

PLACE PANEL

**MEETING TO BE HELD AT 2.00 PM ON WEDNESDAY,
14 OCTOBER 2020**

TO BE LIVESTREAMED HERE:

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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**
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- 4. MINUTES OF THE MEETING OF THE PLACE PANEL HELD ON 28 JULY 2020**
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14. DATE OF THE NEXT MEETING 28 JANUARY 2021

Signed:

A handwritten signature in black ink, appearing to be the initials 'BSM', is written over a horizontal line.

**Managing Director
West Yorkshire Combined Authority**



MINUTES OF THE MEETING OF THE MEETING OF THE PLACE PANEL HELD REMOTELY ON 28 JULY 2020

Present:

Councillor Tim Swift MBE (Chair)
Amir Hussain
Andrew Latchmore
Councillor George Ayre
Councillor Tim Cheetham
Councillor Richard Foster
Councillor Susan Hinchcliffe
Councillor Andrew Lee
Councillor Peter McBride
Councillor Lisa Mulherin
Councillor Richard Musgrave

Calderdale Council
Architect / Professional services
Shulmans
Wakefield Council
Barnsley MBC
Craven District Council
Bradford Council
North Yorkshire County Council
Kirklees Council
Leeds City Council
Selby Council

In attendance:

Toby Hyam
Noel Collings
Judith Furlonger
Alison Gillespie
Alan Reiss
Ian Smyth
Jacqui Warren
Justin Wilson
Janette Woodcock

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1. Apologies for absence

Apologies for absence were received from Councillors Jane Scullion, Alex Ross Shaw, Andrew Waller, Jacqui Gedman and Tasmin Hart Jones.

2. Declarations of Disclosable Pecuniary Interests

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

3. Exempt Information - Exclusion of the press and public

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

public.

4. Minutes of the meeting of the Place Panel held on 30 January 2020

Resolved: That the minutes of the meeting held on 30 January 2020 be approved.

5. Place Narrative

The Panel considered a report 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 11 April 2019 was to develop a unified narrative for the City Region. This action was endorsed by Place Panel at the formal meeting on 30 July 2019. The Panel was asked to note and comment on the content of the report and presentation slides included as Appendix 1 and endorse the direction of travel subject to views.

The full action 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.

Resolved:

- (i) That the contents of the report be noted.
- (ii) That the direction of travel be endorsed

6. Covid 19 Recovery Plans

The Panel considered a report to provide an update on the development of draft plans for COVID-19 economic and transport recovery and was asked to note the draft plans and make recommendations for further development as the crisis and recovery progresses.

Draft versions of the COVID-19 economic and transport recovery plans were presented to the Combined Authority at their meeting on 27 July 2020 and a verbal update was given on the outcome of the Combined Authority meeting.

Resolved:

- (i) That the contents of the report and the verbal update be noted.
- (ii) That the Panel's recommendations for further development as the crisis and recovery progresses be noted.

7. Temporary Space Feasibility - One Public Estate Project

The Panel considered a final draft of the One Public Estate “Public Assets, Temporary Use’ project and was asked to endorse the recommendations contained in the report and support the development of a stage 2 project.

Resolved:

- (i) That the contents of the report be noted.
- (ii) That the recommendations contained in the report be endorsed.
- (iii) That the Panel supported the development of a stage 2 project

8. Emissions Pathways Update

The Panel considered a report and verbal update 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 addressed the role the Panel can play in tackling the climate emergency. The Panel was asked to note the importance of the Emissions Pathways study in determining how the City Region can meet its net zero carbon ambitions and to endorse playing a role in tackling the climate emergency and also to consider the contents of the report and other opportunities and outlines, within the next six months and what they will explore / influence.

Resolved:

- (i) That the contents of the report be noted.
- (ii) That the importance of the Emissions Pathways study in determining how the City Region can meet its net zero carbon ambitions be noted.
- (iii) That the Panel play a role in tackling the climate emergency be endorsed.
- (iv) That a Tackling the Climate Emergency Champion to support the work be nominated.

9. Statement of Common Ground

The Panel considered a report and verbal update and was asked for endorsement of the revised Statement of Common Ground (SoCG) (2020) and to recommend that the West Yorkshire Combined Authority signs the document appended to the report.

The Minister of Housing, Communities and Local Government (MHCLG) set out the updated National Planning Policy framework (NPPF) (February 2019)

that all local planning authorities are required to produce, maintain and update a SoCG.

Resolved:

- (i) That the contents of the report be noted.
- (ii) That the revised Statement of Common Ground (2020) be recommended by the Panel for signature by the West Yorkshire Combined Authority.

10. Flood Risk Management Update and Pipeline Refresh

The Panel considered a report to provide an update on the Combined Authority's Flood Risk Management (FRM) work across Leeds City Region and was asked to note the progress made and support the proposals to update the Combined Authority's programme of priority FRM schemes for investment.

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 and in collaboration with partners the Combined Authority developed the Leeds City Region Flood Review following the 2015 Boxing Day flood events.

Resolved:

- (i) That the contents of the report and progress made be noted.
- (ii) That the proposals to update the Combined Authority's programme of priority FRM schemes for investment be supported.

11. Devolution Progress

The Panel considered a report 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 and was asked to note the progress made to date on the MCA programme.

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.

Resolved: That the contents of the report be noted.

Report to: Place Panel

Date: 14 October 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 An overview of progress towards a full draft of content was provided to the Panel at the 28th July 2020 meeting. At this meeting it was confirmed that following feedback from Panel members we were progressing the narrative 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 includes maps, narrative text and images (videos and embedded items can also be included). This ability to include dynamic content helps to describe the places in our city region and allow the user to navigate the document to points of interest.

- 2.3 At this meeting panel members welcomed the progress that had been made and made the following comments:
- Distinctiveness of places and how to describe our region to ensure it is a balanced description will be important.
 - Useful to consider how the narrative can help inform the wider work that the Panel is overseeing to ensure that we achieve our aspirations such as inclusive growth and reaching disadvantaged communities.
 - A good piece of work and support for the narrative being a technical document with the inclusion of evidence.
 - Good progress on the project, the narrative is a means of communicating the complexity of what we are trying to achieve for our places.
 - Ongoing dialogue on this will be required, including feedback being provided by panel members outside of the formal meetings.
 - Link to the draft content to be provided as soon as possible.
- 2.4 A full draft of the Place Narrative is now available and we are in a consultation phase with local authority partners and Panel members to gain feedback on whether the draft meets the brief and expectations of the Panel and to further refine the content.
- 2.5 The following is a list of questions / areas that we would be grateful for feedback on from the panel specifically however we welcome all comments on the narrative (all paragraphs have been numbered to assist with providing detailed feedback):
- 2.6 The StoryMap tool has a number of selectable headings following the title page of the document, these can be used to navigate to different sections of the report. Most maps have interactive content that you can click on and many of the charts can be enlarged by clicking on these.

1. Do you think the StoryMap tool is a useful way to present the Place Narrative content and do you find it easy to use?

The storymap covers the Leeds City Region geography in describing places (rather than West Yorkshire), this is to reflect that neighbouring districts to the north, east and south of West Yorkshire are an important part of our place story because of our economic geography and travel-to-work area.

2. Does the 'Our Places' section help to describe the character and diversity of the city region? and if not, how could this be further strengthened?

The 'Challenges' section identifies 6 key challenges under the headings of People, Housing and Environment, these six challenges have been targeted as they underpin our strategic policy approach on infrastructure. They are:

1. Reducing deprivation and inequality
2. Creating good jobs that are accessible to all
3. Building homes where people want to live
4. Ensuring homes are well designed and affordable for all
5. Tackling the climate emergency by reducing carbon emissions

6. Building resilient communities

3. Are the 6 challenges the right ones and if not what do you think is missing from this section that would help to explain / inform our approach to infrastructure investment?

The 'Infrastructure Investment' section provides information on our current investments and our Spatial Priority Areas (SPAs) under the following headings (please note that we are awaiting some mapped content to add to this section).

1. Transport Connectivity
2. Flood Risk Management
3. Digital Tech
4. Tackling the Climate Emergency (Energy and Green Infrastructure)
5. Commercial Sites
6. Housing (including retrofit)
7. Spatial Priority Areas (SPAs)

4. Is the summary of our infrastructure investments useful, and is it well aligned with the challenges identified Place Narrative? If not, how could this be further strengthened?

5. We would be also grateful for any additional content to add to the asset maps (from paragraph 2.25 in the Place Narrative document) and content that links to district level activity that you think would be appropriate to embed within the Place Narrative.

- 2.7 A six week window has been scheduled to gather feedback on the Place Narrative, please provide feedback to Alison Gillespie, (Head of Planning Coordination) at the West Yorkshire Combined Authority alison.gillespie@westyorks-ca.goc.uk by **Friday 20th November**. A summary of all feedback received will be provided at the 28th January 2021 meeting of the Place Panel and access to a final draft of the document will be provided.

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 endorses the direction of travel subject to views.

8. Background Documents

None.

9. Appendices

None

Report to: Place Panel

Date: 14 October 2020

Subject: **Urban Design Support**

Director: Alan Reiss, Director Policy, Strategy and Communications

Author: Helen Forman, Urban Design Manager

1. Purpose of this report

- 1.1 To update the Panel on the urban design support programme being delivered by the Combined Authority.

2. Information

Urban Design Support Programme – progress to date

- 2.1 The urban design support programme, funded using an allocation of £180,000 from MHCLG, has achieved the following over the last 18 months:

- 2.1.2 Through surveys, workshops and meetings, carried out an assessment of design capacity across the region’s planning authorities, producing a report in January 2020 which was sent to panel members in February. Some of the key findings are illustrated in the graphics below.

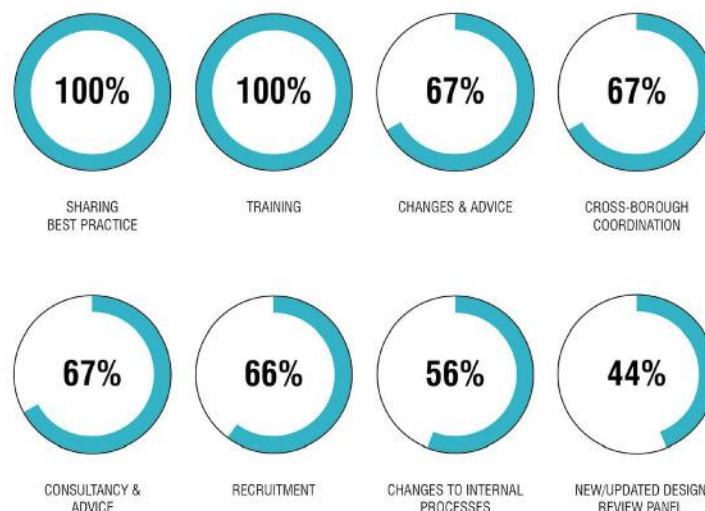


Fig. 1 – Preferred urban design support areas (survey May 2019)

	BARNSELY	BRADFORD	CALDERDALE	CRAVEN	HARROGATE	KIRKLEES	SELBY	WAKEFIELD	YORK	DoDs	TOTAL
MASTERPLAN REVIEW	7	10	10	10	10	10	10	5	9	10	91
DESIGN TRAINING	6	10	7	8	8	7	7	10	10	8	81
RECRUITMENT	5	10	5	4	6	2	7	3	0	7	49
DESIGN NETWORK	9	7	4	8	7	5	7	3	7	6	63
WEB FORUM/ LIBRARY	9	7	6	6	7	5	9	5	6	6	66
PRE-APPLICATION	5	7	9	6	4	2	5	8	0	2	48
ACCREDITATION	3	7	6	4	4	2	5	4	0	2	37
DESIGN CHARTER	3	7	7	4	6	2	10	7	8	2	56

Fig. 2 – Preferred urban design support routes (from discussions with Directors of Development and Heads of Planning, late 2019)

2.1.3 Provided significant urban design input to Harrogate’s urban extension at West Harrogate through meetings with LPA and site promoters, to improve the environment for pedestrians and cyclists to create a sustainable urban extension

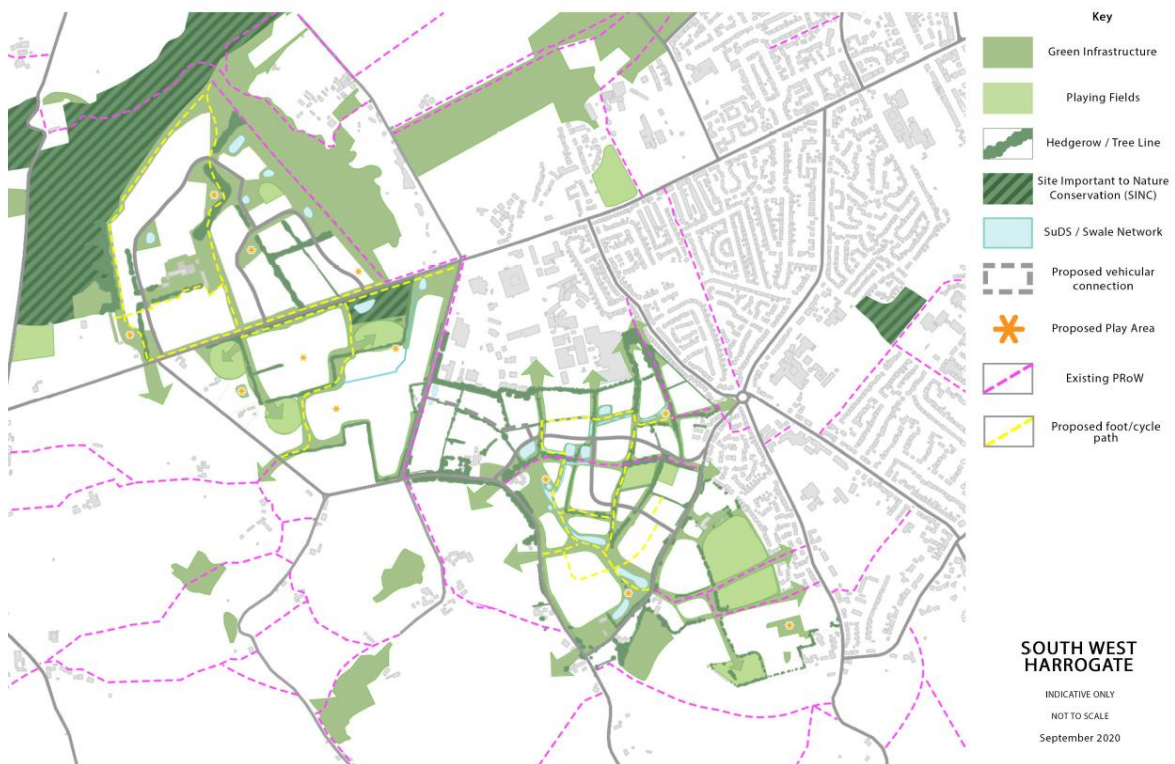


Fig. 3 – West Harrogate – blue/green infrastructure and connectivity

2.1.4 Provided support to Calderdale on Garden Suburbs and Halifax Eastern Gateway, Bradford on City Village, Southern Gateway and Neighbourhoods Design Guide, Craven on Skipton Station masterplan, and Wakefield on the Pontefract masterplan and Streets for People project.



Fig. 4 – Urban design support - example of changes to residential layout to reduce car dominance, improve access to green space and pedestrian/cycle connectivity – the submitted layout (above) and the revised layout (below) which was recently awarded planning permission

- 2.1.5 Established a Leeds City Region network of design and planning professionals, launched at an event at Wellington House on 6th March and attended by 34 representatives of LPAs from all 10 authorities. The event focussed on design review and design guidance, with speakers from Bradford, Wakefield, Barnsley, Hull and Essex. Feedback scores for the sessions averaged just above 8/10.
- 2.1.6 Hosted an urban design group on LinkedIn which has grown to over 100 members from 18 LPAs in the region.
- 2.1.7 Hosted Sustrans training on designing for active travel in February for senior staff and executive members.
- 2.1.8 Delivered 4 training webinars – on street trees, design, viability and blue/green infrastructure – attended by an average of 73 delegates, with an average of 23 delegates viewing each recording since on the Combined Authority Youtube channel. The feedback has been good. For instance, 89% of all attendees who responded said that the trainer had an excellent knowledge of the subject.
- 2.1.9 Co-led (with Selby District Council) a programme of design training for officers across the NY LEP. The first session was attended by over 100 delegates.
- 2.1.10 Provided internal support to colleagues including on Streets for People, Mass Transit and Place Narrative.

Urban Design Support Programme – forward plan

- 2.2 MHCLG funding will allow the programme to continue in its current form until May 2022. Proposals for its evolution to reflect the changes brought by devolution and to take on board feedback from colleagues are being developed, including more focus on the 5 West Yorkshire authorities, greater collaboration with Homes England under the Strategic Place Partnership and design guidance on public realm aspects of the Transforming Cities Fund, Mass Transit and Active Travel programmes.

3. Clean Growth Implications

- 3.1 Improving urban design aligns in many ways with clean growth – a better quality public realm encourages active travel and provides green and blue infrastructure which impacts on carbon emissions, biodiversity and climate change adaptation.

4. Financial Implications

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

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 No external consultations have been undertaken.

8. Recommendations

8.1 That the Panel notes and comments on the content of the report.

9. Background Documents

None.

10. Appendices

None.

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Report to: Place Panel

Date: 14 October 2020

Subject: **Towns Fund**

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

Author(s): Judith Furlonger, Head of Housing

1. Purpose of this report

- 1.1 To update Place Panel on the Towns Fund programme and progress to date with a presentation from the Cities and Local Growth Unit.

2. Information

- 2.1 On 6 September 2019, the Secretary of State for Housing, Communities and Local Government announced a £3.6 billion Towns Fund as part of the Government’s ‘levelling up’ agenda. A prospectus was released in November detailing requirements for towns to consider in preparing for a Town Deal, with further guidance issued in June. Each selected town can bid for up to £25million.
- 2.2 The Towns Fund comes in the context of several other similar funding announcements including the Future High Streets Fund, High Street Heritage Action Zones (Leeds, Wakefield and Huddersfield have recently been selected to develop a project design phase) and the Cultural Development Fund¹.
- 2.3 Eight West Yorkshire towns have been selected to develop proposals:

Lead Council	Town
Bradford Council	Keighley
	Shipley
Calderdale Council	Todmorden
	Brighouse
Kirklees Council	Dewsbury
Leeds City Council	Morley
Wakefield Council	Castleford
	Wakefield

¹ A breakdown of the towns across Leeds City Region selected for each fund and the maximum level of funding available is shown in Appendix A.

- 2.4 Each Local Authority has convened a Town Deal Board responsible for developing a Town Investment Plan for submission in October this year or in January 2021. Each Local Authority has received capacity funding and an initial allocation for spend by the end of the financial year. Projects submitted for initial spend range from small public realm improvements to larger scale acquisitions for regeneration. Town Investment Plans require a strong link between an agreed vision for each town and any proposed projects.
- 2.5 The programme is being led by the Ministry of Housing, Communities and Local Government and consultants commissioned by the department to support development of Town Investment Plans. The first cohort of Investment Plans have been submitted and the Cities and Local Growth Unit are providing advice to help guide later cohort submissions.
- 2.6 Officers from Combined Authority and LEP attend and are represented on the Town Deal Boards to provide strategic overview across the region and support each local area's Plan development, for example by providing an evidence base to draw from and links to regional strategies and policies, including:
- The Strategic Economic Framework, including specific links to relevant policy areas such as transport, housing, clean growth, the digital framework and inclusive growth.
 - The City Region Infrastructure Map, which enables districts to use information on current and planned infrastructure investments across the region in shaping proposals.

3. Financial Implications

- 3.1 There are no financial implications directly arising from 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 No external consultations have been undertaken.

7. Recommendations

- 7.1 Place Panel members are asked to note the report

8. Background Documents

None.

9. Appendices

Appendix 1 – Leeds City Region Funding Breakdown

Appendix 1

Funding Breakdown (town / high street funds) – Leeds City Region

Fund	Council	Town/Locality	Potential funding
Towns Fund	Barnsley	Goldthorpe	Can bid for up to £25m each
	Bradford	Shipley	
		Keighley	
	Calderdale	Brighouse	
		Todmorden	
	Kirklees	Dewsbury	
	Leeds	Morley	
Wakefield	Castleford		
	Wakefield		
Future High Streets Fund	Barnsley	Barnsley town centre	Can bid for up to £25m each
	Calderdale	Elland	
		Halifax	
	Kirklees	Huddersfield	
Wakefield	Wakefield		
Cultural Development Fund	Wakefield	Wakefield	£4.4m

High Street Heritage Action Zones – Funding awards (announced 19 September 2020)

Barnsley	Barnsley	£1,967,588
Calderdale	Sowerby Bridge	£1,997,812
Craven	Skipton	£1,278,480
Kirklees	Huddersfield	£2,000,000
Leeds	Leeds	£1,300,000
Selby	Selby	£500,000
Wakefield	Wakefield	£1,899,994
Leeds City Region Total		£10,943,874

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Report to: Place Panel

Date: 14 October 2020

Subject: **Spatial Priority Areas (SPAs) Refresh**

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 discuss proposed changes to Spatial Priority Areas (SPAs).

2. Information

2.1 Initiated by a request by one of the West Yorkshire partner councils to add a new Spatial Priority Area, the Combined Authority has refreshed all SPAs.

2.2 SPAs were established in the first version of the Strategic Economic Plan (SEP) in 2014 under Priority 4: Infrastructure for Growth. They were defined as the largest and / or most strategic growth opportunities within our city region. Additional SPAs were introduced as part of the SEP refresh in 2016.

2.3 Following a review of the existing SPA and call for new SPAs (West Yorkshire authorities only), it was considered that the current SPA categories, which were focused on growth opportunities, (Main Centres, Housing Growth Areas, Employment Growth Areas) were no longer aligned well with our strategic policy position and did not allow for the inclusion of the priorities being put forward by local authorities as new SPAs.

2.4 In response, in partnership with all local authorities, we have developed new categories (and associated criteria, see Appendix 2) these reflect wider policy priorities including regeneration and urban renewal, towns fund locations and economic and environmental resilience.

2.5 Chief Planning Officers, Strategic Place Officer Group and Directors of Development have supported the SPA refresh process and inputted to the changes proposed.

- 2.6 The map provided in Appendix 1a shows the locations of the proposed SPAs. The refreshed SPAs are better aligned to the Combined Authority’s strategic pipelines. We have undertaken an assessment of this alignment and an example is provided in Appendix 1b which demonstrates positive alignment with Transforming Cities Fund (TCF) schemes and the West Yorkshire Transport Fund Plus. We have also tried where possible to ensure that SPAs are broad areas rather than individual sites (supported by clusters of sites in the strategic pipelines).
- 2.7 The value of having SPAs agreed and endorsed is that it provides consensus on our largest and / or most strategic opportunities in our sub region in order to achieved balanced growth across the area. SPAs are of regional significance and / or are cross-boundary locations. This can help with building cases for funding and with prioritisation when funding opportunities arise, it also helps with building the status and investor interest in key locations to support inclusive growth. The categories are designed to distinguish between different types of opportunity and are not a hierarchy of priority for investment decisions.
- 2.8 The draft list of proposed SPAs (and relevant category) are as follows:

Core City (SPA)	<ul style="list-style-type: none"> Leeds City Centre
Main Urban Centre (SPA)	<ul style="list-style-type: none"> Bradford City Centre Wakefield City Centre Huddersfield Town Centre Halifax Town Centre
Investment Location (SPA)	<p>Mixed use</p> <ul style="list-style-type: none"> Canal Road Corridor Chidswell ~ East Leeds Extension Aire Valley City Fields Brighouse Garden Village (Including Clifton)* Kirkstall Forge <p>Employment</p> <ul style="list-style-type: none"> Langthwaite Grange Extension North West Leeds Employment Hub Newmarket White Rose Office Park Cooper Bridge* <p>Housing</p> <ul style="list-style-type: none"> Castleford Growth Zone Dewsbury Riverside Urban Extension ~ Crosland Moor Bradley Garden Village* <p>Regeneration</p> <ul style="list-style-type: none"> ShIPLEY Keighley Dewsbury ~ Batley ~ Todmorden

	<ul style="list-style-type: none"> • Brighouse • Five Towns (Castleford, Normanton, Featherstone, Pontefract, Knottingley) • Elland
Future Growth Location (SPA)	<ul style="list-style-type: none"> • Knottingley and Ferrybridge Growth Area (proposed additional allocations) • South Kirkby Urban Extension (proposed additional allocation) • Newmarket (proposed additional allocation) • Broad Cut Farm (proposed additional allocation) • Apperley Bridge / Esholt • Holme Wood
Environmental opportunity (SPA)	<ul style="list-style-type: none"> • Calder Valley

* Sites fall within the Garden Village Corridor SPA Cluster

~ Sites fall within the North Kirklees Growth Zone SPA Cluster

2.9 The review of SPAs has been limited to West Yorkshire councils to reflect that the purpose of SPAs is linked to investment and that in the context of devolution the future focus of our funding is West Yorkshire. The SPAs have been built bottom-up from district priorities, working within the new criteria. It is intended that the SPAs remain under review and partner councils are able to put forward additional SPAs at any point as new priorities emerge. Please note that SPAs in the category of Environmental Opportunity are still under development beyond the Calder Valley.

2.10 It is proposed that the SPAs be included in the Place Narrative, an emerging online, interactive document that will describe our places and how they interact and set out our place-based plans / ambitions and associated committed infrastructure investments. The Place Narrative will form part of our Strategic Economic Framework (SEF) and its development is being driven by the Place Panel and will be refined in partnership with all partner councils.

3. Financial Implications

3.1 There are no financial implications directly arising from this report. The SPA refresh is being undertaken 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

- Note the contents of this report and provide any feedback on this revised approach to identifying and categorising SPAs.
- Discuss the draft list of proposed SPAs (as listed at Paragraph 2.8) to be included in the emerging Place Narrative and Strategic Economic Framework (SEF).

8. Background Documents

None.

9. Appendices

Appendix 1a – Spatial Priority Area Maps

Appendix 1b - Strategic Sites Transport Alignment

Appendix 2 – Spatial Priority Area - Definitions and Criteria - DRAFT

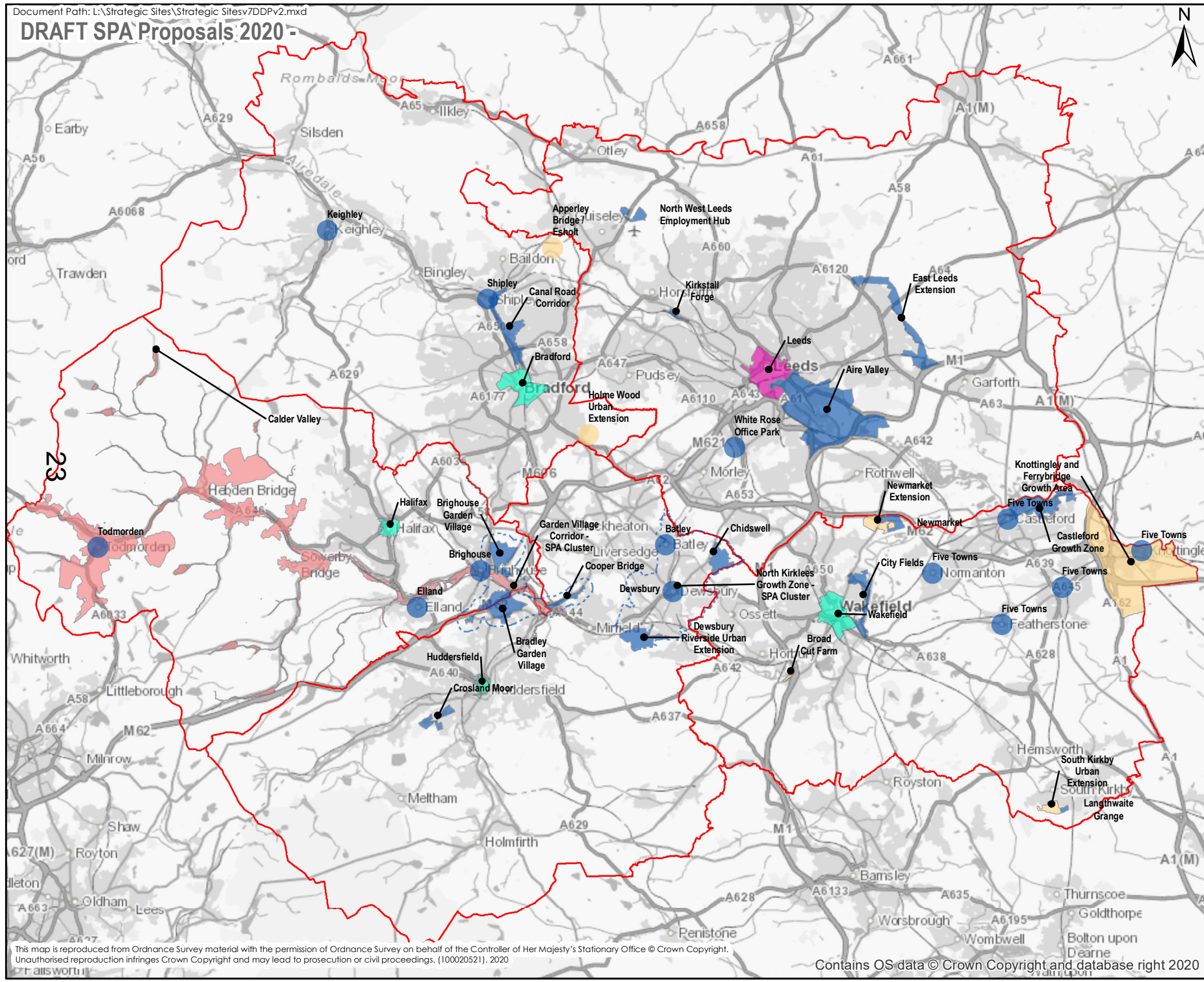
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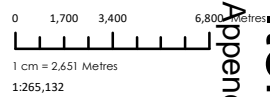
- Core City
- Main Urban Centre
- Investment Location
- Future Growth Location
- Environmental Opportunity
- SPA Cluster
- Investment Location
- Future Growth Location



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Agenda Item 8

Appendix 1



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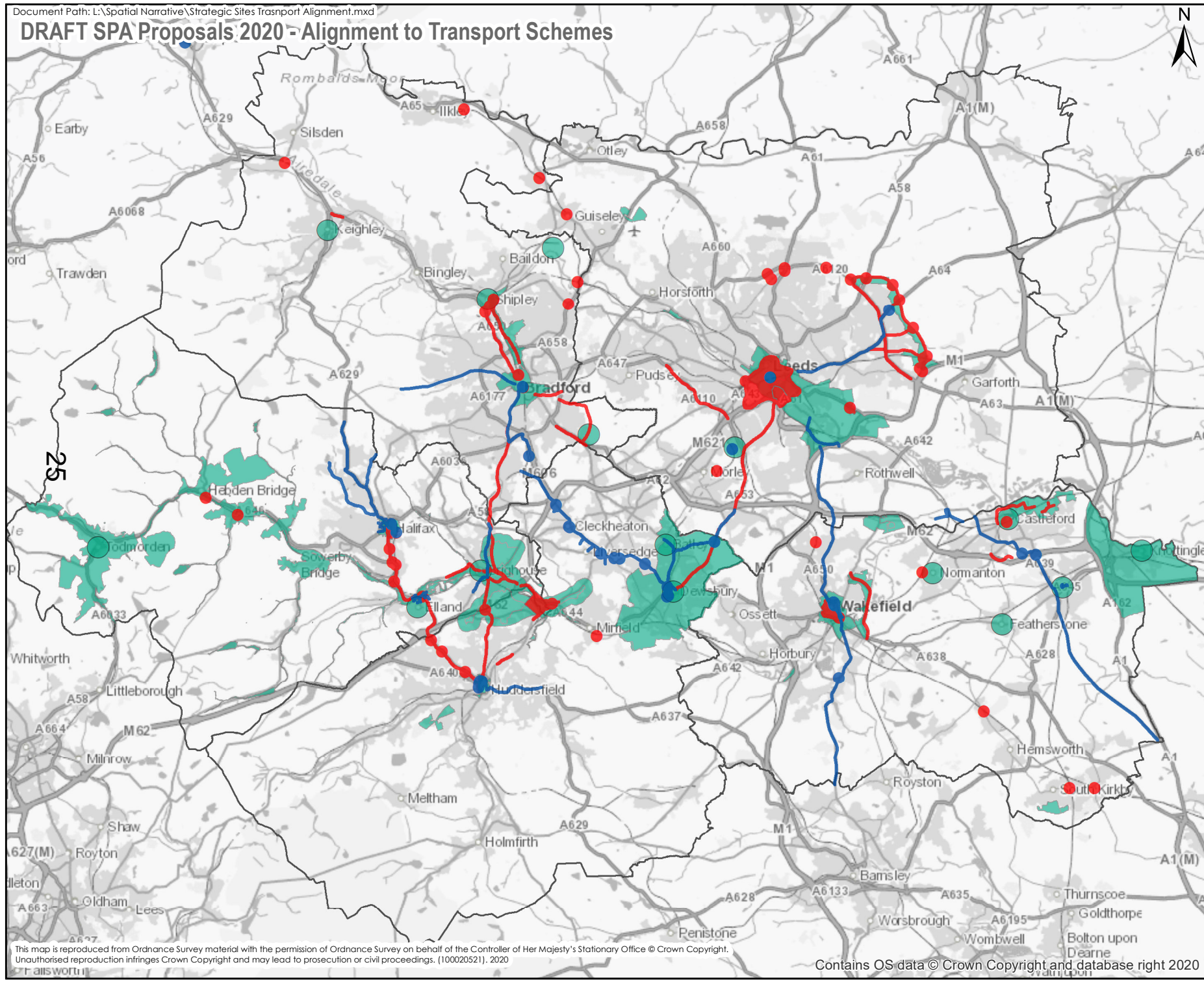
DRAFT SPA Proposals 2020 - Alignment to Transport Schemes



Notes

Legend

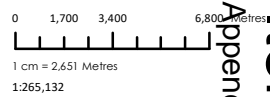
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2019 / 2020 Spatial Priority Area - Definitions and Criteria – DRAFT FOR DISCUSSION

SPAs are identified as the largest and or most strategic opportunities within our city region, requiring coordinated infrastructure investment and are broad areas rather than individual sites.

There is no suggestion of hierarchy between the different categories of SPA. The value of having SPAs agreed and endorsed is that it provides consensus on our largest and / or most strategic opportunities in our sub region in order to achieved balanced growth across the area.

Our strategic pipelines (including employment, housing and transport) complement the SPAs providing a more comprehensive list of priority sites or schemes, which are key to driving inclusive growth. Many of the employment and housing pipeline sites fall within SPAs. The SPAs are, in some instances, aligned with enabling transport schemes through transport pipelines.

The SPAs have been developed and are to be actively managed to ensure that:

- we are doing all we can to bring forward the 60,000 extant housing permissions across West Yorkshire in the context of high demand for homes;
- we are doing all we can to support jobs growth by better understanding local supply and demand for strategic employment land;
- we are raising the profile of those areas in our city region with critical infrastructure and economic resilience challenges;
- we are prioritising development in locations served by sustainable transport networks.

CATEGORY OF SPA	AIMS	CRITERIA	Proposed SPAs
Core City	- Support inclusive growth and renewal in main Urban Centres through the delivery of key infrastructure, commercial and residential development opportunities.	- Largest settlements in Local Plan place hierarchies. These have been identified in local plans due to their size and role within the context of the district and sub region, their suitability to accommodate new development, and their accessibility to jobs and services. - Member of the UK Core Cities group. - Contributes the highest proportion of housing units to the West Yorkshire total.	<ul style="list-style-type: none"> • Leeds City Centre

CATEGORY OF SPA	AIMS	CRITERIA	Proposed SPAs
		<ul style="list-style-type: none"> - Contributes the highest proportion of GVA to the West Yorkshire total. 	
Main Urban Centre	<ul style="list-style-type: none"> - Support inclusive growth and renewal in main Urban Centres through the delivery of key infrastructure, commercial and residential development opportunities. - Transform urban centres to adapt to the climate emergency and to support the regional target to achieve net zero carbon emissions by 2038. - Take a whole place approach to renewal in Urban Centres. 	<ul style="list-style-type: none"> - Largest settlements in Local Plan place hierarchies. These have been identified in local plans due to their size and role within the context of the district and sub region, their suitability to accommodate new development, and their accessibility to jobs and services. 	<ul style="list-style-type: none"> • Bradford City Centre • Wakefield City Centre • Huddersfield Town Centre • Halifax Town Centre
Investment Location	<ul style="list-style-type: none"> - Investment to accelerate growth (housing or commercial), promote regeneration or increase resilience. - Identify requirement for public sector investment to deliver inclusive growth, tackle development constraints, promote urban renewal and to protect vulnerable places from economic and environmental threats. - Support the target to achieve net zero carbon emissions by 2038. 	<ul style="list-style-type: none"> - Locations in this category are to align with Local Plan allocations. - Individual site allocations or clusters of sites with a capacity of >1000 units* (housing or) or > 15 ha* (employment) that are aligned with sustainable travel networks. OR - Meets 3 or more of the following criteria: - Land allocated for housing to deliver 400+ homes or significant commercial development within 600m of an existing or planned railway station or main bus interchange incorporating transit orientated development principles. - Alignment with current and future infrastructure investment priorities (identified as one of the places to connect through the emerging connectivity strategy). - Town is shortlisted at a 'Town Fund' area or 'Future High Street Fund' area. 	<p>Mixed use</p> <ul style="list-style-type: none"> • Canal Road Corridor • Chidswell • East Leeds Extension • Aire Valley • City Fields • Brighouse Garden Village (including Clifton) • Kirkstall Forge <p>Employment</p> <ul style="list-style-type: none"> • Langthwaite Grange Extension • North West Leeds Employment Hub • Newmarket • White Rose Office Park • Cooper Bridge <p>Housing</p> <ul style="list-style-type: none"> • Castleford Growth Zone

CATEGORY OF SPA	AIMS	CRITERIA	Proposed SPAs
		<ul style="list-style-type: none"> - Area has an average IMD score in the lowest 20%. - Opportunity / need for investment to maintain economic strength / increase resilience. 	<ul style="list-style-type: none"> • Dewsbury Riverside Urban Extension • Crosland Moor • Bradley Garden Village <p>Regeneration</p> <ul style="list-style-type: none"> • Shipley • Keighley • Dewsbury • Batley • Todmorden • Brighouse • Five Towns (Castleford, Normanton, Featherstone, Pontefract, Knottingley) • Elland
Future Growth Location	<ul style="list-style-type: none"> - Potential areas / sites which may be suitable for strategic development that are not currently included in Development Plans. - Locations suitable to accommodate larger scale strategic development. 	<ul style="list-style-type: none"> - Future growth locations are emerging priorities not currently allocated in Local Plans. - Individual site allocations or clusters of sites with a capacity of >1000 units* (housing or) or > 15 ha* (employment) that are aligned with sustainable travel networks. 	<ul style="list-style-type: none"> • Knottingley and Ferrybridge Growth Area • South Kirkby Urban Extension (proposed additional allocation) • Newmarket (proposed additional allocation) • Broad Cut Farm (proposed additional location) • Apperley Bridge / Esholt • Holme Wood

CATEGORY OF SPA	AIMS	CRITERIA	Proposed SPAs
Environmental Opportunity	<ul style="list-style-type: none"> - Potential areas which offer significant opportunities to address environmental issues, increase resilience and tackle the climate emergency (for example flood risk management, carbon sequestration, net biodiversity and environmental gain, green and blue infrastructure, renewable and low carbon energy generation). - Support the City Region target to achieve net zero carbon by 2038, with significant progress by 2030. 	<p>Meets 2 or more of the following criteria:</p> <ul style="list-style-type: none"> - Significant areas or assets that offer an opportunity to enhance the environmental performance of the region and/or provide climate change mitigation - An asset that has great potential to help tackle the climate emergency through a) reducing carbon emissions and/or 2) helps adapt communities or businesses to a changing climate - Area of strategic scale - Area that would require cross boundary co-ordination or delivery to realise its full potential. - Assets that deliver more than one environmental benefit (Multi functionality – e.g. tree planting that offer direct flood protection to a high-risk area) - An environmental, social, or economic asset that is identified as being specifically vulnerable or under short term threat. - Opportunity / need for investment to maintain economic strength / increase resilience. - 	<ul style="list-style-type: none"> • Calder Valley <p><i>Further work is required to identify other SPAs in this category. Spatial priorities are likely to emerge from progress on the Energy Strategy, Green and Blue Infrastructure Pilot and Zero Emissions pathway work. Other SPAs could include:</i></p> <ul style="list-style-type: none"> - <i>Significant opportunities for peat restoration</i> - <i>Significant & multi-functional opportunities for tree planting.</i> -

Report to: Place Panel

Date: 14 October 2020

Subject: **Housing Affordability & Needs Study**

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

Author: Rebecca Greenwood, Policy Officer

1. Purpose of this report

- 1.1 To provide an update on the Leeds City Region Housing Affordability & Need Study, commissioned as part of the emerging Connectivity Strategy and to consider the implications of the findings for the region.
- 1.2 To seek views from members regarding the findings of the study and note that further engagement with district officers is underway regarding use of the study in shaping policy at a regional level.

2. Information

Background

- 2.1 The Leeds City Region Housing Affordability & Needs Study was commissioned in February 2020 to provide an in depth understanding on issues relating to the affordability of housing and its impact on access to good quality housing in the region. Nationally, using house price to income/earnings ratios (as used by ONS) many places across the City Region (particularly West Yorkshire) are classed as affordable. This study recognises that these measures do not fully take into account wider factors that impact affordability such as transport and wider costs of living, including the quality of housing.
- 2.2 The study was commissioned as part of the evidence base in developing the Connectivity Strategy. Sheffield Hallam University and North Housing Consulting were appointed as consultants to undertake the study. The main aims of the study are;
 - **Work Package 1:** Review and define an 'affordability' methodology for the Leeds City Region and explore how this has changed over time
 - **Work Package 2:** Explore the implications of affordability for different groups (e.g. owner occupiers, private renters, first time buyers etc) across the region, including if there is enough supply to meet demand

- **Work Package 3:** Develop the policy response at national, regional and local level to address housing affordability across the City Region.

2.3 The study has been undertaken in consultation with Local Authority housing and planning colleagues, culminating in two workshops. The first addressed the interrelationship between housing markets, transport, spatial labour markets and the economy across the region. The second workshop explored these issues in the context of the March 2020 budget and what was then the beginning of the COVID-19 pandemic.

Headline Findings

2.4 The study has revealed the complex nature of housing affordability across the region and the factors that have shaped the housing market over the last 70 years, including the shifts in land use policies and infrastructure investment. Three reports have been produced that analyse and frame the evidence, and demonstrate the path dependencies that have shaped the direction of spatial development in the City Region.

2.5 Report 1: Housing Market Baseline

The report sets the baseline for the regional housing market, exploring changes in population, housing and household growth, employment and spatial structure and their impact on where people can afford to live and work across the region. The key messages include:

- There are long term shifts in the economic geography of the City Region. The past 70 years have seen a significant shift to decentralisation and suburbanisation of both jobs and population – initially encouraged through public sector intervention but more recently as a result of private investment. New housing supply has been greatest in the suburban and more affluent areas to the North and East of the region in recent years
- Leeds City Region has, comparatively, received lower levels of policy attention from central Governments over the long term in part due to the ‘over-bounded’ nature of settlements where suburban affluence can offset deprivation in some of the urban cores.
- Central areas have seen high levels of population growth arising from ongoing urban renaissance but also intensification, particularly through the way that the private rented housing stock is used. At the same time, there has been significant population growth because of migration to areas of new housing

2.6 Report 2: Affordability

The purpose of the report is to demonstrate the affordability challenges faced by people across the region living in different tenures, and how transport and other costs impact on affordability. Key messages include:

- There is a large variation between neighbourhoods across the region. While many parts are deemed ‘affordable’, they are not well served by

transport networks meaning that people are limited in terms of where they can afford to live and access jobs.

- This has led to areas within the region becoming 'left behind' – these are often the areas seen as affordable from a housing perspective but are often disconnected from places of work and learning institutions. There is a need to 'level up' within the City Region as well as nationally.
- Disaggregating affordable need by key household types reveals that 28% of private tenants cannot afford a rent of £500 pcm and 33% cannot afford to buy a home costing £100,000. Even higher proportions of social tenants cannot afford these rent/purchase cost thresholds. As expected, this worsens for households in poverty (households with an income of less than 50% of the national median).

2.7 Report 3: Connectivity and Policy Development

This brings together the evidence from the first two reports to explore the relationship between housing and transport costs, and the accessibility of jobs and education. It highlights areas of local and national policy that have shaped the current market and begins to explore the impact of the policy environment on future trends. The key messages include:

- The decentralisation of employment has not led to greater accessibility of the labour market for low-income households – impacted by the affordability of transport and geographical difficulties associated with the decentralisation of jobs and housing.
- For many low-income households there is a trade-off between disposable income and transport expenditure, meaning that they may not engage with the labour market due to high costs of accessibility.
- The current policy environment makes it challenging to tackle many of these shifts in the regions geographical labour and housing markets. There is a risk that without intervention and further robust policy development regarding land use and infrastructure investment the impact of the current pandemic and economic situation could lead to further entrenched issues.

Next Steps

2.8 The study raises several complex policy issues, which the Combined Authority is feeding directly into work detailed below. Further engagement with local authority officer groups, including Heads of Planning, Strategic Place Officers and Directors of Development will further refine the collective response to the issues raised in the studies. This Panel report is to seek early views and comments from members on the findings of the study and how members would like to see this shaping policy responses at a regional and/or local level.

2.9 The study forms a core part of the evidence base for the emerging Connectivity Strategy, and it is expected that the reports will be published alongside the Strategy.

- 2.10 In addition to informing the Connectivity Strategy, the research has provided an invaluable evidence base to support the development of the Place Narrative (discussed elsewhere on the agenda) and the Employment Land Review, which explores the direction of employment growth across the region.
- 2.11 The Combined Authority is continuing to engage with partners to seek views on the work and are exploring the opportunity to undertake further, more focussed analysis on some of the themes identified.

3. Clean Growth Implications

- 3.1 The research shows that the trend of decentralisation of jobs and growth has had an impact upon where people can live and work. In some cases this is in areas where access to significant employment opportunities may only be via car (either because transport is not available or the cost of public transport in time or money offsets the benefits of accessing the labour market). This has important implications in terms of future investment decisions relating to infrastructure and land use being addressed within the Connectivity Strategy.

4. Inclusive Growth Implications

- 4.1 The research highlights the impact of housing affordability that is most starkly felt in the most deprived communities across the region. Locations that are deemed most affordable using typical house price to earnings ratios are often in areas of the highest levels of deprivation and where accessibility to jobs can be limited through a lack of available transport or high transport costs.

5. Financial Implications

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

6. Legal Implications

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

7 Staffing Implications

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

8 External Consultees

- 8.1 Sheffield Hallam University and North Housing Consulting have been commissioned to undertake the research
- 8.2 Consultation with various Local Authority Officer groups has taken place throughout the study, including Directors of Development, Strategic Place Officers and Head of Planning.

9. Recommendations

9.1 Place Panel members are asked to note the contents of the report and to provide any comments on the key findings and potential areas for future work.

10. Appendices

None.

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Report to: Place Panel

Date: 14 October 2020

Subject: **Housing Update – Brownfield Housing Fund and Housing Revenue Funding**

Director: Alan Reiss, Director Policy, Strategy and Communications

Author(s): Rebecca Greenwood- Policy Officer

1. Purpose of this report

- 1.1 To provide an update on an allocation for the Brownfield Housing Fund programme and to outline the assurance process for the programme (subject to Combined Authority approval).
- 1.2 To highlight the relationship between the Brownfield Housing Fund and revenue funding secured through the devolution deal and the Getting Building Fund.

2. Information

Background

- 2.1 On Tuesday 30th June, the prime minister announced a package of measures to support house building across England which included allocation of the Brownfield Housing Fund. The fund is allocated on a per capita basis, directly to Mayoral Combined Authorities (West Yorkshire is being treated within this definition). On this basis, West Yorkshire will receive £67m through the fund. MHCLG have set out a number of principles within the allocation letter which they have stated will be part of the formal contract with them which we are yet to receive (expected in October 2020). The principles included in the letter are;
 - The fund must be used to bring forward housing on brownfield land that has an evidenced market failure with projects with the highest additionality being prioritised;
 - The homes supported via this fund to start on site in this Parliament (by a longstop date of 31 March 2025)
 - All projects must represent good value for money and be Green Book compliant with a BCR floor of 1;

- Councils must either have an up to date Local Plan in place, or an agreed plan with MHCLG for getting Local Plan in place, to receive funding
- To spend the £66.779 million allocation to support the development of at least 4,500 new homes in Brownfield sites in the region.
- To spend in accordance to the agreed spend profile submitted by the Combined Authority

2.2 Ahead of the allocation being confirmed and at the request of MHCLG, the Combined Authority held discussions with districts to identify, at a high level, a 5 year spend profile for the full allocation. Based on responses from districts it was indicated that the below spend profile would be achievable for the region;

Spend Profile	Year 1 (2020/21)	Year 2 (2021/22)	Year 3 (2022/23)	Year 4 (2023/24)	Year 5 (2024/25)	Total Spend
	£5m	£20m	£25m	£14m	£3m	£67m

2.3 It is recognised that there is a challenge to achieve starts on site of 4500 homes by 31/3/2025 and to achieve spend £5m this financial year. At the time of writing this report, a funding agreement or monitoring arrangements from MHCLG has not been received but MHCLG has indicated further detail will be available in October. The remainder of this report will set out the work underway to mitigate these risks and aim to identify projects for early spend in the programme.

Links to the Strategic Housing Pipeline

2.4 The Combined Authority has worked closely with districts on the continuous development of the Strategic Housing Site pipeline for the region. It is proposed that the pipeline will form the basis of sites that come forward within the BHF programme and for any subsequent regional and national housing investment programmes. It should be noted that the pipeline is a live tool and sites can be added – when new opportunities arise and they can demonstrate a good strategic fit – or removed – when sites progress to delivery or it becomes apparent that they sites may be undeliverable (for example due to unviability, issues with landowners etc)

2.5 The pipeline includes those sites that have previously bid for HIF funding and therefore had developed business cases – in terms of brownfield sites these include Leeds Living and Castleford Housing Growth Zone. In discussion with district partners and in line with the principles set out for BHF, these business cases are not able to be directly lifted into the BHF programme and there is a need to recalibrate the business cases to fit with BHF. In addition, there is additional work required to reform suitable projects for consideration and ensure they meet the objectives set out for BHF. The Combined Authority is working closely with teams across the districts to develop a BHF pipeline of suitable projects, with a focus on the projects which could spend in year 1 (this financial year, 2020/21) and year 2 (2021/22) in particular.

- 2.6 In terms of the wider pipeline, sites are at different stages in their development and, while some sites are suitable for BHF, require further work to build business cases and establish deliverability within the parameters of BHF. There is a need to prioritise the housing pipeline to ensure that funding to develop site intelligence and business cases is utilised most effectively.
- 2.7 We have been working with district teams on implementing a scorecard to rank sites based on highest regional strategic fit. On the basis of the ranking (highest first) revenue funding can be allocated to commission technical studies and test deliverability in terms of financial viability and value for money. Through this process there is an aim to identify brownfield sites which will form the overall BHF programme and in collaboration with other key stakeholders such as Homes England identify other potential routes to attract investment. The Combined Authority is currently working with districts as a priority, to identify which sites may be deliverable within the BHF timeframes.

Assurance Process and Timeframes

- 2.8 In light of the need to mobilise quickly to ensure projects can enter the assurance process as Outline Business Cases or Full Business Cases and for development costs of £5m to be approved to facilitate programme development and early spend where achievable, a high-level Strategic Outline Case (SOC) for the BHF programme was presented to and approved by the Combined Authority on 4th September.
- 2.9 It should be noted that at this point, due to the points raised above, it is too early to provide a project shortlist for the BHF programme but with revenue funding beginning to be applied this will enable sites to progress into the BHF and other programmes such as Homes England Single Housing Investment Fund.
- 2.10 While at an early stage of development, projects that can demonstrate a positive contribution to the region's net-zero carbon objectives, while still being able to demonstrate value for money, will be encouraged. Further work to establish the climate change implications of the programme will be undertaken as individual schemes progress through the assurance process.

Relationship with revenue funding

- 2.11 The BHF is related to other funding programmes that have recently been allocated to the Combined Authority.
- £3.2m revenue funding for the housing pipeline – This revenue funding was secured through the devolution deal and will support the development of the strategic housing pipeline. It is proposed that for sites which go on to receive capital funding through the BHF that the development costs are capitalised through the BHF (i.e. utilising the £5m development costs) and the remaining £3.2m will be used to develop the wider pipeline and establish the deliverability of projects across the pipeline. It should be noted that this funding has not yet been released to the Combined Authority and clarification is being

sought as to when the Combined Authority can expect the funding to arrive.

- The scorecard process which the Combined Authority has been working with districts to implement a ranking of projects for the region, will focus allocation of the revenue funding and ensure sites with the strongest strategic fit for the region are developed.
- The Combined Authority was recently allocated £52.6m from the Getting Building Fund to fund a range projects across the region which include housing outputs, some of which are included on the Housing Pipeline. There will be a need to ensure that projects supported by GBF with housing outputs and BHF programme are carefully managed to ensure that outputs do not overlap (unless there is clear distinction regarding housing unlocked and housing delivered as part of the funding agreements).

Next steps

- 2.12 The Combined Authority is continuing to work with districts to identify projects that are suitable for the BHF programme, prioritising those that can spend this financial year and developing a spend profile thereafter for the next 4 years.
- 2.13 The funding agreement and monitoring arrangements for the BHF programme are now expected from MHCLG in October and in the mean time work continues with districts on business case development.

3. Financial Implications

- 3.1 The Brownfield Housing Fund is a direct allocation of £67m to the Combined Authority as an emerging MCA. There are no wider direct financial implications as a result of this report.

4. Legal Implications

- 4.1 Legal agreements for the BHF programme will be agreed on a project basis. The Combined Authority is still awaiting details of the legal agreement for the overall BHF from MHCLG.
- 4.2 The payment of funding to any recipient will be subject to a funding agreement being in place between the Combined Authority and the organisation in question.

5. Staffing Implications

- 5.1 The Combined Authority is recruiting a Brownfield Development Manager to the Delivery Directorate responsible for programme management of BHF and will be supported by a team.

5.2 Partner Council resources will also need to be identified and costs included for within the projects.

6. External Consultees

6.1 The BHF programme has been discussed with the Directors of Development and appropriate teams in each districts and is a regular item at Strategic Place Officer Group meetings who have oversight of the scorecard process and strategic housing pipeline.

7. Recommendations

7.1 That Place Panel note the contents of the report and provide any further comments and feedback.

8. Appendices

8.1 None

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Report to: Place Panel

Date: 14 October 2020

Subject: **Flood Risk Pipeline Refresh**

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

Author: Justin Wilson, Head of Strategic Networks

1. Purpose of this report

- 1.1 This report provides an update on the Combined Authority's pipeline of priority Flood Risk Management (FRM) schemes which form the basis of the Combined Authority's engagement with Government.
- 1.2 This report seeks endorsement of the updated priority schemes and asks that the Panel consider how the programme can be submitted to government and the role of any potential external communications.

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. In collaboration with key stakeholders such as Partner Councils, the Environment Agency (EA) and Yorkshire Water the Combined Authority has supported the delivery of ambitious and innovative Flood Risk Management (FRM) schemes.

Climate Change & Resilience

- 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 council partners to become net zero carbon by 2038 at the latest with significant progress by 2030.

- 2.4 Flood risk management is also an important component to our collaboration with partners on the Local Resilience Forum, in its work looking at wider risk and resilience from a range of sources.

Growth Deal Three FRM Programme

- 2.5 In June 2017 £20 million from Growth Deal Three was approved at programme level by the Combined Authority to reduce the flood risk of businesses (1,385 target), and safeguard jobs (11,000 target) within the city region.
- 2.6 To date £17.846 million (£15.697 million spend) has been awarded to eight projects with a total value of £195 million.
- Leeds Flood Alleviation Scheme #1 (FAS1) and Scheme #2 (FAS2)
 - Skipton Flood Alleviation Scheme
 - Mytholmroyd Flood Alleviation
 - Wyke Beck Flood Alleviation
 - Natural Flood Management (NFM) Upper Aire
 - NFM Colne Calder
 - Hebden Bridge Flood Alleviation Scheme
- 2.7 Programme costs of £138,000 are forecast. The remaining Growth Deal Three funds will be awarded during 2020/2021.
- 2.8 Since the last report it has emerged that the outline business case for the Brighthouse FAS, with a Growth Deal ask of £1.5m, is delayed and will no longer come forward under the Growth Deal programme. Work is underway with partners to maximise this underspend.
- 2.9 Delivery of the Growth Deal programme means the city region is better prepared than it was in 2015. Through the Leeds FAS1 scheme alone, over 23,000 jobs across 500 businesses have already been safeguarded from flood risk.
- 2.10 Earlier this year, storms Dennis and Ciara resulted in flooding across the region, disrupting progress on site. The NFM interventions already created in the Colne & Calder valley demonstrated their value during the storms, working as they were intended. Since the storms, and despite the impacts of the Covid19 crisis, the project teams have stabilised their projects and all are on track to deliver within Growth Deal timescales.
- 2.11 The programme is on track to deliver a total of 15km of linear flood defences, supported upstream by 85 hectares of restored heath and peatland, over 1000

leaky dams, and the creation of 175 hectares of woodland, all of which help to slow the flow of water before it hits urban areas downstream.

Future Funding

- 2.12 Building on the success of the Growth Deal Three funded programme, the Combined Authority worked with partners to develop a programme of priority schemes for the 6-year programme for post 2021 delivery. In 2019 a £125m programme was identified, comprising 27 priority schemes with a funding ask of £119m. A further £6m was identified to support a Natural Flood Management programme.
- 2.13 These schemes have been selected on the basis of a combination of the following points:
- Strategic value in terms of flood protection, growth/economic outputs or environmental protection;
 - Enhanced protection to business areas that have generally struggled to gain access to funding from other sources.
 - Innovation or emerging best practice that could be used to drive forward FRM delivery across West Yorkshire and UK.
- 2.14 Place Panel (28 July 2020) received a Report noting the intention to update the Combined Authority's priority schemes.
- 2.15 The Combined Authority and partners are now refreshing this programme and scheme updates have been received from all stakeholders. Combined Authority officers are now assessing the updated schemes.
- 2.16 The main changes to the programme are summarised below:
- **Geography:** it is proposed that the Combined Authority develops its flood programme using a clearer catchment based approach rather than administrative boundaries. This is in line with the recommendations of the Leeds City Region Flood Review. This will need to be developed further with other partners across the Yorkshire and Humber region via the Yorkshire and Humber Regional Flood and Coastal Committee later in 2020.

At this stage the proposed pitch outlines how this would be operate for the Combined Authority and our support for this way of working in the future as part of our efforts to plan for flood risk strategically and address the climate emergency.

The Plan at Appendix 1 illustrates how West Yorkshire's two principal catchments relate to West Yorkshire districts. It is proposed that in the future the Combined Authority could seek to support schemes within catchments which drain into West Yorkshire, even where they call outside West Yorkshire. There are the:

- Wharf and Lower Ouse Catchment; and
- Aire and Calder Catchment.

- **Covid19 Recovery:** an additional section has been developed to outline the role of FRM investment in assisting the economic recovery following current public health issues. This section also provides a link between the flooding pitch and the Combined Authority's Economic Recovery Plan.
- **Natural Flood Management Programme:** additional content has been added to enhance the case for investment in these measures. This includes highlighting some of the best practice and innovation already delivered by partners and outlining how the proposed programme could be delivered. The total NFM programme has changed from £6m to £10m. In addition, the wider programme includes two dedicated NFM projects in Calderdale and Leeds. Other priority schemes also include an element of NFM within them. This has the potential to deliver significant benefits in terms of air quality, biodiversity and carbon capture.
- **Priority Programme Headline Outputs:**
 - There are 29 schemes in the priority programme spread across all West Yorkshire council partners.
 - Total capital value of these schemes: £176.4m
 - Total funding gap of schemes: £109.7m
 - Across the programme enhanced flood protection can be provided to 3,475 homes and 2,689 businesses.
- **Total Programme Funding Gap:**
 - The financial 'ask' to form the basis of our engagement with government is now £120.8m.

Next Steps

- 2.17 Subject to the feedback from Place Panel, the programme of priority schemes will be considered by the West Yorkshire Flood Risk Partnership (16 November) with final amendments sought at that meeting.
 - 2.18 The final priority programme will then form the basis for the Combined Authority's engagement with government and other partners on flood risk management issues.
 - 2.19 The Panel are invited to consider what level of external communications would be appropriate alongside this engagement process.
 - 2.20 The Combined Authority will be considering the operation of its Single Investment Fund (SIF) and its relationship with all the Authority's pipelines of schemes as the organisation moves towards becoming a Mayoral Combined Authority.
- 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.

4. Financial Implications

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

5. Legal Implications

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

6. Staffing Implications

6.1 Additional Delivery Directorate resources may be required if additional funding for FRM infrastructure is given to the Combined Authority. The potential revenue costs will be included in the final submission to Government.

7. External Consultees

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

8. Recommendations

8.1 That the Panel:

- notes the progress made and endorses the updated Combined Authority's programme of priority flood risk management schemes for investment; and
- considers what level of external communications would be appropriate alongside the Combined Authority's engagement with government.

9. Background Documents

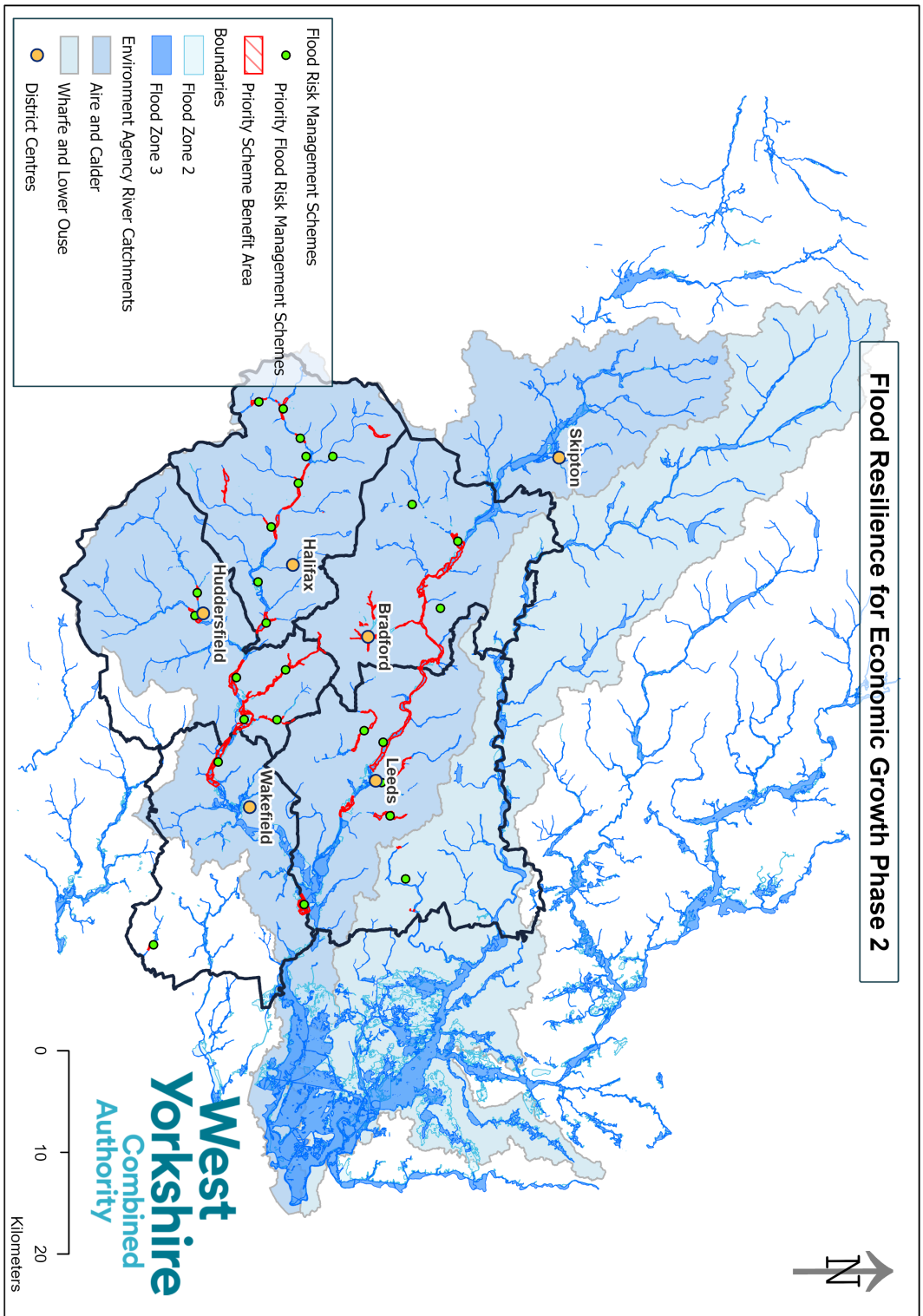
None.

10. Appendices

Appendix 1 – PLAN SHOWING WEST YORKSHIRE RIVER CATCHMENTS & PROPOSED PRIORITY SCHEMES

Appendix 2 – PROPOSED COMBINED AUTHORITY PRIORITY FLOOD PROGRAMME (FINAL DRAFT)

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Leeds City Region: Flood Resilience for Economic Growth (Phase Two)

Submission to Government (2020)

Flood Resilience for Economic Growth (Phase Two)

Impact of Flooding in the City Region

The **Boxing Day 2015 floods** affected approximately 6,000 premises with an economic cost to the Leeds City Region of over **half a billion pounds, £100 million** of which was **direct damage** to key infrastructure such as bridges, roads and Yorkshire Water assets. Areas most affected included:

- Calderdale: Todmorden, Hebden Bridge, Mytholmroyd, Brighouse, Elland Bridge and Sowerby Bridge
- Leeds: Kirkstall Road and Otley
- York City Centre
- Bradford: Keighley, Bingley, Ilkley and Shipley

There was a **significant economic impact** in these areas. For example in Mytholmroyd and Brighouse:

- approximately 180 businesses were affected, employing 2,285 staff within various sectors
- 50% of the large advanced manufacturing and specialised engineering firms were affected
- loss of over £1.1 million in business rates in three months within Mytholmroyd

On the **November 7 2019** neighbouring communities in South Yorkshire and Derbyshire were badly hit by heavy rainfall on already saturated land. Leeds City Region was in a similar position having a accumulated above average rainfall in the preceding six month period leaving the ground saturated and river levels high. Prior to the storm progressing to the north of England, the Met Office had issued an amber warning for rain with our local teams increasing their levels of preparedness with the risk of 40mm of rainfall across West Yorkshire. Although the flood impacts were greater across South Yorkshire, this was a near miss for the City Region.

The heavy rainfall accompanying **Storm Ciara** (February 8 and 9 2020), led to a number of 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. More than 100mm fell in the upper Calder catchment and the Yorkshire area had issued one Severe Flood Warning, 119 Flood Warnings, and 35 Flood Alerts (90 of which were in West Yorkshire). This was the second highest flood event recorded in the Calder Valley, second only to the flooding of



Elland Bridge Repair



Boxing Day Flooding in Mytholmroyd



Boxing Day Flooding in Leeds

Flood Resilience for Economic Growth (Phase Two)

Leeds City Region: Recovery, Innovation and Partnership Working

Collaborative Delivery in the City Region

Key partners have been working tirelessly to recover from these flood events and enhance resilience that will help protect communities in the future. This includes work on the 19 Recommendations from the [Leeds City Region Flood Review](#).

Additional funding made available to the City Region has supported delivery of ambitious and innovative FRM schemes which often include a partnership funding model e.g. ESIF, GD3, EA/DEFRA, Local Levy, and Yorkshire Water. These schemes include:

- **Leeds Flood Alleviation Scheme Phase One:** an innovative scheme which delivers the first movable weir in the UK and formed part of a recent tour of the area by Sir John Armit, Chair of the National Infrastructure Commission in November 2018.
- **Wyke Beck Programme:** a £4.75m programme, supporting delivery of housing growth, green space and biodiversity improvements in deprived communities as well as delivering new flood defence assets that will manage surface water and river flooding. This is on site delivering now and utilises a range of funding sources.
- **Skipton Flood Alleviation Scheme** (jointly funded by our neighbouring YNYER LEP) opened recently and was visited by Jake Berry MP (Minister for the Northern Powerhouse and Local Growth). This scheme illustrates how FRM schemes 'enable' as well as 'protect' development. Since completion other investments are now flowing to support housing and business growth in locations that are now more resilient and better protected.
- **Natural Flood Management:** a £1.7 million programme of interventions led by the National Trust and Yorkshire Wildlife Trust in the Upper Aire and Colne/Calder catchments, designed to slow the flow of water and help protect 1,075 businesses and 2,936 homes. This innovative programme, which will be monitored by the University of Leeds, will support the City Region's ambition to become a trailblazer in NFM techniques.



Knostrop Weir, Leeds FAS 1



Eller Beck Dam, Skipton FAS



Esten Beck, North Yorkshire (Craven)

Flood Resilience for Economic Growth (Phase Two)

The City Region is at a unique stage in its development with a series of key infrastructure investments coming forward in the future. It is critical that this investment is resilient and safeguarded. The City Region has a strong track record of delivering innovative and complex FRM schemes on budget. These schemes have been delivered in partnership using a cocktail of funding which have been able to safeguard existing economic and infrastructure assets and unlock new growth opportunities and support inclusive growth. If additional resource is provided more can be delivered using our experience and local skills base. This will support delivery of schemes that have been identified by a regional prioritisation process through the Yorkshire and Humber Regional Flood and Coastal Committee (YHRFCC).

The **rationale** for the programme is:

- The schemes will play an important role in **meeting local and national priorities** such as:
 - The City Region Strategic Economic Framework's (SEF) objectives to develop an whole catchment based flood risk reduction programme incorporating green and blue infrastructure/natural flood management.
 - National ambitions to boost productivity and increase levels of innovation via emerging Local Industrial Strategies.
 - **Alignment with the objectives of the FCRM Strategy** by including a range of flood risk mitigation measures that support delivery of carbon reduction, climate resilient places and infrastructure.
- Government investment of **£120.8m** will:
 - Provide investment of **£109.7m to unlock local contributions and private funding to deliver 30 FRM schemes with a total capital value of £176.4m**. These schemes will be delivered at catchment scale across the City Region which will deliver significant economic outcomes and inclusive growth benefits.
 - Create a **£10m City Region Natural Flood Management programme** to deliver new NFM schemes and imbed NFM innovation in other infrastructure projects.
- This is a critical programme of interventions to **ensure that the City Region's businesses are safeguarded** and that the growth we need can be achieved in our strategic development and investment locations.
- A key element of our proposal is **integrated and aligned investment**. We have successfully managed this before with public and private sector investments. Creating better value for money by taking advantage of the opportunity to align with existing programmes and infrastructure spending.
- The **partnership** will maximise the impact of all future investment to satisfy insurance companies as well as grow the confidence of businesses to stay in their location.

The programme will:

- Safeguard approximately 2,700¹ businesses, 3,500 homes and 13,000 jobs (equivalent to £1.1 billion in GVA p.a.).
- Enable further growth in jobs and housing by reducing the constraints posed by flood risk including enhanced delivery of 320 hectares of development land, with capacity for approximately 6,900 new homes and 525 new jobs
- Enable around £100m in additional (GVA) over a 10-year period.
- Protect and enhance land values of c£140m and support wider economic growth and investment confidence.
- Provide enhanced flood prevention to vulnerable and deprived areas, including those defined as the top 10-20% most deprived IMD.
- Deliver innovative schemes incorporating new methods that will be transferable to other areas.
- Support a range of environmental improvements including approximately 2,912 tCO₂ saved (equivalent of taking 236 cars off the road for a year) over the period 2021-36.

¹ Business figure derived from the national MINT business database and will be refined as FRM schemes develop

Flood Resilience for Economic Growth (Phase Two)

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West Yorkshire Economic Recovery Plan

UK Government has already demonstrated that it understands the value of investing in West Yorkshire, as evidenced by the recently agreed £1.8bn devolution deal, the biggest ever of its kind.

This follows our success in delivering the largest Local Growth Deal in the UK for Leeds City Region, generating £4 private investment and £10 in GVA for every £1 of public money.

Whilst the challenges facing the region as a result of COVID-19 are stark (a cost of £2.4bn to the Exchequer in 2020 alone), by realising our plan, built on our strengths and overcoming our challenges, we can begin to achieve the levelling up of the economy the Government has set as its target.



Rescue 6-12 months

Acting now – supporting communities, saving key industries & getting people into jobs, infrastructure projects ready to go

Re-imagining 1-2 years

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

Resilience 2-5 years

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

Vision and Goals

1. Vision

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

Flowing from our Vision, the two Goals for the Plan are Inclusive Growth and Sustainable Development. This approach recognises the role sustainable development and environmental enhancements can play in tackling the climate emergency but also supporting the economic recovery of the region. A key part of this approach is delivery of our priority flood risk management schemes. Particularly the schemes included in this programme that offer enhanced protection to business areas and have the ability to unlock and accelerate new growth locations.

Priority 3: Accelerating Infrastructure focuses on element of the Plan, with interventions spread across three timeframes: Rescue; Re-imagining and Resilience. Investment in our priority flood schemes would take place across all three phases of our Plan, thereby supporting the immediate rescue phase – supporting key industries and also longer term resilience – delivering future prosperity.

Flood Resilience for Economic Growth (Phase Two)

Programme Highlights: Leeds City Region Natural Flood Management Fund

Our proposed projects also include an innovative proposal to establish a fund for a catchment scale approach to the delivery of natural flood management (NFM) measures, building on the success of the existing projects funded through Flood Resilience for Economic Growth (Phase 1) and other programmes.

PROJECT RATIONALE

This project aligns with national and local priorities. This includes the 25 year Environment Plan and the City Region's Green and Blue Infrastructure Strategy. NFM projects being implemented across the City Region are demonstrating the value of NFM in helping to mitigate flooding in the region.

While these projects are a good starting point, further projects need to be implemented, either as standalone or as part of wider flood resilience projects, to continue to demonstrate the value of NFM.

The City Region approach to NFM is **innovative with the ability to provide learning** to other areas.

Currently Flood Defence Grant in Aid (FDGiA) does not easily fund NFM measures. For FDGiA to fund NFM measures a wider, more robust evidence base needs to be built. As such there is a need to continue the implementation and monitoring of NFM projects at a catchment scale.

The City Region has recently adopted strategies on energy and GBI. Reducing CO₂ emissions is a key priority for the region and as such the emerging Local Industrial Strategy will focus on bold steps aimed at driving clean growth living. NFM is a key part of this.

The natural capital of the region, of which natural flood management schemes contribute, has recently been conservatively estimated to provide £3.353bn or 6.1% of GVA to the West Yorkshire economy.

DELIVERY TO DATE

To date, the £1.7 million Growth Deal Three NFM programme, delivered in partnership with Yorkshire Wildlife Trust and National Trust, has delivered:

- 294 leaky dams (stone and timber)
- 39 hectares of NFM landscape restoration, including peat and heathland
- 40 hectares of soil aerated
- 21 earth bunds
- 8 ponds
- 9000 trees and whips planted
- Protection to UKBAP species White Claw Crayfish in east Leeds; and
- 6.4km fencing to protect new planting from grazing

All projects are on track to complete by the end of March 2021 in line with the funding requirements for Growth Deal Three.

As part of the West Yorkshire devolution deal, our region was designated as one of 15 places to trial the Green Infrastructure Standards set out in the 25 Year Environment Plan. Significant mapping and benchmarking information is being produced by Natural England for the trial and will be used to strengthen the evidence base to ensure the natural environment is considered more robustly in decision making. It will also assist West Yorkshire in developing a pipeline of low carbon projects that address the climate emergency, of which natural flood management schemes will be a key element.

Flood Resilience for Economic Growth (Phase Two)

Programme Highlights: Leeds City Region Natural Flood Management Fund

An overview of the NFM Fund is set out below.

PROJECT DESCRIPTION

The project would put in place a designated NFM Fund for the City Region. It builds on the innovative and ground-breaking work already occurring across the City Region to demonstrate the value of NFM in mitigating flood events. The Fund is an enabler for NFM measures and projects in the City Region and aligns strongly with other projects, including the Northern Forest. The Fund would be delivered in partnership with a range of bodies including Yorkshire Wildlife Trust, Yorkshire Water, the Environment Agency and our council partners.

The Fund would focus on **providing support for the development and delivery of the future pipeline of NFM projects in the region.**

A catchment approach would be taken enabling the ambition set out in the City Region GBI Strategy to become a UK trailblazer in catchment planning and NFM to be delivered.

The Fund will also help to store carbon, supporting the Combined Authority and local authorities in addressing their climate emergency motions and carbon reduction targets. This includes supporting carbon reduction but also in helping to build climate resilience across our currently flood vulnerable communities and businesses



ASK, OUTPUTS & BENEFITS

The ask for the NFM Fund is £10 million and we would seek match funding to double the Fund value.

Estimated outputs that the Fund could deliver are:

- At least 10 schemes in the programme that use NFM to provide climate change resilience rather than hard defences
- 2,912 tCO₂ saved (equivalent of taking 236 cars off the road for a year) over the period 2021-36.

Benefits that could be delivered include:

- Reduced flood risk to homes and businesses
- Reduction in the economic cost of flooding
- Increased innovation in the area of flood mitigation
- Ability to provide learning to other areas
- Reduced CO₂ emissions and improved resilience to the effects of climate change
- Improved health and well-being
- Improved biodiversity and increased GBI
- Increased agricultural productivity
- Job creation and skills opportunities

If support for the Fund was to be provided, further work would be undertaken to refine the delivery outputs and benefits as specific projects are developed.

Flood Resilience for Economic Growth (Phase Two)

Programme Highlights: Key Schemes

Our **proposed priority projects** include integrated infrastructure schemes that reduce fluvial flood risk and improve surface water drainage systems, incorporating green and blue infrastructure to safeguard jobs, businesses, homes and unlock growth opportunities. A schedule of all proposed projects and their additionality are provided on the next slides.

BRIGHOUSE FLOOD ALLEVIATION SCHEME PHASE THREE

The Brighouse Catchment Improvement Project is a package of complementary schemes that will reduce flood risk in Brighouse and deliver environmental benefits within the catchment. This scheme will be delivered by the Environment Agency in partnership with Calderdale Council, Yorkshire Water and Yorkshire Wildlife Trust. This scheme offers continued protection to Brighouse town centre including 57 homes and 258 existing businesses. The scheme will also safeguard 2,036 existing jobs.

Brighouse is a key economic location for Calderdale Council and the City Region. The Clifton Business Park Enterprise Zone (23 hectares) with potential to generate 6,000 new jobs will be supported by this scheme. Major transport links and key diversionary routes relating to the M62 will be better protected and more resilient following delivery of this scheme. It will also enhance protection for infrastructure investment by the West Yorkshire Transport Fund along the A641 Bradford - Huddersfield Corridor and potential future allocations for Brighouse via the Towns Fund Programme.

The project will create a robust and resilient green and blue corridor along the Clifton Beck Catchment. These works will improve Water Framework Directive status, create and enhance habitats, biodiversity, flood plain connectivity, Natural Flood Management. The environment elements ensure that this project is not only a traditional flood alleviation scheme, but delivers truly multi-benefit catchment enhancement outcomes for Brighouse and the surrounding area. This project complements other significant initiatives in the catchment.

KEIGHLEY AND STOCKBRIDGE FLOOD ALLEVIATION SCHEME

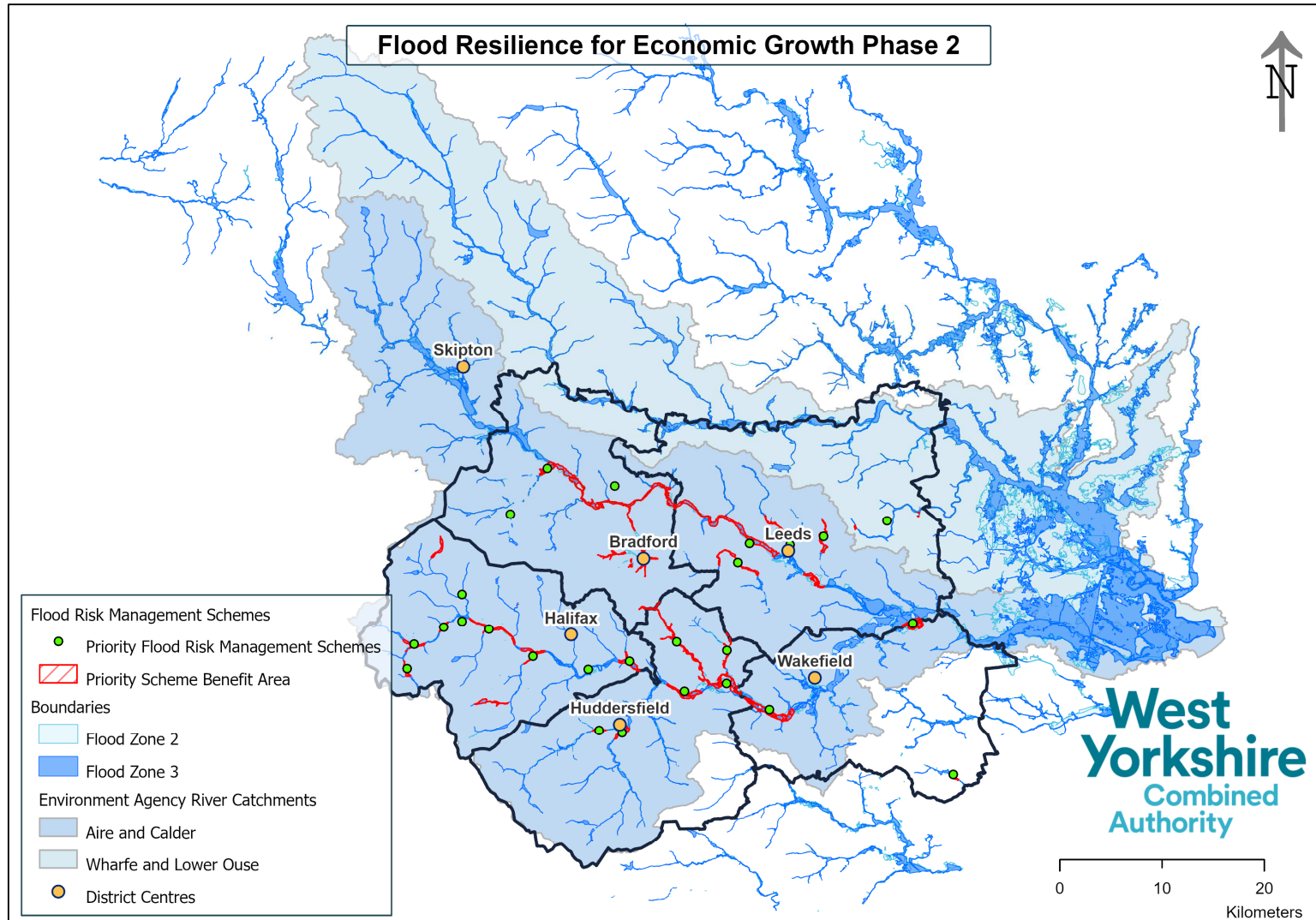
A joint Environment Agency and Bradford Council scheme to develop and enhance flood protection in the Keighley and Stockbridge area.

The scheme supports transport links and strategic growth sites. It also safeguards employment zones and will help improve and grow the local economy. Existing communities will also be protected, this includes 497 homes and 280 businesses. It aligns with the City Region's inclusive growth aspirations by providing protection to communities within one of the IMD's top 10% of most deprived areas.

The further contribution will enable this scheme to happen. It has the potential to deliver innovative solutions which will be incorporated into the project to reduce flood risk and also deliver efficiencies and stronger value for money. These include management of water on a catchment scale e.g. Natural Flood Management plus localised interventions such as retro fitted SuDS and wetlands.

Flood Resilience for Economic Growth (Phase Two)

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Report to: Place Panel

Date: 14 October 2020

Subject: **One Public Estate (Phase 8) Invitation to Apply**

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

Author(s): Jon Vickers, Policy Co-ordinator

1. Purpose of this report

- 1.1 To inform the Place Panel that the invitation to apply for One Public Estate (OPE) Phase 8 revenue and capital funding was released on the 9 September 2020 with a deadline for submissions of **12 November 2020**.
- 1.2 To agree that the Place Panel Chair in liaison with Chief Executive Lead for Place Panel and the West Yorkshire Combined Authority Managing Director approve a bid application by the OPE partnership (comprising all the Leeds City Region districts except York and Barnsley) by the submission deadline.

2. Information

- 2.1 In total, the funding already awarded to the Combined Authority for OPE Phases 4, 5, 6 and 7 for revenue and capital projects across the City Region totals £1,886,125.
- 2.2 The OPE programme is a partnership between the Cabinet Office, the Local Government Association and the Ministry of Housing, Communities and Local Government, to support the best use of land and property with a focus on unlocking surplus public land for housing. **£30 million of new funding** is available to support local delivery. This comprises:
 - **£10 million OPE revenue grant** for collaborative public sector land and property projects, including £2 million of sustainable (repayable) grant funding. Project activity could include master planning, feasibility studies, business case development options appraisals and surveys, valuations and design works, and programme management costs where there is a strong supporting case.
 - **£20 million Land Release Fund capital grant** for projects that target council-owned smaller sites (sub-100 units) requiring upfront funding to address viability issues relating to abnormal development costs: for

example, site levelling ground works, small-scale infrastructure, highways works and work that addresses environmental constraints.

2.3 The closing date for submissions is 12 November 2020. Confirmation of funding awards to successful applicants is expected in February 2021.

2.4 As partners of the West Yorkshire OPE since 2017, Craven, Harrogate and Selby have been invited to join the region's Phase 8 application. OPE has not objected to those councils staying in the partnership. Officers are collaborating to identify relevant opportunities that could be included in a bid.

3. Financial Implications

3.1 There are no financial implications directly arising from this report at this time.

4. Legal Implications

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

5. Staffing Implications

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

6. External Consultees

6.1 No external consultations have been undertaken.

7. Recommendations

7.1 That the Combined Authority develop a bid with OPE districts and other regional partners that wish to apply for Phase 8 funding and that the Combined Authority co-ordinate the funding application.

7.2 The Place Panel Chair in liaison with the Chief Executive Lead for Place Panel and West Yorkshire Combined Authority Managing Director agrees the final submission for endorsement and submission by the submission deadline.

8. Background Documents

None.

9. Appendices

None.

Report to: Place Panel

Date: 14 October 2020

Subject: **Planning Consultations**

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

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

1. Purpose of this report

- 1.1 This report provides information relating to the government consultations on changes to the Planning System.

2. Information

- 2.1 There are 2 consultations running in parallel:

1. Consultation on a document '[Changes to the Current Planning System](#)' (August 2020). This document sets out proposals for measures to improve the effectiveness of the current planning system in the shorter term. This includes changes to the Standard Method for calculating housing need, delivering First Homes, support for small and medium sized builders and extension of the permission in principle consent regime to major development. The consultation on these changes ended on 1st October 2020.
2. Consultation on the White Paper '[Planning for the Future](#)' (August 2020) – this outlines major proposals to reform the statutory planning system in England. The proposals cover plan-making, development management, development contributions and other related proposals. The consultation ends on the 29th October 2020. It is intended that these proposals be further developed as feedback and views are gathered. The proposed changes would require primary legislation followed by secondary legislation.

Consultation responses

- 2.2 The West Yorkshire Combined Authority is coordinating joint responses to these two consultations with the support of partner councils. Partner Councils

are also submitting individual responses. The joint responses focus on strategic matters and matters where there is a strong consensus either in support or concern regarding the proposals.

2.3 The joint response to the consultation on the document '**Changes to the Current Planning System**' has now been approved in consultation with the Chair of the Place Panel and submitted to Government. **Appendix 1** provides a full copy of the consultation response, the key matters addressed are:

- We have concerns about the proposed changes to the methodology for calculating housing need. The changes see a drop in the housing requirement for all West Yorkshire districts except Wakefield where there is a significant increase. This does not support our wider growth agenda and for Wakefield the near double figures would cause deliverability issues.
- We have concerns over the proposals relating to First Homes (current scheme to provide homes for first time buyers – at 30% discount against market value). We don't think that First Homes will be affordable for most buyers in West Yorkshire and the proposal to require affordable provision to deliver 25% of affordable housing as First Homes is not supported. The emphasis should be on local evidence to inform the approach to delivery of affordable homes.
- We have concerns with the proposal to temporarily lift the threshold for affordable housing contributions to 40 or 50 units (currently 10 units), it is acknowledged that this change is intended to support SME housebuilders however small sites in West Yorkshire make a significant contribution to our affordable housing supply and we believe this proposal will undermine building mixed communities.

2.4 Our joint response to the consultation on the White Paper '**Planning for the Future**' is currently being finalised. It is suggested that the Combined Authority supports many of the aspirations of the White Paper including the use of digital methodologies and common data standards to improve accessibility and visibility of plans and streamlining and speeding up the local plan process to make it more responsive whilst still delivering high quality development. However there are also concerns with some of the proposals and it is proposed that the response addresses the following matters:

- It is not clear to what extent local democracy (as a well-embedded part of the current plan making system) will be retained under the new proposals.
- Public engagement opportunities will be required to change to ensure that communities are still able to engage in plans for places, it is not clear how this will work.
- Design codes are a helpful proposal if they go beyond aesthetics – we are interested in how places function, health and well-being, inclusive growth and tackling the climate emergency.
- There is little in the proposals to encourage implementation of existing permissions or to support accelerated delivery on brownfield land.

- Abolition of the Duty to Cooperate should only take place if a clear replacement is proposed to address strategic issues. We note that the White Paper is silent on strategic planning and we are concerned that Government's policy position on strategic planning is not clear.
- We have concerns about the proposals to abolish the current system of planning obligations and replace with a Community Infrastructure Levy. It is not clear that the proposals will ensure delivery of basic infrastructure (including transport infrastructure) and affordable housing in our region.

3. Financial Implications

- 3.1 There are no financial implications directly arising from this report. The consultation responses are being prepared 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 endorses the direction of travel on the Planning White Paper consultation response subject to views.

8. Background Documents

None.

9. Appendices

Appendix 1 – Joint response to the planning consultation 'Changes to the Current Planning System'.

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Ministry of Housing, Communities and Local Government

Changes to the Current Planning System

August 2020

West Yorkshire Combined Authority Response

The standard method for assessing housing numbers in strategic plans

Setting the baseline – providing stability and certainty by incorporating a blend of household projections and stock

Q1: Do you agree that planning practice guidance should be amended to specify that the appropriate baseline for the standard method is whichever is the higher of the level of 0.5% of housing stock in each local authority area OR the latest household projections averaged over a 10-year period?

There is a general concern regarding the lack of detail in the proposals and we have significant concerns relating to their potential impacts. These proposals have the potential to undermine growth plans in West Yorkshire and it is our understanding that the proposals could have similar impacts on other northern city regions. There is a concern therefore that the standard method may work against the levelling up agenda for the North of England.

The proposed standard method appears to result in lowered housing need for the majority of West Yorkshire local authority areas, but conversely a significant increase (potentially doubling) in Wakefield.

Where housing need has reduced, this raises issues for Councils with growth ambitions and the extent to which current housing growth can be justified in the future. Where housing need has significantly increased, such as Wakefield, this raises questions over the realistic deliverability of housing at this scale over a plan period. The intention of the proposal to seek stability appears to have resulted in further volatility.

The table below demonstrates the impact of the proposed method on Council's in West Yorkshire. It exemplifies the perverse impact of the proposed method on the Wakefield district when compared to the four other authorities.

	Current Local Plan Requirement	Average Delivery (Last 3 Years)	Current Standard Method	Proposed Standard Method	% increase / decrease current method to proposed method
Calderdale	-	408	800	587	-27%
Bradford	2476	1574	1704	1211	-29%
Kirklees	1730	1288	1666	1107	-34%
Leeds	3247	2845	2787	2397	-14%
Wakefield	1600	1896	970	1982	+104%

It appears that the recent high levels of housing completions in Wakefield (since 2015/16), has led to the high levels of future projections set out in the 2018 based data set. These completion levels are in part as a result of temporary local circumstances and are unlikely to be sustained. It is therefore suggested that the proposed method alone is not a suitable basis for robust plan making.

With regard to a lack of detail in the proposed methodology it does not seem to be clear what approach should be taken in setting a plan requirement above or below the standard method figure. For example, where local evidence would support a plan target is at a lower level than the standard method guidance is required on dealing with unmet need and where local evidence would suggest a higher target it is not clear to what extent there is local discretion to apply an uplift. With reference to paragraph 18 of the consultation and the statement that '*...this standard method provides the starting point and not the final housing requirement*' it is unclear, for example, to what extent the proposed approach incorporates an economic uplift adjustment to reflect local aspirations for growth.

Q2: In the stock element of the baseline, do you agree that 0.5% of existing stock for the standard method is appropriate? If not, please explain why.

Adjusting for market signals – maintaining price signals using the current affordability ratio and the change in affordability over the last 10 years

Q3: Do you agree that using the workplace-based median house price to median earnings ratio from the most recent year for which data is available to adjust the standard method's baseline is appropriate? If not, please explain why.

Q4: Do you agree that incorporating an adjustment for the change of affordability over 10 years is a positive way to look at whether affordability has improved? If not, please explain why.

Q5: Do you agree that affordability is given an appropriate weighting within the standard method? If not, please explain why.

Transition

Do you agree that authorities should be planning having regard to their revised standard method need figure, from the publication date of the revised guidance, with the exception of:

Q6: Authorities which are already at the second stage of the strategic plan consultation process (Regulation 19), which should be given 6 months to submit their plan to the Planning Inspectorate for examination? If not, please explain why. Are there particular circumstances which need to be catered for?

Q7: Authorities close to publishing their second stage consultation (Regulation 19), which should be given 3 months from the publication date of the revised guidance to publish their Regulation 19 plan, and a further 6 months to submit their plan to the Planning Inspectorate? If not, please explain why. Are there particular circumstances which need to be catered for?

Delivering First Homes

Percentage of affordable housing secured through developer contributions

Q8: The Government is proposing policy compliant planning applications will deliver a minimum of 25% of onsite affordable housing as First Homes, and a minimum of 25% of offsite contributions towards First Homes where appropriate. Which do you think is the most appropriate option for the remaining 75% of affordable housing secured through developer contributions?

Please provide reasons and / or evidence for your views (if possible):

- i) Prioritising the replacement of affordable home ownership tenures, and delivering rental tenures in the ratio set out in the local plan policy.
- ii) Negotiation between a local authority and developer.
- iii) Other (please specify)

Affordability and local housing need: In much of West Yorkshire First Homes are unlikely to be affordable to most buyers without a very significant, and therefore expensive, discount. Evidence suggests in most local authority areas, discounted units would not bring median-priced new homes within reach of median income households (LCR Housing Affordability and Need Study 2020).

Impact on affordable housing supply: If the discount is funded via a national levy as proposed, the policy could significantly reduce the supply of social and affordable homes to rent in areas of high need. There is concern that affordable homes currently delivered through Section 106 would be displaced by First Homes.

Impact on overall housing supply: Delivery of First Homes in place of other affordable tenures may slow down overall absorption rates and increase cashflow uncertainty. This is particularly likely to be the case at present given the significant uncertainty around the housing market and construction caused by the coronavirus crisis, making it more likely that the introduction of First Homes as proposed would further dampen housebuilding.

While First Homes will be more affordable than market sale homes, they may still be unaffordable to those they are trying to help as they are not linked to local incomes. Shelter recently modelled the likely affordability of First Homes and predicted they would “*across the whole of England, only the richest 28% of private renting households earn enough money to be able to access a First Home. The vast majority of private renters – 3.3 million households – will miss out*”.

If local authorities are expected to play a large management role to administer First Homes delivery, allocation and subsequent re-sales, significant capacity and resource would need to be provided to fund this additional workload.

In relation to the remaining 75% of the affordable housing requirement, negotiation provides too much opportunity for pushback as developers would likely want to reduce the provision of affordable rented homes where possible. For the remaining 75% of the affordable housing provision this should be based on local evidence (enforced by Local Plan policies) as with the present approach.

With regards to current exemptions from delivery of affordable home ownership products:

Q9: Should the existing exemptions from the requirement for affordable home ownership products (e.g. for build to rent) also apply to apply to this First Homes requirement?

Q10: Are any existing exemptions not required? If not, please set out which exemptions and why.

Q11: Are any other exemptions needed? If so, please provide reasons and /or evidence for your views.

Local plans and transitional arrangements

Q12: Do you agree with the proposed approach to transitional arrangements set out above?

Yes, flexibility in the transitional arrangements is supported as this may help to avoid abortive work and delays in the submission of planning applications. Clarity would be needed in relation to assessing whether a planning application has reached an advanced stage of preparation.

Level of discount

Q13: Do you agree with the proposed approach to different levels of discount?

The provision for local authority to evidence discounts greater than 30% (to 40% or 50%) would be welcomed as this would allow consideration of local evidence through the Local Plan process. However, further clarity is needed. Whilst the 30% discount is

welcomed, how Local Authorities evidence levels of required discount needs to be clearly defined and quantifiable, or further delays during negotiation is risked. Clarity is also required how this would operate in advance of a Local Plan review as there may be evidence for a discount greater than 30% but the consultation document implies the different thresholds can only be applied through the Local Plan making process.

Exception sites and rural exception sites

Q14: Do you agree with the approach of allowing a small proportion of market housing on First Homes exception sites, in order to ensure site viability?

Q15: Do you agree with the removal of the site size threshold set out in the National Planning Policy Framework?

No. In particular, the NPPF is clear that these sites should not 'exceed 5% of the size of the existing settlement' they are adjacent to. However, the consultation document says it is proposed to 'retain the requirement that First Homes exception sites should be proportionate in size to the existing settlement. This is not retaining what the NPPF currently states. The wording in the current NPPF should be retained in order to ensure that these sites are not overly large. It should also be clear that these sites cannot come forward on land designated as safeguarded in an up to date development plan, as that will undermine plan making.

The removal of the 1 ha site size threshold could lead to large sites which are not plan-led and may go beyond the aim to meet local affordable housing needs through exception sites. It will be important to continue the protection for green belt in these provisions to avoid high levels of unplanned development (as set out in NPPF paragraph 71(b).

Q16: Do you agree that the First Homes exception sites policy should not apply in designated rural areas?

Supporting small and medium-sized developers

Small sites planning policy

Q17: Do you agree with the proposed approach to raise the small sites threshold for a time-limited period?

No. We have significant concerns with regard to the potential impact from this proposal upon the delivery of affordable housing in West Yorkshire.

In West Yorkshire, a significant proportion of affordable housing units are delivered on sites where under 40 homes are delivered. If the small sites threshold were raised higher still to 50 homes, this would lead to further significant loss in the delivery of affordable housing.

It is highly unlikely that Homes England will be able to make up the shortfall through the provision of grant unless significant further funding is made available by the government.

The intention of this proposal to '*reduce the burden of developer contributions, as smaller sites are more likely to be built out by SMEs*' does not appear to be fully evidenced. In our experience the requirement for affordable housing on smaller sites does not contribute to a lower delivery of homes and more efficient means of offering SME regular assistance is available to government. Ultimately, this proposal has the potential impact of undermining sustainable, mixed communities, especially outlying and smaller communities, negating access to affordable homes for people that live locally.

Furthermore, the use of an affordability ratio adjustment in the updated standard method appears to then be undermined by this proposal which removes the ability of Councils to deliver the quantum of affordable housing required.

Q18: What is the appropriate level of small sites threshold?

- i) Up to 40 homes
- ii) Up to 50 homes
- iii) Other (please specify)

This should remain at 10 or be set in local plan policies.

Q19: Do you agree with the proposed approach to the site size threshold?

Q20: Do you agree with linking the time-limited period to economic recovery and raising the threshold for an initial period of 18 months?

Q21: Do you agree with the proposed approach to minimising threshold effects?

Affordable housing in rural areas

Q22: Do you agree with the Government's proposed approach to setting thresholds in rural areas?

Supporting SMEs

Q23: Are there any other ways in which the Government can support SME builders to deliver new homes during the economic recovery period?

Yes. There are other interventions Government could make but many fall outside of land use planning. For example, more could be done to assist with mortgage availability. Another key issue is the dominance in the market of volume housebuilders and the availability to SME builders of reasonably priced, developable land. To address this issue it is suggested that the Government should consider providing councils with a specific allocation of funding and a streamlined compulsory purchase procedure to facilitate the acquisition, preparation, de-risking and master planning of potential SME housing development land at an existing use value + compensation valuation price with a view to parcelling up & releasing the land back to SME builders at cost value.

Extension of the Permission in Principle consent regime

Extending Permission in Principle to cover major development

Q24: Do you agree that the new Permission in Principle should remove the restriction on major development?

No. We oppose this proposal and the potential impacts it may have on the quality of major developments and public trust in the planning process.

Our suggestion is that this proposal makes the assumption that planning is the cause of delay in delivery of major development and we do not believe this to be the case in West Yorkshire.

In general, the proposal lacks the detail required, especially in regard to the expectations at local plan making stage, including impacts upon timeframes, to provide a fully considered response, and further information is needed.

This proposal appears to reduce local input to major development at the application stage, resulting in reduced community buy-in. In our experience, community interest is generated at outline application stage and it therefore forms an important part of the planning process in consulting local communities on development.

Additionally, there is the potential for this proposal to lead to sub-standard major developments due to a reduction of transparent public involvement through consultation and planning committee oversight. Ultimately, this has the potential to lead to an undermining of the public's confidence in the planning system.

There are also concerns relating to the level of work required in advance of granting permission in principle and the capacity within the Local Authorities to undertake this work. This has implications on infrastructure planning where permission in principle is granted but there is no developer commitment secured through the process of achieving outline permission.

Q25: Should the new Permission in Principle for major development set any limit on the amount of commercial development (providing housing still occupies the majority of the floorspace of the overall scheme)? Please provide any comments in support of your views.

Yes, the limit should remain. The Local Authority should retain the flexibility to determine the proportion of residential/non-residential development and the type of commercial uses proposed through the planning applications process. This will ensure larger scale commercial facilities are provided in appropriate locations (e.g. retail/offices) in accordance with the NPPF sequential test to safeguard town centres.

Process for making a Permission in Principle application for major development

Q26: Do you agree with our proposal that information requirements for Permission in Principle by application for major development should broadly remain unchanged? If you disagree, what changes would you suggest and why?

Q27: Should there be an additional height parameter for Permission in Principle? Please provide comments in support of your views.

Publicity arrangements

Q28: Do you agree that publicity arrangements for Permission in Principle by application should be extended for large developments? If so, should local planning authorities be:

- i) required to publish a notice in a local newspaper?
- ii) subject to a general requirement to publicise the application or
- iii) both?
- iv) disagree (please state your reasons)

Revised fee structure to incentive Permission in Principle by application

Q29: Do you agree with our proposal for a banded fee structure based on a flat fee per hectare, with a maximum fee cap?

Q30: What level of flat fee do you consider appropriate, and why?

Brownfield Land Registers and Permission in Principle

Q31: Do you agree that any brownfield site that is granted Permission in Principle through the application process should be included in Part 2 of the Brownfield Land Register? If you disagree, please state why.

Additional guidance to support implementation

Q32: What guidance would help support applicants and local planning authorities to make decisions about Permission in Principle? Where possible, please set out any areas of guidance you consider are currently lacking and would assist stakeholders.

Regulatory Impact Assessment

Q33: *What costs and benefits do you envisage the proposed scheme would cause? Where you have identified drawbacks, how might these be overcome?*

Q34: *To what extent do you consider landowners and developers are likely to use the proposed measure? Please provide evidence where possible.*

Public Sector Equality Duty

Q35: In light of the proposals set out in this consultation, are there any direct or indirect impacts in terms of eliminating unlawful discrimination, advancing equality of opportunity and fostering good relations on people who share characteristics protected under the Public Sector Equality Duty?

If so, please specify the proposal and explain the impact. If there is an impact – are there any actions which the department could take to mitigate that impact?

The raising of the affordable housing threshold to 40 or 50 units is likely to have negative impacts on the delivery of affordable housing, including specialist accommodation.