for many businesses large and small in the town and city centres of the region.

Whilst we do not claim to have identified novel solutions, we recognise the virus will have a lasting impact on our whole country and particularly the urban centres. These places at the heart of our town centres and neighbourhoods are totemic. They reflect the essentially social nature of our lives and our desire to gather together, share experiences and weave connections with our communities. We can anticipate that business closures will upend some of the places we have seen as the cornerstones of our town centres.

There will be a profoundly challenging period to which we will all have to adapt. Our centres will not return as they once were. Where transition was likely to have been a relatively slow, iterative process, the consequences of the pandemic will accelerate change. The short-term economic impact may be severe. Our urban centres will require new forms of pro-active interventions to help them adapt to this new reality. Accelerating new types of uses of vacant properties will be key to rebuilding confidence, footfall and the economy.

Temporary use is not merely a series of patched solutions to market failure and to structural industrial change (online retail). It has potential to be a much more ambitious and visionary exercise in re-engaging our communities with town centres. The actions, projects and initiatives that can be developed across West Yorkshire Combined Authority need to emphasise the importance of innovation if we are to attract new energy, talent and uses to failing locations. This issue, already tangible in many smaller town centres and high streets, now has an immediate urgency as we emerge from lock-down into a post-COVID-19 recession.

To manage the painful transition to a less socially distanced public life, new responses to the blank canvases appearing on our high streets will be required. We will need to be brave and imaginative about how we envisage and plan for this and, vitally, we need to increase the capacity of authorities so that they can be fleet of foot in responding to impact of economic shock on our town centres.

We hope that this report is one starting point for such a transition and offers some pointers as to how change can be implemented at city region level. Our approach is positive and constructive. We believe that in spite of the personal tragedies endured by many and the deep disruption to our perceptions of normality, there are opportunities to adopt new

perspectives that tackle, for some places, a likely interruption in our civic lives and, for others, a systematic and progressive decline that was in evidence long before COVID-19.

As Ali Madanipour states at the end of his book, *Cities in Time*, we consider temporary space to be a stepping-stone rather than a stopgap until an imagined return to the status quo. As we start to rebuild our economy and our communities following the impact of the pandemic, we will need to embrace temporary use as part of a journey towards new and different long-term uses of buildings and land. What have been thought of as temporary uses can perhaps be better described as transitional uses in these changed circumstances. It is our job to help facilitate and drive this transition.

A temporary state, therefore, may become a stepping-stone rather than a stopgap, going beyond coping with crisis and thinking about what happens next. It offers a sphere of possibility in which the space offers the widest range of possible new things that can happen, as it has the fewest limits. In a sense, it is like an open field in which many activities can take place, which makes it ambivalent, as it can be taken into any direction by the interplay of power social and economic forces. A temporary activity may act as a transformative medium, helping to create new, or use existing gaps in an active capacity. It can be used as a catalyst for change, facilitating experimentation, innovation or animation....”

Ali Madanipour – *Cities in Time*

The report’s recommendations address three questions:

- What needs considering before temporary use?
- How should temporary use projects be delivered?
- How can we aggregate resources to maximise benefit and impact?

A What needs considering before temporary use?

- i) **Be clear about the specific outcomes your local authority wants to achieve.** For example, do you wish to provide enhanced spatial capacity for safely distanced food and beverage consumption? Or are you trying to address long term retail over-capacity, changing functions and diversifying uses?
- ii) **What questions are you asking about your urban centres and places?** In some cases, the most successful temporary projects are those that ask questions rather than attempting to provide solutions. To what extent is your project exploring or asking

questions? Or does it assume a solution? Create opportunities for urban experimentation and innovation.

- iii) **Define how / if what is being proposed fits in to your longer-term plan for the wider area.** Does the use complement wider plans for the neighbourhood, town centre, or high street? Is it designed to support existing businesses and traders or is it intended to change reputations and build a new market or cluster in that location, for example by focusing more on local and independent businesses?
- iv) **Collaborate with other stakeholders who want to achieve the same outcome.** To what degree have you involved other partners and stakeholders in your plans where they have the same or overlapping agendas?

B How should temporary use projects be delivered?

- v) **Be realistic about the project delivery and management requirements.** Do you have the capacity and resource to deliver the project in house with your own team? Will you focus capacity on bidding for internal and external resources and then appoint some or all the team necessary to deliver a successful project?
- vi) **Harness existing community, cultural, social or independent business and organisations as potential routes for delivery.** Are there local organisations with the motivation and capacity to take on temporary use projects? Have you considered how they could contribute to project delivery? Sometimes there is a lot of interest and demand to get involved but coordinating and managing this is the key challenge. Alternatively, where there appears to be little interest and few local organisations able to contribute, how will you stimulate engagement or find ways to attract new participants?
- vii) **Recognise the challenges to small organisations.** Acknowledge the extent of risk and sweat equity that may be required for relatively uncertain or short-term projects. The input required for small organisations can be considerable, involving many weeks of work as part of the 'benefit' of obtaining cheap space to use for a project. Do the organisations you are working with understand the extent of the commitment and the associated risks? How can you help them to manage and reduce those risks?
- viii) **Make use of existing resources.** Make use of templates for legal agreements or adapt them to establish new ones that facilitate access to enable participation and activity. What other resources can you use that have already been created? Share knowledge with and use your network of colleagues across West Yorkshire.
- ix) **Encourage diversification.** Exploring the diversification of functions in town centres will be part of a journey for building a new critical mass of multiple layers of activity and audience in town and urban centres. These multiple layers may, depending on the qualities of each place, have a very different focus, differentiated by the people

and businesses of those communities. Some may focus on arts and culture, others on health and wellbeing but all will involve increased residential, live/work and changing types of businesses choosing to work, meet and connect in our urban centres.

- x) **Consider using specialist organisations with relevant know-how and experience.** Specialist organisations can help authorities accelerate temporary use, bringing capacity, resources and motivation to bear on mobilising projects on identified properties.

C How can we aggregate resources to maximise benefit and impact?

- xi) **Promote the opportunities for temporary use.** Develop an accessible, public-facing database of locations and opportunities for temporary use projects across the West Yorkshire.
- xii) **Stimulate networks to share knowledge and skills.** Develop and coordinate a light-touch regional network of local authority officers (across economic development, property, culture) actively interested or involved in Temporary Use projects. Could the group record and develop best practice? Can officers aggregate know-how to explore ways to tackle specific challenging locations or recommend practices/organisations that have a track record of working in this specialist area?
- xiii) **Consider developing a more ambitious approach to temporary and long-term activation projects across West Yorkshire.** Is there a need for a more strategic, aggregated approach whereby a West Yorkshire team is tasked to activate specific problem sites in multiple locations, developing a clear pipeline of opportunities identified by local authorities? The team would work closely with local authority officers to accelerate responses to the post COVID-19 economy, identifying new ways to access resources, generate revenue and diversify functions in our urban centres.
- xiv) **Secure new funding to act as a catalyst for investment in new approaches.** West Yorkshire Combined Authority should consider making a second stage bid to One Public Estate to encourage acceleration of initiatives across town centres (particularly those smaller ones most likely to be badly affected by COVID-19 and the ensuing recession). This will actively support a pipeline of potential projects; undertake applied feasibility studies on real examples; access and distribute pump-priming resources to encourage private sector investment and invest in sharing know-how and expertise to convert this into tangible projects and initiatives across the city region.
- xv) **Anticipate requirements for business support.** Consider the appropriate ways to deliver extra post-COVID-19 business support and know-how that will be required by arts, cultural, voluntary sector businesses wishing to expand into both small and larger urban centres. As noted in this report, there has been an acceleration in the

rate of arts-related start-ups in the most recent year whilst professional services start-up growth has slowed. Business support for arts-related start-ups can contribute to filling some of the gaps in our town centres.

- xvi) **Establish pilot projects for repurposing larger spaces.** Explore interim uses for safe distanced food and beverage sales by existing businesses so that they are able to operate in public realm and urban centres in the near future. Also, consider options for stimulating the market for ready-made modular systems or custom-built DIY structures that can be adapted for large empty stores or open plan office buildings. Perhaps consider a 'rapid-repurposing' live demonstration project to illustrate viability and impact in a West Yorkshire urban centre.
- xvii) **Upwards advocacy.** Make the case for attracting central government resources for local authorities to attract pump-priming investment to deliver revised local plans. This should enable local authorities to undertake exemplar projects in their areas, stimulating the private sector and other public sector stakeholders to play a role in diversifying and developing both proven and innovative approaches in town centres and places across West Yorkshire Combined Authority.
- xviii) **New perspectives and new vocabulary.** As Ali Madanipour concludes in his book, *Cities in Time*, temporary space needs to be understood as a stepping-stone rather than a stopgap until an imagined return to what was once the status quo. As we start to rebuild our economy and the places at the heart of our communities, we will need to transition towards new and different long-term uses of buildings and land. It is our job not just to get people and businesses back into our urban centres, but to help facilitate and drive this transition from an old model to something more adaptable, more sustainable, more in tune with our environment and with the increasing users and residents close to and within our towns and cities. These transitional uses are no longer simply temporary, they offer potential for a rapid response to tackling long-term change.

1. Introduction

1.1 Brief

This report has been commissioned by West Yorkshire Combined Authority, funded through the One Public Estate programme. The purpose is to inform and support temporary use of public sector land and buildings, particularly uses that support the creative & digital economy.

The brief is to work with local authority partners at Calderdale, Craven, Bradford, Kirklees, Harrogate, Leeds, Selby and Wakefield to understand the local contexts, identify opportunities for future projects where available, explore demand and provide detail on one project that can proceed relatively quickly.

Whilst this report focusses predominantly on high streets and wider town centres, it is relevant for all of the places at the heart of our neighbourhoods. Parades, squares and high streets are emblematic places and long-term empty properties will blight all of these key locations.

It was also anticipated that the brief would develop in response to consultation with officers from the authorities in terms of what practical information would reduce obstacles to introducing more temporary use projects.

As the project has been delivered, the UK has gone into lockdown following the COVID-19 pandemic. This has widened the scope of the study to consider ways in which temporary use can offer solutions to what is likely to be a much more serious challenge to our high streets and town centres than could have been anticipated when the original brief was developed.

1.2 Team

Creative Space Management and East Street Arts are leading organisations in the operation of themed workspace for the creative & digital industries sector in the north of England, providing business accommodation for, respectively, commercial creative & digital businesses and a wide-ranging community of arts practitioners. Both organisations have been pioneers in stimulating large-scale interim use projects over the last fifteen years and have acted as advisors and consultants to a wide range of public and private sector asset owners.

Creative Space has devised meanwhile use strategies for numerous locations including Royal Docks in London, Porth Teigr in Cardiff and produced the interim use strategy for Fruit Market in Hull in 2009 before working with the local authority to operationalise the first phase of this large-scale project that would later evolve into a permanent use.

East Street Arts is the largest UK operator of meanwhile space for the creative industries outside of London. In West Yorkshire, East Street Arts has operated its meanwhile space for artists programme for ten years, accommodating over 500 artists in over 100 buildings. Locally, the not-for-profit organisation is currently operating meanwhile space in

Kirklees, Harrogate, Leeds, Bradford and Wakefield. In total, East Street Arts has supported over 20,000 artists to build sustainable careers, reinvented 500 temporary spaces, created 79 permanent studio spaces for artists, and developed a pop-up Art Hostel at the heart of Leeds' historic Kirkgate, kick-starting regeneration of the oldest street in the city.

1.3 Methodology

Desk-based research was used to produce evidence of successful temporary use and to build a rationale for authorities to look for opportunities to expand local opportunities. Evidence is gathered from open access academic research and commercially available data. For local perspectives, senior officers working in assets & property and in culture & place have been identified in each authority and interviewed where possible. A workshop was held in February 2020 to identify the local issues and priorities and to establish common needs and approaches. A feedback session for authorities will be arranged on conclusion of this report to share learning.

2. Temporary use

This report explores what Ali Madanipour in his book *Cities in Time*¹ describes as 'intentional temporariness', the ways we adapt space for temporary uses in economic downturns or for one-off initiatives and 'experiential temporariness', which relates to aesthetic animation, festivals and experimental engagement.

Temporary use is already a powerful tool widely used by developers, asset owners and investors. Local authorities themselves have a diverse range of embedded temporary activity which is part of the cultural and social life of the place. Planned displays, parades, celebrations are established temporary events that are a fundamental part of urban life.

This report focuses predominantly on empty or underutilised buildings owned by local authorities. For economic development teams and cultural and leisure departments within local authorities, the potential to create short-term value from underutilised land and buildings is widely understood and most authorities have examples of meanwhile use agreements that have been made with third party occupiers.

A common approach is for councils to make agreements for up to three years (often allowing the occupier rights to sub-lease elements of the space) and to retain repair and maintenance and repair obligations. Often the council will provide building insurance through favourable local authority cover arrangements. Agreements can be made against an outline business case, a lower hurdle than would be required for full asset transfer. Sometimes the local authority

¹ *Cities in Time: Temporary Urbanism and the Future of the City*. Madanipour A. London 2017

will be able to agree full rates relief to provide further support in exchange for assurances that spaces are animated for a minimum number of hours / days per week.

As explored in this report, temporary use can provide opportunities to support communities, trial new uses and provide stepping-stones to new long-term functions in a locality. Going beyond this, it also has potential to be part of a range of responses to the rapid changes in the retail and leisure industries, especially where these impact on high streets and town centres.

It should also be noted that the National Planning Policy Framework (NPPF) revised by MHCLG in February 2019 specifically includes a section focused on “Ensuring the Vitality of Town Centres”. The policy advice remains relatively generic with little response to the radical changes occurring in our urban centres.² For example, simply stating that markets should be “retained” or “reintroduced where appropriate” fails to reflect the profound changes that a combination of out-of-town retail centres, online shopping and radical demographic change are having on UK towns and cities.

Where local authorities consider the problems of empty shops, vacant sites and under-utilised public assets, there will be opportunities for temporary uses to address local issues with adaptable plans that reflect these rapid and far-reaching societal changes.

2.1 Key literature review

Temporary urbanism may offer different groups new opportunities for using and creating space in alternative, new ways. This is particularly made possible by the large and small economic crises, which make space more available at affordable prices, but can also be an indication of a longer-term thriftier attitude. The creative potentials of temporary urbanism in socially innovative ways are wide-ranging. The artists, civil society groups, charities and community organisations who had difficulty getting access to space in buoyant property markets see the oversupply of space as a way of developing community facilities, relations and cultural activities. Rather than merely engaging in maximizing returns on investment, individuals and groups - from artists to activists and charities - use space from different perspectives. They may use shops as community hubs, and public spaces for expressing communities’ life experiences through the arts, as an alternative to advertising and the display of commercial interests that dominate the public sphere.

- Cities in Time: Temporary Urbanism and the Future of the City

² <https://bit.ly/3g9Yfwy>

We recognise local authorities are likely to be aware of much of the relevant literature relating to high streets and temporary use, we felt it would be useful to summarise some of the most important material in relation to this paper, both as background context for the recommendations we make but also as a summary of some of the relevant policy drivers. This overview can be found in Appendix I.

It provides a valuable overview of the context for the way policymakers have been approaching the challenges facing our town centres and urban places. Notably, most of them raise issues around empty buildings and sites in town and city centres. There are a broad range of perspectives as to what extent temporary and meanwhile uses can address the fundamental structural changes that are occurring on high streets and across town centres. For local authorities considering meanwhile use as a stimulus, we suggest that reviewing some or all the documents will provide a very useful background to the experience and approach of other towns and cities as well as some of the strategic and policy implications.

2.2 Terminology and definitions

We acknowledge that there are multiple definitions and terms being deployed in a range of contexts. For that reason, we felt it would be helpful to summarise some of these below. The following reflect multiple definitions of meanwhile, interim or temporary use concepts across the world.

Source	Origin	Term	Definition
SQW Consulting 2010	Europe	Meanwhile Use	“Temporary use of vacant buildings or land for social or economic gain until they can be brought back into commercial use.” It makes practical use of the ‘pauses’ in property processes, the traditional cycle of design > permissions > build > market > tenant > re-market that every development undergoes. Projects can transform vacant land and premises from emptiness to active use for creative, cultural and community purposes and can be focused in priority regeneration areas or town centres. Meanwhile use gives the space over to uses that can contribute to quality of life and better places whilst the search for a commercial use is ongoing or until the space is redeveloped.
K Iveson 2013	Australia / New Zealand	DIY Urbanism	In many cities around the world we are presently witnessing growth of, and interest in, a range of micro-spatial urban practices that are reshaping urban spaces. Do-it-yourself urbanisms include actions such as guerrilla and community gardening, housing and retail cooperatives; flash-mobbing, and other shock tactics,

			subcultural practices like graffiti/street art, skateboarding, parkour and more.
L Harley and M Lydon 2014	USA	Tactical Urbanism	Tactical Urbanism is a city and / or citizen-led approach to neighbourhood building using short-term, low-cost and scalable interventions, intended to catalyse long-term change. For citizens, tactical urbanism is a tool to circumvent sluggish bureaucracies and shine a light on the myriad of opportunities to improve neighbourhoods. For developers, it allows “Phase Zero” project implementation that test ideas and bring benefits long before potential development. For municipalities, it increases awareness and offers opportunities to expand public engagement through the project delivery process.

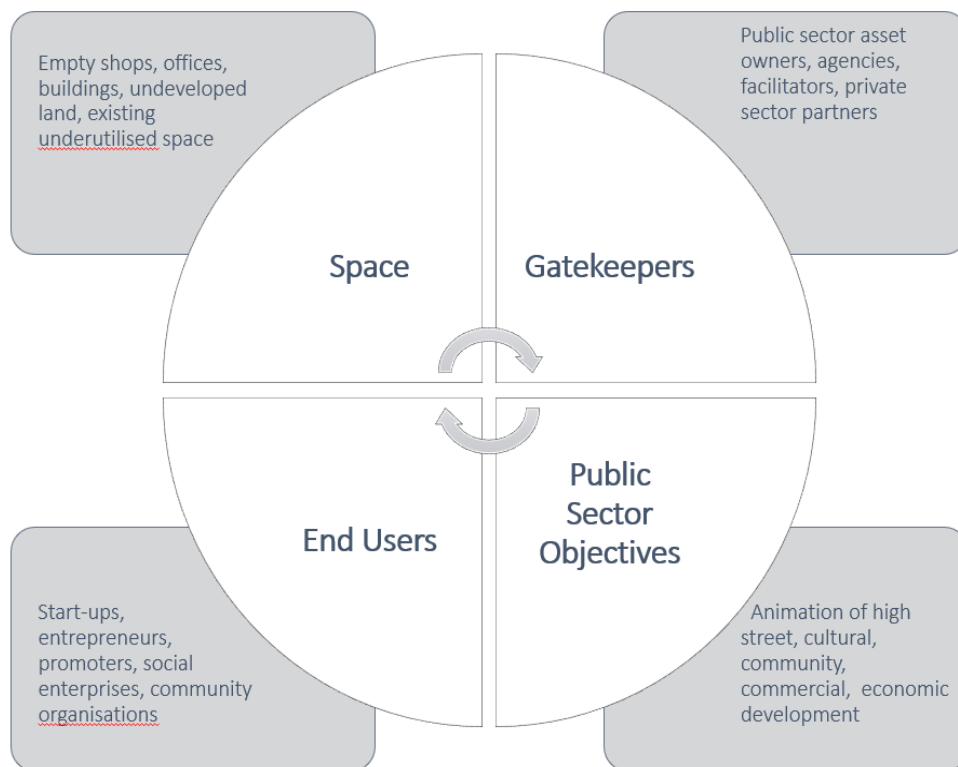
The above demonstrates a diversity of approaches all of which have some relevance for local authorities in West Yorkshire that are considering temporary use as a practical tool for achieving specific objectives.

2.3 Context and scope

This section of the report aims to focus on concepts of meanwhile and temporary uses that will be most relevant to the local authority members rather than attempting to comprehensively document a diverse and complex global phenomenon. It also aims to explore what best practice approaches might look like and to consider some of the post-COVID-19 opportunities and challenges across the area covered by West Yorkshire Combined Authority.

We are aware that this is an area of activity with which all local authorities are broadly familiar, to the extent that there have been specific projects and initiatives that have taken place over the last ten years. From long-established projects such as **Art Hostel** in Leeds to recent examples such as the **Open Doors** pilot project in Bradford’s John Street, there have been many incremental projects delivered in West Yorkshire by private, third sector and public sector organisations that have demonstrably contributed to nurturing communities, place-shaping and provision of affordable workspace. Increasingly, temporary and meanwhile uses are identified as being potential components of specific funding bids and action plans to address issues on our high streets or support specific sectors such as the cultural and creative industries.

The following diagram reflects the broad context for the factors influencing interim uses in town and city centres specifically relating to the public sector. There are other (sometimes related) reasons why private sector asset owners may directly engage in activities that stimulate temporary uses, but the focus of this report is on public sector assets and specific benefits and opportunities for local authorities.



Of the research and analysis already undertaken for projects across the UK and in other parts of the world, the following appear to be the primary objectives for investing time and resources in stimulating interim uses.

Key issue	Public sector objective	Desired outcomes
Declining high streets and wider town centres with increasing numbers of empty units, decreasing non-retail businesses.	Find ways to ameliorate the impact of empty, derelict and unsightly units or plots in town centres. Encouraging high quality workspace in town centres.	Facing up to the structural change that is occurring by reducing the amount of retail units. Increasing office, residential, leisure and experience-based activities in town centres.
Significant increase in online shopping resulting in fundamental structural change to how and when people shop and therefore how shopping destinations perform.	Develop a clear vision and rationale for specific town centres, helping asset owners and existing traders redefine the function and purpose of their centre.	A collaborative approach to addressing what is a fundamental change in the way our town centres function – working together to identify the opportunities and overcome the challenges.
Substantial and reductions in footfall continuing in urban centres (apart from global or high performing cities)	Manage the transition, avoiding large swathes of empty units and attract more	Adapt town centre functions to more targeted activity with smaller, more specialised retail and service functions, more

	diverse range of businesses to town centres.	residential and More diverse commercial uses.
Homogenisation of high streets between 1970 and 2000 resulting in weakening of the sector and of the locations in which they are based, increasing susceptibility of weak economies to rapid sector change.	Bring key stakeholders together to acknowledge the extent of change and to develop/support local ideas and initiatives that may help to build long term resilience. Celebrate differentiated and unique qualities of places.	Encourage continued diversification and more start-up and independent businesses to be located in previously failed or regularly empty units. Encourage innovation and find ways to share and manage risk.
The need to attract more people working and meeting in urban centres , resulting in purchase of leisure and amenity services, predominantly Monday to Friday.	Start to generate alternative and diverse 'offers' which reflect pluralistic urban centre functionality by harnessing under-utilised assets, help innovate, generate new ideas, reduce barriers to stimulate new approaches and functions.	Even in very small urban locations, the scope for attracting more non-retail businesses (particularly those requiring walk in services such as health, wellbeing etc) will be increased, ensuring active centres but not necessarily driven by retail.
The need to increase the amount of 'attractor' events and activities that engage multiple audience segments (both local and inward visitors) into urban centres to increase footfall and the use of retail and leisure service providers.	Temporary use of under-utilised assets are leveraged to generate events and to test out what works; to determine which types of retailers can thrive and what alternative functions (residential / leisure/ service economy) can be deployed in persistently unoccupied units and sites.	Enhanced annual plans that engage local organisations and networks to maximise the use of empty or under-utilised facilities as well as public realm, to generate a more extensive sequence of events as reasons to regularly engage in the centre.
Participation, engagement and showcasing linked to local organisations, networks and communities, reflecting the identity and values of the location.	Facilitate new approaches to animating and enlivening empty and under-utilised assets (public and private sector) which goes beyond occasional initiatives and is part of a multi-annual, zoned, strategic plan.	A clearly defined, bespoke identity that differentiates the location and leverages under-utilised assets and locations to attract, develop and sustain new talent.

2.4 Interim, temporary or meanwhile?

The brief for the report assumes the temporary and intermediate nature of uses. This reflects that much of the literature, research and indeed actual projects has been predicated on a time-limited activity in a way that is different to a commercial tenant taking a defined lease for a specified period of time even though this is also self-evidently time limited. The difference might be reflected in the fact that for an interim or meanwhile use project, no (or minimal) rent is paid and the objectives may be wider than simply one business renting space from another for the purpose of delivering net profits.

In some cases, asset owners may not feel comfortable with granting permission for use of a building or site other than for a limited period as they consider there to be a risk of reducing the value of their asset or inhibiting its future use. Indeed we anticipate that where local authorities do ultimately support temporary uses, this will in the majority of cases be through a relatively short-term (1-3 years) licence or lease, opted out of the Landlord and Tenant Act and in many cases, with landlord-only break terms, providing relatively short notice periods.

There are strengths and weaknesses to this short-term approach, summarised below:

Strengths	Weaknesses
Asset owners can ensure if the ultimately intended commercial opportunities are realised (funding/planning permission, market conditions), they are not committed to a temporary use that compromises their commercial objectives.	The ability for end users to obtain their own return on investment from their activities is often a key barrier as to why a site or building cannot be let by a suitable end user. Most end users make a significant, proportionate (to their capacity and activity) investment in adapting a site or building and unless they have sufficient time to generate income or deliver funded activity, they may be unable to proceed.
End users can try out activity (commercial, social, cultural), minimising risks and exploring (by doing) how they can deliver their activities.	Not all end users want to be constrained by interim use. In fact, in many cases researched as part of this report and from this team's experience, most 'temporary' end-users aspire to longer than temporary or interim uses.
Short-term use can be activated very quickly unlike 'permanent' development or new use functions which may require multiple permissions and significant project development capacity before implementation.	We are aware (from research and direct experience) that many projects continue to operate under very short landlord notice periods, unable to financially plan beyond these constraints and forced to operate in a very insecure environment having multiple implications for project implementation, consolidation and sustainability (e.g. Kazimier Garden Liverpool).
Short-term or pop-up is a relatively established way of operating, particularly in large core cities where footfall is high and where proximity	In a context where successful promoters, operators, and enterprises are ever-more important to our town centres, do we need to do more to assist new activities and businesses to become more embedded in our urban

to critical mass of other shops or cultural institutions generates value (in different forms) for end users	centres? Inflexible structures may encourage them to leave, having invested enormous energy and resources in establishing their activities (often taking far greater risks than the asset owner).
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Emerging from a number of the existing reports and strategies relating to meanwhile use and from the local authorities that participated in the consultation (see Section 3) is a realisation that, for certain units and sites, the problem causing a particular location to become disused should no longer be considered a temporary or meanwhile issue.

It may be that a different approach needs to be articulated which, rather than emphasising the temporal interim nature of any particular use, focuses on the actual function and its viability. If a function is not sustainable or fails, then it may ultimately be meanwhile but if it is successful and viable the use and the terms can evolve and become permanent (or as permanent as any business occupier can be).

The issue here is that expectations embedded in terms such as ‘interim’, ‘temporary’, ‘meanwhile’, ‘pop-up’ reflect transience rather than a cycle of new uses, activities and functions. The underlying assumption is that high value retail will return, eventually, to that location and that

Stakeholders have to take a longer-term perspective, aiming to generate new ideas that stick and that are not undermined by a risk averse approach assuming a better offer will emerge.

the underlying problems affecting those units will diminish and the owner/investor will once again reap the level of return they might previously have expected.

In the Grimsey 2018 Review³, a whole range of initiatives are suggested including sensor-assisted parking, digital transformation, workspace and encouraging ‘rebel retail’ (harking back to the pre-pop-up retail term of ‘guerrilla retail’).

“...as the curated mix of retail and service is emerging following data insights and AI high street models, space is needed to pilot new retail or service concepts. Flexible planning must support reconfiguring of a store to join with its neighbours to form a larger unit, offer a pop-up on upper floors of office buildings or a mix of office-cum-pop-up to underpin the adaptive high street.”

With 143,128 jobs lost in retail during 2019 (the 16th consecutive year of decline for the sector in the UK⁴) and with the likely impact of COVID-19, this is simply no longer the case. Stakeholders have to take a longer-term perspective, aiming to generate new ideas that stick and that are not undermined by a risk averse approach assuming a better offer will emerge.

³ The Grimsey Review 2 Edition. Siobhan Croszier, London 2018

⁴ Drapers Online 30/12/2020

2.5 Post COVID-19 opportunities and challenges

At the time of writing the country is in lockdown. Whilst there is much we do not yet know about how our towns and cities will emerge from the impact of COVID-19, it is widely predicted that there will be a sharp recession with large numbers of people becoming unemployed and a very heavy impact on leisure, hospitality and retail. Authorities that have pinned their town centre recovery plans on strengthening their night-time economy will have to think again.

The need for town centres to be re-established as gathering points for social connections will depend on our ability as a society to overcome the restrictions of social distancing. It is already glaringly apparent that one key impact has been to drive even more retail activity online and we can anticipate this having long term implications.

Nesta reports as follows. “The trend towards online shopping has hugely accelerated and is unlikely to revert; this will further impact high streets (with the possible exception of local grocery shopping, where there is renewed interest in local, non-supermarket options).” Nesta also speculates that this will be a recession with some startlingly different characteristics from

Meanwhile use has potential to be part of a much more ambitious and visionary exercise in re-engaging our communities in physical and social experiences. We should be brave and imaginative about how we envisage and plan for this.

previous downturns. Business models will change, reducing the need for office space and physical stores and many of the jobs lost as a result of the pandemic may not be replaced.”

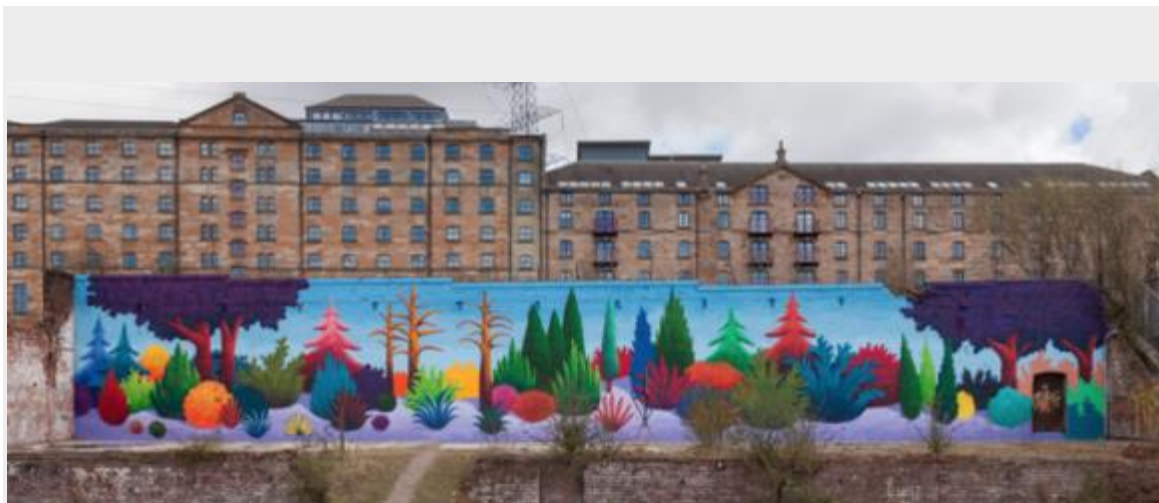
This means more than ever that radical, long-term structural change will be required. We can anticipate that the impact on already challenging times for high streets and town centres will need more than just a few short-term initiatives to be kick-started back into life. Fundamental functional change is ahead. Local authorities will need to help facilitate more radical approaches than was perhaps previously envisaged in terms of the time period over which this might impact on businesses. The suddenness of the transition will call for bold and brave new actions, building on what has been learnt since 2008/09 recession.

Any actions resulting from this report need to point the way to a series of initiatives that, anticipating the ongoing impact of COVID-19, do not necessarily focus on the temporary nature of meanwhile use, but emphasise the importance of innovation to attract new energy, talent and uses to failing locations. This will include targeting under-utilised public realm as totemic spaces that reflect the essential social aspects of human beings and their desire to gather together, celebrate and share. Meanwhile use is not merely a patched solution to a systemic problem. It has potential to be part of a much more ambitious and visionary exercise in re-engaging our communities in physical and social experiences. We should be brave and imaginative about how we envisage and plan for this in a post-COVID world.

Case Study

Stalled Spaces | Glasgow

Vacant Land / Community / Arts / Green Space



Glasgow City Council's "Stalled Spaces" scheme, supports citizens to participate in urban renewal of their communities by providing them with the opportunity to repurpose vacant or underutilised land for temporary projects.

Nationally acknowledged, in its first year, 2011, the scheme supported more than 50 projects across Glasgow which brought 15 acres of (predominantly private) land back into active use. This was used to secure an estimated £500,000 in additional match funding - 6 times that of the initial project funding secured from the Central Scotland Green Network's development fund. The project is ongoing with its most recent call for applications in January 2020.

A good Stalled Space project requires the agreement of the landowner, a location that is suitable to the proposed use and an idea which reaches out to the wider community to become inspired and involved.

Assistance is available from a minimum £1,000 to a maximum of £4,500 with three rounds of projects being considered each year. Ongoing projects include but aren't limited to growing spaces; pop-up gardens; wildlife areas; urban gyms or natural play spaces; temporary art in the form of pop up sculptures; spaces for events or exhibitions.

The project has been particularly successful in providing an integrated approach between multiple partners, organisations and communities. This has included engaging the creative sector with local communities, initiating intergenerational projects to reduce negative perception between age groups, and connect community groups with landowners. It has also seen a positive impact on access to local produce and dietary health.

Moving forward the project seeks to strengthen its links with Glasgow's creative sector by providing space for projects involved in Glasgow International Festival of Fine Art.

In addition to providing seed funding, the project gives advice and accessible toolkits to both landlords and those wishing to initiate projects.

3. Local Authority perspectives

Local authority officers have been canvassed through a combination of individual interviews to establish the local context for temporary use and a group session to determine the overarching priorities across the Combined Authority. Where possible, officers working in both regeneration teams and asset teams have been consulted and, in some authorities, multiple officers with a wider range of functions have been met and their views incorporated into this analysis.

3.1 Shared intelligence

Several authorities put forward officers for individual meetings to discuss the issue of temporary use of public assets.

As a general observation, most of the officers across the authorities recognised the strategic importance of temporary use. It sits between and potentially connects key functions in local authorities: assets, economic development, culture & place, community benefit and can contribute to overarching regeneration and corporate strategies. Exploring potential for temporary use can also provide development intelligence for authorities.

From a property perspective, reducing expenditure on vacant buildings through temporary use is a key benefit to local authorities. Following ongoing cuts to local authority budgets throughout the last decade, there is a keen understanding of the need to cut costs through rationalising assets where possible.

Vacant buildings create management burden and unavoidable expenditure. Empty buildings incur void rates liabilities, unless they are listed. They do not attract rent or service charge payments to contribute to their upkeep and life cycle costs. Buildings require management and security, either provided directly by the authority or by subcontractors. Some local authorities in the area have arrangements with Guardians to look vacant buildings and provide a level of security and management.

Several officers raised the link between temporary use and Community Asset Transfer. Some officers were actively involved in working with groups who were seeking to negotiate Community Asset Transfer of local authority owned premises. These are agreements entered into voluntarily by public bodies to transfer ownership (at below market value) and/or management of buildings, often to not-for-profit organisations. Temporary use can provide a complementary approach, allowing the authority to manage risks by providing short-term try-outs and giving community organisations time to build capacity and demonstrate the benefits.

Arts and cultural elements are often part of the mix of asset transfer, for example with developing proposals for former libraries. Asset teams often work together with Arts and Culture officers around the development of these projects.

In terms of regeneration, temporary use has potential to sit within wider town centre interventions and inclusive growth plans and play a role in revivifying neighbourhoods.

temporary use has potential to sit within wider town centre interventions and inclusive growth plans

As discussed in Section 5, work is underway to secure Towns Fund or Future High Streets Fund investment in several locations in the target area. Practical projects that can contribute to wider area-based regeneration are needed. Bringing elements of innovation alongside means to encourage engagement and ownership of these initiatives on the ground may be key to securing or maximising these opportunities.

Finally, and importantly, the relationship between temporary use, modular construction and climate emergency was highlighted in several interviews and discussed at length in the workshop. Finding new life for existing buildings contributes markedly to carbon reduction. There is an opportunity to champion the re-use of existing buildings as well as the construction of wooden framed buildings in preference to building new concrete structures (which are estimated to create 6% of global carbon emissions each year).

3.2 Local contexts

Several authorities put forward officers for individual meetings to discuss the issue of temporary use of public assets.

As an overview, there is a fundamental need to generate stronger city and town centres in several of the authorities, rebalancing end uses and being less reliant on traditional retail. Whilst successful city centres are typified by having diverse types of end uses including a good stock of high-quality office space, the question is how this can be best achieved in locations that are weaker. Attracting more creative businesses to office and studios spaces in town centres would be welcomed by most authorities. However, how can this be delivered? Doing so successfully requires a package that will attract these businesses, including a community of businesses and local amenities that cater for them. The amenities and community that occupiers want will only evolve once these occupiers are based there and providing a market for them. It is clear from the individual authorities discussed below that some are planning significant interventions to break the cycle by putting creative industries at the core of their plans to deliver change.

Kirklees

- Officers from Kirklees noted that independent proposals are being developed for a possible asset transfer of a vacant property owned by the authority that involves drop-down workspace as part of the mix of proposed end uses.

- Kirklees authority has recognised creative, cultural and digital industries as one of four key sectors in the district. In Kirklees the sector has a value of over £100m pa and is made up of 2,100 active businesses which form 13% of total business stock.
- Kirklees has been developing a new £250m forward plan for Huddersfield town centre. This involves ambitious strategic interventions to reshape the town centre. The Huddersfield Blueprint is a 10-year vision that identifies 5 objectives in 6 key locations, including the development of a new cultural zone in the Queensgate and Piazza area.
- In Huddersfield, the new Cultural Heart will include the library, art gallery, museum and a live music venue in the Piazza and Queensgate area. It will be supported by restaurants, bars, cafes and the Lawrence Batley Theatre.
- This has already involved acquisitions of underutilised property that will await development and provides opportunities for temporary uses in the interim.
- Kirklees purchased the failing Piazza Shopping Centre site (including the market hall) approximately seven months ago. It will be transformed by 2023 with some demolition and some adaptation. A plan is being developed to remove the lower quality elements and retain the impressive brutalist market hall, converting it to a flexible arts venue. The demolitions will enable the creation of a new family-friendly outdoor gathering space.
- The local authority has been actively trying to stimulate temporary creative and cultural uses in what has been a failing development with high levels of void units (65%) and dwindling footfall.
- Through this large-scale place-making project, all of the previously vacant units have now been activated through the cultural initiative Temporary Contemporary, a partnership between Queensgate Market, Kirklees Council and the School of Art, Design and Architecture, University of Huddersfield.
- Spaces are being offered for a combination of creative, cultural (and related professional development) uses, initially on a cost-free basis. Projects in the individual spaces, taken together, are acting as stepping-stones towards future uses as the new Creative Heart develops at this location.
- The ambitious intervention has included several retail spaces being repurposed as galleries to attract footfall and provide animation. A programme of launches and public-facing events has been delivered throughout the first months of 2020 (although, whilst this report is written, activity is temporarily suspended to combat the spread of COVID-19).

We're enthusiastic about supporting people in Kirklees to showcase their talents and fulfill their potential.

Cllr Graham Turner, Cabinet Member for Corporate Services

Leeds

- There was strong and coordinated interest from Leeds with five officers consulted via individual meetings and one via telephone prior to the group workshop. This included representation from Assets, City Centre Management, Culture and Regeneration. Officers welcomed any research on meanwhile use that could contribute to development intelligence and inform perspectives on asset rationalisation and assets of community value.
- Leeds is interested in exploring opportunities which may emerge from the current crisis in anticipation that more buildings will have the potential for temporary as well as longer-term repurposing.
- One specific temporary use location had already been provisionally identified in the Innovation Quarter just north of the city core. This is in discussion with an operator that specialises in container developments. The prospective development would combine Food & Beverage outlets with some retail and event space.
- A second location that was raised for discussion was Morley, one of the 100 towns that is preparing a business case for up to £25m from the national £3.6bn Towns Fund discussed in Section 5. A Morley Town Deal Board drawn from across the community will oversee development of the final proposal which is due to be submitted in September 2020. An exercise to identify underutilised public sector assets there is planned to inform development of the proposals. Whether temporary use will play a role has yet to be considered.
- Whilst LCC has not undertaken a spaces survey with regard to temporary use opportunities, the authority has completed a survey of existing workspace for the creative/digital sector. Leeds Workspace Ecosystem (2019) identifies unmet demand for maker space in Leeds.

Selby

- Selby District Council is a two-tier authority rather than a unitary authority. The County Council assets include schools and care homes. For the District Council, asset management has traditionally been focused on its own assets in housing and leisure provision.
- The local focus is on regeneration in Selby town and centre and the train station and to capitalise on growing visitor numbers associated with Selby Abbey. The visitor economic strategy & the Economic Framework both feature culture as a driver in the district and this has led to the creation of two posts, A Tourism Development Officer and a Culture, Visitor and Creative Economy Officer. A Cultural Development Framework is now under development and culture is seen as an important contributor to health, wellbeing and regeneration.
- The council reports that there is little existing infrastructure in the town centre for the cultural sector other than the Town Hall, an arts centre with a strong programme for

audiences of up to 150. There are no ACE-funded National Portfolio Organisations in the District.

- The council is interested in the mapping of demand and feasibility for creative workspace and in meeting future start-up needs across the district. Officers believe there is some potential demand for maker-friendly workspace and that temporary use premises present an opportunity to test this. As well as the maker space potential, Selby wants some help in understanding what future needs there might be to provide infrastructure to attract higher value e.g. digital sector businesses.
- Selby has purchased two vacant buildings. These could be disposed of through sale but the council is open to temporary use as another way of activating these assets. The Town Council has purchased the 1811 Building a former Victorian subscription school (Portholme Road, Selby YO8 4QQ). In Tadcaster, a former NatWest bank is a fine building on a corner plot at 32 Bridge Street (junction with High Street, LS24 9AL). The authority also owns the former Barlby Depot site and is open to a temporary creative use of the land that could create a more welcoming entrance to the town.
- In terms of local Creative & Digital Industries business activity in the wider district, Church Fenton is a significant cluster with growth potential. Already home to Screen Yorkshire and with temporary consent for film studios, planning permission was secured in 2019 to develop the creative hub on the former RAF airbase. The project, 'Create Yorkshire', will build on the success of the Church Fenton Studios with the redevelopment of the major brownfield site to provide enhanced opportunities for film and TV employment growth.

Wakefield

- Three officers from Property & Estates and from Arts, Culture & Sport made themselves available for one-to-one calls and meetings. All set out the central role that culture plays in the authority's forward planning of regeneration and expressed enthusiasm for introducing temporary use projects in council-owned buildings.
- The relationship between creative industries development and meanwhile space has come into focus for the authority over the last 18 months. Work has been carried out mapping demand for creative sector workspace and this has helped raise awareness of the benefits that creative industries can bring to the city and district. Building on this, Wakefield has been successful in raising investment to grow the sector through its Creative Industries Growth Fund (WX3). Wakefield was selected as one of only five locations to be awarded Cultural Development Fund, securing £4.4m towards a programme with a value of over £13m. This will drive skills and training, create new workspace hubs and support growth at Production Park and deliver opportunities to showcase talent in the city centre.
- Of relevance to this report, a key opportunity has been identified to repurpose the former Wakefield Market Hall, a distinctive building and canopy designed by architect David Adjaye as a new hub for culture and creativity in the city centre. Development of the council-owned market hall site will be a central pillar of Wakefield's plan to use culture as a driver for economic growth and change.

- Whilst plans for the two adjacent empty market buildings are developed, some temporary cultural use has already been delivered. Artist Luke Jerram's touring exhibition, Museum of the Moon, attracted 31,000 visitors between 23 August and 8 September 2019. During the festival, there were marked increases in footfall in Wakefield's retail core and this has helped to build widespread confidence in the new direction planned for the market buildings. Cllr Jacquie Speight, Wakefield Council's Cabinet Member for Culture, Leisure and Sport, said: "The transformation of the former Market Hall into a fantastic cultural hosting area has been incredible and this is just the start of a new era for this space."
- As part of Wakefield work in preparing its final bid to Future High Streets Fund, a new high-level master plan for the city centre is being developed. One of the key concerns is empty shops, dwindling footfall and the need to diversify uses in the city core.
- Led by the private sector and the creative sector, temporary use initiative, Makey Wakey is a new partnership between The Art House and The Ridings Shopping Centre. Several units have been segmented into smaller units to reinvigorate empty spaces within the shopping centre with temporary exhibitions, installations and creative workspace. A digital agency plans to be an anchor tenant for the workspace element.
- In the wider borough, Castleford has been selected as one of the 101 towns to take part in the application process for the Towns Fund. If successful, funding will be focussed on projects to support economic growth and regeneration through improved transport, better broadband connectivity, cultural assets, skills and enterprise infrastructure. The council has established Castleford Taskforce, a board made up of local businesses, funding partners, community groups, ward members and the local Member of Parliament, Yvette Cooper. The Taskforce's role is to represent Castleford and set the vision and strategy for the Town Investment Plan, the detailed business case against which funding allocations of up to a maximum of £25m per location will be awarded. Whilst we are in uncertain times, the expectation is that the final plan will need to be submitted in the summer of 2020.

3.3 Workshop feedback

On February 13th, 2020, a workshop was held in Wakefield. 20 officers attended, with most authorities represented. Following presentations and discussions, participants took part in three exercises to establish the priorities for future work on temporary space.

Firstly, authorities identified the types of temporary use projects that were most relevant to their areas. The overwhelming consensus was around the potential for temporary as part of a mix of interventions to combat failing high streets. A connected secondary priority was repurposing former market halls, an interest common to several authorities. There was also interest in container development, although the likely spike in vacant property following the pandemic may have changed priorities since then.

1: What types of projects do you anticipate will be relevant to your authority?

		TOTAL	RANK
1	Failing high street / edge of high street – 1,200 sm of space available in ground floor retail or old bank	9	1
2	Empty site (no building) with hoarding in 2,000 sm edge-of-town-centre location.	0	
3	Empty office building with ground floor retail (occupied) leaving remaining upper floors 100 - 800 sm	2	4
4	Old light industrial warehouse: in outlying location (not main retail core) with mix of workspace and retail	3	3
5	Old market hall: due for redevelopment 5+ years	6	2
6	Old bus station: no longer required (currently being used as yard by coach operator)	0	
7	Old school: uncertain plan for future: maybe redeveloped for housing but not for 5+ years	0	
8	Stacked container development: e.g. Crinkle (Sheffield), Spark (York)	2	4
9	Mobile temporary: tow-on options for empty sites	0	

Secondly, officers were asked to identify the main challenges to increasing temporary use. The three main issues were identifying suitable authority-owned assets, the responsibility for day-to-day operation and risk management. Concern about compromising future development of buildings and the challenges of developing viable revenue models were also highlighted.

2: What might be the challenges?

		TOTAL	RANK
1	Identifying viable sites or properties	9	1
2	Developing a clear vision with aims and objectives to communicate to the authority, stakeholders and partners	3	10
3	Calculating the anticipated economic, cultural and social benefits of the project	5	4
4	Brokering relationships with potential occupiers and end users	0	
5	Researching demand or gathering evidence of need for selecting one project over another	4	7
6	Developing the financial and operational model including all relevant costs	5	4
7	Sources of funding to deliver the capital investment to make the project happen	3	10
8	Enabling works to make such properties suitable (utilities/ hoardings etc)	4	7
9	Curating the mix of tenants, occupiers, activities and end-users	0	
10	Proactive capacity building, facilitating access to small grants and creating routes of support for potential occupiers	4	7
11	Concern about sterilising or compromising future use of the building or site	5	4
12	Responsibility for day to day operation and management once the project commences	8	2
13	Risk management (landlord) – comprehensively evaluating and mitigating the risks	7	3
14	Sharing and managing risk for end-users to incentivise take-up and remove obstacles		

Finally, participants were asked to identify their priorities for support. By far the greatest priority was for support and know-how from experienced advisors at specific stages of the projects. Discussions on how temporary uses could take root and develop into permanent use was also reflected in the priorities, suggesting that it is important to help officers make the case within their own authorities. Practical tools such as template letting agreements and case studies also featured on the collective wish-list. (Note that template leases have been provided at Appendix II.)

3: How can this project and further input help to overcome these challenges?

		TOTAL	RANK
1	Overview of meanwhile projects across north of England		
2	Template plain English letting agreements for occupiers	7	6
3	Mini-case studies to assist communicating economic, cultural and social benefits	8	4
4	Checklist of issues to consider in relation to potential meanwhile use sites and buildings	8	4
5	Pump-priming funding for small scale capital works to enable new initiatives	5	8
6	Support and know-how from experienced advisors to assist with specific stages of the project	16	1
7	Planning Permission and licences ensuring compliance for projects	6	7
8	Health and Safety risk assessments ensuring compliance for projects	9	3
9	Better understanding of upside benefits to long-term occupation (beyond the initial temporary period)	11	2
10	Practical support in identifying suitable partners or end users for premises		



NDSM-Loods is an example of an authority working collaboratively with communities of end users, ensuring that they maintain a stake in an area as redevelopment comes forward.

By 1997 the NDSM docks in Amsterdam had become a derelict space with very little productive commercial use. Communities of artists and skateboarders had become very invested in the area, thriving on the potential and value they found in the empty land, disused factories and warehouses which they had long squatted. When developers started to target the area for regeneration, these communities feared that they would be pushed out so they sought ways to advocate for their participation in the development of the area.

Members of the community commissioned research and consultation which led to the production of “The City as a Shell”, a proposal for an alternative development model that (by providing citizens with an active role in shaping their environment) would be inclusive and could adapt to changing needs and desires. In response, the Northern district authority of Amsterdam offered a group of artists, theatre makers, cultural entrepreneurs and skateboarders (led by artist Eva de Klerk) the opportunity to manage NDSM-Loods, a 50,000 sf former shipbuilding factory. The aim was to test different ways of occupying and using the space in order to develop business models and make the case for longer-term use.

The group developed what they coined the “Kunststad” or Art City, made up of 80 artist studios bars, indoor skatepark, cultural business space and 12 theatre workshops. The factory was fitted out to provide a framework within which artists and other occupants could easily build their own customised studios to meet their specific needs. In 2008, when the buildings were returned to its owners, the project had proven its case. The new management allowed the existing occupants to remain and worked closely with them to develop NDSM Loods further. The site is now considered one of Amsterdam's cultural hotspots.

4. Demand

4.1 Profile of creative & digital start-ups

This section of the report presents analysis of start-ups in recognised Creative and Digital Industries subsectors in the study area to include the administrative areas of Leeds, Bradford, Wakefield, Kirklees, Calderdale, Selby and Harrogate.

Our method has been to utilise the 2007 Standard Industrial Classification (SIC) codes that best map onto the creative and digital industries in order to provide a current picture of the creative and digital industries, as well as a baseline of the sector going back over three years to show growth patterns. The SIC definition reflects latest Standard Occupational Classification (SOC) definitions of the creative industries as used by DCMS since January 2015 in economic estimates. These include specific digital business activities in IT, Software and Computer Services, notably software development and web design.

SIC codes and subsectors

Sub-sector	SIC codes
Video Games, Software and Computing	5821 : Publishing of computer games
	5829 : Other software publishing
	6201 : Computer programming activities
	6202 : Computer consultancy activities
	6312 : Web portals
Audiovisual Industries	7420 : Photographic activities
	5911 : Motion picture, video and television programme production activities
	5912 : Motion picture, video and television programme post-production activities
	5913 : Motion picture, video and television programme distribution activities
	5914 : Motion picture projection activities
	5920 : Sound recording and music publishing activities
	6010 : Radio broadcasting
	6020 : Television programming and broadcasting activities
	1820 : Reproduction of recorded media
Press and publishing	5811 : Book publishing
	5813 : Publishing of newspapers
	5814 : Publishing of journals and periodicals
	5819 : Other publishing activities
	18130 : Pre-press and pre-media services
	6391 : News agency activities
Arts and performing arts	9001 : Performing arts
	9002 : Support activities to performing arts
	9003 : Artistic creation

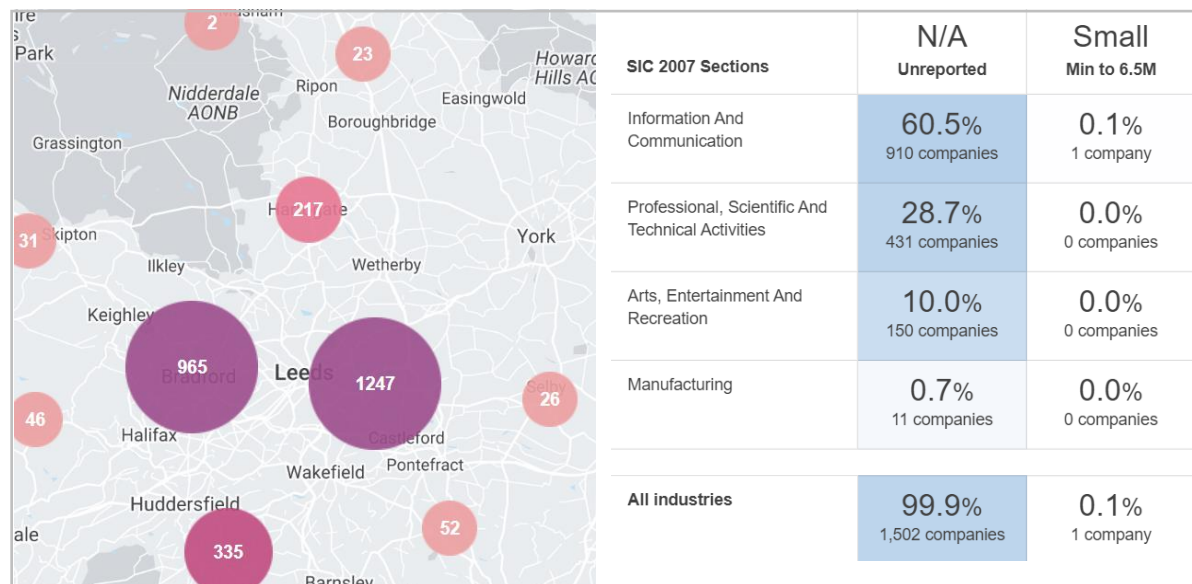
	9004 : Operation of arts facilities
Advertising and Marketing	7311 : Advertising agencies 7312 : Media representation
Design and Architecture	7111 : Architectural activities 7410 : Specialised design activities

In order to generate a current picture of the scale of start-ups in the CDI sector, we used commercially available data from DueDil, which draws its information from Companies House and a number of other commercial and public sources.⁵ SIC codes were used to identify individual start-ups across the study area. Addresses for these businesses allow us to generate a database of CDI businesses and plot those companies on a map. Two surveys of companies were carried out to show patterns of growth in the sector over (i) the last 12 months (ii) the last three years.

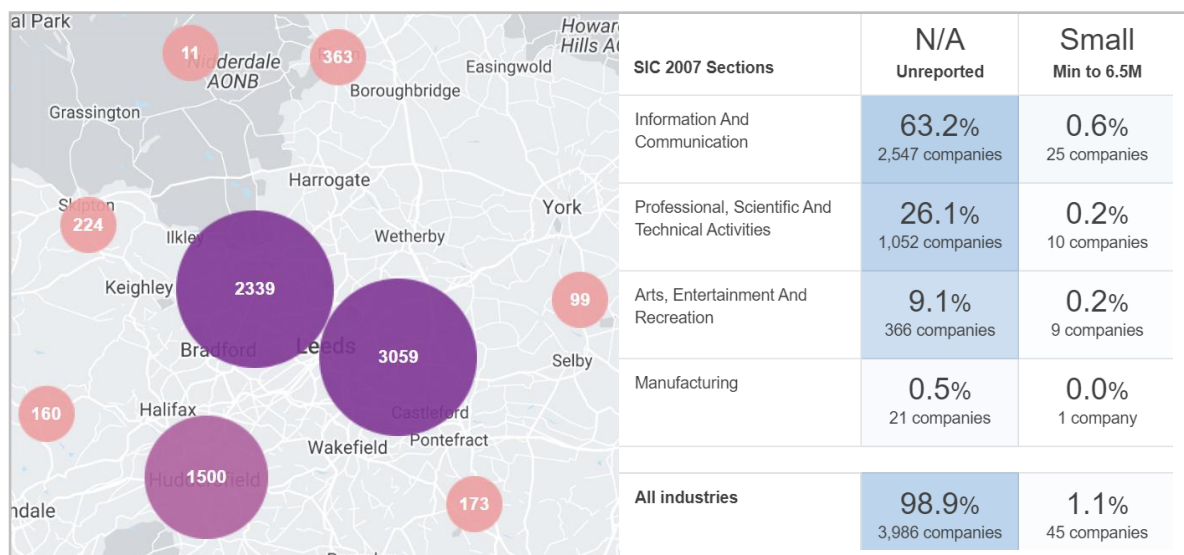
Whilst there are weaknesses in the way that business activities are described by codes (for instance business activities may change over time but codes may not be reviewed), our research does indicate that activities that relate to software design and web design are very significant and are growing amongst start-ups.

The following maps illustrate the rates of starts up by location across the last year and across the last three years for comparison (based on live data on 16 March 2020).

CDI Company Formation last 12 months (to March 16th, 2020)



⁵ DueDil provides real-time data on companies registered in the UK & Ireland.



CDI Company Formation last 36 months (to March 2020)

As a general overview it is notable that Information and Communication SIC Codes are dominant in this survey of Creative & Digital start-ups (including Other Software Publishing; Computer Programming Activities; Computer Consultancy Activities).

Whilst Leeds is acknowledged a leading UK city in terms of CDI start-ups, Bradford, Wakefield and Kirklees are also very strong.

From a temporary use perspective, it is interesting to note that in the most recent year there has been a growth in the rate of start-ups in arts-related businesses and a reduction in that of professional services.

4.2 End user space requirements

Whilst some meanwhile opportunities will be made available as high-quality ready-to-run premises (such as those provided through the well-resourced Open Doors Fund pilot in Bradford, see section 5.1), disused premises will more commonly require substantial work before they are fit-for-purpose.

From a local authority perspective, Humber Street, Hull, provides a useful case study. Following a large-scale acquisition of properties that were to have been demolished for new development, plans were halted by recession. Former fruit market warehouses sat alongside buildings that had been vacant for many years. In the first wave of occupation for meanwhile use, a decision was taken to bring eleven properties back in to use.

All of the properties in Humber Street required some work before they could be made available for occupiers to fit out. Minor works to these basic properties included ensuring that all properties were watertight, secure and had necessary utilities. Shop fronts were introduced

in lieu of roller shutters where appropriate. Building insurance was arranged through the local authority.

In other locations, there are temporary space opportunities in relatively modern retail units that need little or no adaptation before being usable. However for larger buildings that would require a multioccupancy approach (such as creative studio space) to be sustainable, the challenge is finding affordable ways of segmenting individual spaces that can be heated, provide a level of privacy and offer some acoustic and thermal insulation. Solutions to this range from ready-made modular systems to custom-built DIY structures.

In terms of fit-out, meanwhile is a world of improvisation and this can become a successful part of the aesthetic of the space. Necessity is the mother of invention and resourceful end users will rise to the challenge of adapting the spaces that are made available whatever the circumstances. In our review of examples of approaches to fitting out temporary creative workspaces (see Appendix III), the range of approaches to creating flexible multi occupancy space demonstrates the innovation of the groups who take on and manage these projects.

The concept of modular construction sits easily with the DIY approach of utilising meanwhile space. Modern Methods of Construction (MMC) or Modular Construction is the design of flat pack components that are constructed on site and can range for a coffee table to a workspace to a whole fully functioning building.

Using MMC techniques can be cost effective in terms of reducing time required on site, minimising the uncertainties of weather and local conditions and can impact on the climate change agenda by using less resources, creating less waste and improving thermal performance.

Architects, Bark Studios provide a good exemplar project. They designed and created flat pack workspaces that were utilised during East Street Arts' temporary occupation of a large empty retail space on Boar Lane in Leeds. The owners of the space, Kinrise, commissioned the pods (as detailed in Appendix III) and have since reused them as part of a new contemporary coworking space.

One of the obstacles to making use of modular designs for meanwhile spaces is that the buildings come in every size, shape and condition. Often the division of spaces needs to be bespoke. There is more potential to develop an approach to modular construction for interior fit-out for example kit-built kitchens, reception areas and workshops. A good example of this is the Art Hostel in Leeds where artists designed a modular bed that interlocked and overlapped, saving space and making a more unusual place to stay.

There is scope to further explore an approach through modular construction for interior design of meanwhile spaces. We can anticipate that some large regularly shaped units may become available and require segmenting quickly and affordably for multiple end users. Piloting ready-made solutions on live projects in West Yorkshire could provide encouragement to landlords to repurpose large empty units and contribute to repopulating town centres.

Case Study

Spark* York

Retail / Hospitality / Business Incubation



Spark* York is a community project initiated in 2018 that has turned the Piccadilly area of York into a thriving village of independent enterprises using 23 Shipping containers arranged over two Levels. The project was initiated to bring the vacant land left by the demolition in 2015 of an aviation factory and tram depot, that had sat vacant for two decades, and bring it into productive social and commercial use until longer-term developments could be secured.

The village was designed by Unconventional Design who specialise pocket-sized design. It offers street food kiosks, beverage kiosks, retail space, shared workspace, meeting/teaching Space, a stage & performance area and public workspace.

Managed by a Community Interest Company, the project acts as a business incubator and a destination. In its first 20 months of activity, it has had the following impacts:

- Supported 12 business to take on permanent leases elsewhere.

- Business based in Spark have created at least 3 jobs each for a total of about 60 jobs.

- Supported the growth of 40 start-up business to add £500k to the local economy.

- Provided event space to 100 different community groups

- Attracted 800,000 visitors to the site over 20 months.

York City Council acts as landlord and provided initial loan funding of £40,000. The lease requires Spark* to pay York £13,333 per annum plus 30% of profits. Due to the front-loading of costs the project is yet to generate a profit but expects to in its 3rd year of operation.

Whilst generally considered a success the project has experienced some difficulties which it has had to address to secure a 2-year extension until 2022. These include the time it has taken to generate a profit, delay in tenants paying rent to York council and noise complaints by some local residents.

5. Funding

Local authorities are not only key to working with third parties to make properties available but are the enablers to access key sources of funding that can include temporary use as part of wider area-based regeneration initiatives.

5.1 Funding streams

Towns Fund

On 6 September 2019, the government invited 100 places to develop proposals for a Town Deal, as part of the £3.6 billion Towns Fund. Town Deal Boards will set investment priorities and project proposals then put forward a Town Investment Plan to drive economic growth through investment in connectivity, land use, economic assets including cultural assets, skills and enterprise infrastructure.

A total of five towns in West Yorkshire have been earmarked for regeneration as part of the £3.6 billion Towns Fund. Castleford, Wakefield and Dewsbury will all submit proposals in the coming months, while Keighley and Shipley will draw up a joint business case.

Future High Streets Fund

In the 2018 Autumn Budget Statement, the government announced its plans to establish a £675m 'Future High Streets Fund', the purpose of which is to 'help local leaders implement bold new visions to transform their town centres and make them fit for the future'. £55m of that fund has been targeted at historic high streets, with Historic England receiving £40m for its High Streets Heritage Action Zones programme (described separately below).

High Streets Heritage Action Zones

High Streets Heritage Action Zones will deliver a four-year programme of physical improvements, community engagement and cultural activities to help revive England's struggling historic high streets and town centres by investing in local heritage. The programme is intended to help to revive existing spaces and repurpose failing shops to provide other new uses, making high streets more resilient. The programme aims to change perceptions of heritage and high streets, support sustainable economic and cultural growth on and around high streets and restore and enhance local historic character. As part of each High Streets HAZ there will be a cultural programme of site-specific events to help change people's perception of the heritage on their high street.

Refurbishment of heritage buildings is expensive and problematic. Given that vacant listed buildings do not attract business rates, asset owners may take the view that it is simpler to leave them empty for lengthy periods. This targeted funding is likely to incentivise owners to

reactivate empty buildings that are stymying regeneration. New uses will be needed and this will create opportunities for strategic temporary uses

Cultural Development Fund

The Cultural Development Fund is administered by Arts Council England (ACE) on behalf of The Department for Digital, Culture, Media & Sport (DCMS). In 2019, Wakefield was selected as one of only five locations to be awarded Cultural Development Fund, securing £4.4m towards a programme with a value of over £13m. This will drive skills and training, create new workspace hubs and support growth at Production Park and deliver opportunities to showcase creative industries talent in the city centre and will include significant elements of temporary use.

Open Doors Fund

Funded by Ministry of Housing, Communities & Local Government (MHCLG), Open Doors is a pilot scheme taking place in five areas, matching landlords struggling to find tenants for their empty properties with community groups looking for space. This demonstrates an appetite from central government to explore innovative approaches to bringing vacant properties on the high street into use.

The pilot is directly managed by the independent charity, Meanwhile Foundation in partnership with Meanwhile Space CIC. One of the 5 projects is in vacant council-owned premises in Bradford. 29 John Street (BD1 3JS) is an outward facing, 2 storey unit (930 sf) with large street facing windows and a kitchenette on both floors. It is located within the Oastler Centre markets at the town centre of Bradford and has good visibility from the street. The centre is to be demolished and redeveloped in 2022 as part of a developing masterplan. Community group, Bradford Transformed is currently occupying the space to deliver charitable arts and cultural projects.

5.2 Eligible areas

The table below summarises locations in the study area that have access to the main funding streams.

Fund	Council	Town/Locality	Potential funding
Towns Fund	Bradford	Shipley	Can bid for up to £25m each
	Bradford	Keighley	
	Calderdale	Brighouse	
	Calderdale	Todmorden	
	Kirklees	Dewsbury	
	Leeds	Morley	
	Wakefield	Castleford	

Future Streets Fund	High	Calderdale	Elland	Can bid for up to £25m each
		Calderdale	Halifax	
		Kirklees		
		Wakefield	Huddersfield	
		Wakefield	Wakefield	
High Heritage Zones	Street Action	Calderdale	Sowerby Bridge	Approx. £17.2m to be split between selected zones in North East and Yorkshire
		Kirklees	Huddersfield	
		Leeds	Leeds	
		Selby	Selby	
		Wakefield	Wakefield	
Cultural Development Fund		Wakefield	Wakefield	£4.4m

5.3 Sources of finance for occupiers

Whilst a DIY approach and a make-do-and-mend aesthetic is part of the meanwhile world, establishing projects and making premises fit for purpose needs investment from the occupiers and often this will require grant or loan funding.

Depending upon the locality, the type of end use and the not-for-profit status of the occupier, a bewildering array of public and trust funding is available through resource agencies and literally thousands of trusts and foundations. Broadly this falls under three categories: economic development, community and cultural with individual projects often having several dimensions and being able to target two or three categories through a planned campaign. Depending on the venture, sources could include Arts Council, Big Lottery Fund, Comic Relief, Community Foundations, Esmée Fairbairn Foundation, Locality, Heritage Lottery Fund, People's Health Trust, The Wolfson Foundation, Sport England or NCVO.

However, the traditional world of fundraising has evolved rapidly over the last decade with alternative finance emerging to provide new and perhaps faster routes to raise funding for projects. Alternative finance is any type of funding for a venture that isn't sourced from a mainstream lender. Typically, these are routes to connect with people who are prepared to invest in projects in line with their personal goals and include crowdfunding, peer-to-peer lending and business angels.

Whilst there have always been examples of individual business angels supporting local projects, it is crowdfunding that has grown rapidly in recent years and is now fuelling a diverse range of start-ups and scale-ups ranging from charitable projects to new product development across all sectors. Projects which would struggle to raise money quickly through traditional banking appraisals are setting, meeting and exceeding funding targets using the numerous platforms that have now come to prominence. Importantly, it provides an effective way of not only

sourcing funding but of creating a relationship with large numbers of supporters who will actively champion the project to their own networks.

The leading crowdfunding platforms are Kickstarter, Indiegogo, Seedrs, Crowdcube, LendingClub and Fundsurfer. Funding is normally pledged in exchange for either equity or rewards. Typically taking 5%-7% of funds raised, each platform sets limits on the types of projects that can be featured. Whilst it is important to be able to get early engagement and support, the average campaign time is 40 days. For projects that can mobilise online interest in their campaigns can achieve their funding goals more swiftly than through traditional fundraising whilst also building a market for their venture.

6. Delivery and governance

We acknowledge that for many Local Authorities, the following approaches are likely to reflect existing approaches to project delivery and management. Equally, we recognise that following a significant period of 'austerity' and the severe constrictions this has placed on non-statutory service provision, the implementation of projects relating to temporary uses can create resourcing challenges that may act as barriers to implementation. The following may help to overcome these barriers or to provide options for officers and Members to decide on their preferred approach to relevant temporary use projects.

6.1 Existing models

The following section sets out the ways that Temporary Use projects have been delivered. Of course, there are exceptions and variations on those described below but, in our experience, these represent the current range of models.

6.1.1 Existing local organisation / business (not necessarily their specialist area)

Temporary Use projects have been set up by architects' practices, by community organisations, by charities, retailers, theatre companies, artist groups and directly by local authorities as well as many other types of organisation. For example, in Scotland the innovative Stalled Spaces programme was commissioned by the Scottish Government and managed by Architecture and Design Scotland.

For each of the wide variety of temporary projects, an existing organisation took the initiative, either with additional new funding or with the prospect of generating income from the ensuing activities. The common issue is that an opportunity was identified and they were able to deliver the project in terms of capacity, resources and motivation. One approach to managing

increased temporary use activity is to facilitate more existing local businesses and organisations to act as a promoter of temporary projects and to use their own networks, know-how and capacity to drive new projects.

6.1.2 Specialist local, regional or national business / organisation

There are a small number of specialist organisations that have been established to focus on the delivery of a wide range of temporary use projects from artists' studios (e.g. **East Street Arts**, **Axisweb**, **Skipkko**, **Newbridge Project** and **Castlefield Gallery**, all based in the north of England) to organisations with a wider focus (e.g. **Meanwhile Space CIC** or businesses such as **Appear Here**). For a project to be of interest to these organisations, the project must be of sufficient scale and duration both financially and in terms of the breadth and scope of its intentions. **Appear Here**, for example, see themselves as a global agency and are unlikely to want to work in small cities or towns across the UK. Similarly, for any specialist organisations that focus on temporary projects, scale is a fundamental issue. For example, container villages such as **Spark** in York and **Stack** in the North East, operate successful food, drink and events clusters and are now actively planning to expand to other high footfall locations.

6.1.3 A consortium of public and private sector organisations facilitated by a key stakeholder

A common approach is for a key stakeholder (such as a Business Improvement District) to act as a facilitator and bring together multiple parties to deliver an initiative. Effectively, this is how Hull City Council and Hull Forward facilitated the development of The Fruit Market, employing specific expertise to explore, open up and then assist them and others to establish a range of temporary uses. In other cases this has involved private sector organisations such as at **Pop Brixton** where a future development site was established as a highly successful mix of temporary uses, facilitated and pump-primed by Lambeth Council. Often there is no formal entity created other than by the specific organisation leading on the delivery of the project. **The Canning Town Caravanserai** was led by Ash Sakula architects but facilitated and part-funded by Mayors of London and Newham. This approach is pragmatic and delivery-orientated so long as the public sector facilitator can contribute key resources such as the location or site and/or pump-priming investment.

6.1.4 A special purpose vehicle developed established to deliver the project

Where there is sufficient scale and scope of activity, a fourth approach is to establish a Special Project Vehicle (SPV) to act as a delivery mechanism. This is suitable where there is likely to be more than a single project delivered across a significant area with multiple units and locations.

One of the largest projects in the UK of the last decade was the London Legacy Development Corporation which activated both temporary and long-term activity from festivals to workspace, arts trails, residencies and major commissions for and around the Queen Elizabeth Park following the Olympic Games in 2012.

City-based festivals often begin with a few key protagonists raising support and for an initial, small-scale event prior to an SPV being established to programme and organise the activity on a regular basis. This approach requires a degree of commitment to be confident that the costs of setting up and managing such a structure will deliver the intended benefits. As examples, Sheffield Documentary Film Festival began this way in 1994 as did London Design Festival in 2002. Both were initiated with one-off trial events making use of empty shops and sites with the support of multiple stakeholders from both private companies and public sector organisations.

6.2 Strengths and weaknesses

Models	Strengths	Weaknesses
Existing local business or organisation or stakeholder	Locally owned with embedded economic, social and cultural relevance to the locality. Network of contacts and customers within local economy that they can bring to benefit the project. Already established and able to move quickly.	May have limited capacity to expand and leverage the longer-term potential of any initiative. May not be their core business or activity and therefore stretch their capacity and resources.
Specialist local, regional or national business or organisation	Has a track record of realising similar projects and initiatives. Understands the risks and challenges. Able to maximise the economic, cultural or social impacts planned for the project. Provides accountability to public sector partners requiring measurable outcomes from public sector investment.	Will have to forge local links and connections to establish the project. Will require a project of sufficient scale to attract a specialist operator. If it is desirable that the project continues beyond its initially contracted period, how will it become sustainable in the long-term without this operator?
A consortium of private and public sector organisations facilitated by a key stakeholder	Able to capitalise on multiple contributors both local and regional. Maximises engagement with the project. Easier for some organisations and businesses to buy in at a lower level. As an example, Wild	Can be challenging to manage as the stakeholder facilitator acts as the lynchpin and has to take a high degree of responsibility. Often works best for one-off initiatives where there is unlikely to be a need to

	in Art, an international business (started in Whaley Bridge) regularly works with BIDS, local authorities and private businesses based on this approach.	continue the activity beyond its initial cycle.
A special purpose vehicle established to deliver the project, either led by a key stakeholder or by a contracted specialist	Some initiatives already begun using a more temporary structure can then convert into dedicated delivery models, acknowledging that a longer-term structure is required. Others will identify that an SPV of some form will be required because of the scale of the project, its relationship to key assets or the intended economic impact.	Can be considerably more expensive to establish and operate. May require long-term resource obligations both in terms of commitments from key people and funding. Has all the organisational and operational risks associated with operating a business/organisation.

6.3 Options analysis

The potential range of temporary use projects across the West Yorkshire Combined Authority area is very diverse and each Local Authority will need to consider what is appropriate not just for any one project but for the relevant locality and community. However, it is widely recognised that structural change is rapidly occurring on our high streets and in our town centres and that its impact shares common features across many, if not all, the urban areas within West Yorkshire.

The following are options for further evaluation and analysis. With the economic impact of COVID-19 likely to be profound over the next two to five years, there may need to be a more radical and ambitious response to increased under-occupancy, vacated shops, stalled development sites and all the symptoms of a sudden and deep economic recession.

There may need to be a more radical and ambitious response

6.3.1 Each Authority identifies and facilitates their own opportunities

Essentially a status quo position: as opportunities for temporary use are identified, the local authority defines the appropriate delivery and governance structure for the project. An

autonomous operation, it is exclusively focused on the scope of the initiative as defined by the project partners. For many small projects this may be the most pragmatic way to proceed.

6.3.2 A roster of projects facilitated by the Combined Authority, sharing know-how

If the scale of the impact on our urban centres is significantly exacerbated by the current crisis and the ensuing recession, it may be logical to explore informal collaborations with other West Yorkshire local authorities to maximise sharing of know-how, building on the outcomes of this report and avoiding duplication of resources for multiple projects.

Simply by sharing planned initiatives, procurement timescales and other project delivery schedules, it may be possible to increase the scale of commissions from external organisations, share marketing and communication briefs and explore opportunities to attract a wider group of delivery partners across West Yorkshire.

If West Yorkshire Combined Authority were contributing some coordinated investment to some or all of these projects, this would also act as a driver for organisations to collaborate on aggregating delivery costs both to increase the impact of each project and to achieve economies of scale.

6.3.3 An SPV is established to maximise benefits of under-utilised buildings and assets

Alternatively (or evolving from the above option), a Special Purpose Vehicle could be established to facilitate delivery of multiple projects on behalf of several or all local authorities. There would need to be sufficient assets and scope of activities to justify this investment of time and resources but, with a growing recognition that temporary uses may need to evolve into longer-term functions for our town centres and high streets, an ambitious and proactive approach may be worth further consideration.

From the workshop undertaken with local authorities, capacity to deliver is a key barrier to implementation of new initiatives. Given the rapidly worsening economic context at the time of writing this report, what may previously have seemed an excessive and perhaps unnecessarily ambitious structural intervention may be more relevant to quickly generate capacity and to deliver projects on the ground, meeting the needs of local partners and capturing economies of scale that individual councils would be unable to achieve working in isolation from each other.



Hull Fruit Market is an example of how temporary use of local authority owned buildings can start the long process of transforming semi-derelict and under-used areas of a city.

Creative Space Management was appointed by Hull Forward to develop a large scale Meanwhile Use Strategy for The Fruit Market in Hull during Autumn 2009. This followed on from the local authority acquiring over 100 properties in the immediate area for a major development plan which had collapsed following the recession.

Following a large-scale public consultation event, plans to bring a first wave of eleven properties back in to use for creative and cultural end uses were adopted by city partners.

Creative Space was retained to assist in implementing the strategy in Spring 2010. This resulted in several pioneering creative ventures taking premises on Humber Street as part of the first wave of the strategy, including a new performing arts bar / venue, a gallery, two visual arts studio spaces, sculpture workshop, jewellery collective, microbrewery and several others.

Quickly gaining traction, the impact the project had was a key contributor to the announcement of Hull gaining UK City of Culture 2017 status, following which more businesses took up the remaining buildings on the street and there were further improvements to public realm. The interim use project evolved into a permanent creative and leisure destination.

Further significant developments continue to be attracted to the Fruit Market, building on the success of this indigenous cluster. This includes more commercial workspace developments alongside residential and leisure in what is now acknowledged as the cultural heart of the city. To date this urban regeneration project has attracted over £80m of investment.

7. Wakefield pilot project

The project brief suggested a potential pilot project should be featured in the report and following some discussion it was agreed that this should be in Wakefield where the local authority has been working on plans to identify and implement new uses for the former market buildings. It should also be noted that other local authorities, notably Kirklees are repurposing former markets and that this has relevance to multiple locations.



7.1 Background to the project

Wakefield Market Hall closed in November 2018. Now relocated as an open market in the Cathedral Precinct, this left the David Adaje designed Market and Food Hall adjacent to the central bus station a significant empty space at the heart of the city centre.

As part of the successful application to the DCMS Cultural Development Fund in 2019, and based on extensive creative industry stakeholder consultation, the market hall site was identified as an ideal venue to act as a Key anchor to the Local Authority's Creative Growth platform (WX3) which will create an "industry led ecosystem to increase aspirations, skills, enterprise, development and employment". The market buildings were identified to be repurposed as a creative industries innovation centre, complementing a planned Innovation Hub at Production Park and a number of creative showcases across the district.

In September 2019, whilst a third-party organisation was commissioned to prepare a business plan for supporting creative industry businesses in the market hall buildings, the Council directly delivered temporary use in the main market hall. In late summer 2019, The Festival of

the Moon, featuring a seven metre Luke Jerram installation, was hosted in the building as the catalyst for a range of events. In a two-week period this attracted 31,000 visitors to Wakefield city centre and encouraged the Local Authority and other key stakeholders to think more boldly about how the city centre should develop over the next decade.

7.2 Summary of concept

Wakefield intend to create a flexible mixed-use facility in the market hall buildings. The period of experimentation whilst the development has been planned, has already enabled the authority to evolve its concept and protect spaces which have shown to be incredibly important to the City and District's strong creative characteristics. It is also recognised that the spaces, and the users of the spaces will evolve and change over time.

The former Food Hall (401 sm / 4,316 sf) is to become a workspace hub and, alongside facilities in the main market hall, will provide a City centre focal point for creative industries in Wakefield. With high visibility, adjacent to the main bus station, there is scope for the building to be clearly branded and to become a high profile hub for the WX3 Creative Business Support programme as proposed in the Council's successful DCMS bid. This will provide shared workspace, meeting and business support facilities to stimulate and encourage creative industries business growth in the city centre, as well as connecting with creative skills and learning. It clearly doesn't preclude business-based outreach work across the district, but provides an exciting focal point for emerging and established creative industries businesses.

For the former Market Hall itself, the objective is to establish a creative venue and destination in the city centre which has the potential to act as a major catalyst for wider creative industries growth, providing long-term economic benefits. The hall will combine iconic creative showcase space with creative retail and an independent food and beverage offer, with the overarching aim of changing perceptions of the city and, on the back of this, attracting other businesses (retail, leisure and office based) and diversifying uses in the city core.

This is part of the journey to building a new critical mass of multiple layers of activity and audience in the city centre. It requires multiple functions as well as multiple perspectives and this will take time and commitment

This is part of the journey to building a new critical mass of multiple layers of activity and audience in the city centre

to nurture and stabilise. It will need to connect to a much wider group of stakeholders, including the newly established Creative Wakefield network which seeks to engage creatives of all backgrounds to help shape creativity across Wakefield for many years to come.

There is a clear long-term vision behind Wakefield's proposals which anticipates permanent (or at least long-term) impact resulting from the developments. Whilst clearly needing a plan to develop the functions, there is an acceptance that some things will grow organically, and there should be space for experimentation. They see the flexible nature of this planned initiative as a vehicle for:

- Proof of concept
- Demonstrating commercial potential
- Delivering and attracting new cultural experiences to enhance town centre
- Encouraging young people and those not necessarily engaged in culture to participate
- Creating high-value non-retail employment opportunities in the city centre
- Supporting start-up and growing creative businesses
- Attracting visitors to Wakefield city centre
- Attracting new private sector investment

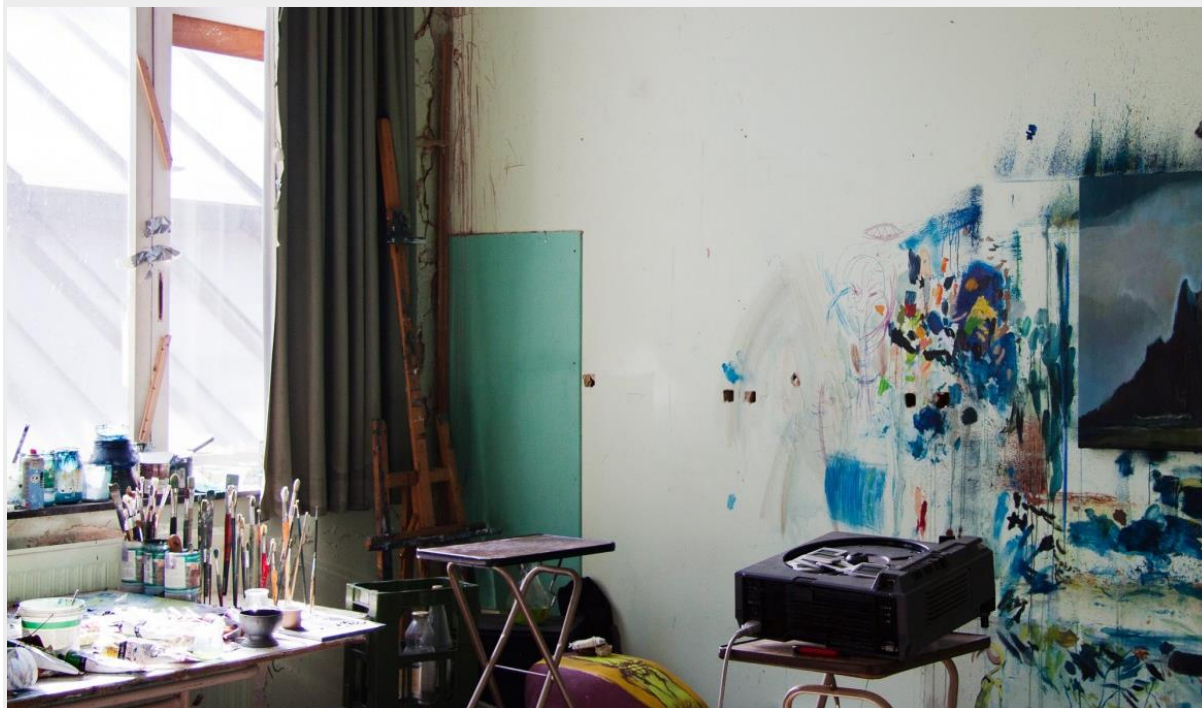
7.3 Delivering a pilot project to demonstrate temporary uses

Wakefield is planning the delivery of a flexible and evolving space that directly links to a long-term economic and cultural vision for the city centre. This embraces many of the aspects of the best temporary use projects. Its vision and ambition are neither short-term nor intended to be short-lived. They are embarking on a journey to transform the city centre, recognising that the many stages to this will involve harnessing intermediate projects resulting in longer-term investment and delivery of further infrastructure.

In particular, the proposed transformation of the former food hall into a creative industries focused shared workspace and innovation hub, is planned as a catalyst that will in time generate the demand for a larger-scale facilities supporting growing businesses in the city centre. The project has clear economic objectives and is intended to have measurable impacts in terms of ultimately resulting in new businesses and jobs being created in the city centre.

We believe that there will be benefits to other local authorities within the Combined Authority from Wakefield's proposals, demonstrating how flexible uses with the potential to evolve can stimulate long-term, ambitious change in a town centre. There is a common challenge for smaller towns and cities to explore how (what are currently perceived to be) market failure locations can attract new visitors and high quality jobs, challenging the existing retail-dominated uses and introducing new functions to regenerate and reverse a declining urban centre.

... challenging the existing retail-dominated uses and introducing new functions to regenerate a declining urban centre



Founded in 2002, Nucleo in Ghent was an artist-led response to a lack of studio space. Upon securing an empty building to set up their own studio the three founding artists invited 15 other artists to join them and formed a foundation. The group brings vacant properties back into use as safe, fit-for-purpose creative hubs that support artists' professional practice and particularly target recent graduates and those in need of affordable workspace.

Nucleo currently operates nine properties across Ghent including convents, infirmaries, offices, schools and housing. These properties currently house 128 artists in studios and 5 in residential accommodation. Over the course of the project they have managed 40 properties and accommodated more than 400 artists.

Nucleo is supported by local authority funding which is used to support the refurbishment of properties and fit them with facilities appropriate to artistic use, whilst the rents and utilities are funded from artist studio rents.

Nucleo works with the Council and its development company on properties of strategic interest. It also works with developers, religious organisations and schools to activate properties that are temporarily vacant as affordable workspace.

Nucleo's partnership with Ghent City Council has been key to its success. The council has brought resources and intelligence to the work of the artist group. This has unlocked their ambition, know-how and networks to make sustainable projects that enhance neighbourhoods and benefit city planners, developers and artists.

8. Recommendations

The resulting actions, projects and initiatives that can be developed across West Yorkshire Combined Authority need to emphasise the importance of innovation if we are to attract new energy, talent and uses to failing locations. This issue, already tangible in many smaller town centres and high streets, now has an immediate urgency we emerge from lock-down into a post-COVID-19 recession.

The places at the heart of our town centres and neighbourhoods are totemic. They reflect the essentially social nature of our lives and our desire to gather together, share experiences and weave connections with our communities. We can anticipate that business closures will upend some of the places we have seen as the cornerstones of our town centres. Accelerating new types of uses of vacant properties will be key to rebuilding confidence, footfall and the economy.

Temporary use is not merely a series of patched solutions to market failure and to structural industrial change (online retail). It has potential to be a much more ambitious and visionary exercise in re-engaging our communities with town centres. To manage the painful transition to a less socially distanced public life, new responses to the blank canvases appearing on our high streets will be required. We will need to be brave and imaginative about how we envisage and plan for this and, vitally, we need to increase the capacity of authorities so that they can be fleet of foot in responding to impact of economic shock on our town centres. This report is a starting point for that journey.

The following recommendations are focused on assisting local authorities to take decisions about the potential benefits or disadvantages of undertaking temporary use projects, how they can be delivered and whether there is scope for aggregated benefits across the Combined Authority members. They offer prompts for approaching ways temporary uses can be deployed to both overcome market failure and to integrate these uses into long-term plans for their urban centres.

A: What needs considering before implementing temporary use?

i. Be clear about the specific outcomes your local authority wants to achieve

Evaluate whether the issues you are trying to address are systemic market failure issues (e.g. declining physical retail) or are a result of temporary factors (economic / COVID-19) which are likely to be more an interruption than any long lasting change (e.g. enhanced spatial capacity for safely distanced food and beverage consumption).

Potential objectives	Potential benefits
Is your project trying to kickstart physical regeneration of a specific retail area?	<ul style="list-style-type: none"> – Attract new private sector investment – Generate new start-up businesses
Is your project designed to animate a parade of vacant retail units?	<ul style="list-style-type: none"> – Achieve local business growth – Encourage community participation – Create opportunities for urban experimentation
Do you want to provide affordable workspace to support makers and artists?	<ul style="list-style-type: none"> – Stimulate new activity in empty units and new market interest in the location – Generate new creative projects
Do you want to provide a safe space for community engagement in your urban centre or place?	<ul style="list-style-type: none"> – Enable accessible and visible local resource for voluntary sector and community organisations to encourage civic participation and engagement – Create opportunities for young people to use their urban centre
Do you want to find long-term functions that diversify and refresh the offer of your urban centre?	<ul style="list-style-type: none"> – Stimulate retail diversification – Take a long-term approach to generating physically located enterprise and innovation – Create unique or at least differentiated businesses and services specific to your urban centre

A single project could do all these things but crystallising the top priorities will ensure that your project stands the best chance of success and that all the partners are aligned with a common understanding of the intended outcomes.

ii. What questions are you asking about your urban centres and places?

In some cases, the most successful temporary projects are those that ask questions rather than attempting to provide solutions. To what extent is your project exploring or asking questions? Or does it assume a solution? Can you set up ways of evaluating the answers to create a solid evidence base that will assist you to make the case within the authority and to external funders? How can you share the outcomes of experiments so that new solutions can be explored rather than assumed?

In the previous 2010 recession, the founding of **Birds Yard** asked a question: were makers, vintage stall holders and other small independent retailers prepared to share resources and pay a sustainable rent to share a single unit on or close to a major retail high street? Following a test project in Leeds, the opportunity came to relocate to Sheffield's Chapel Walk. Michelle Walton now provides a physical and online retail presence created for and by makers, a concept completely new to Sheffield that was developed on the back of Mary Portas's

campaign to revive UK High Streets. The business has thrived in that time, acting as a springboard for other independent retailers including **Moonko**, who have now grown in to their own shop in Sheffield city centre.



By posing a key challenge and experimenting (with initial funding support that enabled her to test out the concept), the result is an established store that is paying a commercial rent, has a strong supply chain of over 70 other small businesses and is spinning out other independent businesses into the local economy.

iii. Define how/if the temporary nature of what is being proposed fits in to your longer-term plan for the wider area

Does the use complement wider plans for the neighbourhood, town centre, or high street? Is it designed to support exiting businesses and traders or is it intended to change reputations and build a new market or cluster in that location, for example by focusing more on local and independent businesses? Does it sit within your wider town centre strategy and growth plans? If temporary use is not to be merely a patched solution to a systemic problem, it may need to be part of a more ambitious and visionary exercise in area-based regeneration. Is the ideal outcome, a long-term repositioning which results in non-temporary, more permanent occupation and activity? Does the project involve testing ideas that can inform longer term?

iv. Collaborate with other stakeholders who want to achieve the same outcome.

Have you or colleagues / stakeholders explored whether other organisations have the same agenda and have you exhausted options for them to take the lead? Do other stakeholders have sufficient resources and infrastructure to facilitate such a project? To what degree have you discussed the potential with asset owners, local businesses, community? If not, how do you plan to do this? There may be a need for pump-priming and access to increased capacity as well as resources to lead initiatives in your town/city.

B: How should temporary use projects be delivered?

v. Be realistic about the project delivery and management requirements

Do you have the capacity and resource to deliver the project in house with your own team? Will you focus capacity on bidding for internal and external resources and then to appoint some or all the team necessary to deliver a successful project?

vi. Harness existing community, cultural, social or independent business and organisations as potential routes for delivery

Are there local organisations with the motivation and capacity to take on temporary use projects? Have you considered how they could contribute to project delivery? Sometimes there is a lot of interest and demand to get involved but coordinating and managing this is the key challenge. Alternatively, where there appears to be little interest and few local organisations able to contribute, how will you stimulate engagement or find ways to attract new participants?

vii. Recognise the challenges to small organisations and the extent of risk and sweat equity that may be required for relatively uncertain or short-term periods

The risk involved for small organisations can be considerable, involving many weeks of work as part of the 'benefit' of obtaining cheap space to use for a project. Do the organisations you are working with understand the extent of the commitment and the associated risks? How can you help them to manage and reduce those risks?

viii. Make use of existing resources

Make use of templates for legal agreements or adapt them to establish new ones that facilitate access to enable participation and activity. What other resources can you use that have already been created? Share knowledge with and use your network of colleagues across West Yorkshire.

ix. Encourage diversification

The exploration of diversifying functions in town centres will be part of a journey for building a new critical mass of multiple layers of activity and audience in town and urban centres. These multiple layers may, depending on the specific qualities and communities of each place, have a very different focus, differentiated by the people and businesses of those communities. For example, rather than purely retail, one small urban centre might have a central focus on culture and the visual arts at its core, with small galleries, studio workshops, participation learning environments, individual workspaces and live-work units (as well as other typologies of residential accommodation) with specialist local retail supporting these new key functions. In another town, the focus may be more on local services, health care and well-being supported by specialist retail but providing a clear set of services to defined local communities.

x. Consider using specialist organisations

Specialist organisations can help authorities accelerate temporary use, bringing capacity, resources and motivation to bear on mobilising projects on identified properties. Where capacity in the local authority may be limited, consider using specialist organisations to assist making connections between asset owners and end users. Look at other projects both regionally and across the UK and evaluate the type of specialist organisation you may require, putting together an informal brief to establish if there are sufficient service providers able to deliver.

C. How can we aggregate resources to maximise benefit and impact?

xi. Promote the opportunities for temporary use

Develop an accessible, public-facing database of locations and opportunities for temporary use projects across the West Yorkshire Combined Authority area. Can this be developed as an app to which new sites can be added and removed quickly and easily? Can promoters and residents use this open data to explore and identify opportunities, share via social media and stimulate interest group networks?

xii. Stimulate networks to share knowledge and skills

Develop and coordinate a light-touch regional network of local authority officers actively interested in or involved in Temporary Use projects. Can you find easy ways to share progress on projects, to share successes as well as the challenges that need to be overcome? Could the group record and develop best practice? Can officers aggregate know-how to explore ways to

tackle specific challenging specific locations or recommend practices/organisations that have a track record of working in this specialist area?

xiii. Consider developing a more ambitious approach to temporary and long-term activation projects across West Yorkshire

The sudden economic shock precipitated by COVID-19 will generate new levels of vacancy and property voids. This will affect some local authorities more than others, both in the short and long-term. Following almost a decade of severe cuts in local authority funding, there is little capacity to address these issues. Is there a need for a more strategic, aggregated approach whereby a West Yorkshire wide team is tasked to activate specific problem sites in multiple locations, developing a clear pipeline of opportunities identified by local authorities? This team might champion temporary use and support authorities, addressing the capacity and know-how barriers identified by officers at the workshops. The team would work closely with local authority officers to accelerate responses to the post-COVID-19 economy, identifying new ways to access resources, generate revenue and diversify functions in our urban centres.

xiv. Securing new funding to act as a catalyst for investment in new approaches

West Yorkshire Combined Authority should consider making a second stage bid to One Public Estate to encourage acceleration of initiatives across town centres (particularly those smaller ones most likely to be badly affected by COVID-19 and the ensuing recession). This will actively support a pipeline of potential projects; undertake applied feasibility studies on real examples; access and distribute pump-priming resources to encourage private sector investment and invest in sharing know-how and expertise to convert this into tangible projects and initiatives across the city region.

xv. Anticipate requirements for business support

Consider what are the appropriate ways to deliver extra post-COVID 19 business support and know-how that will be required by arts and cultural businesses wishing to expand into urban centres in terms of specific business support and advice and the sorts of programmes likely to be successful in both small and larger urban centres. As noted in this report, there has been an acceleration in the rate of arts-related start-ups in the most recent year whilst professional services start-up growth has slowed. Business support for arts-related start-ups can contribute to filling some of the gaps in our town centres.

xvi. Establish pilots for repurposing larger spaces

Explore interim uses for safe distanced food and beverage retail by existing businesses so that they are able to operate in public realm and urban centres in the near future. Also consider

options for stimulating the market for ready-made modular systems or custom-built DIY structures that can be adapted for large empty stores or open plan office buildings. Perhaps consider a ‘rapid-repurposing’ live demonstration project to illustrate viability and impact in a West Yorkshire urban centre.

xvii. Upwards advocacy

Make the case for attracting central government resources for local authorities to attract pump-priming investment to deliver revised local plans. This should enable local authorities to undertake exemplar projects in their areas, stimulating private sector and other public sector stakeholders to play a role to diversify and develop proven innovative approaches in town centres and places across West Yorkshire Combined Authority. Any co-ordinating team (as recommended in xiii) that helps facilitate local initiatives, shares good practice, oversees specialist consultant support (to maximise aggregated benefits whilst avoiding duplication and competition) and drives the programme to deliver clear outcomes and impact within an agreed project delivery timescale.

xviii. New perspectives and new vocabulary

As Ali Madanipour concludes in his book, *Cities in Time*, temporary space needs to be understood as a stepping-stone rather than a stopgap until an imagined return to what was once the status quo. As we start to rebuild our economy and the places at the heart of our communities, we will need to build bridges towards new and different long-term uses of buildings and land. What have been thought of as temporary uses can perhaps be better described as transitional uses in these changed circumstances.

It is our job to facilitate and drive this transition.

Appendices

- I. Key literature and bibliography
- II. Sample leases
- III. Modular construction
- IV. Additional resources

Appendix I: Key Literature and Bibliography

A. Key Literature

Document / Publisher	Relevance to temporary use
Portas Review, UK Government, 2011	Recommends (not implemented) formation of Town Teams to drive vision and operational management of town centres; review changes to business rates; public register of high street landlords; support imaginative use of empty properties and a new “Community Right to Try” (and other suggestions relating to empty properties).
Beyond Retail Distressed Town Centre, Property Taskforce, 2013	Recommends (not implemented) a rebasing of occupier costs (rent and business rates), more town centre first planning policies, recommendations to UK Government to empower local authorities to take a stronger lead to determine new uses and functions.
Beyond the High Street, Centre for Cities, 2013	Recommends focusing more broadly on ability of city and town centres to attract non-retail jobs and businesses (i.e. weekend footfall – not just weekend leisure-based footfall) and to try to avoid decentralisation. Identifies ‘meanwhile uses’ as an opportunity to generate economic benefits. Suggests less focus on just the high street and more focus on the economy and sustainability of town and city centres.
Town Centre Toolkit, Scottish Government, 2015	High quality and useful resource for town centre regeneration and diversification including many references and suggestions in relation to ‘stalled’ or meanwhile spaces; as well as the use of multiple case studies relevant to small towns (rather than major cities). Illustrates the aggregated benefits of sharing expertise nationally to stimulate high quality local actions.
Retail Reimagined: The Digitally Remastered High Street, IMRG, 2016	Myopic analysis which barely considers anything other than retail performance. Useful to understand how far the sector was from recognising that town centres are not simply in a doomed head-to-head with online retail.
Building Blocks: The role of commercial space in Local Industrial Strategies, Centre for Cities, 2018	Important perspective focusing on the relationship of non-retail commercial sectors in town and city centres. Highlights towns and cities not intervening to reduce amount of retail space; recommends reforms to business rates to stimulate small non-retail businesses to locate to town and city centres.

Grimsey Review (2), The Grimsey Review Team, 2018	Accessible and perceptive, an alternative review of lack of progress and political will to adapt town centres and high streets. Has clear recommendations such as the need for all towns to develop plans focused on transforming centres into community hubs, strong leadership and curating of place. Recommends provision of an independent source of advice to improve sharing of best practice.
Revitalising Town Centres – A Handbook for Council Leadership, LGA, 2018	A useful summary specifically targeted at UK local government Members and Officers but perhaps a little dry and tending to reflect larger high-profile locations than the Scottish Toolkit. A very useful reminder of the strategic importance of town centres.
High Streets and Town Centres in 2030 House of Commons Report, UK Parliament, 2019	Recommends enhancing Future High Streets Fund; suspending permitted development rights; encouraging town centre planning and facilitating Local Plans to create visionary plans for town centres and high streets. “We are convinced that high streets and town centres will survive and thrive in 2030 if they adapt, becoming activity-based community gathering places where retail is a smaller part of a wider range of uses and activities. Green space, leisure, arts and culture and health and social care services must combine with housing to create a space that is “the intersection of human life and activity” based primarily on social interactions rather than financial transactions. Individual areas will need to identify the mix that best suits their specific characteristics, local strengths, culture and heritage. Fundamentally, community must be at the heart of all high streets and town centres in 2030” ⁶ . A wide ranging and useful report with lots of mini-case studies and good practice across the UK.
Cultural Cities Enquiry: Enriching UK Cities through smart investment in culture, Burns Owen Partnership, 2019	A practical advocacy document with policy recommendations for enhancing investment in culture across UK cities and towns, identifying practical ways that increased investment could occur and how this could deliver tangible beneficial impacts on UK towns and cities.

B. Bibliography

Reference material that has been used in research for this report is noted below, along with weblinks where these are available.

⁶ High Streets and Town Centres in 2030 House of Commons Report p 21 13/02/2019

Portas Review 2011 UK Government

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/6292/2081646.pdf

Beyond Retail Distressed Town Centre Property Taskforce 2013

<https://thegreatbritishhighstreet.co.uk/pdf/Beyond-Retail.pdf>

Beyond the High Street 2013 Centre for Cities <https://www.centreforcities.org/wp-content/uploads/2014/08/13-09-10-Beyond-the-High-Street-Why-our-city-centres-really-matter.pdf>

Temporary Structures in Historic Places Historic England 2015

<https://historicengland.org.uk/images-books/publications/guidance-on-temporary-structures-for-events/temporary-structures-historic-places/>

Retail Reimagined: The Digitally Remastered High street IMRG 2016

<https://www.drapersonline.com/download?ac=3026354>

High Streets and Town Centres in 2030 House of Commons Report

<https://publications.parliament.uk/pa/cm201719/cmselect/cmcomloc/1010/1010.pdf>

Building Blocks: The role of commercial space in Local Industrial Strategies Centre for Cities 2018 <file:///C:/Users/TobyHyam/Downloads/Building%20blocks%20-%20the%20role%20of%20commercial%20space%20in%20Local%20Industrial%20Strategies.pdf>

Cities in Time: Temporary Urbanism and the Future of The City Madanipour A London 2017

Pop Down: How can local authorities facilitate meanwhile use for long-term community benefit? https://www.publicpractice.org.uk/uploads/PN008_Pop-Down.pdf

Refill: A journey through temporary use, Refill Network, Ghent, Belgium, 2018

A hidden economy: a critical review of Meanwhile Use, Ball S and Essex R 2013

Grimsey Review 2018 <http://www.vanishinghighstreet.com/wp-content/uploads/2018/07/GrimseyReview2.pdf>

Cultural Cities Enquiry 2019 Enriching UK Cities through smart investment in culture <https://www.culturehive.co.uk/wp-content/uploads/2019/06/Cultural-Cities-Enquiry-web.pdf>

World Cultural Cities Report 2019

http://www.worldcitiescultureforum.com/assets/others/181108_WCCR_2018_Low_Res.pdf

The Role and Function of Temporary Use in Urban Regeneration: The Case of England's Core Cities, Michael Martin (PhD thesis), 2017
[https://www.research.manchester.ac.uk/portal/en/theses/the-role-and-function-of-temporary-use-in-urban-regeneration-the-case-of-englandas-core-cities\(54e82a3f-cb70-4c8c-aa3f-92b770c66173\).html](https://www.research.manchester.ac.uk/portal/en/theses/the-role-and-function-of-temporary-use-in-urban-regeneration-the-case-of-englandas-core-cities(54e82a3f-cb70-4c8c-aa3f-92b770c66173).html)

Appendix II: Letting Agreements

During workshop consultation, several officers commented that standard letting agreements would be a useful tool to support meanwhile use.

MHCLG has arranged for specimen leases to be prepared for a variety of scenarios. The purpose of these specimen leases is to provide an industry standard legal instrument to minimise administrative and legal costs for both landlords and tenants and to allow temporary occupation of empty town centre retail premises by non-commercial occupiers to take place as soon as possible.

There are three types of specimen lease, each of which can be found (along with accompanying guidance notes) via the following links:

- [intermediary meanwhile use lease](#) (for lettings by a landlord to an intermediary, e.g. a local authority or voluntary body)
- [meanwhile use lease](#) (for direct lettings by a landlord to a temporary occupier)
- [meanwhile use sublease](#) (for direct lettings by a landlord to a temporary occupier)

Drafted by lawyers Denton Wilde Sapte, these may be used freely. However, if you plan to use one of them, you will need to satisfy yourself that it is suitable for the letting in question, with any necessary adaptations, taking legal advice as appropriate. While best endeavours have been used to ensure that the leases will be suitable for most temporary lettings, we cannot take any responsibility for use of the leases.

Appendix III: Modular Construction

1. Introduction

This appendix has been developed by East Street Arts to provide an additional resource to authorities that provides an overview of modular construction and captures some of the organisation's practical experience of visiting exemplar projects across the UK and Europe.

1. Background to modular construction

An easy definition connected to the construction industry for Modular Construction is: a form of building that takes place off-site where the components of a building are constructed in a factory and then transported to the site for assembly.

Modular Construction is a form of flat pack for buildings or part of buildings. Typically, modular constructions are panels made from a range of materials and finishes.

With our thoughts now geared towards climate change issues, modular construction has several benefits in terms of waste. According to the UK group WRAP, up to a 90% reduction in materials can be achieved through the use of modular construction. Materials include wood pallets, shrink wrap, cardboard, plasterboard, timber, concrete, bricks, and cement. The modules can offer a more airtight and well-sealed building allowing for less energy use.

As well as improved thermal insulation, modular construction offers cost efficiencies. Work on construction takes place in a controlled environment, is not affected by the weather and can be carried out through a 24/7 operation.

A more recent form of modular construction could also be viewed as using ready-made containers to build or expand indoor and outdoor spaces. A good example of this in the building industry is the Holiday Inn express in Trafford City by Chapman Taylor or the new Hampton hotel in Bristol being built and finished internally by CIMC Developments (China International Marine Containers Group Ltd).

The entire process of modular construction places significance on the design stage. The design needs to be of quality with an understanding that there needs to be measured allowance so that during assembly there is enough tolerance to take up slack. Increasingly computer-aided design (CAD) reduces mistakes and enables the creation, modification and analysis of a design.

Modular design covers a wide range of products including but not exclusive to the construction industry as long as it complies with the theory of a system that subdivides into smaller parts (modules).

The popularity of this system is based on the function of scalable and reusable modules. The design complexity of a modular system requires experts in design and product development.



Hamptons Hotel Bristol <https://stridetreglown.com/projects/hampton-hilton-bristol-airport/>

2. Open spaces and modular pods

Whilst coworking has boomed in recent years, spaces are typically geared at clean office uses and are offered at a premium price. Artists, freelancers, community groups and charities that couldn't make coworking spaces work for them (for a range of reasons including costs, availability, access, and permitted uses) turned to an alternative - making use of meanwhile spaces.

Meanwhile Spaces or 'pop ups' are spaces and buildings that are empty and have been taken over temporarily for a range of uses by community groups, small businesses and individuals with ideas. They move into the vacant spaces on the understanding that they will leave after an allocated time or when a commercial user is interested in the space.

We are at a time where we are seeing more empty shops on the high street, businesses going bust, and shopping centres struggling to compete with on-line shopping, making more space available for meanwhile use.

The Centre for London (<https://www.centreforlondon.org/>) found that an estimated 24,400 commercial properties in London are currently empty, with around half having been unused for more than two years. The total available vacant space, 6.5 sm is equivalent to 27 times the footprint of Westfield London, Europe's largest shopping centre

The spaces are re-used for a range of activities: workshops, galleries, small start-up business spaces, studios and workshops, community events, and social spaces.

The majority of the spaces are used as found. They are cleaned, repaired and made aesthetically welcoming. Creating a mix of original fabrication indicating a past use and new facilities and furniture of a contemporary nature.

3. Examples of container options, standard & bespoke, internal & external

As meanwhile spaces and their users have become more sophisticated and at times been able to take on longer-term occupancy, the spaces have benefitted from creative approaches to dividing large or difficult spaces.

An increasingly popular development, and we have noted a more corporate version above, is the use of shipping containers or similar kinds of prefab units.

Shipping containers and ready-made sheds can offer a cheaper and immediate way of creating working pods. There are hundreds of examples internationally of how containers have been used in the construction industry with some companies being set up explicitly as container building developers.

Some notable examples of how containers and bespoke modular pods have been used in meanwhile, unusable spaces and temporary leased buildings are described below.

Under Broen in Copenhagen (Under Broen means under the bridge) is a pioneering prototype and prefabrication facility where traditional craftsmanship is combined with modern digital production technologies. It describes itself as a laboratory for local and urban production. Underbroen.com

Based under one of the main bridges that spans Copenhagen's city centre road they squeeze a very organised and well-equipped lab into a space that would have very few other uses. It

feels un-accessible until you get to know it as it is tucked away and invisible. The problem they solved with the use of a shipping container was their need to host a CNC machine which wouldn't fit in their main space. Creatively positioning outside of their entrance, they created a workshop space and a private and secure outside space which they didn't have previously.

ZWAP in Bilbao spins out of an organisation created in 2008 to address the meanwhile state that was created while the urban development plan for the neighbourhoods of Ribera de Deusto and Zorrotzaurre in Bilbao was awaiting completion. ZAWP is made up of many people working in the social, economic, and cultural revitalisation of the neighbourhood through creation, intervention, and enhancement of the history of place. Zawp.org/en/

The space we visited was a mix of historic industrial buildings, Portakabins, and sheds that created a large rambling space that now accommodates theatres, workshops, gallery, live/work residency spaces and office/meeting spaces. Taking over an expanse of land on the southern part of the island it bridges past use with future use of the area being developed. They have evolved a flexible way of working with the authorities where the organisation moves into the next available building / space, supporting the redevelopment in a symbiotic relationship.

Grand Union, a gallery and artists' studios complex in Digbeth, Birmingham, provides another example. Grand-union.org.uk/studios.

In their original building at Minerva Works (designed and built by Queens and Crawford) and part of their new permanent development at Junction Works, Grand Union studios are architecturally designed pods that sit within a larger industrial building. The pods are bespoke to the space and their function and are more expensive than using ready-made containers. The studios can be heated and are private working spaces but are positioned within the space, enabling artists to access shared community and storage space wrapped around the studios. Once in place, the pods are static presenting a uniform and regular series of spaces.

4. Examples of meanwhile use that harness a DIY/self-build structure

DIY (Do It Yourself) is core to the development of spaces for artists and community-based use of meanwhile spaces. This is often through necessity to ensure costs are kept to a minimum but provides groups that take over spaces an opportunity to stamp their personality on the space. However, in many cases, small groups will be supported by an architect with some input from professionals to help with any legal planning / change of use / building regulations that is needed even if the structure is temporary.

019 in Ghent is a good example of a group of activists and creatives that included the two brothers who worked together – one an architect and one an artist. 019 is an artist collective running an exhibition, performance and workspace in a former welding factory on the edge of one of the canals in Ghent. 019-ghent.org

When 019 took over the building it was empty, dirty and very basic. They developed a laboratory ‘that swings us into unknown directions, constantly sharpening our sense of improvisation and reinvention.’ From the inside out (starting with a wooden construction in its interior and up to the billboard and flagpoles built on the outside) they gradually developed the place ‘into an assembly of undergrounds for public and artistic encounter.’

Their space has become the site of a moving practice and when we visited, we were toured around a complex mix of built spaces on different levels. Plans for the next manifestation were already afoot. 019 are resourceful and make use of materials again and again as a way of recycling and reducing waste but also of keeping costs down.

Another example has been the development of a studio complex in Margate by Resort with the help of an architect that is involved in the group. Resort is a collective of creative professionals located in Margate that started in 2013 with a vision to create a space that encourages experimentation and collaboration in an inspiring and professional environment. Resortstudios.co.uk

As we entered a large post-industrial building, the wow factor was their approach to building studios. Rather than regular pods situated within a large building they build individualised sheds. Their approach was familiar – offering the artists a space that was contained so could be heated, reduce noise and offer a private workspace. However, they made each space out of materials they recycled and thereby created a quirky individual aesthetic. Situated within a large space the artists also had access to communal areas and facilities such as a dark room and print-making facilities. The builds were affordable but appear to be transferable into any large open space and because of the ability to reuse and remake spaces elsewhere.

NAC Foundation (New Ateliers Charlois) is an independent non-profit organisation established in 2004 and manages studios for young artists and cultural producers. Kamiel Verschuren, the chair of the foundation, is an entrepreneur in harnessing meanwhile and unused spaces for creative use including housing stock, empty spaces and the public realm. Sticthing-nac.nl

The project that is of most interest for self-build is a new venue on the docks in South Rotterdam called the Pavilion. Tucked behind the large now unused city incinerator (which someone is currently turning into a fair ground) The Pavilion is based in the old offices. On a temporary lease and part of the industrial landscape of working docks The Pavilion has been

designed for two functions. By having moveable walls within the interior of the space and flat-packed furniture the space operates a winter/summer function.

In the summer it becomes a pop-up restaurant that also spreads out into an open space, and in winter it becomes a well-equipped two-bedroom residency space. The pop-up restaurant is an income generator which contributes to the funding for the residency programme that invites artists from around the world to take time out to develop new ideas.

5. Examples of meanwhile use that involve prefabricated structures either bespoke or adapted for meanwhile use

The pop-up concept has been adapted and used by corporate approaches to utilising space especially in terms of making more sense of large co-working spaces highlighted in the introduction.

During the period East Street Arts temporary occupation of the ground floor of property developers, Kinrise, building at 34 Boar lane we were offered the use of several pods designed by architects Studio Bark. Studio Bark is an award-winning architecture practice creating inspiring and ambitious buildings that aims to create outstanding environmentally-driven bespoke and unconventional buildings. [Studiobark.co.uk](https://studiobark.co.uk)



Studio Bark: 34 Boar Lane Leeds - <https://studiobark.co.uk/projects/34-boar-lane/>

A lot of the buildings or spaces that Studio Bark focus on are pod or shed-like with enhancements. The pods in Boar Lane were solid modular-based constructions that could fit four people in as a workspace or perhaps one or two more for meetings. The pods were put together through pre-made panels and all looked and felt the same. The materials did allow you to personalise them and one pod during an art opening became a spontaneous space for graffiti. The pods are now used as part of the new development at 34 Boar Lane which is a co-working space and they do add additional privacy and a certain aesthetic.

A less corporate but commercial enterprise which is a good example of making use of prefabricated structures is the Treck Hostel in Ghent. Trek Hostel is an indoor camping hostel that enables camping all year round. Treckhostel.be

Within a large open mill space Trek have situated about 10 caravans of multiple sizes within their own 'garden' space. The caravans have been painted and have been given personalities bringing traditional structures back to life. At competitive prices for the night the set up makes sense in terms of managing a large space that would otherwise be a costly conversion and re-using the caravans that had perhaps come to the end of their lives on the road. A community space attached offers toilets, showers, lounge and breakfast space.

6. Examples of meanwhile takeovers that have required little or no adaptation

A majority of the meanwhile uses especially for events or social gatherings are of light touch in terms of how the spaces are adapted. Once cleaned and repaired there is often little more than branding and furniture that offers an insight into the use of the space.

An interesting arts centre organisation based in Amsterdam, Mediamatic, have a history of working in empty spaces. From previous visits and involvement in their art projects we have visited a large department store in the centre of Amsterdam that wasn't adapted other than through introduction of a makeshift bar for exhibition openings. Mediamatic.net

Their name in part came from the fact that they developed a commercial side to their work through the use of media. Once they sold this side of the operation and changed their focus to nature, they moved to a temporary space that gave them access to more green space. In the Myco Design Lab they explore possibilities of designing with living organisms and are currently making insulation from mycelium (root system of mushrooms) using the waste from their brewery. Their space has all the traces of its former occupation as a canal-side restaurant.

Art in unusual spaces in Leeds was a project led by artist Yvonne Carmichael and started in 2009. As a project it is a good example of how a series of empty spaces in Leeds shopping centres were used through a curatorial programme to open up opportunities for artists and audiences to engage in contemporary art. Over a period of several years the programme took over a range of shops and units of varying sizes and in varying states. The very distinctive branding that took inspiration from hazard tape made it clear for visitors that you were in a space curated by art in unusual spaces. It was very light touch but effective in offering some cohesion to the nomadic and ever-changing events.

The units were cleaned, utilities put in place and security checked so all the spaces were accessible. The minimal amount of work carried out on how the work was to be displayed made it possible for the programme to exist with minimum financial support and offered a creative way of displaying artwork.

Appendix IV: Additional resources

Below are links to or contact details for resources that may be useful to local authorities in delivering temporary use projects. This could be used as the basis for an ongoing updated list of resources shared between local authorities.

1. Stalled Spaces Toolkit

Developed by Architecture & Design Scotland, this downloadable toolkit provides guidance for people trying to establish meanwhile use projects from where to seek further funding for your project, identifying ownership of a site, through to encouraging and managing volunteers.

<https://s3-eu-west-1.amazonaws.com/stpfiles/resources/Stalled+Spaces+Toolkit.pdf>

2. TestTown Portal and Manual

Scotland's Towns Partnership has made available

The Carnegie UK Trust report with insights from the organisation's TestTown project, undertaken over four years. TestTown was a platform for towns and educational organisations to make available their vacant spaces and provided training and support to allow young businesses to test out their ideas in temporary pop-up shops in prime town centre locations.

<http://www.testtown.org.uk/order-your-manual/>

3. Modular construction suppliers

Numerous suppliers are available for off-the-shelf customisable structures. This system, U-Build, has been developed by Studio Bark and is referenced in Appendix III, Modular Construction. It has been featured on Grand Designs.

<https://u-build.org/>

4. Organisations delivering meanwhile use space for artists

East Street Arts has formed a consortium with other providers of meanwhile artist workspace and will be producing a guide to all of the provision of active organisations in the north of England in autumn 2020. The organisations harness a wide range of meanwhile spaces, positioning their use within artistic and social practice for the benefit of artists, creative communities and the public at large.

For a copy contact: liz.ainge@esaweb.org.uk

5. Crowdfunding Guide

Nesta has produced a toolkit for organisations seeking to raise investment through crowdfunding.

<https://www.nesta.org.uk/blog/crowdfunding-toolkit-community-investment/>

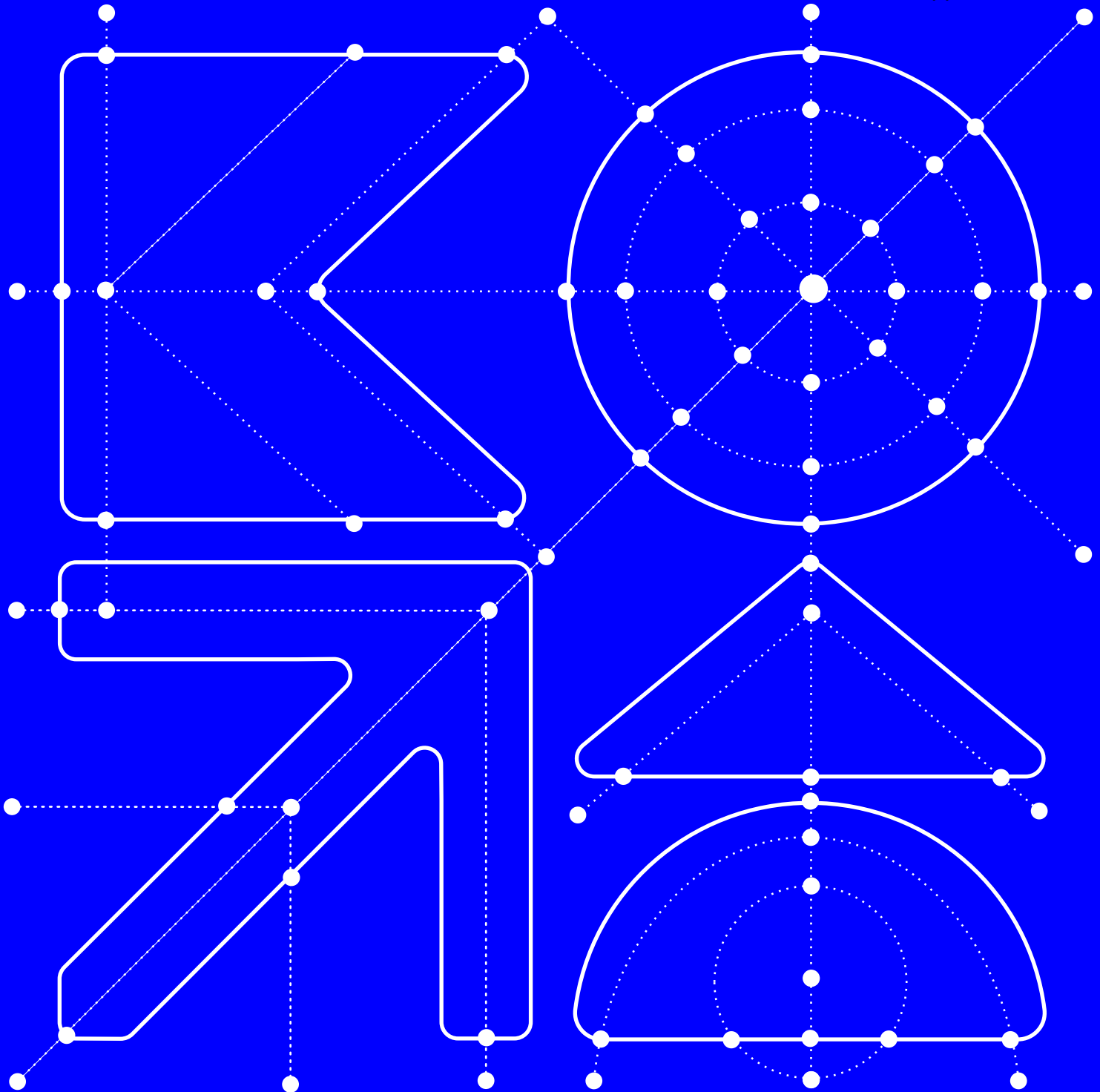
6. General fundraising resources for third sector meanwhile providers

Power to Change provides links to a number of fundraising resources at the following link.

<https://www.powertochange.org.uk/other-funders/>

FunderFinder also provides a free overview of funding opportunities and links to resources for those engaged in planning a fundraising campaign.

https://www.funderfinder.org.uk/advice_pack.php/resources.php



Executive Summary

FROM TEMPORARY TO TRANSITIONAL Public Assets: Temporary Use

FROM TEMPORARY TO TRANSITIONARY

Public Assets: Temporary Use

This report was commissioned by West Yorkshire Combined Authority, funded through the One Public Estate programme and was undertaken by Creative Space Management and East Street Arts between January and May 2020. Following the lockdown imposed by the UK Government as a result of COVID-19, the report, although largely commissioned and completed pre-COVID-19, was adjusted to include recommendations that relate to the likely impact of severely curtailed trading for many businesses large and small in the town and city centres of the region.

Whilst we do not claim to have identified novel solutions, we recognise the virus will have a lasting impact on our whole country and particularly the urban centres. These places at the heart of our town centres and neighbourhoods are totemic. They reflect the essentially social nature of our lives and our desire to gather together, share experiences and weave connections with our communities.

We can anticipate that business closures will upend some of the places we have seen as the cornerstones of our town centres.

There will be a profoundly challenging period to which we will all have to adapt. Our centres will not return as they once were. Where transition was likely to have been a relatively slow, iterative process, the consequences of the pandemic will accelerate change. The short-term economic impact may be severe. Our urban centres will require new forms of pro-active interventions to help them adapt to this new reality. Accelerating new types of uses of vacant properties will be key to rebuilding confidence, footfall and the economy.

Temporary use is not merely a series of patched solutions to market failure and to structural industrial change (online retail). It has potential to be a much more ambitious and visionary exercise in re-engaging our communities with town centres. The actions, projects and initiatives that can be developed across West Yorkshire Combined Authority need to emphasise the importance of innovation if we are to attract new energy, talent and uses to failing locations. This issue, already tangible in many smaller town centres and high streets, now has an immediate urgency as we emerge from lock-down into a post-COVID-19 recession.

To manage the painful transition to a less socially distanced public life, new responses to the blank canvases appearing on our high streets will be required. We will need to be brave and imaginative about how we envisage and plan for this and, vitally, we need to increase the capacity of authorities so that they can be fleet of foot in responding to impact of economic shock on our town centres.

We hope that this report is one starting point for such a transition and offers some pointers as to how change can be implemented at city region level. Our approach is positive and constructive. We believe that in spite of the personal tragedies endured by many and the deep disruption to our perceptions of normality, there are opportunities to adopt new perspectives that tackle, for some places, a likely interruption in our civic lives and, for others, a systematic and progressive decline that was in evidence long before COVID-19.

As Ali Madanipour states at the end of his book, *Cities in Time*, we consider temporary space to be a stepping-stone rather than a stopgap until an imagined return to the status quo. As we start to rebuild our economy and our communities following the impact of the pandemic, we will need to embrace temporary use as part of a journey towards new and different long-term uses of buildings and land. What have been thought of as temporary uses can perhaps be better described as transitionary uses in these changed circumstances. It is our job to help facilitate and drive this transition.

"A temporary state, therefore, may become a stepping-stone rather than a stopgap, going beyond coping with crisis and thinking about what happens next. It offers a sphere of possibility in which the space offers the widest range of possible new things that can happen, as it has the fewest limits. In a sense, it is like an open field in which many activities can take place, which makes it ambivalent, as it can be taken into any direction by the interplay of power social and economic forces. A temporary activity may act as a transformative medium, helping to create new, or use existing gaps in an active capacity. It can be used as a catalyst for change, facilitating experimentation, innovation or animation...."

Ali Madanipour – *Cities in Time*

The report's recommendations address three questions:

- *What needs considering before temporary use?*
- *How should temporary use projects be delivered?*
- *How can we aggregate resources to maximise benefit and impact?*

A What needs considering before temporary use?

- i) Be clear about the specific outcomes your local authority wants to achieve. For example, do you wish to provide enhanced spatial capacity for safely distanced food and beverage consumption? Or are you trying to address long term retail over-capacity, changing functions and diversifying uses?
- ii) What questions are you asking about your urban centres and places? In some cases, the most successful temporary projects are those that ask questions rather than attempting to provide solutions. To what extent is your project exploring or asking questions? Or does it assume a solution? Create opportunities for urban experimentation and innovation.
- iii) Define how / if what is being proposed fits in to your longer-term plan for the wider area. Does the use complement wider plans for the neighbourhood, town centre, or high street? Is it designed to support existing businesses and traders or is it intended to change reputations and build a new market or cluster in that location, for example by focusing more on local and independent businesses?
- iv) Collaborate with other stakeholders who want to achieve the same outcome. To what degree have you involved other partners and stakeholders in your plans where they have the same or overlapping agendas?



The Festival of the Moon, featuring a seven metre Luke Jerram moon in Wakefield's former market hall

B How should temporary use projects be delivered?

- v) Be realistic about the project delivery and management requirements. Do you have the capacity and resource to deliver the project in house with your own team? Will you focus capacity on bidding for internal and external resources and then appoint some or all the team necessary to deliver a successful project?
- vi) Harness existing community, cultural, social or independent business and organisations as potential routes for delivery. Are there local organisations with the motivation and capacity to take on temporary use projects? Have you considered how they could contribute to project delivery? Sometimes there is a lot of interest and demand to get involved but coordinating and managing this is the key challenge. Alternatively, where there appears to be little interest and few local organisations able to contribute, how will you stimulate engagement or find ways to attract new participants?
- vii) Recognise the challenges to small organisations. Acknowledge the extent of risk and sweat equity that may be required for relatively uncertain or short-term projects. The input required for small organisations can be considerable, involving many weeks of work as part of the 'benefit' of obtaining cheap space to use for a project. Do the organisations you are working with understand the extent of the commitment and the associated risks? How can you help them to manage and reduce those risks?
- viii) Make use of existing resources. Make use of templates for legal agreements or adapt them to establish new ones that facilitate access to enable participation and activity. What other resources can you use that have already been created? Share knowledge with and use your network of colleagues across West Yorkshire.
- ix) Encourage diversification. Exploring the diversification of functions in town centres will be part of a journey for building a new critical mass of multiple layers of activity and audience in town and urban centres. These multiple layers may, depending on the qualities of each place, have a very different focus, differentiated by the people and businesses of those communities. Some may focus on arts and culture, others on health and wellbeing but all will involve increased residential, live/work and changing types of businesses choosing to work, meet and connect in our urban centres.
- x) Consider using specialist organisations with relevant know-how and experience. Specialist organisations can help authorities accelerate temporary use, bringing capacity, resources and motivation to bear on mobilising projects on identified properties.

C How can we aggregate resources to maximise benefit and impact?

- xi)* Promote the opportunities for temporary use. Develop an accessible, public-facing database of locations and opportunities for temporary use projects across the West Yorkshire.
- xii)* Stimulate networks to share knowledge and skills. Develop and coordinate a light-touch regional network of local authority officers (across economic development, property, culture) actively interested or involved in Temporary Use projects. Could the group record and develop best practice? Can officers aggregate know-how to explore ways to tackle specific challenging locations or recommend practices/organisations that have a track record of working in this specialist area?
- xiii)* Consider developing a more ambitious approach to temporary and long-term activation projects across West Yorkshire. Is there a need for a more strategic, aggregated approach whereby a West Yorkshire team is tasked to activate specific problem sites in multiple locations, developing a clear pipeline of opportunities identified by local authorities? The team would work closely with local authority officers to accelerate responses to the post COVID-19 economy, identifying new ways to access resources, generate revenue and diversify functions in our urban centres.
- xiv)* Secure new funding to act as a catalyst for investment in new approaches. West Yorkshire Combined Authority should consider making a second stage bid to One Public Estate to encourage acceleration of initiatives across town centres (particularly those smaller ones most likely to be badly affected by COVID-19 and the ensuing recession). This will actively support a pipeline of potential projects; undertake applied feasibility studies on real examples; access and distribute pump-priming resources to encourage private sector investment and invest in sharing know-how and expertise to convert this into tangible projects and initiatives across the city region.



34 Boar Lane, Artist Pod Residency by East Street Arts



Leeds Print Workshop, Vicar Lane by East Street Arts

- xv) Anticipate requirements for business support. Consider the appropriate ways to deliver extra post-COVID-19 business support and know-how that will be required by arts, cultural, voluntary sector businesses wishing to expand into both small and larger urban centres. As noted in this report, there has been an acceleration in the rate of arts-related start-ups in the most recent year whilst professional services start-up growth has slowed. Business support for arts-related start-ups can contribute to filling some of the gaps in our town centres.
- xvi) Establish pilot projects for repurposing larger spaces. Explore interim uses for safe distanced food and beverage sales by existing businesses so that they are able to operate in public realm and urban centres in the near future. Also, consider options for stimulating the market for ready-made modular systems or custom-built DIY structures that can be adapted for large empty stores or open plan office buildings. Perhaps consider a 'rapid-repurposing' live demonstration project to illustrate viability and impact in a West Yorkshire urban centre.
- xvii) Upwards advocacy. Make the case for attracting central government resources for local authorities to attract pump-priming investment to deliver revised local plans. This should enable local authorities to undertake exemplar projects in their areas, stimulating the private sector and other public sector stakeholders to play a role in diversifying and developing both proven and innovative approaches in town centres and places across West Yorkshire Combined Authority.
- xviii) New perspectives and new vocabulary. As Ali Madanipour concludes in his book, *Cities in Time*, temporary space needs to be understood as a stepping-stone rather than a stopgap until an imagined return to what was once the status quo. As we start to rebuild our economy and the places at the heart of our communities, we will need to transition towards new and different long-term uses of buildings and land. It is our job not just to get people and businesses back into our urban centres, but to help facilitate and drive this transition from an old model to something more adaptable, more sustainable, more in tune with our environment and with the increasing users and residents close to and within our towns and cities. These transitional uses are no longer simply temporary, they offer potential for a rapid response to tackling long-term change.



Report to: Place Panel

Date: 28 July 2020

Subject: Emission Reduction Pathways

Director: Alan Reiss, Director Policy, Strategy and Communications

Author(s): Jacqui Warren

1. Purpose of this report

- 1.1. To provide an update on the West Yorkshire Carbon Emission Reduction Pathways (CERP) study, which will inform future decisions about how to tackle the climate emergency and become a net-zero carbon Leeds City Region. The paper addresses the role the Panel can play in tackling the climate emergency.

2. Background

Man-made climate change

- 2.1 There is scientific consensus that currently observed global warming is overwhelmingly a result of human influence, being significantly over and above the warming caused by natural factors alone¹. Indeed, ice core records 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 continue².
- 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

¹ 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.

² 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

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, which is why addressing the climate emergency is one of the Combined Authority's and West Yorkshire councils' key priorities.
- 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. Further background was outlined to this Panel in January. See item 10 [here](#).

Carbon Emission Reduction Pathways (CERP)

- 2.6 The West Yorkshire 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 a paper to the Combined Authority on 27 July 2020 – see [item 11](#).
- 2.8 The findings outlined below are the outcomes of the first part of the study and will be built on in the subsequent tasks of the study. 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.

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 assumptions³; these have been distilled into a number of key messages:
 - 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 1** illustrates what would need to be deployed to achieve the most ambitious pathway.
 - Reducing remaining emissions through a combination of increased ambition in the deployment of certain measures (e.g. tree planting, renewable electricity generation, maintaining COVID-19 levels of

³ The technical report underpinning the study can be found at <insert link>

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 us to call on 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. misalignment with government policy making.
- Businesses, the public sector, and communities will need to work together to deliver the measures outlined in the study.

A presentation on the results will be presented to Panel at the meeting.

Appendix 1 is a full summary of the results.

- 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 2** provides an overview of some actions that are common to all the pathways and what they could mean for residents, communities, and businesses in the region.
- 2.12 We cannot commit to a single modelled pathway 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 approach for heat decarbonisation in homes and buildings, support for carbon capture and storage and a 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 For further details on the results of the Emission Reduction Pathways please see the 27 July Combined Authority paper - [item 11](#). The technical report underpinning the study can be found at <https://www.westyorksca.gov.uk/media/4232/wy-cerp-technical-report-v6.pdf>
- 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 reviewed and endorsed the findings at their meeting on 14 July 2020. The Combined Authority will review the findings at their meeting on 27 July 2020.

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 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 outlined in the 27 July Combined Authority paper – [item 11](#).
- 2.18 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 address the climate emergency in West Yorkshire.

Next steps

- 2.19 Subject to approval by the Combined Authority, work will begin on the next phases of the study in late July 2020.
- 2.20 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.
- 2.21 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 LGA⁴ 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 recover from the COVID-19 crisis. This study and its findings will feed into the embedding process.
- 2.22 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 these benefits. 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 CERP outcomes will help to shape the initial pipeline of projects the proposition aims to develop.

⁴ Ecuity Consulting (2020) Local green jobs – accelerating a sustainable economic recovery. A report for the Local Government Association (LGA)

- 2.23 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.

Potential roles for the Place Panel to play

- 2.24 The Panel received a report on the Tackling the climate emergency in January 2020. Since then, in June 2020, a [report](#) has been endorsed by the LEP Board, recommending that all Panels develop actions to play their part in tackling the Climate Emergency and nominate a Champion to support this work. This report identified a range of potential areas that this panel could consider (see a non-exhaustive list below).
- 2.25 Decarbonising our communities will require a range of actions, including spatial planning that encourages low / zero carbon living and working, building new homes and retrofitting existing homes so they are energy efficiency, low carbon, cheap to run and healthy.
- 2.26 Nature needs to play a greater role in tackling the climate emergency including restoring our peatlands and planting trees, which can help store carbon. Currently peatlands are not acting as stores, as they are badly damaged and are actually emitting greenhouse gases. The role of quality green space and access to it is also vital for wellbeing and health, as demonstrated during the COVID-19 pandemic.
- 2.27 In addition, the impacts of a changing climate and ensuring communities are resilient to current and future changes in climate, including increasing flood resilience across the City Region's towns and cities is needed. Nature based solutions, such as upper catchment tree planting, are a very effective in helping to reduce the impacts of flooding and can help build resilience for downstream businesses and communities.
- 2.28 In addition, climate change and extreme weather cause inequalities in health and wellbeing and, if unchecked, will exacerbate them. This needs further consideration as policy responses to climate change can place additional burdens on people and communities who are already vulnerable. The extent of these burdens is not always obvious. People in communities worst affected may be the least likely to speak or to be heard in decisions. Therefore, local authorities, LEPs and their partners in service provision need to take a socially just approach to building more resilient communities.
- 2.29 Therefore, there is a range of opportunities for the Panel to consider exploring and, in conjunction with other LEP Panels, focussing on ensuring a just transition for communities.

3. Clean Growth Implications

- 3.1. The work described in this report is central to ensuring that the City 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 for the City Region, to the Combined Authority's connectivity strategy work to develop a pipeline of future transport interventions and the COVID-19 recovery plan.

4. Financial Implications

- 4.1. The study is funded through contributions from the Combined Authority's economic and transport policy sections, the North East Yorkshire and Humber Energy Hub and York and North Yorkshire LEP.
- 4.2. Technical and policy costs associated with the study will be calculated as part of Tasks 2 and 3. This will provide a high-level indication of the funding that will be required to deliver the measures and policies identified.

5. Legal Implications

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

6. Staffing Implications

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

7. 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, Drax and Yorkshire Water, local authorities and civic society including Leeds Living Streets, Friends of the Earth and the Leeds Climate Commission.

8. Recommendations

- 8.1. That the Panel notes the importance of Emissions Pathways study in determining how the City Region can meet its net zero carbon ambitions.
- 8.2. That the Panel endorses playing a role in tackling the climate emergency and considers the contents of this report and other opportunities and outlines, within the next six months, what they will explore / influence.
- 8.3. The Panel to nominate a Tackling the Climate Emergency Champion to support this work.

9. Background Documents

- 9.1. None

10. Appendices

Appendix 1. CERP Results - Summary

Appendix 2. Common Actions and what the pathways mean in 2038 for communities, residents and businesses



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 MtCO₂e 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

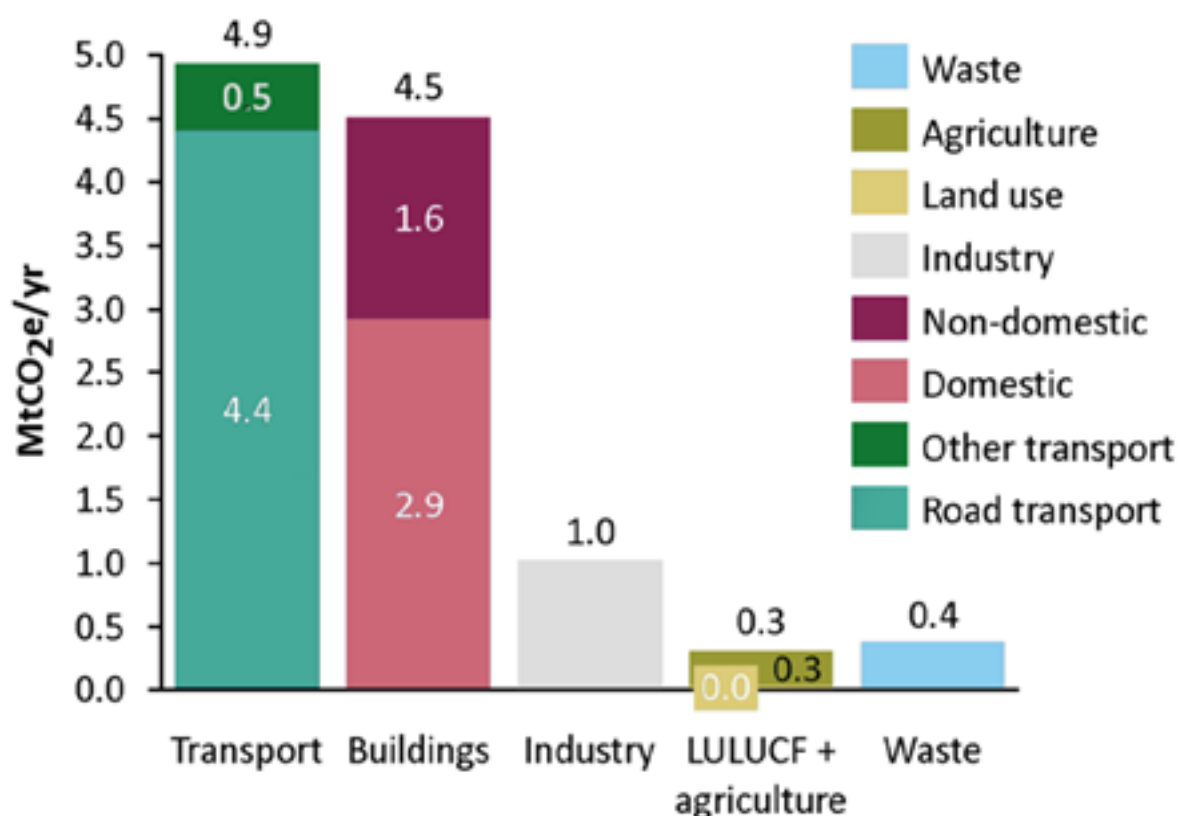
In 2018, the Government estimated the UK produced 449 million tonnes of carbon dioxide equivalent. As a region, West Yorkshire currently emits 11.1 million tonnes of carbon dioxide equivalent per year.

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

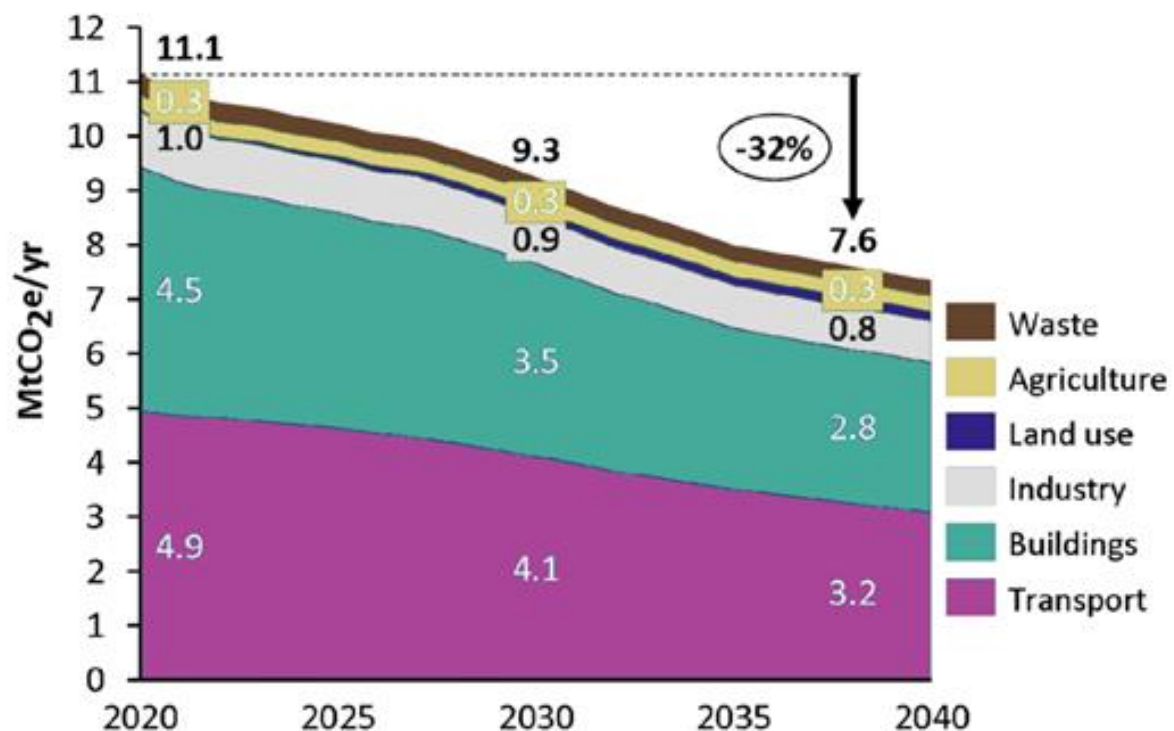
The study explored the likely levels of carbon emissions by 2038 if no new action to reduce them was taken. This assumed no new national and local policies, regulations or incentives were introduced.

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.

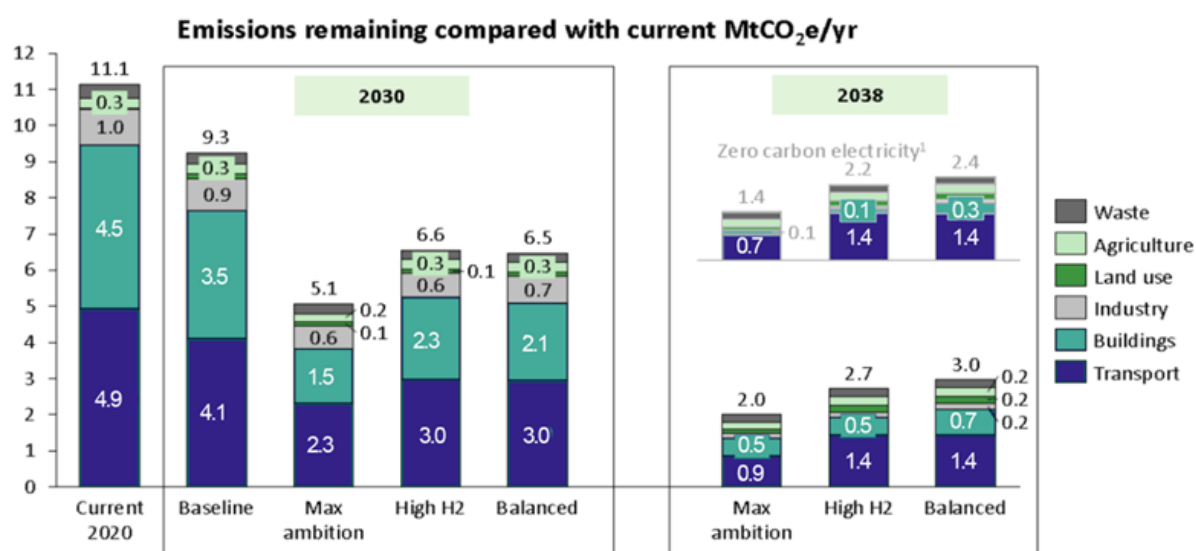


The pathways

The study looked at three potential pathways to decarbonise different sectors of the economy.

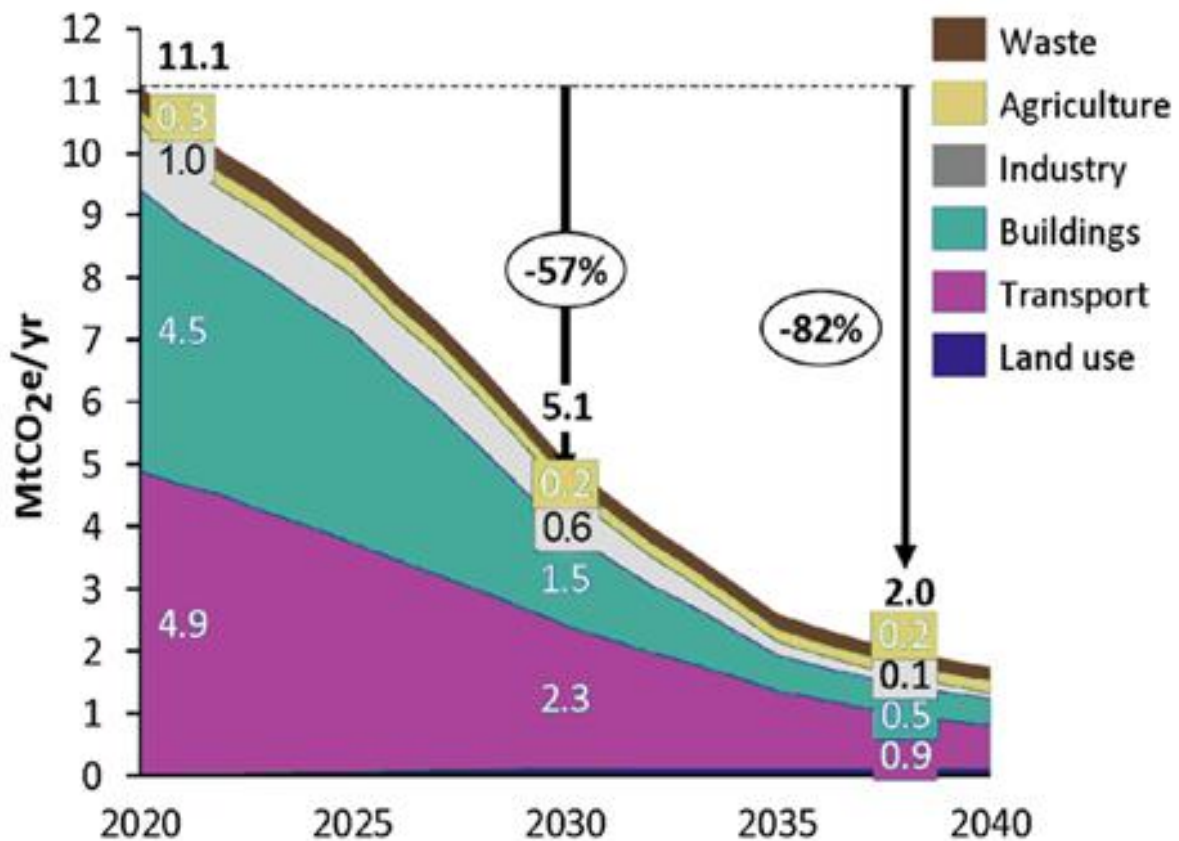
For each economic sector, the three different pathways were applied to show the difference in carbon reductions from 2020 to 2038.

- **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.



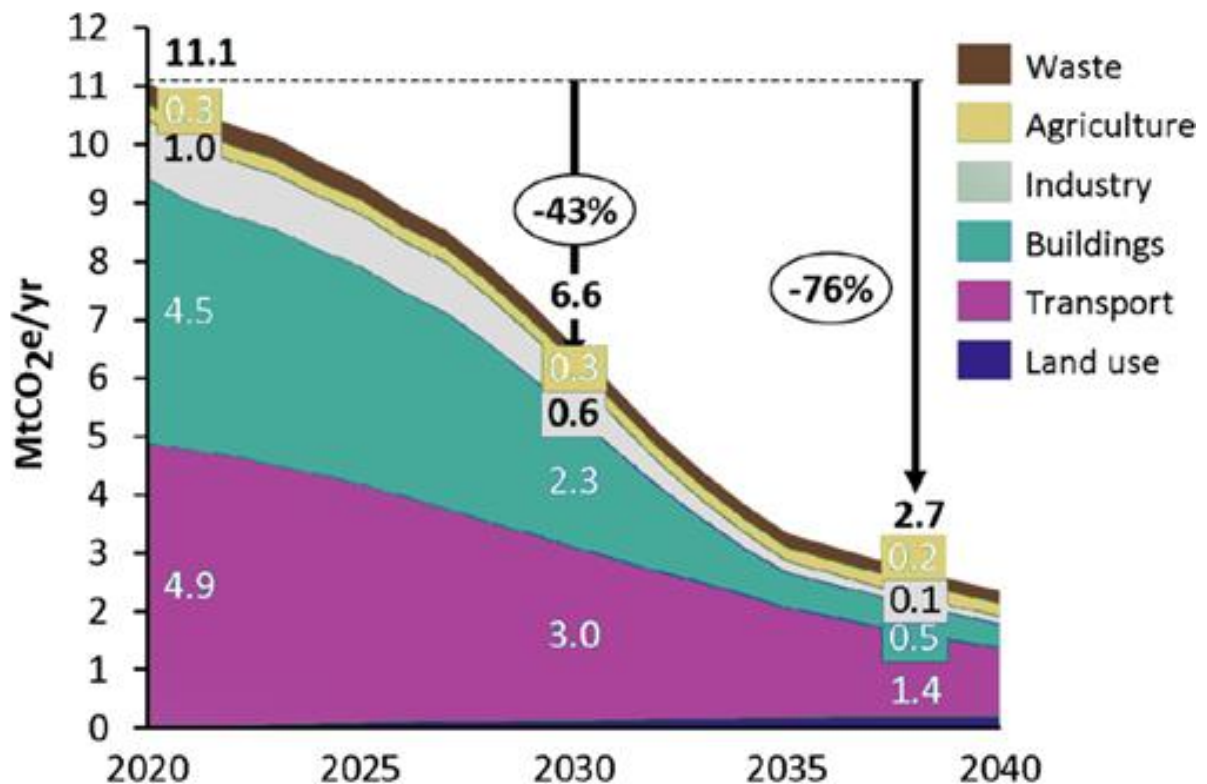
Pathway results

Max Ambition



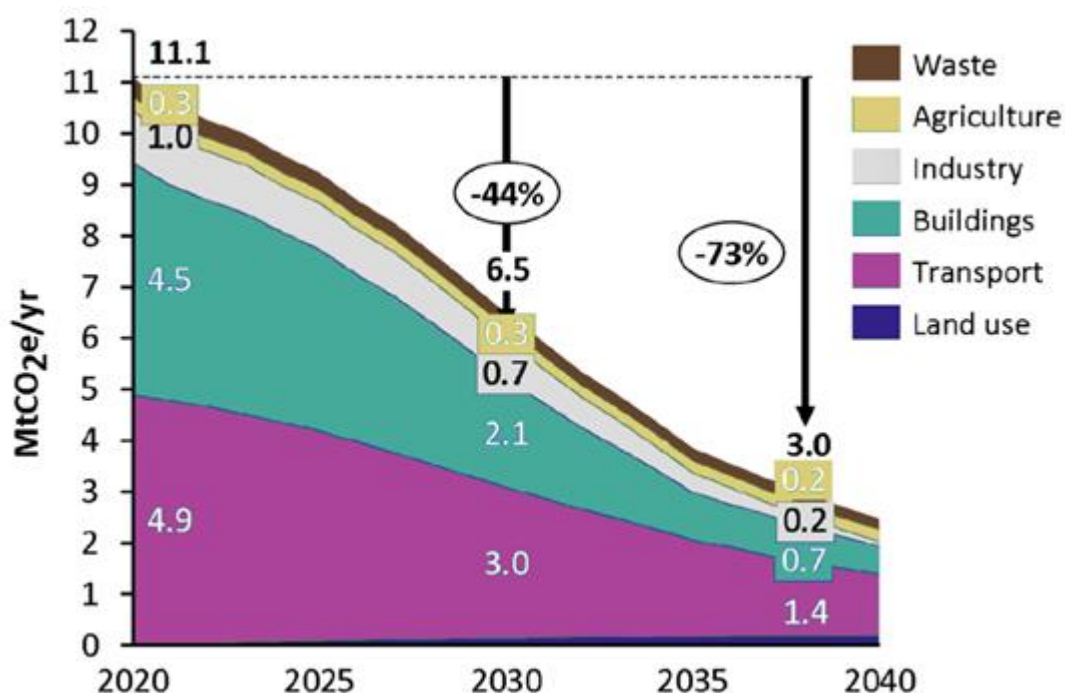
- According to this pathway, by 2038 there would be an 82 percent reduction in carbon emissions across the region leaving approximately two million tonnes of carbon remaining primarily in the transport and building sectors from the use of electricity.
- This requires a rapid update to electric powered 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.

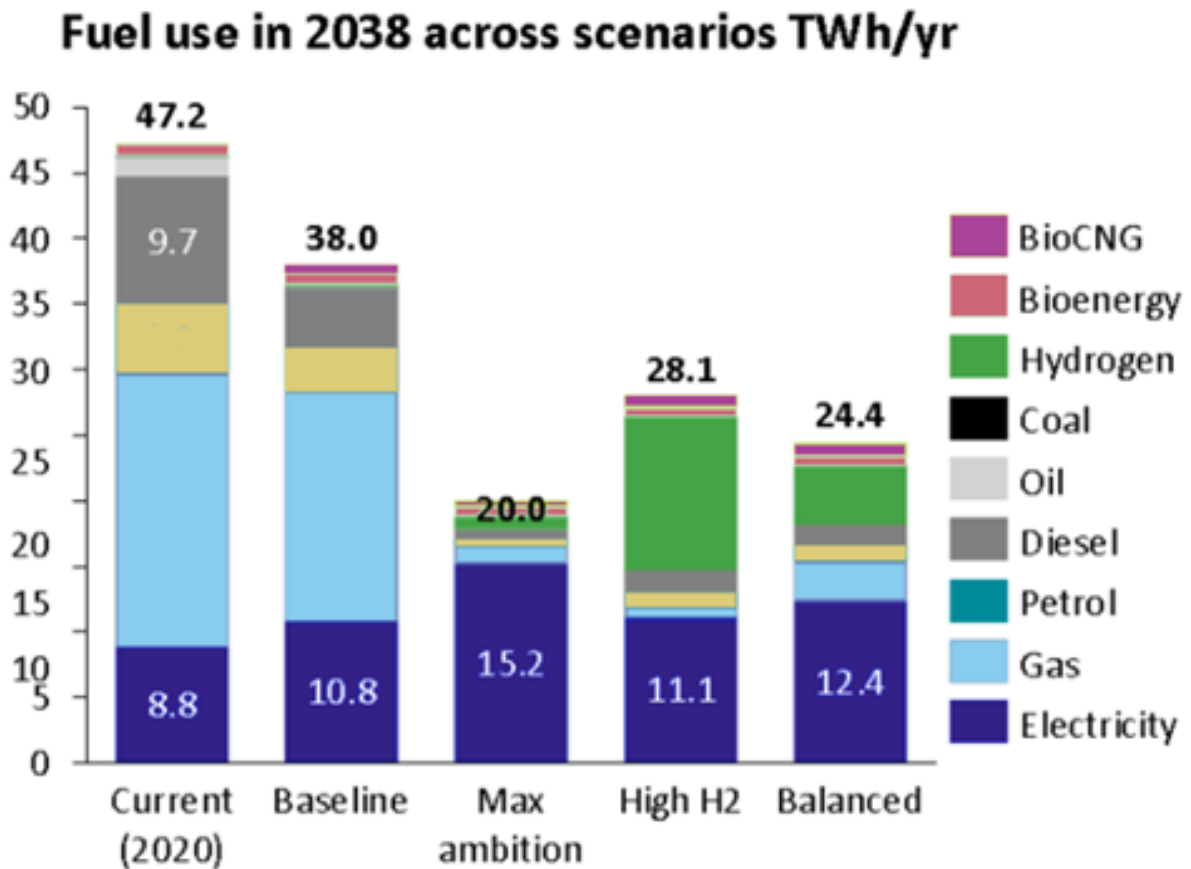
Balanced



- 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.

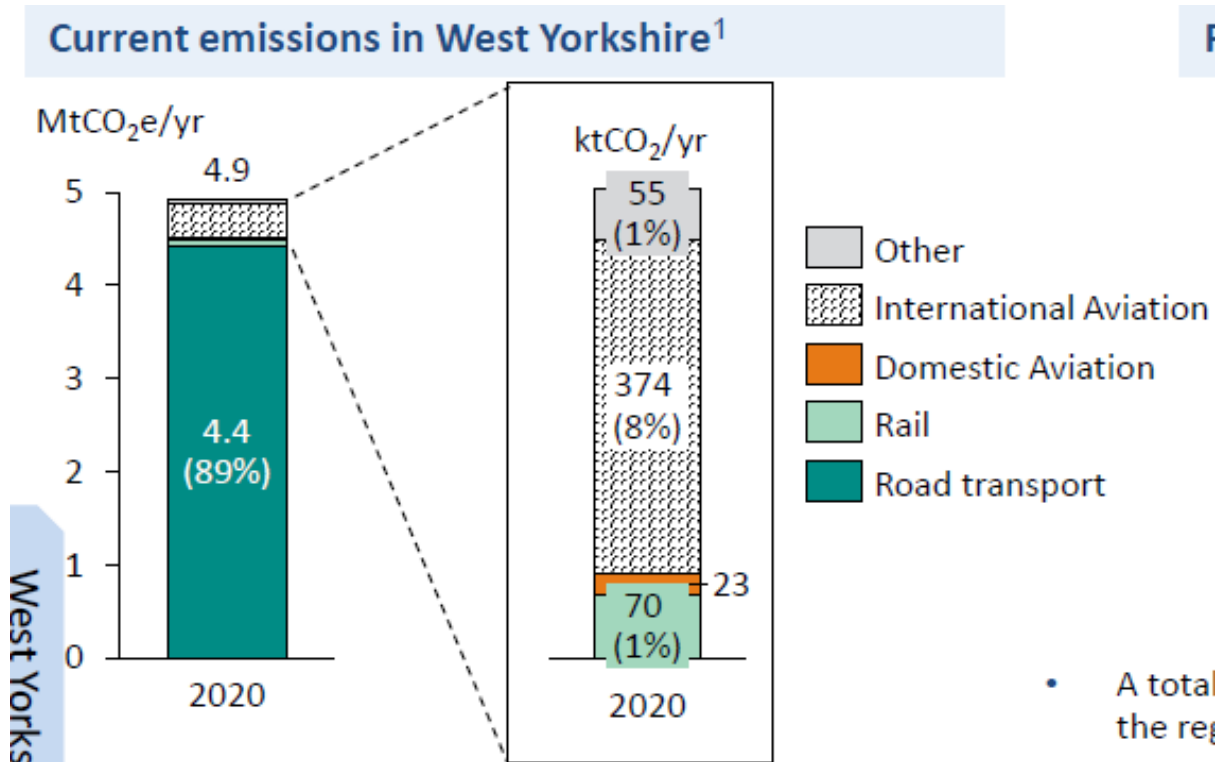
Fuel demand



- 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**

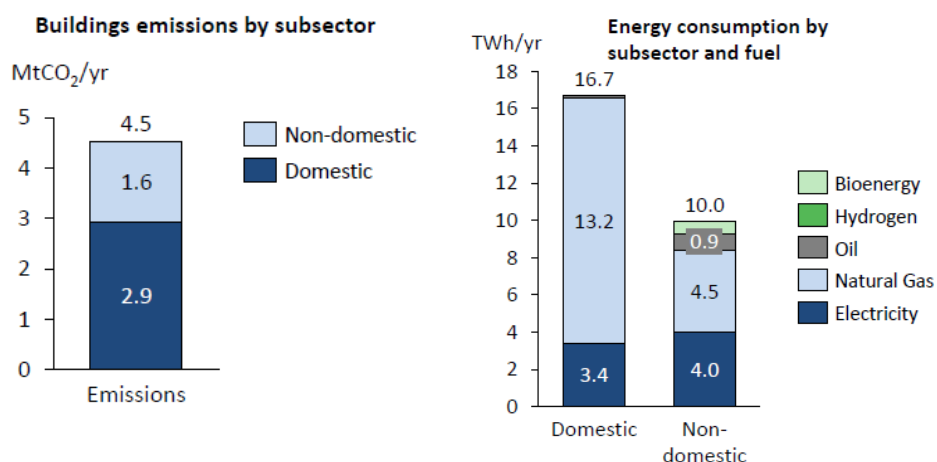
- Sales of zero emission HGVs must increase by between 1,000 and 2,000 per year.
- HGVs will switch from petrol and diesel engines to be 79 percent electric battery powered or two-third powered by hydrogen fuel cell.
- **Public transport**
 - Sales of conventional petrol and diesel buses will end by 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

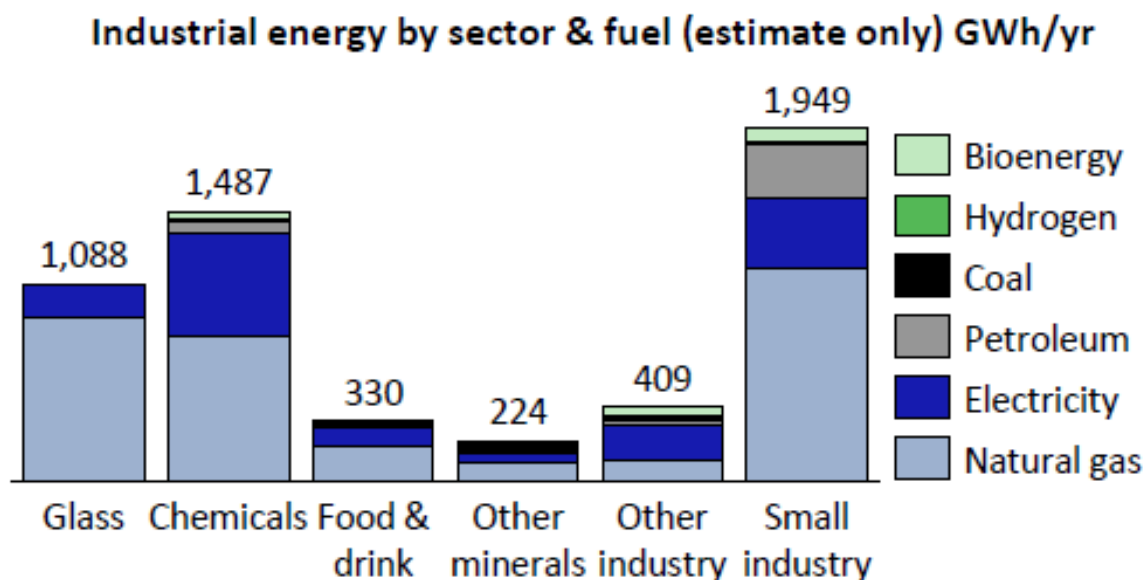
Depending on the pathway, actions identified to reduce the levels of emissions by 2038 include:

- 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

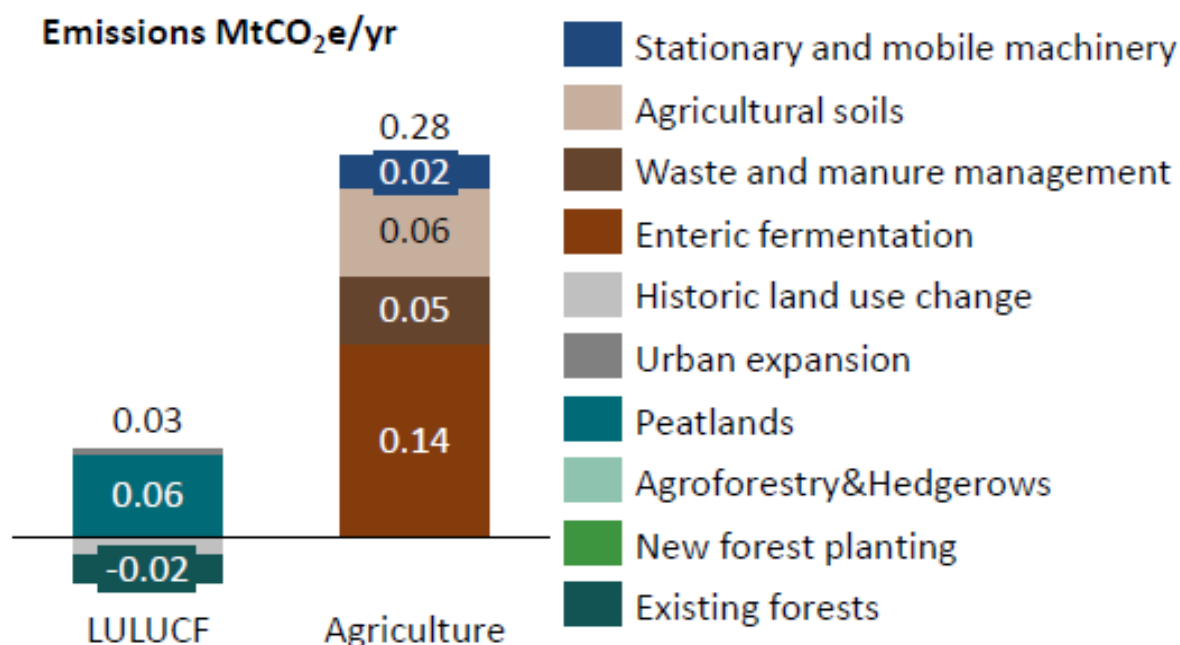
Depending on the pathway, actions identified to reduce the levels of emissions by 2038 include:

- 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

Appendix 2. 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 working¹.
- 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 less 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.

¹ Demand reduction percentage cited also includes locating new homes closer to places of work and amenities to reduce journey distance.

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Report to: Place Panel

Date: 28 July 2020

Subject: **Statement of Common Ground**

Director(s): Alan Reiss, Director Policy, Strategy and Communications

Author(s): Alison Gillespie

1. Purpose of this report

- 1.1 To seek endorsement of the Statement of Common Ground (SoCG) and recommend that the West Yorkshire Combined Authority signs the document as appended to this report (Appendix 1).

2. Information

- 2.1 The Ministry of Housing, Communities and Local Government (MHCLG) set out in the updated National Planning Policy Framework (NPPF) (February 2019) that all local planning authorities are required to produce, maintain and update a SoCG.

- 2.2 MHCLG requires that a SoCG has to be produced to support more effective joint working where planning issues need to be addressed by more than one local planning authority. The objectives of the policy are to:

- a) Increase certainty and transparency, earlier on in the plan-making process, on where effective co-operation is and is not happening;
- b) encourage all local planning authorities, regardless of their stage in plan-making, to co-operate effectively and seek agreement on strategic cross-boundary matters, including planning for the wider area's housing need; and
- c) Help local planning authorities demonstrate evidence of co-operation by setting clearer and more consistent expectations as to how co-operation in plan-making should be approached and documented.

Version 1 of the Statement of Common Ground (2018)

- 2.3 On 31 August 2018 Heads of Planning approved the initial LCR SoCG, following participation in a pilot to prepare a Statement. It was agreed that the SoCG would be taken through individual local authority approval

processes. The SoCG was subsequently endorsed by LCR Directors of Development on 7 September 2018, Place Panel on 24 October 2018 and Combined Authority on 13 December 2018. The initial SoCG has attained individual local approval by all LCR constituent authorities with the exception of City of York and Craven who were unable to take the document forward for approval at that time due to the stage in the Local Plan preparation process. These timing issues have now been resolved in the preparation of this updated version of the Statement.

Revision of the Statement of Common Ground (2020)

- 2.4 In accordance with the requirements of the NPPF and national planning practice guidance the SoCG commits to being *kept under review and maintained to reflect the most up-to-date and readily available information*.
- 2.5 The Combined Authority, in collaboration with City Region Duty to Cooperate Group has prepared an updated draft of the SoCG a final version of which was agreed at a Heads of Planning meeting on the 7th Feb 2020. The document was also considered by Directors of Development on the 6th March 2020 and has now been signed by the relevant local authority member (in most cases the member that holds the portfolio for planning). The appended Statement contains all partner signatures. As all signatures have now been provided by participating authorities it is suggested the Statement be signed by the West Yorkshire Combined Authority. Once signed by the West Yorkshire Combined Authority this will allow the Statement to be taken through individual local authority approval processes.

3. Financial Implications

- 3.1 There are no financial implications directly arising from this report. The Statement of Cooperation has been developed internally by the West Yorkshire Combined Authority Policy and Strategy team in partnership with all Leeds City Region Local Planning Authorities.

4. Legal Implications

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

5. Staffing Implications

- 5.1 There are no staffing implications directly arising from this report.

6. External Consultees

- 6.1 No external consultations have been undertaken.

7. Recommendations

- 7.1 That the Panel endorses the revised Statement of Common Ground (2020) as appended and recommends that the Statement be signed by the West Yorkshire Combined Authority.

8. Background Documents

None.

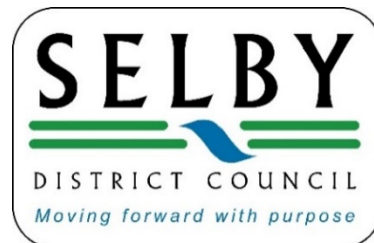
9. Appendices

Appendix 1: Statement of Common Ground (2020)

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Leeds City Region Statement of Common Ground

March 2020



1.0 Introduction

- 1.1 The Leeds City Region partner councils have prepared this Statement of Common Ground in response to the requirement as set out in the revised [National Planning Policy Framework](#) (NPPF) published in February 2019.
- 1.2 The approach set out in this Statement of Common Ground is in accordance with the requirements within the Government's [Planning Practice Guidance](#).

2.0 Geographical Area

- 2.1 It has been jointly determined that this Statement of Common Ground will cover the geographical area as illustrated in Figure 1. The justification for the choice of this geography is a combination of:
 - The existence of governance frameworks including the Leeds City Region Local Enterprise Partnership (LEP), West Yorkshire Combined Authority and associated Panels.
 - Evidence to support this geography as a functioning economic area and existence of a comprehensive evidence base and a shared policy position on economic growth as set out in the [Strategic Economic Plan](#) (SEP).
 - The existence of well-established, common approaches and tools used by authority partners to address duty-to-cooperate requirements, (as set out in the Leeds City Region Statement of Cooperation for Local Planning (Revised 2018)).
- 2.2 The Partner Councils are 'parties' responsible for developing and maintaining the Statement of Common Ground and are listed below.

Parties

Barnsley Metropolitan Borough Council
 City of Bradford Metropolitan District Council
 The Borough Council of Calderdale
 Craven District Council
 Harrogate Borough Council
 The Council of the Borough of Kirklees
 Leeds City Council
 Selby District Council
 The Council of the City of Wakefield
 City of York Council
 West Yorkshire Combined Authority
 North Yorkshire County Council

- 2.3 Also listed below are the Prescribed Bodies as identified in NPPF, these bodies (where relevant) will be notified of the publication of this Statement of Common Ground and invited to support its objectives.

Prescribed Bodies

The Environment Agency

The Historic Buildings and Monuments Commission for England (known as Historic England)

Natural England

The Mayor of London (not relevant in this region)

The Civil Aviation Authority

The Homes and Communities Agency

Each clinical commissioning group established under section 14D of the National Health Service Act 2006

The National Health Service Commissioning Board

The Office of Rail Regulation

Transport for London (not relevant in this region)

Each Integrated Transport Authority

Each highway authority within the meaning of section 1 of the Highways Act 1980 (including the Secretary of State, where the Secretary of State is the highways authority)

The Marine Management Organisation

Figure 1 – Leeds City Region Statement of Common Ground Administrative Areas



3.0 Governance Process

- 3.1 This Statement of Common Ground will be approved and kept under review by the parties as listed in Section 2.2 of the Statement.
- 3.2 The West Yorkshire Combined Authority Place Panel provides oversight on joint-working on planning matters, all Leeds City Region partner councils are represented on this panel. The functions of the Place Panel include evidencing compliance with the statutory duty to cooperate in relation to planning of sustainable development.
- 3.3 The Leeds City Region Statement of Cooperation for Local Planning (March 2016) sets out the cooperation process in the Leeds City Region.

4.0 Monitoring and Review

- 4.1 This Statement of Common Ground will be kept under review and maintained to reflect the most up-to-date and readily available information. A review by the LPA's and the Prescribed Bodies to establish whether the document needs to be updated will be carried out annually.
- 4.2 When updating this Statement the adoption of neighbouring, or overlapping, statements of common ground covering other geographical areas will be reflected.

5.0 Leeds City Region Joint Working on Planning Matters

- 5.1 As a polycentric economic area there are centres of different economic strength including Barnsley, Bradford, Halifax, Harrogate, Huddersfield, Selby, Skipton, Wakefield and York which surround the economic core of Leeds.
- 5.2 Interdependencies and commuting movements are complex and have resulted in a strong history of collaboration on spatial planning issues across the Leeds City Region. The polycentricity of the sub region has driven patterns of growth and our collective approach to planning. Our approach is to prepare complementary local plans that collectively reflect a shared ambition for inclusive and sustainable growth.
- 5.3 An [interactive infrastructure map](#) has been prepared in partnership with all partner councils for the purposes of sharing spatial information on infrastructure and planned growth. The map provides a collective position on current (or emerging) local plan growth and spatial priority areas. It can also be used to identify / illustrate cross boundary matters and to consider infrastructure needs and inter-relationships between infrastructure types.
- 5.4 Collaboration on planning matters results in better planning outcomes and is undertaken between partner councils for a number of reasons, including:
 - The main functional trends and drivers for change that affect places operate at a spatial scale above local authority level. Housing markets, commercial

property markets, labour markets, business agglomeration effects and supply chains, travel to work areas, utilities networks and water catchments for example do not stop at local authority boundaries. In the context of the Duty to Cooperate, understanding these greater-than-local trends and engaging with partners to identify and resolve issues is essential.

- There is a collective interest across partner councils in the success of the most strategically important places of growth, regeneration and change, including growth corridors that will drive the city region's economy. Local policy development cannot be undertaken in isolation, partner councils within the Leeds City Region are actively engaged in identifying and promoting / delivering strategic priorities.
- Planning policy at a local authority level relies, to some extent, on an evidence base and technical work developed across local authority boundaries because the matters being considered have cross boundary implications. Examples of this include economic forecasts, population and household projections, analysis of opportunities and constraints relating to infrastructure, supply and demand for minerals and data analysis on waste arisings. All of these areas of policy will benefit from technical work based on a geography that is wider than the local authority level.

6.0 Planning for Housing in the Leeds City Region

- 6.1 The unique geography of the Leeds City Region determines that the partner councils have a close, but not dependent, relationship on each other for accommodating housing need.
- 6.2 The existing and emerging suite of Local Plans set out the approach to meeting local housing need. In development of these plans partner councils consider what the most sustainable local patterns of development are, undertaking local green belt reviews where necessary.
- 6.3 There are specific settlements and areas of open countryside where cross-boundary cooperation on the most effective and sustainable patterns of development are required. These areas are an ongoing focus for detailed Duty to Cooperate work on a bilateral basis between partner councils.
- 6.4 With regard to housing need all Leeds City Region Local Planning Authorities are planning for their own need within their own Local Authority boundaries. For the avoidance of doubt, based on current plan targets (some draft) there is no housing shortfall or distribution of unmet need required.
- 6.5 Cumulative housing targets for the Leeds City Region:
 - 12,350 dpa (Local Plan targets at January 2020 – some draft)

Refer to Appendix 1 for full local authority breakdown of housing need figures and targets.

7.0 Matters on Which Parties Agree

- 7.1 The following have been identified as matters on which the parties agree relating to the strategic matters of Inclusive Growth, Housing, Green belt, Employment, Transport, Minerals and Waste, Climate Change, Environment, Health and Well-being, and Education.

Inclusive Growth

Parties agree to:

- 1) maintain progress on local plans in line with indicative timetables to ensure we are collectively and proactively planning for inclusive / sustainable growth.
- 2) consider local plan timescales in the context of emerging strategic priorities recognising the benefits of alignment for cross-boundary working.
- 3) maintain and strengthen the existing robust and proportionate evidence base to give a clear understanding of economic forecasts, housing needs, infrastructure capacity constraints and opportunities and environmental constraints and characteristics.
- 4) adopt common approaches to viability across the city region.
- 5) take account of the Leeds City Region and York, North Yorkshire and East Riding Strategic Economic Plans and the emerging Leeds City Region and York, North Yorkshire and East Riding Local Industrial Strategies and supporting Strategic Economic Frameworks in preparing local plans.
- 6) take account of economic forecasts from the Regional Econometric Model (REM) in undertaking modelling for local plans.
- 7) ensure that local plans drive transformation of economic, environmental and social conditions in the seven urban growth centres of Bradford, Halifax, Huddersfield, Leeds (including the South Bank), Wakefield, Barnsley and York, (as Spatial Priority Areas (SPAs) identified in the Leeds City Region SEP) including spreading the benefits of continued growth of the Leeds economy as the City Region's economic centre.

Housing

Parties agree to:

- 8) plan for between 10,000 and 13,000 additional homes per year in the Leeds City Region up until 2031 as stated in the Leeds City Region SEP.
- 9) include the calculation of housing need figures based upon the Government's finalised methodology for calculating local housing need¹, taking account of economic uplift / market conditions as necessary in preparation of local plans.
- 10) to plan for their own need within their own Local Authority boundaries taking account of housing market geographies as detailed in the shared evidence report '[Leeds City Region Housing Market Areas' \(CURDS July 2016\)](#), as updated by local strategic housing market assessments.
- 11) use the plan making system to maximise delivery of affordable housing.

¹ with the exception of local planning authorities who have submitted local plans for examination prior to 24th January 2019 (i.e. the revised NPPF transitional period).

- 12) explore the opportunity to improve the quality of new housing through development plan policy reflecting an ambition to drive consistent, high quality design standards across the Leeds City Region.
- 13) ensure that local plans drive housing delivery in the six housing growth areas of Bradford-Shipley Canal Road corridor, Castleford Growth Zone, East Leeds Extension, North Kirklees Growth Zone and Wakefield City Fields, plus York Central (as SPAs identified in the Leeds City Region SEP).
- 14) Ensure housing and employment growth are planned holistically in order to ensure sustainable patterns of development across the city region.

Green belt

Parties agree to:

- 15) undertake local reviews of green belt as required in preparing local plans where consideration of reasonable options for meeting development needs by other means has taken place.

Employment

Parties agree to:

- 16) plan for employment growth of 35,700 net additional jobs above baseline job growth projections to 2036 in the Leeds City Region as a shared ambition identified in the Leeds City Region SEP.
- 17) ensure that local plans drive employment growth in the 16 employment growth areas as identified in the Leeds City Region SEP. These include mixed use sites and the [Enterprise Zones](#) (EZs) of York, Leeds (Phase 1 Leeds City Region EZ) and the 10 sites across the five West Yorkshire districts which are located along key arterial routes of M1, M62 and M606 corridors (Phase 2 Leeds City Region EZ).

Transport

Parties agree to:

- 18) support the delivery of objectives and targets in the [Transport for the North Strategic Transport Plan](#) (2019), [West Yorkshire Transport Strategy 2040](#), [North Yorkshire Local Transport Plan \(2016-2045\)](#), [Leeds City Region HS2 Growth Strategy \(2018\)](#), [West Yorkshire Low Emissions Strategy \(2016 – 2021\)](#), [Sheffield City Region Transport Strategy 2040](#), emerging rail strategy and emerging Leeds City Region Connectivity Strategy.
- 19) support the safeguarding and delivery of critical strategic routes and collaborate across boundaries (including beyond the Leeds City Region) to make best use of inter-regional road, rail and water transport networks including for the purposes of freight movements and to enable use of the most sustainable modes.
- 20) plan for significant transport infrastructure in the Leeds City Region including planning for an integrated mass transit system for West Yorkshire.

- 21) align funding opportunities to deliver strategic growth objectives to ensure that development plans are deliverable; with a particular focus on SPAs as identified in the Leeds City Region SEP and where significant growth is identified in emerging local plans.
- 22) maintain support for strategic transport infrastructure that directly underpins housing and employment growth, particularly where this enables allocations to be fully developed contributing to the supply of new homes and/or jobs.

Minerals and Waste

Parties agree to:

- 23) sharing data / information both within and beyond the Leeds City Region on minerals and waste matters and to maintaining a shared, proportional evidence base including keeping up-to-date the West Yorkshire Waste Model (for relevant partner councils), undertaking regular waste capacity gap analysis and jointly preparing and aligning Local Aggregate Assessments (LAAs) on an annual basis.
- 24) review a joint position on safeguarding of wharves and rail sidings.
- 25) encourage the movement of Marine Aggregates into the Leeds City Region to help maintain an adequate supply and reduce pressure on sensitive land resources.

Climate Change

Parties agree to:

- 26) work towards contributing to the national target of being carbon neutral by 2050 alongside local targets and targets in national and local climate emergency declarations, and collaborating where appropriate to accelerate progress towards a carbon neutral city region.
- 27) specifically, reflect in local plans or supplementary planning policy the commitment of the [Leeds City Region Climate Coalition](#) and the [Leeds City Region Energy Strategy and Delivery Plan](#) to become a net zero carbon City Region by 2038 at the latest with significant progress by 2030².

Environment:

Parties agree to:

- 28) reflect in local plans the commitments in the [Leeds City Region Green and Blue Infrastructure Strategy and Delivery Plan](#), supporting shared ambitions to improve green and blue infrastructure (particularly in areas of poor health and deprivation).
- 29) work collaboratively to prepare catchment wide evidence on all forms of flooding; to increase the collective understanding of Natural Flood Risk Management and sustainable drainage systems; and ensure best practice on flood risk management in Local Plans and Development Management

² Leeds City Council have a stated target to be a net zero carbon city by 2030.

decisions, with a view to making the Leeds City Region an exemplar of good practice.

- 30) ensure net biodiversity gains are achieved for developments across the city region.

Health and Well-being:

Parties agree to:

- 31) understand the pipeline of housing development and its potential to deliver healthy places through plan making, including working closely with Clinical Commissioning Groups.

Education:

Parties agree to:

- 32) ensure sufficient provision is made for the education needs arising from new development, including the creation, expansion and alteration to schools.

8.0 Signatures

SIGNED by

Cllr. Alex Ross-Shaw

.....
for and on behalf of the City of
Bradford Metropolitan District
Council



.....
Signature

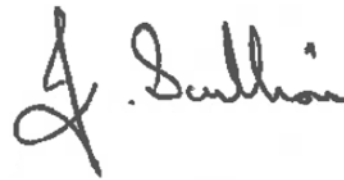
Portfolio Holder for Regeneration,
Planning & Transport

.....
Title

SIGNED by

Cllr. Jane Scullion

.....
for and on behalf of the Borough
Council of Calderdale



.....
Signature

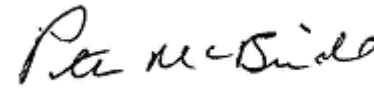
Cabinet Member, Regeneration and
Resources

.....
Title

SIGNED by

Cllr. Peter McBride

.....
for and on behalf of the Council of
the Borough of Kirklees



.....
Signature

Deputy Leader of the Council and
Cabinet Member for Regeneration

.....
Title

SIGNED by

Cllr. Lisa Mulherin

.....
for and on behalf of Leeds City
Council



.....
Signature

Executive Board Member for Climate
Change, Transport and Sustainable
Development

.....
Title

SIGNED by

Cllr. Denise Jeffery

.....
**for and on behalf of the Council of
the City of Wakefield**



.....
Signature

Leader of Wakefield Council

.....
Title

SIGNED by

Neil Ferris

.....
**for and on behalf of City of York
Council**



.....
Signature

Corporate Director of Economy and
Place

.....
Title

SIGNED by

Cllr. Tim Cheetham

.....
**for and on behalf Barnsley
Metropolitan Borough Council**



.....
Signature

Cabinet Spokesperson, Place
(Regeneration and Culture)

.....
Title

SIGNED by

Cllr. Rebecca Burnett

.....
**for and on behalf Harrogate
Borough Council**



.....
Signature

Cabinet Member for Planning

.....
Title

SIGNED by

Cllr. Richard Musgrave

.....
**for and on behalf Selby District
Council**



.....
Signature

Deputy Leader and Lead Executive
Member for Place Shaping

.....
Title

SIGNED by

Cllr. Richard Foster

.....
**for and on behalf Craven District
Council**



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Signature

Leader of Craven District Council

.....
Title

SIGNED by

Cllr. Andrew Lee

.....
**for and on behalf of North Yorkshire
County Council**



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Signature

Cabinet Member

.....
Title

Additional Signatories

SIGNED by

.....
**for and on behalf of West Yorkshire
Combined Authority**

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Signature

.....
Title

Appendix 1 – Leeds City Region Partner Councils Housing Requirements (as of March 2020)

Local Authority	Adopted Local Plan		Emerging Local Plan		Notes on Adopted/Emerging Local Plan Requirement
	Standard Method for Calculating Local Housing Need ³ (dpa)	Local Plan Housing Requirement ⁴ (dwellings per annum (dpa))	Standard Method for Calculating Local Housing Need ³ (dpa)	Local Plan Housing Requirement ⁴ (dpa)	
Barnsley	1,134*	1,134	-	-	Adopted Local Plan (Jan 2019). Plan period 2014-2033. Plan period Requirement 21,546. *Based upon Objectively Assessed Need.
Bradford	2,476	2,476	1,703	1,703	Adopted Core Strategy (July 2017) 42,100 over period 2013-2030. Emerging Core Strategy: Partial Review Preferred Options Consultation (July 2019). Plan period 2020-2037. Plan period Requirement 28,951.
Calderdale	-	450	818 [#]	997*	Adopted Replacement Unitary Development Plan (August 2006) Amended by SoS August 2009. 6,750 dwellings between 2001 - 2016. Emerging Local Plan: Revised Housing Requirement following Stage 1 Hearings (October 2019). Period 2018/19-2032/33. Plan period Requirement 14,950. #For period 2018-2028, 2018 Affordability Ratio.

³ Planning Practice Guidance (Housing and economic needs assessment, Para 010) states 'The standard method for assessing local housing need provides a minimum starting point in determining the number of homes needed in an area.'

⁴ NPPF (Para 65) states: 'Strategic policy-making authorities should establish a housing requirement figure for their whole area, which shows the extent to which their identified housing need (and any needs that cannot be met within neighbouring areas) can be met over the plan period.'

					*per annum average. Awaiting outcome of Examination with regard to the stepping of housing throughout the plan period.
Craven	123	230	-	-	Adopted Local Plan (November 2019). The standard method for Calculating Local Housing Need is taken from latest MHCLG figures for the Housing Delivery Test for 2017/18.
Harrogate	390	637	-	-	Adopted Local Plan (March 2020). Plan period 2014-2035. Plan period requirement 13,377.
Kirklees	1,730*	1,730	-	-	Adopted Local Plan (Feb 2019). Plan period 2013-2031. Plan period Requirement 31,140. *At the time the Local Plan was examined the latest published government Local Housing Need Assessment by district stated 1,707 dpa for Kirklees. The 1,730 dpa figure in this table is based upon Objectively Assessed Need as set out in the recently adopted Local Plan.
Leeds	2,649	3,247	-	-	Adopted Core Strategy Selective Review (Sept 2019). Plan period 2017-2033. Plan period Requirement 51,952.
Selby	450	450	365	TBC	Adopted Local Plan (Oct 2013). Emerging Local Plan: The Issues and Options document will be consulted upon between 24 January and 6 March 2020 which comprises the first stage of the Local Plan. The Local Plan housing requirement figure has yet to be established but will be informed by a new Housing and Economic Development Needs Assessment, responses to the Issues and Options consultation and early discussions with Duty to Cooperate partners.

Wakefield	977	1,600*	977	1,400	<p>Adopted Core Strategy (April 2009) 2008-2026. *This figure is now out of date when para. 73 of the NPPF is applied.</p> <p>Emerging Local Plan: Initial Draft (Dec 2018). Plan period 2017/18-2035/36 (19 years). Local Plan Requirement will be a range, currently 977 - 1,400 dpa. Local Plan period Requirement range (18,563 - 26,600). The bottom of these ranges will change annually when new data is published to allow recalculation using the standard method.</p>
York	-	-	-	822	<p>Draft Local Plan Incorporating the 4th set of changes (Approved April 2005).</p> <p>Emerging Local Plan submitted for Examination on 25 May 2018. Proposed Modification (June 2019) to Publication version of the Plan to identify a housing requirement of 822 dpa based upon an updated OAN of 790 dpa plus inherited shortfall/backlog from 2012 to 2017. Plan period 2017-2032/33.</p>
Total				12,350*	<p>*If a Local Authority is not currently developing a Local Plan the adopted local plan housing requirement has been used to calculate the total City Region figure.</p>

Leeds City Region SEP Scenario	10,239 – 12,948 (mid-point 12,038)	Based on economic growth scenario Jobs-led (REM) EA2 (see paragraph 3.8). This scenario provides a useful starting point in establishing the general scale of growth across the City Region; however, the economic scenario for the City Region does not constitute Objectively Assessed Need.
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Appendix 2 – Document References

National Documents:

<https://www.gov.uk/government/publications/national-planning-policy-framework--2> - National Planning Policy Framework

<https://www.gov.uk/government/collections/planning-practice-guidance> - National Planning Practice Guidance

Sub-national Documents:

<https://transportforthenorth.com/wp-content/uploads/TfN-final-strategic-transport-plan-2019.pdf> - Transport for the North, Strategic Transport Plan (February 2019)

Leeds City Region Documents:

<https://www.westyorks-ca.gov.uk/growing-the-economy/economic-strategy/> - Leeds City Region Strategic Economic Plan (May 2016)

<https://www.westyorks-ca.gov.uk/growing-the-economy/leeds-city-region-infrastructure-map/> - Leeds City Region Infrastructure Map

<https://www.the-lep.com/media/2263/lcr-hma-final-report-oct16.pdf> - Leeds City Region Housing Market Areas, CURDS (July 2016)

<https://www.westyorks-ca.gov.uk/projects/priority-4d-enterprise-zones/> - Leeds City Region Enterprise Zones

<https://www.westyorks-ca.gov.uk/improving-transport/leeds-city-region-hs2-growth-strategy/> - Leeds City Region HS2 Growth Strategy (2018)

<https://www.westyorks-ca.gov.uk/all-news-and-blogs/politicians-businesses-and-young-people-join-forces-as-leeds-city-region-climate-coalition/> - Leeds City Region Climate Coalition Article (10 July 2019)

<https://www.westyorks-ca.gov.uk/media/2424/leeds-city-region-energy-strategy.pdf> - Leeds City Region Energy Strategy and Delivery Plan (December 2018)

<https://www.westyorks-ca.gov.uk/media/2432/leeds-city-region-green-and-blue-infrastructure-4-page-final.pdf> - Leeds City Region Green and Blue Infrastructure Strategy and Delivery Plan – Executive Summary

West Yorkshire Documents:

<https://www.westyorks-ca.gov.uk/media/2379/transport-strategy-2040.pdf> - West Yorkshire Transport Strategy 2040

<https://www.bradford.gov.uk/media/3590/west-yorkshire-low-emissions-strategy.pdf> - West Yorkshire Low Emissions Strategy (2016-2021)

Partner Council Documents:

<https://www.barnsley.gov.uk/services/planning-and-buildings/local-planning-and-development/our-new-local-plan/barnsleys-local-plan/> - Barnsley Adopted Local Plan (January 2019)

<https://www.bradford.gov.uk/Documents/planningStrategy/adopted%20core%20strategy/10/Adopted%20core%20strategy//1%20Core%20Strategy%20full%20document.pdf> – Bradford Adopted Core Strategy (July 2017)

<https://www.calderdale.gov.uk/v2/sites/default/files/replacement-unitary-development-plan.pdf> - Calderdale Adopted Replacement Unitary Development Plan (August 2006) (Amended by SoS August 2009)

<https://www.cravendc.gov.uk/media/8733/z-local-plans-ldf-314-local-plan-adoption-2019-lp-adoption-docs-final-adoption-local-plan-pdfs-craven-local-plan-appendices-and-policies-map.pdf> - Craven Adopted Local Plan (November 2019)

https://www.harrogate.gov.uk/info/20101/planning_policy_and_the_local_plan - Harrogate District Adopted Local Plan (March 2020)

<https://www.kirklees.gov.uk/beta/planning-policy/pdf/local-plan-strategy-and-policies.pdf> - Kirklees Adopted Local Plan, Strategy & Policies (February 2019)

<https://www.leeds.gov.uk/Local%20Plans/Adopted%20Core%20Strategy/Consolidated%20Core%20Strategy%20with%20CSSR%20Policies%20Sept%202019.pdf> – Leeds Adopted Core Strategy Selective Review (September 2019)

https://www.selby.gov.uk/sites/default/files/Documents/CS_Adoption_Ver_OCT_2013_REDUCED.pdf - Selby Adopted Core Strategy Local Plan (October 2013)

<http://www.wakefield.gov.uk/Documents/planning/planning-policy/local-plan/core-strategy/core-strategy.pdf> - Wakefield Adopted Core Strategy (April 2009)

https://www.york.gov.uk/downloads/file/3663/the_local_plan_2005_-_development_control_local_plan_full_document_and_appendicespdf - City of York Draft Local Plan Incorporating the 4th set of changes (Approved April 2005).

Other Documents:

<https://www.northyorks.gov.uk/local-transport-plan> - North Yorkshire Local Transport Plan

https://d2xjf5riab8wu0.cloudfront.net/wp-content/uploads/2019/03/SCR_Transport_Report-v4.5-04.06.19.pdf - Sheffield City Region Transport Strategy 2040

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All information correct at time of print (June 20)

Report to: Place Panel

Date: 28 July 2020

Subject: **Flood Risk Management Update & Pipeline Refresh**

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

Author: Justin Wilson

1. Purpose of this report

- 1.1 This report provides an update on the Combined Authority's Flood Risk Management (FRM) work across Leeds City Region. This include updating the Combined Authority's pipeline of priority flood risk management schemes, the Leeds City Region Flood Review Recommendations and the City Region's Growth Deal Three supported capital flood programme.

2. Information

Background

Context

- 2.1 The West Yorkshire Combined Authority, working in partnership with the Leeds City Region Economic Partnership (LEP), plays a leading role in improving the resilience of the City Region to flood risk.
- 2.2 In collaboration with partners the Combined Authority developed the Leeds City Region Flood Review following the 2015 Boxing Day flood events. The organisation also works in collaboration with key stakeholders such as Partner Councils, the Environment Agency (EA) and Yorkshire Water the Combined Authority has supported delivery of ambitious and innovative flood schemes.

Climate Change

- 2.3 The resilience of the City Region to flood risk is vitally important to tackling the climate emergency. Our communities need to be helped to become more resilient to current and future weather events, which will only increase as our climate continues to change. The work undertaken to improve FRM provides an important contribution to the City Region's work to address the Climate

Emergency, supporting the commitment made by the City Region and all its Partner Councils to become net zero carbon by 2038 at the latest with significant progress by 2030.

- 2.4 Flood management is also an important component to our Green and Blue Infrastructure Strategy and Delivery Plan. Specifically, Natural Flood Management approaches including peat restoration, tree planting and natural dam measures.

Leeds City Region Flood Review

- 2.5 In response to the 2015 Boxing Day Floods, which caused over £500m of damage, the Combined Authority undertook a Flood Review, published in December 2016. The Review was prepared with contributions from the LEP, the ten City Region council partners, North Yorkshire County Council, the Combined Authority's Overview and Scrutiny Committee, the EA, Yorkshire Water, Canals and River Trust and the West Yorkshire Local Nature Partnership. The Review set 19 recommendations to help reduce the impact and likelihood of flooding and help us respond effectively across the City Region. Appendix 1 lists a summary of the 19 Flood Review recommendations which are arranged in the following broad thematic groups:
- a) Economic Impact of Flooding
 - b) Emergency response and recovery
 - c) Planning, risk reduction and mitigation for future events
- 2.6 All the actions in the flood review are ambitious and challenging. They require all parties involved to make commitments at all levels, changing how we do things in partnership. Progress has been made on most. A phased approach to their delivery is considered, in order to progress the actions of highest priority and await proposed changes to national legislation, policy of guidance where required. A summary of successes and progress across all 19 recommendations is listed below:

Successes:

- Developed a consistent definition of critical infrastructure to be protected in the event of floods and included within a database
- Developed a single Integrated Recovery Plan for all 10 LAs based on shared local best practice
- Created a strategic working group of local partners, drawing from existing governance structures and reporting to Combined Authority.
- Developed guidance across the City Region to mitigate flooding and improve resilience, through the publication of the updated Sustainable Drainage Systems (SuDS) Guidance document.

Next Steps:

- Continue to work with partners to leverage additional funding for capital flood projects across the City Region.
- Develop a whole catchment approach to flood risk and resilience e.g. emerging work in the City Region Green and Blue Infrastructure Strategy

- Collaborate with research led by the Universities of Leeds and York to enhance the ability of businesses to access flood insurance and better understand the indirect economic impacts of flooding events.

Flood Events in 2020

- 2.7 The heavy rainfall accompanying Storm Ciara and Storm Dennis in February 2020, led to several floods throughout West Yorkshire affecting homes, businesses, schools and infrastructure across large parts of our area. The heavy rainfall caused flooding to properties from a combination of sources, including surface water and river water.
- 2.8 It was estimated that up to 800 businesses were flooded across Calderdale, with parts of Wakefield (Horbury) and Bradford (Shipley, Bingley, Keighley and Haworth) districts also severely impacted. It is estimated that £122m of damage was caused to buildings and infrastructure.
- 2.9 Storm Ciara and Storm Dennis follow on from the devastating impact of floods in our area in Boxing Day 2015 and the recent incidents in neighbouring South Yorkshire on 7 November 2019. There is now a consistent pattern of wet winter periods, with saturated land and consistently high river levels making communities vulnerable to the increased frequency of intense storms.

Capital Schemes

Growth Deal 3 FRM Programme

- 2.10 In 2017 £20 million from Growth Deal Three was approved at programme level by the Combined Authority to reduce the flood risk of businesses (1,345 target), and safeguard jobs (11,000 target) within the city region.
- 2.11 To date £17.85 million (£15 million spend) has been awarded to 8 projects with a total value of £195 million; programme costs of £138,000 are forecast:
- Leeds Flood Alleviation Scheme #1 (FAS1) and Scheme #2 (FAS2)
 - Skipton Flood Alleviation Scheme
 - Mytholmroyd Flood Alleviation
 - Wyke Beck Flood Alleviation
 - Natural Flood Management Upper Aire
 - Natural Flood Management Colne Calder
 - Hebden Bridge Flood Alleviation Scheme
- 2.12 The remaining funds of the Growth Deal will be awarded during 2020/2021. The outline business case for the Brighouse FAS, with a Growth Deal ask of £1.5m is expected in September 2020, with the full business case due before the end of March 2021.

Future Funding

- 2.13 Building on the success of the Growth Deal Three funded programme, the Combined Authority has been working with partners to develop a programme

of priority schemes for the 6-year programme for post 2021 delivery. These schemes have been selected on the basis of a combination of the following points:

- Strategic value in terms of flood protection, economic or environmental value;
- Enhanced protection to business areas that have generally struggled to gain access to funding from other sources.
- Include an element of innovation or emerging best practice that could be used to drive forward FRM delivery across the City Region and UK.

- 2.14 During 2019 partners arrived at a package of 27 priority scheme with a funding ask of £119m. A further ask of £6m was identified to support a Natural Flood Management programme. This programme was beneficial in engaging with Government as part of the our Devolution Deal discussions and Spending Review rounds. The programme has supported partner efforts to draw in c.£30m of additional Government funding for identified priority FRM schemes in Calderdale and Tadcaster during 2019 and £22.32m for Leeds Flood Alleviation Scheme (FAS) & Natural Flood Management in July 2020¹.
- 2.15 Circumstances have changed since the programme was agreed with partners in early 2019. This includes the current COVID-19 health crisis and related recovery process, the development of separate workstreams and knowledge of NFM; the conclusion of the West Yorkshire Devolution Deal and clarification of the Combined Authority/LEP geography.
- 2.16 It is proposed that a light refresh is undertaken to reflect the points above and to account for potential changes to the priority schemes in terms of the range of schemes and costs. It is anticipated that a new national DEFRA funding formula will be agreed, which will impact potential funding gaps for priority schemes in Autumn/Winter 2020. This will be reflected in the updated programme when more detail is known. Given the scale of the other proposed changes to the programme, it is proposed that is it updated now rather than wait for any changes to the funding formula. This will allow for a robust submission to be available when engaging with Government.

3. Clean Growth Implications

- 3.1 Clean growth is a cross cutting theme and is an integral part of FRM activities, particularly in relation to natural flood management, tree planting and peat restoration which provide flood protection and wider environmental benefits.
- 3.2 Other implications are set out above at paragraph 2.3.

4. Financial Implications

- 4.1 There are no financial implications directly arising from this report.

¹ These schemes are now understood to be fully funded and will be removed from the Combined Authority's priority programme. A further £12m was awarded to Hebden Bridge in July 2020 but this scheme was not listed in the post-2021 priority programme of schemes.

5. Legal Implications

5.1 There are no legal implications directly arising from this report.

6. Staffing Implications

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

7. External Consultees

7.1 A programme of external engagement has been undertaken to support our emerging FRM programme. This includes engagement with partners, central government departments and the media.

8. Recommendations

8.1 That the Panel notes the progress made and supports the proposals to update the Combined Authority's programme of priority FRM schemes for investment.

9. Background Documents

None.

10. Appendices

Appendix 1 – Leeds City Region Flood Review Recommendations

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Recommendation
<p>R.1 The Combined Authority, in partnership with the Environment Agency, local authorities, local resilience forums and other partners, map and undertake a full assessment of the resilience of the critical infrastructure to cope with major future flood events within whole river catchment areas, further developing the approach taken by the National Flood Resilience Review.</p>
<p>R2 Develop a City Region Flood Resilience Delivery and Investment Plan drawing together all funding sources to enhance and / or bring forward flood mitigation projects over the next five years and beyond to protect communities and support economic growth and development. This will include setting out the approach to addressing the long-term infrastructure resilience needs across Leeds City Region, including the contribution of green infrastructure.</p>
<p>R3 Carry out further work to better understand and quantify the indirect economic impacts of flooding in the City Region to better understand infrastructure resilience needs.</p>
<p>R4 Undertake a review, led by the West Yorkshire and North Yorkshire Resilience Forums, of the emergency command structures to identify any potential improvements and ensure they are fit for purpose.</p>
<p>R5 Undertake a review, by all 10 City Region local authorities, of their approaches to recovery, including the appropriate time period to move from the response to the recovery phase and prepare / update Single Integrated Recovery Plans referring to the Calderdale Integrated Recovery Plan as an example of good practice.</p>
<p>R6 Support people and businesses in high flood risk areas to prepare their own 'Personal Emergency Plans' and provide suitable materials, flood boxes and support for future flood events.</p>
<p>R7 Increase the number of trained flood wardens across the City Region in preparation for future flood events.</p>
<p>R8 Explore the benefits and practicalities of establishing a single public emergency contact telephone number for the City Region.</p>
<p>R9 Build stronger relationships between local resilience forums and local authorities with local media to raise awareness of real time issues and access to emergency help, and embed best practice from social media into emergency plans.</p>
<p>R10 Identify best practice and explore the benefits of adopting a consistent definition of critical infrastructure to be protected in the event of floods for the West Yorkshire and North Yorkshire Resilience Forums; for example, hospitals, schools, vulnerable residents, communications infrastructure.</p>

R11	Explore the opportunities for a simpler claiming process for individual residents or businesses after flood events with government and the insurance industry.
R12	Consistent planning policies and approaches across the City Region developed by the Combined Authority and local authorities to mitigate flooding and improve resilience, including preparing City Region supplementary planning guidance to provide a stronger steer for the adoption of SUDS.
R13	Adopt a whole catchment approach to flood risk and resilience and ensure that resources are made available to promote and instigate natural flood management, identifying best practice and building on what is already being done across the City Region. This should include a focus on the identification and development of funding mechanisms to enable more rapid and expansive progress on natural flood and upland management.
R14	Explore with Department of Communities and Local Government (DCLG) and the Combined Authority the opportunities for updating building control legislation to help deliver greater resilience and resistance to flooding of new buildings and development.
R15	Consider extending climate change allowance modelling for fluvial flooding beyond existing scenarios to align with the SEP forecasting timescales and support delivery of longer term Strategic Priority Growth Areas.
R16	Convene a strategic working group of local partners reporting to the Combined Authority to share expert advice and good practice, and coordinate actions to deliver these recommendations.
R17	Identify resource-sharing opportunities between the Combined Authority and local authorities to ensure the necessary flood and drainage expertise is in place to inform the local planning process across the City Region.
R18	Further collaboration between the Combined Authority and Yorkshire Water to identify where reservoirs may better assist with flood risk management as part of a package of measures, without compromising the supply of water to the City Region. This may include amendments sought by the Combined Authority to legislation and regulations to enable water companies to manage their reservoirs to more effectively contribute to reducing the impacts of flooding.
R19	Exploration between the Combined Authority, the LEP and government through devolution, the potential long-term opportunities to maximise effective, more integrated arrangements for flood risk management and investment in the future.



Report to: Place Panel

Date: 28 July 2020

Subject: **Devolution Progress**

Director: Alan Reiss, Director of Policy Strategy and Communications

Author: Alice Rowland

1. Purpose of this report

- 1.1 To update Place Panel on the 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.

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 an MCA and implementing the devolution deal, a programme of work is underway within the Combined Authority. The MCA Ready Programme comprises twenty workstreams, set out in Appendix 1, themed around three priority areas:
- Preparing the *partnership* of the Combined Authority and West Yorkshire authorities
 - Preparing the Combined Authority as an *organisation* for becoming an MCA and to implement the legal steps
 - Developing the *content* 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, 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, with highlights including:
- £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 15th July)
 - Scope of the Single Investment Fund principles drafted
 - Feasibility work to enable transfer of the Office of the Police and Crime Commissioner functions
- 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 Councils 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.
- 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. This costs £20k per annum, prorated for 2020/21. Key benefits of membership include:
- A strengthened voice in national level conversations 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 were asked to approve the proposal to join the M9 group at their meeting on 27 July.

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.

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 and a detailed paper was considered at the Combined Authority meeting on 27 July setting out the draft principles.

Deal Workstreams

- 2.16 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

- 2.17 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.
- 2.18 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

- 2.19 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 proposed a £4.2 billion fund for MCAs to bid into, to fund schemes (such as mass transit) between 2022 and 2027.

- 2.20 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 COVID-19 pandemic.

Bus Reform

- 2.21 Exploring the options to utilise provisions in the Bus Service Act 2017 is part of the devolution deal and MCA preparations. Buses have a crucial role in West Yorkshire's transport network and are 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 that have been further exacerbated by the COVID-19 situation, and work is underway to explore how the bus system can be reformed to better meet the needs of passengers and operators.
- 2.22 There is a need to prepare a business case which considers the options for how bus should be delivered in West Yorkshire. At their meeting on 27 July, the Combined Authority considered a full update paper on bus reform, which sought 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

- 2.23 £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.
- 2.24 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 MCAs 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 Councils 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 and delivery of the workstreams to get the organisation MCA-Ready by May 2021. The Combined Authority considered provision for this at their meeting on 27 July.

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 Place Panel notes the progress made to date on the MCA Programme.

10. Background Documents

The papers from the Combined Authority meeting on 27 July, some of which are referred to in this paper, can be found at this [link](#)

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	Learning from other MCAs	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	Deepening Partnerships	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	Electoral preparations	To make the necessary arrangements to hold a mayoral election in May 2021 in the most efficient and cost-effective way.
4	Decision Making and Committee Arrangements	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	Organisational Systems	To get HR, ICT and Finance systems in place to enable the MCA to be delivered and then to function successfully.

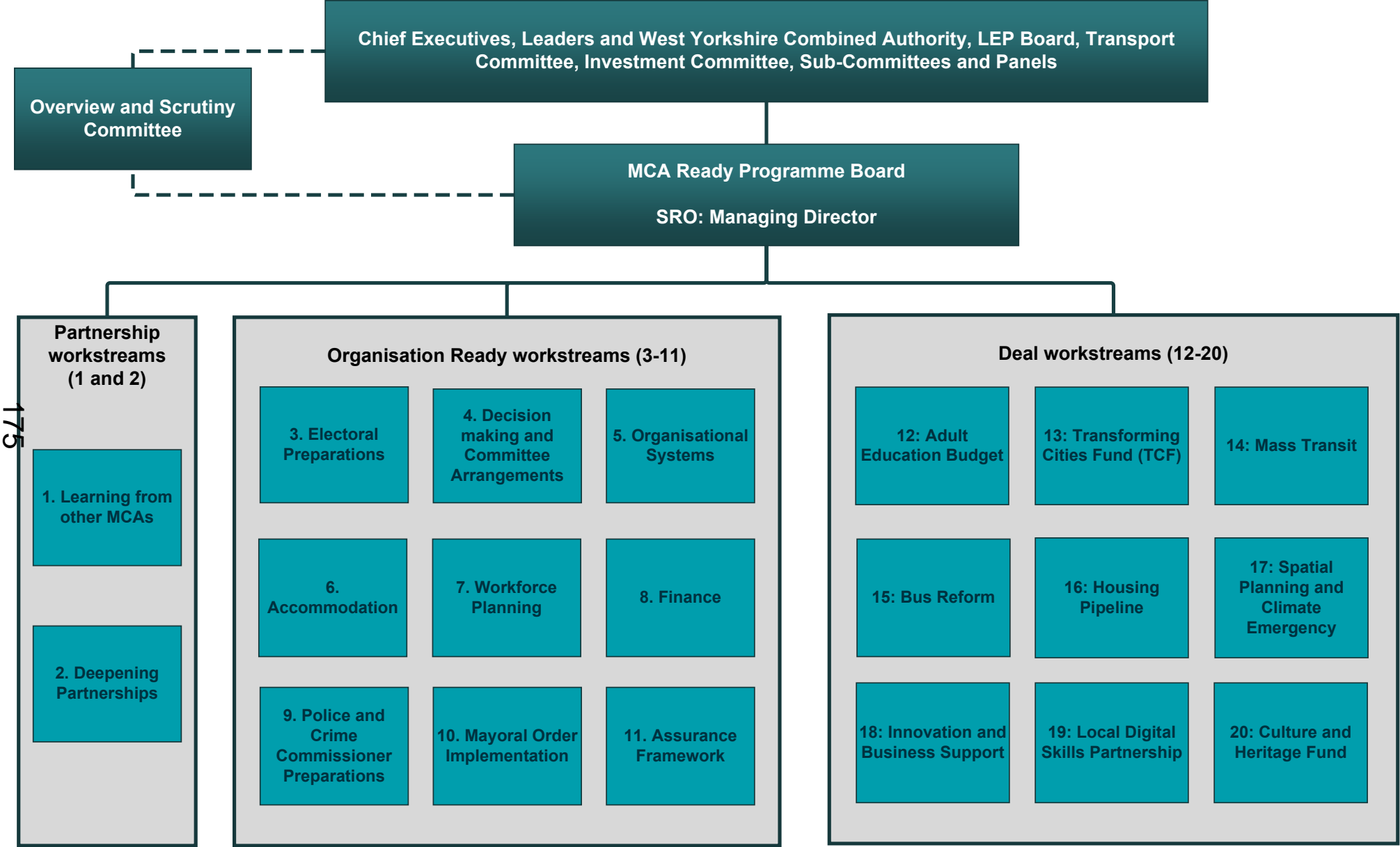
6	Accommodation and Buildings	To understand requirements and provide appropriate office accommodation for the MCA including its additional functions.
7	Workforce planning	<p>The objectives of the workstream are:</p> <ul style="list-style-type: none"> • To ensure the organisation is ready from an organisational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

Ref	Deal	Summary/Purpose of Workstream
12	Adult Education Budget	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	LCR Transforming Cities Fund	To deliver the Leeds City Region Transforming Cities Fund Programme to 2023.
14	WY Mass Transit	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	Bus Reform	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	Housing Pipeline	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	Planning and Climate Emergency	Advance the following inter-related priorities as a sequential programme of activity: <ol style="list-style-type: none"> 1. Trial the nationally developed Green Infrastructure Standards Framework in West Yorkshire to inform the deployment of the Standards on a national scale. 2. Develop a Zero Emission Investment Framework to provide direction for infrastructure investment priorities and policies.

		3. Prepare for the requirement to produce a Spatial Development Strategy (SDS) to ensure that the WYCA can demonstrate good progress to Government and to support any future negotiations on devolution and funding.
18	Innovation and Business Support	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	Digital Skills Partnership	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	Heritage Regeneration Fund	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.

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