

PLACE, REGENERATION AND HOUSING COMMITTEE

**MEETING TO BE HELD AT 11.00 AM ON TUESDAY, 8 MARCH 2022
IN THE OLD RESTAURANT, 3RD FLOOR, WAKEFIELD TOWN HALL,
WOOD STREET, WAKEFIELD WF1 2HQ**

A G E N D A

- 1. APOLOGIES FOR ABSENCE**
- 2. DECLARATION OF DISCLOSABLE PECUNIARY INTERESTS**
- 3. EXEMPT INFORMATION - POSSIBLE EXCLUSION OF THE PRESS AND PUBLIC**
 1. To highlight Appendix 8 of Agenda item 7 and Appendix 1 of Agenda item 12 which officers have identified as containing exempt information within the meaning of Schedule 12A to the Local Government Act 1972, and where officers consider that the public interest in maintaining the exemptions outweighs the public interest in disclosing the information, for the reasons outlined in the report.
 2. To consider whether or not to accept the officers' recommendation in respect of the above information as set out at paragraph 5.31
 3. If the recommendations are accepted, to formally pass the following resolution:-

RESOLVED – That in accordance with paragraph 3 of Part 1 of Schedule 12A to the Local Government Act 1972, the public be excluded from the meeting during consideration of Appendix 8 of Agenda item 7 and Appendix 1 of Agenda item 12 on the grounds that they are likely, in view of the nature of the business to be transacted or the nature of the proceedings, that if members of the press and public were present there would be disclosure to them of exempt information and for the reasons set out in the report that in all the circumstances of the case, the public interest in maintaining the exemption outweighs the public interest in disclosing the information.
- 4. NOTES OF THE MEETING HELD ON 7 FEBRUARY 2022**

(Pages 1 - 6)

5. **MINUTES OF THE MEETING HELD ON 25 NOVEMBER 2021**
(Pages 7 - 14)
6. **LEVELLING UP WHITE PAPER**
(Pages 15 - 22)
7. **CAPITAL SPENDING AND PROJECT APPROVALS**
(Pages 23 - 106)
8. **WEST YORKSHIRE REGIONAL BROWNFIELD ANALYSIS
REPORT AND DASHBOARD**
(Pages 107 - 208)
9. **ONE PUBLIC ESTATE PROGRAMME - MEANWHILE USE
REPORT**
(Pages 209 - 280)
10. **TRANSPORT FUND REVIEW**
(Pages 281 - 302)
11. **LEEDS PUBLIC TRANSPORT INVESTMENT PROGRAMME
(LPTIP) REVIEW 2022 - PART 3**
(Pages 303 - 312)
12. **BROADBAND CONTRACT THREE - UPDATE**
(Pages 313 - 320)

Signed:



**Managing Director
West Yorkshire Combined Authority**



**NOTES OF THE MEETING OF THE INFORMAL CONSULTATIVE
MEETING OF MEMBERS OF THE
PLACE, REGENERATION AND HOUSING COMMITTEE
HELD REMOTELY ON MONDAY, 7 FEBRUARY 2022**

Present:

Amir Hussain (Deputy Chair)	Architect / Professional services
Councillor Denise Craghill	York Council
Councillor Helen Hayden	Leeds City Council
Councillor Peter McBride	Kirklees Council
Sam Keighley	Yorkshire Sport Foundation
Councillor Alex Ross-Shaw	Bradford Council
Councillor Jane Scullion	Calderdale Council
Tamsin Hart Jones (Advisory Representative)	Homes England
Helen Lennon (Advisory Representative)	West Yorkshire Housing Partnership

In attendance:

Melanie Corcoran	West Yorkshire Combined Authority
James Bennett	West Yorkshire Combined Authority
Patricia Davey	West Yorkshire Combined Authority
Alison Gillespie	West Yorkshire Combined Authority
Fiona Limb	West Yorkshire Combined Authority
Rob Tranmer	West Yorkshire Combined Authority
Ben Kearns	West Yorkshire Combined Authority
Janette Woodcock	West Yorkshire Combined Authority

17. Apologies for Absence

Apologies received from Cllr Denise Jeffrey and Cllr Darren Byford

18. Declaration of Disclosable Pecuniary Interests

There were no declarations of disclosable pecuniary interests by members at the meeting.

19. Chair's Update

The Deputy Chair welcomed members to the informal consultative meeting

and read out the following statement

Due to the recent rise in COVID-19 cases in the UK and the current uncertainty this brings, the decision has been taken not to hold any in person committee meetings in January 2022 and this meeting. Unfortunately, we are not permitted to hold virtual formal committee meetings at this time (regulations permitting this earlier in the pandemic expired in May 2021 and have not been renewed by government). The meeting today is therefore an informal consultative meeting of the Place, Regeneration and Housing Committee. However, it is being live streamed to enable the public and stakeholders to observe and hear the debate and discussion and papers have been published in the usual way. Where there is a need for a formal decision on an item, it will be necessary for the Managing Director to exercise his delegated authority and subsequently take those decisions having regard to the recommendations of this meeting.

Amir Hussain and Helen Lennon confirmed that:

“For the record, they would like to confirm that, by mutual agreement with the Chair, given their wider business interests and in the interests of transparency and openness, the exempt Appendix 7 of Item 6 has not been disclosed to them and do intend to take part in the discussion and debate on this item, however if the Committee wishes to discuss the exempt information they will withdraw from the meeting for that part”

20. Exempt information - Possible Exclusion of the Press and Public

RESOLVED – That in accordance with paragraph 3 of Part 1 of Schedule 12A to the Local Government Act 1972, the public be excluded from the meeting during consideration of Appendix 7 of Agenda item 6 on the grounds that they are likely, in view of the nature of the business to be transacted or the nature of the proceedings, that if members of the press and public were present there would be disclosure to them of exempt information and for the reasons set out in the report that in all the circumstances of the case, the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

21. Minutes of the Meeting held on 25 November 2021

As this was an informal consultative meeting of the Place, Regeneration and Housing Committee, the minutes of the meeting held on 25 November 2021 will be approved at the next formal meeting of the Committee,

22. Getting Building Fund Update

The Committee considered a report and verbal update on the progress of delivery of the Getting Building Fund (GBF) programme.

The programme has now been operating for over sixteen months and there is less than two months remaining before the financial close on 31 March 2022, the date by which financial completion for the GBF element of projects within the programme should be achieved.

The Committee discussed and noted the progress of the delivery of the Getting Building Fund.

23. Capital Spending and Project Approvals

The Committee considered a report and verbal updates on proposals for the progression of, and funding for, a number of West Yorkshire Combined Authority supported projects that have been considered at stages 1, 2 and 3 of the Combined Authority's assurance process.

TCF Heckmondwike

The Place, Housing and Regeneration Committee was asked to approve that:

(i) The TCF Heckmondwike Bus Hub scheme proceeds through decision point 3 (outline business case) and work commences on activity 4 (full business case).

(ii) An indicative approval to the Combined Authority's contribution of £4,970,541. The total scheme value is £4,970,541.

(iii) Development costs of £328,000 are approved in order to progress the scheme to decision point 4 (full business case) taking the total scheme approval to £643,000.

(iv) The Combined Authority enters into an addendum to the existing funding agreement with Kirklees Council for expenditure of up to £643,000.

(v) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report. This will be subject to the scheme remaining within the tolerances outlined in this report.

TCF: Selby Station Gateway Scheme

The Place Regeneration and Housing Committee was asked to approve that:

(i) The TCF Selby Station Gateway scheme proceeds through decision point 3 (outline business case) and work commences on activity 4 (full business case).

(ii) An indicative approval to the Combined Authority's contribution of £20,502,216 is given. The total scheme value is £22,560,216.

(iii) Development costs of £1,934,000 are approved in order to progress the scheme to decision point 4 (full business case) taking the total approval to £3,778,000.

(iv) Further development costs of £2,135,000 required for completion of full business case, land acquisition and enabling works to be delegated to the Combined Authority's Director of Delivery following discharge of the conditions below and subject to Programme Appraisal Team's

recommendation, taking the total approval to £5,913,000.

(v) The Combined Authority enters into an addendum to the existing Funding Agreement with North Yorkshire County Council for expenditure of up to £5,913,000.

(vi) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report. This will be subject to the scheme remaining within the tolerances outlined in this report.

Conditions

A progress report to be submitted to the Combined Authority's Programme Appraisal Team by end of March 2022 to include:

Confirmation of the scheme's scope, outputs, benefits, costs, and programme based on:

Affordability, deliverability, and stakeholder acceptability of the preferred OBC option.

Construction methodology conclusion for the proposed underpass.

A robust assessment of environmental, social, and distributional impacts induced by the scheme and report findings.

The outcomes of the latest public consultation on the OBC preferred option.

Quantification of the extent to which scheme interventions individually contribute to user disbenefit and environmental impacts.

Subject to availability, the use of existing count data to capture the impacts of Denison Canal Bridge's closure to vehicles.

Leeds City Centre Package - City Square Plus

The Place, Regeneration and Housing Committee was asked to approve that:

(i) The Leeds City Square Plus scheme proceeds through decision point 3 and work commences on activity 4 (FBC).

(ii) An indicative approval to the Combined Authority's contribution of £6,430,000. The total scheme value is £15,380,000.

(iii) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report. This will be subject to the scheme remaining within the tolerances outlined in this report.

Exempt Appendix 7 Brownfield Housing Fund Castleford and Pontefract

The Committee discussed and noted the recommendations.

As the meeting was held as an informal consultative meeting the Managing Director was asked to exercise his delegated authority and take those decisions having regard to the recommendations of the meeting.

24. TCF Programme Review

The Committee considered a report and verbal update of the progress made on the Transforming Cities Fund Programme since the last review in June 2021 as well as highlighting key issues and risks to delivery of the programme as follows:

- To update the committee on the funding for the programme including changes anticipated as a result of the new five-year City Region Sustainable Transport Settlement (CRSTS)
- To update and approve TCF Project milestones and delivery timescales.
- To provide an overview of TCF financial information including project budget allocations and anticipated spend profiles.

The Committee discussed and noted the report and verbal update.

25. Forward Plan

The Committee considered a report and verbal update to recommend the business agenda for this Committee during 2022.

The key purpose of the Committee is to support, enable and provide scrutiny on progress on place, regeneration and housing policy development and programme delivery. This purpose informs the business agenda proposed for 2022.

All meetings of the Committee will take standing items providing delivery updates and capital approvals. It is proposed that in addition the Committee will take policy items themed around the areas of influence of the Committee.

It is proposed that the agendas for the year ahead cover:

- Brownfield Land and Regeneration
- One Public Estate and Repurposing of Land
- Securing Design Quality / Inclusivity through Design
- Affordable Housing Delivery and Housing Retrofit
- Spatial Priority Areas and Delivery Models

The committee discussed and noted the Forward Agenda.

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**MINUTES OF THE MEETING OF THE
PLACE, REGENERATION AND HOUSING COMMITTEE
HELD ON THURSDAY, 25 NOVEMBER 2021 AT THE OLD
RESTAURANT 3RD FLOOR, WAKEFIELD TOWN HALL. WOOD ST,
WAKEFIELD WF1 2HQ**

Present:

Councillor Denise Jeffery (Chair)	Wakefield Council
Amir Hussain (Deputy Chair)	Architect / Professional services
Councillor Darren Byford	Wakefield Council
Councillor Helen Hayden	Leeds City Council
Councillor Alex Ross-Shaw	Bradford Council
Councillor Jane Scullion	Calderdale Council
Tamsin Hart Jones (Advisory Representative)	Homes England

In attendance:

Melanie Corcoran	West Yorkshire Combined Authority
Patricia Davey	West Yorkshire Combined Authority
Vicky Dumbrell	West Yorkshire Combined Authority
Dave Haskins	West Yorkshire Combined Authority
Ian Smyth	West Yorkshire Combined Authority
Janette Woodcock	West Yorkshire Combined Authority
Amy Jones	West Yorkshire Combined Authority
James Young	West Yorkshire Combined Authority

8. Apologies for Absence

Apologies for absence received from Councillor Denise Craghill, Councillor Peter McBride, Helen Lennon and Sam Keighley.

9. Declarations of Disclosable Pecuniary Interests

Agenda item 8 Appendix 6 - Cllr Scullion declared that her husband was secretary of a non-profit organisation in Hebden Bridge.

Exempt Appendix 10

Amir Hussain read out the following statement to members of the Committee and said that:

“For the record, I would like to confirm that, by mutual agreement with the Chair, given my wider business interests and in the interests of transparency and openness, the exempt Appendix 10 to Item 8 has not been disclosed to me. I do intend to take part in the discussion and debate on this item, however if the Committee wishes to discuss the exempt information I will withdraw from the meeting for that part. I will not take part in any vote, should one be taken, but otherwise do wish to participate fully in the wider debate.”

It was noted that by Mutual agreement Exempt Appendix 10 was not shared with Helen Lennon, West Yorkshire Housing Partnership

10. Exempt information - possible exclusion of the press and public

RESOLVED – That in accordance with paragraph 3 of Part 1 of Schedule 12A to the Local Government Act 1972, the public be excluded from the meeting during consideration of Appendix 10 of Agenda Item 8 and Appendix 1 of Agenda item 9 on the grounds that they are likely, in view of the nature of the business to be transacted or the nature of the proceedings, that if members of the press and public were present there would be disclosure to them of exempt information and for the reasons set out in the report that in all the circumstances of the case, the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

11. Minutes of the meeting held on 6 September 2021

Resolved: That the minutes of the meeting held on 6 September 2021 be approved.

12. Statement of Intent on Mass Transit

The Committee considered a report and verbal update by the Head of Economic Policy to approve the first version of the West Yorkshire Mass Transit Statement of Intent, a document that provides a foundation for cross-boundary working on planning matters relating to mass transit and was asked to approve the signing of the first version of the Mass Transit Statement of Intent...

The planning process needs to achieve the following outcomes to support mass transit:

Mass transit corridors to be in conformity with statutory spatial strategy and policy in advance of examination through Transport and Works Act / Development Consent Orders (DCO) processes.

Detailed route alignments to be protected through statutory plans (safeguarded) as early as possible.

Support place making and design principles of the mass transit scheme.

In noting the Panel discussed and said this was very much supported.

Resolved:

- (i) That the contents of the report be noted.
- (ii) That members feedback and comments be noted.
- (iii) That the signing of the first version of the Mass Transit Statement of Intent be approved.

13. Greater Manchester Planning for Places Statement of Common Ground

The Committee considered a report and verbal updated from the Head of Economic Policy to seek approval to sign the Greater Manchester Planning for Places Statement of Common Ground (SoCG) relating to matter 12 – Cross Boundary Transport. Signing of the Statement provides confirmation that we have engaged in the plan preparation process and that we agree to continuous joint working.

The National Planning Policy Framework (NPPF) (February 2019) sets out that all local planning authorities are required to produce, maintain and update a SoCG.

A SoCG must be produced to support more effective joint working where planning issues need to be addressed by more than one local planning authority. The objectives of the policy are to:

Increase certainty and transparency, earlier on in the plan-making process, on where effective co-operation is and is not happening; Encourage all local planning authorities, regardless of their stage in plan making,

To co-operate effectively and seek agreement on strategic cross-boundary matters, including planning for the wider area's housing need.

Help local planning authorities demonstrate evidence of co-operation by setting clearer and more consistent expectations as to how co-operation in plan-making should be approached and documented.

It was noted that this was a very important document for Calderdale as there is flow on the Western border and M62 into Manchester. Members supported and looked forward to relationships developing.

Resolved:

- (i) That the contents of the report and verbal update be noted.
- (ii) That the signing of the Greater Manchester Planning for Places Statement of Common Ground relating to matter 12 – Cross Boundary Transport be approved.

14. Housing Market Dashboard (for information)

The Committee considered a report for information and Housing Market dashboard containing the latest data on the performance of the region's housing market. Further analysis of the issues raised in the dashboard will be presented to the Committee in due course, in support of a revised West Yorkshire Housing Strategy, which will be developed by the Committee during 2022.

Resolved: That the contents of the report be noted.

15. Capital Spending Report

The Committee considered a report and verbal updates on proposals for the progression of, and funding for a number of West Yorkshire Combined Authority supported projects that have been considered at stages 1, 2 and 3 of the Combined Authority's assurance process.

The Place, Regeneration and Housing Committee has delegated decision making authority approved by the Combined Authority on 9 September 2021.

This report presented proposals for the progression of 9 schemes through the Combined Authority's assurance process in line with the Combined Authority's Assurance Framework. These schemes have a funding value of £328,409,768 when fully approved, of which £56,743,988 will be funded by the Combined Authority. A total expenditure recommendation to the value of £29,720,988 was sought as part of the report for the development and delivery of these schemes. Further details on the schemes were summarised as part of the report.

It was noted that Appendix 10 was an exempt item.

Resolved:

- (i) That in respect of the Outwood Park and Ride Scheme the Place, Regeneration and Housing Committee approved that:
 - (a) The Outwood Park and Ride scheme proceeds through decision point 3 (outline business case) and work commences on activity 4 (full business case).
 - (b) An indicative approval to the Combined Authority's contribution of £2,731,000. The total scheme value is £2,731,000.
 - (c) Development costs of £86,000 are approved in order to progress the scheme to decision point 4 (full business case) taking the total scheme approval to £296,000. The Combined Authority enters into

an addendum to the existing funding agreement with Wakefield Council for expenditure of up to £296,000.

- (d) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report. This will be subject to the scheme remaining within the tolerances outlined in this report.
- (ii) That in respect of the North Halifax Improved Streets for People the Place Regeneration and Housing Committee approved that:
- (a) The North Halifax Improved Streets for People scheme proceeds through decision point 3 (outline business case) and work commences on activity 4 (full business case).
 - (b) An indicative approval to total scheme costs of £10,958,000 is given, to be funded by the Combined Authority's Transforming Cities Fund (TCF).
 - (c) Additional development costs of £1,350,000 are approved in order to progress the scheme to decision point 4 (full business case), taking the total scheme approval to £1,980,000.
 - (d) The Combined Authority enters into an addendum to the existing funding agreement with Calderdale Council for expenditure of up to £1,980,000.
 - (e) A progress report to be submitted to the Combined Authority's Programme Appraisal Team by end of March 2022 to include:
 - Outcome of public consultation on feasibility designs and demonstrate continued political support for the scheme.
 - An update on the progress of land acquisition.
 - Preliminary designs for the scheme.
 - Progression of statutory undertaker work requirements and associated costs.
 - Updated costs, QRA and programme.
 - Updated economic case.
 - Demonstrate project affordability within the overall Transforming Cities Fund's programme.
 - (f) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report. This will be subject to the scheme remaining within the tolerances outlined in this report.
- (iii) That in respect of West Halifax Street for People the Place Regeneration and Housing Committee approved that:
- (a) The West Halifax Improved Streets for People scheme proceeds

through decision point 3 (outline business case) and work commences on activity 4 (full business case).

- (b) An indicative approval to total scheme costs of £9,240,000 is given, to be funded by the Combined Authority's Transforming Cities Fund.
 - (c) Additional development costs of £1,275,000 are approved in order to progress the scheme to decision point 4 (full business case), taking the total scheme approval to £1,827,000.
 - (d) The Combined Authority enters into an addendum to the existing funding agreement with Calderdale Council for expenditure of up to £1,827,000.
 - (e) A progress report to be submitted to the Combined Authority's Programme Appraisal Team by end of March 2022 to include:
 - Outcome of public consultation on feasibility designs and continued political support for the scheme to be demonstrated
 - An update on the progress of land acquisition
 - Preliminary designs for the scheme
 - Progression of statutory undertaker work requirements and associated costs
 - Updated costs, QRA and programme
 - Updated economic case
 - Demonstrate project affordability within the overall Transforming Cities Fund's programme
 - (f) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report. This will be subject to the scheme remaining within the tolerances outlined in this report.
- (iv) That in respect of BHF West Leeds Phase 1 the Place, Regeneration and Housing Committee approved the recommendations set out at 1.8 of exempt appendix 10
 - (v) That in respect of BHF Hebden Bridge the Place, Regeneration and Housing Committee approved the recommendations set out at 1.16 of exempt appendix 10
 - (vi) That in respect of BHF Leeds Central the Place, Regeneration and Housing Committee approved the recommendations set out at 1.24 of exempt appendix 10
 - (vii) That in respect of BHF Leeds South 1B the Place, Regeneration and Housing Committee approved the recommendations set out at 1.33 of exempt appendix 10

- (viii) That in respect of BHF Knottingley the Place, Regeneration and Housing Committee approved the recommendations set out at 1.43 of exempt appendix 10
- (ix) That in respect of White Rose Station the Place, Regeneration and Housing Committee approved that:
 - (a) The White Rose Rail Station scheme proceeds through full business case with finalised costs and work commences on activity 5 (delivery).
 - (b) Approval to the Combined Authority's contribution of £22,000,000 is given. The total scheme value is £26,500,000.
 - (c) The Combined Authority enters into a funding agreement with Munroe K for expenditure of up to £22,000,000.
 - (d) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report. This will be subject to the scheme remaining within the tolerances outlined in this report.

16. Broadband

The Committee considered a report and verbal update by the Head of Economic Implementation Delivery to provide members of the committee with an update on delivery of Superfast West Yorkshire and York (SWYY) Broadband, Contracts 2 and 3. The SWYY programme aims to deliver fast and reliable broadband infrastructure (defined as broadband with speeds greater than 24mb/s) in some of the hardest to reach areas of market failure which are not currently targeted through a commercial roll out or were not targeted by previous phases.

The Committee was asked to note progress to date on the delivery of the SWYY Broadband Contracts 2 and 3 Programme and the further update in exempt appendix 1 of the report.

Resolved:

- (i) That the contents of the report be noted.
- (ii) That progress to date on the delivery of SWYY Broadband Contracts 2 and 3 Programme as highlighted in Section 2 of the report and the further update in Exempt Appendix 1 be noted.
- (iii) That the recommendation outlined in Appendix 1 be approved.

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Report to: Place Regeneration and Housing Committee

Date: 8 March 2022

Subject: **Levelling Up White Paper**

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

Author: Liadan Buggy, Policy Officer

Is this a key decision?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Is the decision eligible for call-in by Scrutiny?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Does the report contain confidential or exempt information or appendices?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
If relevant, state paragraph number of Schedule 12A, Local Government Act 1972, Part 1:	
Are there implications for equality and diversity?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No

1. Purpose of this report

- 1.1. To inform committee members about the implications of the Government's Levelling Up White Paper on the region.

2. Information

- 2.1. On 2 February 2022, Michael Gove, the Secretary of State for the Department of Levelling Up, Housing, and Communities, unveiled their flagship Levelling Up White Paper 'setting out a plan to transform the UK by spreading opportunity and prosperity to all parts of it'.
- 2.2. In summary, the White Paper does not give a definitive definition of 'Levelling Up' rather a narrative of productivity potential, and a mission to improve standards of living where areas have been lagging behind. Government sees levelling up as a commitment to address long-term challenges. At the centre of the White Paper are 12 'Missions' (appendix 1) to be achieved by 2030. The paper claims quantifiable metrics will underpin policy objectives to achieve levelling up, and therefore will be possible to track and monitor by local places. They will be given status in law in a Levelling Up and Regeneration Bill.

- 2.3. The White Paper announcement fell short of additional or forthcoming funding beyond what was already announced at the Spending Review in the Autumn 2021. The ambition of a mission-led approach with medium-term targets and objectives to 2030 is welcome, and there is commonality between the objectives it sets and the challenges in West Yorkshire.
- 2.4. The evidencing metrics are being investigated and reviewed by the Combined Authority's Research and Intelligence function, considering which indicators already feature in our State of the Region approach, and which additional supplementary indicators will be reported. There are a few points of note:
- Many of the indicators are already contained within the existing State of the Region indicator bank
 - Some indicators do not directly align with the CA's priorities (although they reflect general socio-economic performance) e.g., health
 - A number of the indicators cannot currently be measured at a West Yorkshire level, e.g., R&D, although there is an intention on the part of government to make more data available in the future
 - Others can be measured at a sub-regional level, but the robustness of the data is currently poor, e.g., well-being indicators.

Key messages

- 2.5. **Systems reform:** Government will reshape decision making as part of a new system of governance to deliver the long-term objectives. This includes detail of how further devolution will contribute to the core principles of Levelling Up, in summary:
- A new **Devolution Framework** for England to ***deepen devolution*** in a tiered approach that is clear and consistent
 - The proposed direction of travel for devolution deals across England seem set to follow and build on the model we have in West Yorkshire
 - There may be 'scope to negotiated further powers', however, the devolution Framework table of powers provided in the White Paper does not offer much additionality to the powers currently held.
 - The strong private sector voice provided by LEPs will continue to play a crucial role in levelling up, supporting local businesses and the local economy (the Combined Authority's committee restructure has already taken steps to further integrate the private sector voice in the MCA)
 - The blueprint for further devolution will take time but the Combined Authority will seek every opportunity to feed into the process
 - Accountability will be improved with a statutory obligation on the UK Government to report annually on progress towards meetings the 'missions', and those reports will be subject to scrutiny by the public and Parliament
 - A new Levelling Up Advisory Council will be a part of overseeing the Government's levelling up 'missions' supporting Ministers with independent advice
 - Local places, including MCAs, will be empowered to have better information about their own performance and that of others

- 2.6. **Funding:** The White Paper makes the case that in order to secure better outcomes in places **government policy and associated funding needs to be better coordinated and the current fragmentation removed**, and a further review of formula-based spending to ensure funding is targeted where most needed. This is welcomed, however there is little detail regarding how this will be done and there are already examples of where flexibility has not been given such as on the Brownfield Housing funding (item 7 on agenda). It remains to be expected that there will continue to be some aspect of competitive bidding to some funding post for MCAs, subject to a wider review which the Combined Authority will continue to feed into.
- 2.7. We continue to await the UKSPF allocation methodology and will update the committee once this is known. It is proposed that the majority of UKSPF will be delivered and devolved to MCAs and will focus principally on 'Building Pride in Place,' under three broad pillars: Communities and Place; People and Skills; Supporting local businesses. However, not every part of England will receive as much UKSPF as European Structural and Investment Funds (ESIF).
- 2.8. **The Policy Programme** sets out four objectives against which the 12 missions will deliver:
- Boost productivity, pay, jobs and living standards by growing the private sector
 - Focus areas: Living Standards, Research and Development, Transport Infrastructure and Digital Connectivity
 - Spread opportunities and improve public services, especially in those places where they are
 - Focus areas: Education, Skills, Health, and Well-being
 - Restore a sense of community, local pride, and belonging, especially in those places where they have been lost
 - Focus areas: Pride in Place, Housing and Crime
 - Empower local leaders and communities, especially in those places lacking local agency.
 - Focus area: Local Leadership
- 2.9. Opportunities for West Yorkshire are evident across the Policy Programmes areas of focus, including of specific interest to this committee, on *Housing and Regeneration* and *Digital Infrastructure*. These are:
- Housing and Regeneration*
- 20 places in England to be transformed through an ambitious regeneration programme. (Sheffield and Wolverhampton announced, no detail yet on the other 18). It is understood that there is a long list of places that Government will prioritise based on criteria such as productivity.
 - Homes England will partner with local leaders, the private sector and community groups to turbocharge regeneration and deliver new housing, health and education and leisure facilities, roads, and railways.

- £120 million for Mayoral Combined Authorities will deliver 7,800 homes in the North and Midlands on disused brownfield land. West Yorkshire is to be allocated £22m over three years under the same criteria as the current Brownfield Housing Fund. Additional spend for additional deliverable sites within the same timescales as current fund will be extremely challenging.
- The Government will also launch a £1.5bn Levelling Up Building Fund, providing loans to small and medium-sized builders and developers to deliver 42,000 homes with the vast majority going outside London and the South East.

Digital Infrastructure

- The analysis in the White Paper outlines that coverage of gigabit-capable broadband is expected to reach c.80-90% across Yorkshire and Humber by 2025. 4G coverage is forecast to reach 90% by 2026. The Paper assumes this will be delivered by commercial roll out and publicly funded programmes in hard to reach/rural areas¹.
- The Government is currently delivering Project Gigabit across the country, with delivery in West Yorkshire and neighbouring areas due to commence in 2023 (subject to procurement). It is understood that the £5bn allocated nationally to Project Gigabit programme is approximately 1/4 of what is required to connect all premises in areas that are unlikely to be connected by commercial providers. Notwithstanding this level of investment, this may mean that between 10-15% of all West Yorkshire premises may not have access to gigabit capable broadband by 2025 if further investment is not realised.
- There will be a role for the Combined Authority and local partners to continue engagement with DCMS and the commercial sector to develop strategies to address this potential gap in coverage and understand which areas may need further assistance to enhance their digital connectivity.
- This year Government will publish the Wireless Infrastructure Strategy, and with it will review how far the private sector will deliver wireless infrastructure, including 5G, across the country, determining whether there are any market failures in places that need to be address, and if so, how the Government could tackle these. The development of the strategy is welcomed in principle as investment for 4G and 5G connectivity to reach rural areas, however, we await detail of associated funding.

2.10. Other opportunities for West Yorkshire include:

Transport

- £3bn allocated to transforming buses which is a re-announcement. The Bus Service Improvement Plans are not included but references different projects across the country.
- Refers to significant bus transformation in West Midlands and other MCAs including major rapid priority schemes and fares improvements in West Yorkshire.

¹ Including the Superfast West Yorkshire and York Broadband Programme and DCMS Rural Gigabit Vouchers

- In MCA areas, the UK Government will provide new powers of direction to increase mayors' control over Key Route Networks.
- Suggests CRSTS 'will simplify the funding landscape, increasing long-term funding certainty and giving city regions flexibility to develop long-term strategies' and also that they 'reinforce local leaders' responsibility for local transport. Mayors will design their plans based on their areas' needs and opportunities and be held to account on their delivery.' Includes the re-announcement of the £830m.
- The UK Government will also explore transferring control of taxi and private hire vehicle licensing to both combined authorities and upper-tier authorities.

Skills

- 55 cold spots where school outcomes are the weakest will receive targeted investment as 'Education Investment Areas'. This includes Bradford, Leeds, Kirklees, Wakefield but not Calderdale.
- Each region will have a 16-19 maths school. A new maths school will be opened in Leeds
- Additional £550m for skills bootcamps for adults, including access to the courses for prisoners as part of a new trial.
- New digital entitlement for adults with low or no digital skills to be introduced [additional to new AEB digital entitlement]. Local Digital Skills Partnerships (LDSP) to remain the partnership model. West Yorkshire is one of 7 current LDSPs
- The previously piloted, employer-led Local Skills Improvement Plans (LSIPs) will now be rolled out across England. Employers, convened by employer representative bodies, will work with providers, MCAs, and other stakeholders to develop LSIPs. The Government is also legislating to the LSIPs on a statutory footing.

Health

- Opportunities will be explored for MCAs to take on a duty to improve the health of their residents, concurrent with the existing duty of their constituent upper-tier councils.

Police and Crime

- £50m Safer Streets Fund invested every year to Police and Crime Commissioners, local authorities, and civil society organisations.
- 10-year Drugs Strategy (working with local authorities of 10-20 areas most affected by neighbourhood crime).

Innovation

- West Yorkshire has not been included as an Innovation Accelerator, which is disappointing, but involvement and conversations will be pursued to better understand roles and the important detail, building on the Leeds City Region *Innovation Deal*.

Culture

- The White Paper includes a commitment to direct more culture investment outside London including a priority for National Portfolio Organisations to deliver a more even distribution across the regions. A national Creative Sector Vision will be published later this year.

3. Tackling the Climate Emergency Implications

3.1 There are no climate emergency implications directly arising from this report.

4. Inclusive Growth Implications

4.1 There are no inclusive growth implications directly arising from this report.

5. Equality and Diversity Implications

5.1 There are no equality and diversity implications directly arising from this report.

6. Financial Implications

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

7. Legal Implications

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

8. Staffing Implications

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

9. External Consultees

9.1 No external consultations have been undertaken.

10. Recommendations

10.1. That members note the content of the paper and the opportunities for West Yorkshire.

11. Background Documents

None.

12. Appendices

Appendix 1 – Missions

Appendix 1: Twelve Missions

The 12 Missions to Level Up the UK:

1. By 2030, pay, employment and productivity will have risen in every area of the UK, with each containing a globally competitive city, with the gap between the top performing and other areas closing.
2. By 2030, domestic public investment in Research & Development outside the Greater South East will increase by at least 40% and at least one third over the Spending Review period, with that additional government funding seeking to leverage at least twice as much private sector investment over the long term to stimulate innovation and productivity growth.
3. By 2030, local public transport connectivity across the country will be significantly closer to the standards of London, with improved services, simpler fares and integrated ticketing.
4. By 2030, the UK will have nationwide gigabit-capable broadband and 4G coverage, with 5G coverage for the majority of the population.
5. By 2030, the number of primary school children achieving the expected standard in reading, writing and maths will have significantly increased. In England, this will mean 90% of children will achieve the expected standard, and the percentage of children meeting the expected standard in the worst performing areas will have increased by over a third.
6. By 2030, the number of people successfully completing high-quality skills training will have significantly increased in every area of the UK. In England, this will lead to 200,000 more people successfully completing high-quality skills training annually, driven by 80,000 more people completing courses in the lowest skilled areas.
7. By 2030, the gap in Healthy Life Expectancy (HLE) between local areas where it is highest and lowest will have narrowed, and by 2035 HLE will rise by 5 years.
8. By 2030, well-being will have improved in every area of the UK, with the gap between top performing and other areas closing.
9. By 2030, pride in place, such as people's satisfaction with their town centre and engagement in local culture and community, will have risen in every area of the UK, with the gap between the top performing and other areas closing.
10. By 2030, renters will have a secure path to ownership with the number of first-time buyers increasing in all areas; and the government's ambition is for the number of non-decent rented homes to have fallen by 50%, with the biggest improvements in the lowest performing areas.
11. By 2030, homicide, serious violence, and neighbourhood crime will have fallen, focused on the worst-affected areas.
12. By 2030, every part of England that wants one will have a devolution deal with powers at or approaching the highest level of devolution and a simplified, long-term funding settlement.

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Report to: Place, Regeneration and Housing Committee

Date: 8 March 2022

Subject: **Capital Spending and Project Approvals**

Director: Melanie Corcoran, Director of Delivery

Author: Craig Taylor, Head of Portfolio Management and Appraisal

1 Purpose of this report

- 1.1 To report on proposals for the progression of, and funding for, a number of West Yorkshire Combined Authority supported projects that have been considered at stages 1, 2 and 3 of the Combined Authority's assurance process.
- 1.2 The Place, Regeneration and Housing Committee has delegated decision making authority approved by the Combined Authority on 24 June 2021. Where the Finance, Resources and Corporate Committee is asked to make an approval decision this will be highlighted in the summary table and made clear in the recommendations.
- 1.3 The recommendations can be found in Section 13 of this report.

2 Impact of COVID-19

- 2.1 With the impact of COVID-19 on the region and its economy, it is more important than ever to assess the changes to the landscapes of our towns and cities and the impact on current and future planned schemes, particularly, but not exclusively, those relating to transport.
- 2.2 Although it is generally expected that in the medium and long-term behaviours will return to the pre COVID-19 position, the impact of COVID-19 in relation to travel behaviour into and around towns and cities will be assessed as part of scheme appraisal and any assumptions made to address issues identified prior to the pandemic will be re-tested.

3 Tackling the Climate Emergency Implications

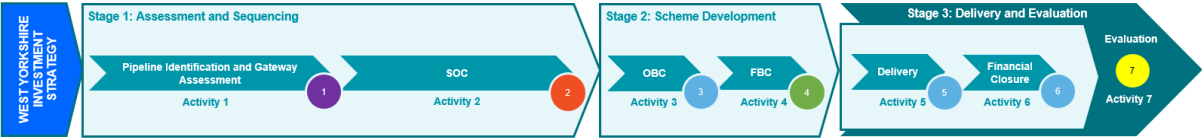
- 3.1 The Combined Authority has taken action to ensure all decisions we make include Climate Emergency considerations. The Combined Authority:

- Has strengthened how clean growth and climate change impacts are considered as part of all schemes that come through the Combined Authority's Assurance Framework.
 - Requires LEP and the Combined Authority reports to include clean growth / tackling the Climate Emergency implications, including qualitative impact assessments.
- 3.2 To fully strengthen decision making across the whole of the Combined Authority's Assurance Framework a robust, quantifiable methodology and tool for assessing all new schemes predicted carbon emissions/wider clean growth impacts is being developed.
- 3.3 Work to complete the toolkit methodology is now complete and the toolkit and its guidance are being implemented into the Assurance Framework. The draft assessments of a selection of existing capital schemes progressing through the assurance process are being discussed with relevant scheme sponsors ahead of the publication of this part of the project by July 2022. This phased approach to the publication of the key components of the Carbon Impact Assessment project recognises the delays due to difficulties encountered carrying out carbon impact assessments on an initial subset of schemes. This has allowed the consultants to take these challenges into account in making improvements to the methodology. The work also involves the development of training and support material to ensure carbon assessment is properly embedded in the assurance process.
- 3.4 Clean growth, including climate change, impact assessment / considerations are all now included in all Capital Spending and Project Approvals reports. This ensures that the business cases now reflect the Leeds City Region Climate Emergency priority and evidence that they will reduce carbon emissions (both directly and indirectly).

4 Report

- 4.1 This report presents proposals for the progression of schemes through the Combined Authority's assurance process in line with the Combined Authority's Assurance Framework. These schemes have a funding value of £168,322,917 when fully approved, of which £47,192,301 will be funded by the Combined Authority. A total expenditure recommendation to the value of £3,837,268 is sought as part of this report for the development and delivery of these schemes. Further details on the schemes summarised below can be found as part of this report.
- 4.2 The assurance process is a three-stage approach with the requirement that all projects subject to minor exceptions as detailed in the Assurance Framework, will as a minimum, need to formally pass decision point 2 (strategic outline case) and 4 (full business case), with the requirement to meet the intervening activities deemed on a project-by-project basis.

4.3 For more detail on the Combined Authority’s Assurance Framework through which each of the schemes outlined in this report are being approved is provided in **Appendix 1**.



Stage 1: Assessment and Sequencing

4.4 Programmes / schemes will start to be developed through an ongoing dialogue with the Region’s businesses, third sector and public organisations, in line with the WYIS. Schemes will access funding through either a commissioning process or through open calls. Programmes / schemes will be assessed through a Strategic Assessment (an early-stage gateway check and challenge review) to determine if they are eligible to proceed (Decision Point 1).

4.5 If approved the scheme will progress to strategic outline case (SOC), where schemes will be expected to demonstrate a strategic fit in terms of project outcomes and set out their proposed approach to establishing value for money (VfM). At this stage, a long list of options will be considered with a shortlist being presented in the SOC. Consultation at this stage will be limited, but will be a key to the next activity, outline business case (OBC) in Stage 2. At this stage, funding may be sought to enable work to progress on the OBC. Schemes will also be required to submit an Appraisal Specification Report (ASR). It is at the end of this stage where the Combined Authority approve the indicative funding, approval pathway and route and tolerance levels (Decision Point 2).

Stage 2: Scheme Development

4.6 If approved the scheme will progress to outline business case (OBC) unless the approval pathway set at decision point 2 does not require this. The OBC should revisit the options identified within the SOC to identify the option which optimises public value, confirm the affordability of the scheme, and put in place the arrangements to ensure successful delivery. The OBC should be prepared in accordance with the Green Book five-case model and should include a draft Monitoring and Evaluation Plan and a Benefit Realisation Plan. The economic case must be developed in consistency with the agreed ASR. Guidance will be provided to scheme promoters around the level of detail to be submitted at this stage with regards to proportionality of the business case. The scheme will be presented for approval by the decision-maker (Decision Point 3) as set out in the approval pathway and route approved at Decision Point 2.

4.7 If approved the scheme will progress to full business case (FBC) which will confirm the contractual arrangements for the preferred option. Affordability of the scheme is reiterated, and the scheme puts in place the final arrangements for delivery and monitoring and evaluation of the scheme. A Monitoring and Evaluation Plan and a Benefit Realisation Plan are mandatory products at this

stage. The FBC should also be prepared in accordance with the five-case model and any conditions set at OBC should be resolved. The economic case must be developed in consistency with the agreed ASR. The scheme will be presented for approval by the decision-maker (decision point 4) as set out in the approval pathway and route approved at decision point 2.

- 4.8 The FBC approval will be granted with a condition that the scheme remains within set conditions. Where this condition has been met Approval to Proceed into Delivery (Activity 5) will be granted by the Managing Director (or by an officer under sub-delegated authority from the Managing Director). If the condition(s) is not met, the project will be required to re-submit the FBC.

Stage 3: Delivery and Evaluation

- 4.9 Once a scheme gains FBC approval and the conditions set have been met, the scheme can progress into Activity 5 (Delivery).
- 4.10 Upon scheme completion, a Delivery Closure Report is required that details how the scheme has performed. This includes whether delivery has remained within the timeframes specified within the business case, has achieved the objectives of the scheme and associated outputs, documents what has been delivered and highlights the overall costs. The Delivery Closure Report will be presented for approval by the decision-maker (Decision Point 5) as set out in the approval pathway and route approved at Decision Point 2.
- 4.11 Following completion of Activity 6, the scheme will be required to submit a Financial Closure Report (Activity 6). The Financial Closure Report confirms the final costs for the scheme, ensuring all payments have been completed. The Financial Closure Report will be presented for approval by the decision-maker (Decision Point 6) as set out in the approval pathway and route approved at Decision Point 2.
- 4.12 The purpose of the Delivery and Financial Closure Reports is to assess the success of the scheme, identify best practice for future schemes, resolve all open issues and to capture feedback and lessons learnt to inform the development and delivery of future schemes.
- 4.13 Activity 7 (Evaluation) will be managed by the Combined Authority's Research & Intelligence team. This is a reporting point as opposed to the previous decision points in the process and will be undertaken when the scheme is completed for an evaluation of the benefits, outcomes and economic impact compared to the overall objectives set out in the SOC. Insights and learning intelligence from evaluation will also be fed back into policy and strategy in order to inform the design and development of future schemes. Interim evaluations may also be undertaken as required as set out in the Monitoring and Evaluation Plan.

Value for Money - Benefit Cost Ratios

- 4.14 The Benefit to Cost Ratio (BCR) for some of the schemes in this report potentially represent low value for money, when assessed using the

Department for Transport's Transport Appraisal Guidance TAG on the appraisal of transport schemes.

- 4.15 This is because whilst calculating benefits to costs of a transport scheme there are many more journeys made by car than are made by bus, cycling, and walking and as a consequence the monetised benefits arising from improvements to bus, cycling and walking journeys may be outweighed by the monetised dis-benefits to car users.
- 4.16 However, a key strategic objective of investment is to encourage modal switch to more sustainable modes and therefore whilst the 'core' BCR (i.e. following Green Book guidance on total impact on the society as a whole) for some schemes may be low, discounting the dis-benefits to car users from the appraisal will result in a higher BCR and where possible this 'range of BCR' will be presented to support decision making. This is in line with HM Treasury guidance where appraisal should take account of all five cases (strategic, commercial, economic, financial and management) and the economic case be balanced with these.
- 4.17 Her Majesty's Treasury (HMT) have now completed the review of the Green Book. The Green Book is guidance issued by HM Treasury on how to appraise policies, programmes, and projects. This review has endorsed the Combined Authority's approach by clarifying that overall Value for Money judgement should not depend solely on the BCR but be informed by a balanced consideration of all relevant evidence, that is, appraisal should take account of all five cases (strategic, commercial, economic, financial and management) and the economic case be balanced with these.
- 4.18 In particular, HMT have clarified further that in assessing value for money, a stronger emphasis can now be placed on the strategic case and how the strategic objectives and priorities of the Combined Authority will be met through the delivery of a project. This might for example include, but not limited to, a greater focus on regional impacts to help deliver Levelling Up, ensuring transformational projects are given due consideration, supporting the climate change and good growth agenda (the Combined Authority aims to achieve net-zero by 2038), supporting an increase in active mode and public transport use, supporting / accelerating housing development and allowing a greater emphasis on the requirement to carry out equalities analysis as required by the Public Sector Equalities Duty. The specific approach will be determined on a programme-by-programme basis as funding and investment streams come forward.

Brownfield Housing Fund programme (BHF)

- 4.19 The Brownfield Housing Fund programme received strategic outline case (decision point 2) approval by the Combined Authority in September 2020. Each scheme will now progress through the Assurance Process individually, for approval at outline or full business case. A proposed pipeline of schemes, subject to the assurance process, was presented to the Combined Authority in July 2021 following engagement with partner councils and the private sector. The BHF schemes outlined in this report, are part of that pipeline of projects.

- 4.20 The schemes will be funded by the Government's Brownfield Housing Fund (BHF). This is a £66,779,000 fund covering West Yorkshire. The BHF programme will create more homes in the region by bringing forward more brownfield land into development through targeted investment in activities such as making former industrial land safe.
- 4.21 The programme will contribute to the Government's 'levelling up' agenda to re-balance the UK economy, targeting funding to help ease the viability issues that brownfield projects face. Brownfield redevelopment ensures that contaminated land is cleaned up and restored, bringing sites which are often underutilised, or derelict back into wider use for local communities, improving the quality of the environment and removing threats to health and safety.
- 4.22 One of the high-level objectives of the Brownfield Housing Fund as set by the Government is that all projects must represent good value for money and be Green Book compliant with a benefit cost ratio of at least 1. The Combined Authority will strive for a BCR higher than this for projects that come through the programme, and it will also be important to take account of the wider social, economic, and environmental benefits in appraisal of the programme and prioritise projects with the highest additionality.
- 4.23 Schemes also need to demonstrate market failure (i.e. that without public sector funding the scheme could not progress) and the construction of homes to have started on site by 31 March 2025 when the funding stream will come to an end.
- 4.24 Due to the emphasis on Clean and Inclusive Growth criteria in the project selection process, the Brownfield Housing Fund schemes seeking approval in this report will help positively contribute to the Mayor of West Yorkshire's pledge to build 5,000 sustainable homes including council houses and affordable homes.
- 4.25 On its own, BHF will only take the ambition to a certain stage, but BHF is expected to contribute as follows:
- All sites are on brownfield land and the target is to deliver a minimum of 4500 start on sites by March 2025. Brownfield redevelopment ensures that contaminated land is cleaned up and restored, bringing sites which are often underutilised, or derelict back into wider use for local communities, improving the quality of the environment and removing threats to health and safety.
 - The current pipeline of projects being considered in the programme offers the ability to work with a range of housing providers, including Registered Providers, the public and the private sector, and also the potential to co-invest with Homes England on major regeneration initiatives.
 - A number of projects support the Combined Authority's ambitions for sustainable development through promotion of low carbon homes,

Modern Methods of Construction, early adoption of the Future Homes Standard and opportunities for Passivhaus¹ development.

- The nature of brownfield sites means that the majority are in more sustainable locations, e.g. close to local public transport hubs, reducing reliance on car ownership and usage, and providing closer access to employment and educational centres and opportunities. The current pipeline of projects also includes opportunities for refurbishment of a small number of heritage buildings, bringing new purpose to important buildings of local identity.

4.26 Due to the commercial nature of these projects some of the details of the schemes are outlined in the exempt **Appendix 8**.

¹ A voluntary standard for energy efficiency in a building, which reduces the building's ecological footprint. It results in ultra-low energy buildings that require little energy for space heating or cooling.

Scheme Summaries

<p>TCF Dewsbury Bus Station Dewsbury</p>	<p><u>Scheme description</u></p> <p>The scheme will deliver a transformational, comprehensive refurbishment of Dewsbury Bus Station making it a modern, fit for purpose facility that is safer and more accessible and will support wider regeneration in the town centre. The scheme has been developed in response to a range of challenges associated with people not feeling safe using the bus station because of anti-social behaviour, poor walking and cycling access to the bus station, and access to the facilities inside, road safety, a poor waiting environment and a lack of quality services.</p> <p>The scheme will install new seating, lighting, flooring and an information point in the concourse and new signs to help people navigate in and around the bus station. New real time information boards will also be installed providing passengers with live bus and rail information. The currently unoccupied retail units will be reconfigured to make them more attractive to prospective tenants. The scheme will also include a new roof with solar panels, cycle parking facilities, a Changing Places facility with fully accessible toilets with generous space and equipment, and improvements to staff areas including an accessible toilet and shower facility.</p> <p>Safety and security for passengers will be improved through improvements to CCTV and lighting, which will help to deter anti-social behaviour and crime.</p> <p>Outside the bus station there will be additional bus layover bays, carriageway resurfacing, improvements to make it easier and safer to walk around the bus station area, and new landscaping and planting to make the area greener and more attractive.</p> <p>The scheme will be funded by Transforming Cities Fund (TCF) and Carbon Mitigation Fund.</p> <p><u>Impact</u></p> <p>This scheme will improve accessibility for people with disabilities, reduce crime and anti-social behaviour, and make passengers feel safer and will, in conjunction with other bus related schemes in Dewsbury, make bus travel more attractive and accessible, encouraging more people to use public transport rather than cars helping to reduce local emissions.</p> <p>This scheme has a benefit cost ratio of 0.8:1 representing 'Poor' value for money. However, this type of scheme provides numerous non-quantifiable benefits associated with a transformational refurbishment of a bus station and expected increases in public transport usage.</p> <p><u>Decision sought</u></p> <p>Approval to proceed through decision point 3 (outline business case) and work commences on activity 4 (full business case).</p> <p>Total value of the scheme - £14,337,600</p> <p>Total value of Combined Authority funding - £14,337,600</p> <p>Funding recommendation sought - £0</p> <p>A decision by the Place, Regeneration and Housing Committee using the delegated authority from the Combined Authority is sought as part of this report</p>
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<p>York Station Gateway</p> <p>York</p>	<p><u>Scheme description</u></p> <p>The York Station Gateway scheme will reorganise how vehicles and people travelling on foot or by bike access and move around York Rail Station, creating a more efficient interchange. The scheme will also create attractive public spaces in the area between the medieval City Wall and Grade II Listed station building.</p> <p>The scheme will take down the existing Queen Street bridge and reconstruct the York Inner Ring Road in front of the station. This will create additional space and improve accessibility around the main entrance to the station. Existing bus stops will be relocated, the short stay car parking and drop off points will be reorganised to provide safer and less congested facilities and to reduce conflicts with pedestrians, giving them unhindered access to the city centre. The scheme will also create high-quality public spaces in three areas (The Arches, Station Square and Tea Room Square) and will remove vehicles from the Portico to allow redevelopment and improve air quality.</p> <p>This change request is seeking approval:</p> <ul style="list-style-type: none"> • To reallocate £2,684,000 of development costs, already approved, from the West Yorkshire Plus Transport Fund (WY+TF) to the Transforming Cities Fund (TCF) • For additional development costs of £1,050,000 from the Transforming Cities Fund • To extend delivery timeframes from February 2023 to August 2024 with the TCF funded element being complete by end of March 2023. <p><u>Impact</u></p> <p>The scheme will create a well-connected and efficient transport network which promotes sustainable travel and improves public spaces, creating an attractive arrival and departure gateway to the city.</p> <p><u>Decision sought</u></p> <p>Approval to the change request to the York Station Gateway scheme for development costs of £1,050,000, to extend the scheme delivery timescales to August 2024 and to reallocate the already approved development costs of £2,684,000 from the WY + TF to TCF.</p> <p>Total value of the scheme - £26,379,433</p> <p>Total value of Combined Authority funding - £26,379,433</p> <p>Funding recommendation sought - £1,050,000</p> <p>A decision by the Place, Regeneration and Housing Committee using the delegated authority from the Combined Authority is sought as part of this report</p>
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<p>BHF Leeds East</p> <p>Leeds</p>	<p><u>Scheme description</u></p> <p>This scheme will remediate 3.6 hectares of brownfield land into developable land and deliver 146 housing units which are 100% affordable addressing a market shortage, especially in the East Leeds area.</p> <p>The scheme will be funded from the Brownfield Housing Fund.</p> <p><u>Impact</u></p> <p>The scheme will provide 100% affordable homes through social renting to address the local market demand.</p> <p>This scheme will deliver energy efficient homes that aim to be above building regulations providing carbon savings by ensuring new homes are rated Energy Performance Certificate B as a minimum.</p> <p>The scheme will also provide 0.98 hectares of new public outdoor space and an additional 500 metres of pedestrian links to promote walking.</p> <p>The benefit cost ratio for this scheme is expected to be 1:7 representing high value for money.</p> <p><u>Decision sought</u></p> <p>Approval to proceed through decision point 3 (OBC) and work commences on activity 4 (FBC).</p> <p>Details of the costs and funding approval are outlined in the exempt Appendix 8 as these are commercially sensitive.</p> <p>A decision by the Place, Regeneration and Housing Committee using the delegated authority from the Combined Authority is sought as part of this report</p>
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<p>BHF Burmantofts</p> <p>Leeds</p>	<p><u>Scheme description</u></p> <p>This scheme will deliver 296 new homes on brownfield land in Leeds, which will be available on a 20% affordable basis.</p> <p>The scheme will be funded from the Brownfield Housing Fund.</p> <p><u>Impact</u></p> <p>The scheme is providing new homes comprised of 20% affordable rent.</p> <p>The development includes provisions for electric vehicle charging points and bike storage, and sustainable methods of construction are planned to be used as well as renewable technologies.</p> <p>The benefit cost ratio is calculated as 4.1:1 representing very high value for money.</p> <p><u>Decision sought</u></p> <p>Approval to proceed through decision point 3 (outline business case) and work commences on activity 4 (full business case).</p> <p>Details of the costs and funding approval are outlined in the exempt Appendix 8 as these are commercially sensitive.</p> <p>A decision by the Place, Regeneration and Housing Committee using the delegated authority from the Combined Authority is sought as part of this report</p>
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<p>BHF Wheatley Calderdale</p>	<p><u>Scheme description</u></p> <p>The scheme will deliver 30 new homes on brownfield land in Halifax, 4 of which will be affordable housing.</p> <p>The scheme will be funded from the Brownfield Housing Fund.</p> <p><u>Impact</u></p> <p>This scheme will remediate 0.9 hectares of brownfield land and deliver 30 three bedroomed homes. The development includes the installation of solar panels along with air source heat pumps to the 4 affordable homes.</p> <p>A carbon impact assessment has been undertaken which shows a predicted carbon emission reduction of 2,786kg of carbon dioxide a year compared to a Part L Building Regulations scheme. The scheme has also been designed to reduce heating and cooling demands by 2.56%.</p> <p>This scheme has a benefit cost ratio of 1.8:1 representing good value for money.</p> <p><u>Decision sought</u></p> <p>Approval to proceed through decision point 4 (full business case) and work commences on activity 5 (delivery).</p> <p>Details of the costs and funding approval are outlined in the exempt Appendix 8 as these are commercially sensitive.</p> <p>A decision by the Place, Regeneration and Housing Committee using the delegated authority from the Combined Authority is sought as part of this report</p>
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<p>BHF Bingley</p> <p>Bradford</p>	<p><u>Scheme description</u></p> <p>This scheme will deliver 93 new homes on brownfield land in Bradford district, which will be available on a 75% affordable basis.</p> <p>The scheme will be funded from the Brownfield Housing Fund.</p> <p><u>Impact</u></p> <p>The scheme is providing new homes comprised of 50% affordable rent, 25% shared ownership and 25% market sales.</p> <p>The development includes provisions for electric vehicle charging points, bike storage and sustainable methods of construction are planned to be used as well as renewable technologies.</p> <p>The scheme has a benefit cost ratio (BCR) of 1.19:1 representing low value for money. Brownfield Housing schemes are required to have a minimum BCR of 1 and the scheme will bring wider benefits to the area.</p> <p><u>Decision sought</u></p> <p>Approval to proceed through decision point 4 (full business case) and work commences on activity 5 (delivery).</p> <p>Details of the costs and funding approval are outlined in the exempt Appendix 8 as these are commercially sensitive.</p> <p>A decision by the Place, Regeneration and Housing Committee using the delegated authority from the Combined Authority is sought as part of this report</p>
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<p>BHF South Bradford Bradford</p>	<p><u>Scheme description</u></p> <p>This scheme will deliver 108 new homes on brownfield land in Bradford, which will all be available on an affordable basis.</p> <p>The scheme will be funded from the Brownfield Housing Fund.</p> <p><u>Impact</u></p> <p>The scheme is providing 100% affordable homes; 50% will be affordable rent, 28.7% will be shared ownership and 21.3% will be rent to buy.</p> <p>The development includes provisions for electric vehicle charging points and bike storage, and sustainable methods of construction are planned to be used as well as renewable technologies.</p> <p>The scheme has a benefit cost ratio (BCR) of 1:1 representing low value for money. Brownfield Housing schemes are required to have a minimum BCR of 1 and the scheme will bring wider benefits to the area.</p> <p><u>Decision sought</u></p> <p>Approval to proceed through decision point 4 (full business case) and work commences on activity 5 (delivery).</p> <p>Details of the costs and funding approval are outlined in the exempt Appendix 8 as these are commercially sensitive.</p> <p>A decision by the Place, Regeneration and Housing Committee using the delegated authority from the Combined Authority is sought as part of this report</p>
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Decisions relevant to this thematic committee made through other delegations

4.27 Since the Place, Regeneration and Housing Committee's last meeting on 7 February 2021, no decision points or change requests have been assessed in line with the Combined Authority's assurance process and approved through another agreed delegation.

5 Information

5.1 The Combined Authority's assurance framework requires that formal approval is given to the following elements of a scheme as part of its development:

- The progression of a scheme through a decision point to the next activity.
- Indicative or full approval to the total value of the scheme funding requested.
- The Combined Authority's entry into a funding agreement with the scheme's promoter.
- The assurance pathway and approval route for future decision points.
- The scheme's approval tolerances.

- 5.2 This report provides information required to enable the Combined Authority to approve each of the above elements.

Projects in Stage 1: Assessment and Sequencing

- 5.3 There are no schemes to review at this stage.

Projects in Stage 2: Development

Project Title	TCF Dewsbury Bus Station
Stage	2 (development)
Decision Point	3 (outline business case)

Is this a key decision?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Is the decision eligible for call-in by Scrutiny?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Does the report contain confidential or exempt information or appendices?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
If relevant, state paragraph number of Schedule 12A, Local Government Act 1972, Part 1:		
Are there implications for equality and diversity?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No

Background

- 5.4 The West Yorkshire Combined Authority received £317,000,000 from the Department for Transport (DfT) Transforming Cities Fund (TCF) aimed at driving up productivity through investments in public and sustainable transport infrastructure in the Leeds City Region. The scheme originally formed part of TCF's 'Package 28' (Active and Sustainable Travel in Dewsbury) when the strategic outline case (SOC) was submitted in June 2020. It has since been taken forward by the Combined Authority as a standalone TCF scheme, separating it from the related highways improvements, which are being progressed by Kirklees Council as a separate scheme along with other Dewsbury Town Centre improvements.
- 5.5 Dewsbury is identified as being within the 10% most deprived areas in England. Dewsbury Town Centre has experienced significant decline in retail and commercial prospects with 50% reduction in footfall between 1999 and 2019. There has been recent investment in the town centre such as the refurbishment of both the Dewsbury Arcade and Pioneer House, which is being used by Kirklees College. Further investment is planned through Towns Fund, which will complement the investment in and around the bus station.
- 5.6 Transport can play a role in helping to tackle inequalities and deprivation as transport and connectivity affect access to employment, healthcare, education, recreation, and social network. Transformation of the bus station along with wider improvements by Kirklees Council, will help to regenerate the area and reduce inequalities.
- 5.7 The scheme is part of a wider package of improvements in and around Dewsbury, being delivered by Kirklees Council, to improve the transport offer. Bus priority and cycling and walking improvements within Dewsbury Town

Centre will improve connectivity to the bus and rail stations and a range of improvements along the key corridors into the town, including the A638 and A652, will also be delivered to speed up bus journeys and make cycling and walking into the town a safer and more attractive option.

- 5.8 The scheme forms a key part of delivering the Dewsbury Blueprint and regeneration ambitions of the Dewsbury Town Board. The Combined Authority is working in partnership with Kirklees Council and consulting with the relevant boards and business owners to ensure the scheme continues to contribute to the wider benefits for the town.
- 5.9 Dewsbury Bus Station is used by approximately 20,000 people daily and is close to the town's retail and employment areas. The scheme will fully refurbish and upgrade the bus station making it safer and more accessible. The scheme has been developed in response to a range of challenges associated with people not feeling safe using the bus station because of anti-social behaviour, poor access to the bus station and to the facilities inside, road safety and a lack of quality services.
- 5.10 The scheme will create a more welcoming and attractive bus station, which people can easily access and feel safe using, has better facilities and the potential to attract more visitors to the town. This will lead to economic growth in the town centre, by attracting businesses, and making it easier for people to access training and educational opportunities in Dewsbury and Kirklees. Additionally, the completed project will foster a greater sense of community through developing a sense of pride for the town.
- 5.11 The scheme's scope has changed from the proposal identified in the strategic outline case. Extensive consultation with the public and key political stakeholders has identified that due to a significant lack of investment in Dewsbury town centre over a sustained period a transformational refurbishment is required that will enhance the bus station and addresses the current challenges. The scope is as follows:
- Comprehensive refurbishment and upgrading of the bus station building including new glass walls, cladding and roof including parapet to improve and modernise the look and feel of the building and provide a safer, better lit facility
 - New glazed atrium roof to the corridor between the pedestrian entrances at South Street and Aldams Road
 - Glazed canopy at the western pedestrian entrance
 - Improved layout and refurbishment of retail unit shells
 - Replacement of flooring, ceiling, seating, queuing arrangements, lighting, doors, bins on the bus station concourse
 - New real time information boards, displaying live bus and rail journey information for passengers
 - Improved signs and information to help people navigate in and around the bus station

- Changing places facility, with fully accessible toilets and generous space and equipment
- A newly created 'contemplation' and/or quiet room
- Changes to staff accommodation including an accessible staff shower and toilet room
- A new information point on the bus station concourse
- Improvements to the outside of the bus station including, the removal of a coach stand no longer in use, new bus layover bays, safety improvements to walking and crossing facilities, landscaping, and planting to make the area greener and more attractive
- Cycle parking facilities
- Energy saving improvements including solar panels and an air source heat pump.

5.12 This scheme aligns to the following Strategic Economic Framework priorities:

- **Boosting Productivity:** This scheme makes improvements to public transport supporting regeneration and business growth within the town centre
- **Enabling Inclusive Growth:** Bus travel will become a more attractive, and accessible offer for people thereby increasing the number of people using sustainable transport
- **Tackling the Climate Emergency:** Increases in public transport use will reduce fuel consumption and emissions from private vehicles. The scheme also includes cycling parking, solar panels, and an air source heat pump
- **Delivering 21st Century Transport:** This scheme is designed to deliver transformational change in the standard of passenger facilities and waiting environment to support modal shift to public transport.

5.13 Transformation of the bus station aligns to the West Yorkshire Mayor's priorities in making buses the first choice for travel as a sustainable, convenient, mode of travel which is better for the environment. This scheme also contributes towards addressing the Mayor's pledge for improvements for women and girls' safety and reversing the decline in bus use by redesigning the bus station facilities and waiting environment, creating a more secure and inviting atmosphere.

5.14 The current bus station needs significant investment, with many of the existing facilities no longer fit for purpose and not up to the standard expected of a 21st Century transport system. It is expected that without this investment the facilities will continue to decline, posing a future health and safety and maintenance liability to the Combined Authority's revenue budget (therefore not providing value for money to the taxpayer). Should the facility be allowed to decline further, there is expected to be a continuation of declining usage of the bus station due to increasingly poor facilities. A transformed facility will

help halt this cycle of decline by attracting passengers and contributing to bus travel growth targets.

- 5.15 A summary of the scheme's business case and location map is included in **Appendix 2**.

Tackling the Climate Emergency Implications

- 5.16 This scheme will comprehensively refurbish Dewsbury Bus Station, making travel by public transport more attractive and promoting bus as a viable and convenient travel alternative. This will encourage people to use public transport rather than cars for local trips and travel outside of Kirklees, reducing carbon emissions on the transport network.
- 5.17 This scheme will also install solar panels on the bus station roof and an air source heat pump, which will reduce carbon. The exact specification and design of these features are to be finalised in the next stage; detailed design. These features will be funded by the carbon mitigation fund.
- 5.18 A carbon impact assessment has been undertaken showing an estimated reduction of 4,690 tonnes of carbon dioxide emissions over the lifetime of the scheme (60 years).

Outputs, Benefits, and Inclusive Growth Implications

- 5.19 The scheme outputs and benefits include:
- A 50% uplift in customer satisfaction after one year, as a result of improving the bus station's passenger facilities.
 - A 10% increase in people using the bus station within five years of opening
 - A 30% reduction in antisocial behaviour and reported near-miss accidents by 2028 as a result of safety and security improvements
 - Increase the occupancy of the bus station's retail units, to increase revenue, in the five years following completion
 - Make the bus station an energy efficient facility with a 20% reduction in operational carbon emissions contributing towards the Leeds City Region's new carbon neutral target by 2038

Equality and Diversity Implications

- 5.20 An Equality Impact Assessment screening has been completed. This scheme will have an overall positive impact as there will be significant accessibility improvements for people with disabilities, such as a new Changing Places facility and improved wayfinding and signage. It will also make it easier for people to walk and cycle to the bus station, along with improving bus rail interchange through new bus and rail real-time information.
- 5.21 The scheme will provide security features, such as improved CCTV and lighting, which will help to reduce crime and antisocial behaviour and make people using the bus station feel safer.

- 5.22 A new contemplation/quiet room is proposed which could, for example, be used as a private 'safe space' for those who may require it, or those seeking a space for religious practice. The details around the function and final name of this room will need to be carefully considered by the Combined Authority's facilities and assets team, including how to ensure the facility is not abused and associated with anti-social behaviour.
- 5.23 The Equality Impact Assessment will continue to be developed during the detailed design as part of the FBC development, ensuring the final design meets the needs of all bus station users. Part of this is to consult with stakeholder groups and representatives, including West Yorkshire Police for design of security features, for example, the placement of CCTV cameras, a continuation of engaging with specific groups covering areas such as accessibility and inclusivity, as well as targeting seldom heard and hard to reach groups.

Risks

5.24 The scheme risks include:

- Delays to scheme development due to multiple agencies being involved in the design and delivery of the scheme. This will be mitigated through one single business case and project owner (the Combined Authority) to oversee and manage the project along with engaging with contractors early to raise awareness of the scheme
- Unexpected cost increases as a result of low-cost estimates previously, rising inflation, Brexit, and COVID-19. This will be mitigated by including appropriate levels of risk, contingency, and inflation within the scheme's budget, which will be reviewed regularly with the strategic development partner. Detailed survey information will be obtained as soon as possible, along with market testing through engagement with the design and build contractor for availability and latest prices of materials
- Travel disruption, caused by a range of construction activities taking place at the same time and temporary bus stops within the vicinity of the bus station. Mitigated by the project team working in partnership with Kirklees Council to plan the delivery of interfacing schemes to ensure alignment of works and using knowledge of temporary bus stop arrangements on recent schemes
- Insufficient capacity within the construction industry which may lead to delays. This will be mitigated with a scheme level procurement strategy to reflect the current conditions and continued contractor engagement to better understand them
- The scope of works may extend the programme. This will be mitigated by analysing survey results and completing phasing plans for construction.
- These risks have been appraised through a quantified risk assessment and cost allowances have been budgeted for them.

Costs

5.25 The total scheme costs are £14,337,600.

- 5.26 At strategic outline case (SOC), the scheme was allocated £8,000,000 from TCF, so there has been a £6,337,600 increase between the SOC and OBC submissions, which can be explained by economic and political factors outside of the scheme's control, as well as by ensuring the scheme is truly transformational, meets stakeholder objectives, and applies lessons learned from similar recent schemes. The £6,337,600 includes £417,600 for Combined Authority programme management costs associated with delivering the scheme.
- 5.27 The scheme will be funded by £14,216,500 from TCF and £121,100 from the Carbon Mitigation Fund.
- 5.28 The increased scheme costs include allowances for increasing labour and material costs associated with COVID-19 and Brexit, taking into account lessons being learned on similar bus station schemes currently under construction. An inflation figure of 8.4% has been applied reflecting expected rises over the project's life. The cost plan has been prepared by a quantity surveyor and examined through early contractor engagement to ensure they are robust and reflective of actual market conditions.
- 5.29 The OBC explored three scheme options at increasing levels of cost, but through consultation with the public and political stakeholders, it emerged that only the highest cost, transformational option would meet their requirements. The same is true of meeting all TCF and Kirklees Council objectives, Combined Authority policy targets, and the requirements of the Facilities & Assets team who are responsible for the facility. The original scheme budget did not include fees to carry out a bus disruption plan, which will need to be sufficiently funded to deliver during construction which is a lesson learned on the redevelopment of Halifax Bus Station currently being delivered.
- 5.30 Scheme costs will continue to be examined during the FBC development to identify opportunities to make savings, for example achieving economies of scale. However, any attempt to bring costs down, such as 'value engineering,' must be treated with caution, as it could impact meeting the key objectives of the scheme. For example, any compromise on improving safety and security would not be acceptable to the large numbers of consultees who have told us about not feeling safe at the current bus station.
- 5.31 The scheme costs for a comprehensive refurbishment and upgrading of the bus station have been compared with a similar, new-build redevelopment of Halifax Bus Station that is currently being delivered. This shows that the cost of a new build is estimated to be in excess of £17,700,000 (however there is a risk on this scheme that the costs will increase further). Therefore, the comprehensive refurbishment costs are lower whilst still bringing about major change to the facility and achieving high benefits, meeting objectives, and stakeholder requirements. It should also be noted the scheme compares favourably or similarly with other bus station refurbishment schemes being delivered by the Combined Authority, including Leeds Bus Station and Huddersfield Bus Station.
- 5.32 A request seeking approval for additional development costs of £875,000 was approved as part of the TCF programme level change request on 28 January

2022, bringing the total development costs to £1,445,826. No additional development costs are requested as part of this approval.

Assurance Pathway and Approval Route

Assurance pathway	Approval route	Forecast approval date
3 (outline business case)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Place, Regeneration and Housing Committee	08/03/2022
4 (full business case)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Managing Director	28/07/2023
Approval to Proceed	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Director of Delivery	31/08/2023
5 (delivery)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Director of Delivery	27/06/2025
6 (financial closure)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Director of Delivery	27/03/2026
7 (evaluation)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Director of Delivery	29/03/2030

Other Key Timescales

5.33 This scheme has the following key timeframes:

- September 2022 - Planning application submission
- March 2023 - Procurement and construction award
- May 2023 - Full business case submission
- September 2023 - Start of works
- January 2025 - Completion of works

Assurance Tolerances

Assurance tolerances
That Combined Authority costs remain within +10% of those outlined in this report. That delivery (DP5) timescales remain within 6 months of those outlined in this report.

Appraisal Summary

- 5.34 There is a clear need for comprehensively refurbishing Dewsbury Bus Station. The scope of the scheme has been defined and it is expected that the fully confirmed details will be presented in the full business case including detailed designs. It is recognised that the COVID-19 pandemic has impacted on public transport and whilst the future of COVID is uncertain, there is still a clear need for transforming the bus station.
- 5.35 The project team has significant experience in delivering major bus station refurbishments and redevelopments from delivering similar projects. The scheme intends to enter into a design and build contract with the preferred construction contractor and that procurement will be completed by March 2023.
- 5.36 Although the scheme costs have increased significantly from the Strategic Outline Case, the costs are affordable within the TCF programme budget and have been justified in the OBC. The full business case development will include further assessment of the total scheme cost to identify any cost reductions where possible. Further work will be undertaken on the scheme designs to finalise the proposed layouts.

Recommendations

- 5.37 The Place, Regeneration and Housing Committee approves that:
- (i) The Dewsbury Bus Station scheme proceeds through decision point 3 (outline business case) and work commences on activity 4 (full business case).
 - (ii) An indicative approval to the Combined Authority's contribution of £14,337,600. The total scheme value is £14,337,600.
 - (iii) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report. This will be subject to the scheme remaining within the tolerances outlined in this report.

Project Title	York Station Gateway
Stage	2 (development)
Decision Point	Change request (activity 4)

Is this a key decision?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Is the decision eligible for call-in by Scrutiny?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Does the report contain confidential or exempt information or appendices?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
If relevant, state paragraph number of Schedule 12A, Local Government Act 1972, Part 1:		
Are there implications for equality and diversity?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No

Background

- 5.38 The York Station Gateway scheme is funded by the West Yorkshire plus Transport Fund (WY + TF) and the Department for Transport's Transforming Cities Fund (TCF).
- 5.39 The WY+TF is a £1 billion fund, covering West Yorkshire and York. The objectives of the WY + TF is to enable key employment and housing development areas and will help to create about 20,000 new jobs over the next 10 years.
- 5.40 As part of the Government's Industrial Strategy and the National Productivity Investment Fund, the TCF aims to drive up productivity through improved connections between urban centres and suburbs. To do this, the TCF provides a significant opportunity to invest in infrastructure to improve sustainable transport connectivity in some of England's largest cities. This scheme will be funded through Tranche 2 of the fund, which received Department for Transport's approval in March 2020.
- 5.41 The York Station Gateway scheme will reorganise how vehicles and people travelling on foot or by bike access and move around York Rail Station, creating a more efficient interchange. The scheme will also create attractive public spaces in the area between the medieval City Wall and Grade II Listed station building.
- 5.42 The east side of York Rail Station (the "Front" of the station) currently experiences congestion, as a result of buses, taxis and private cars moving through this part of the station. Vehicles entering and exiting the station from the road and cars entering and exiting the station's parking areas, contribute to the congestion, which can result in gridlock at busy times. This is a particular problem for taxis, with the congestion significantly increasing the time it takes to exit the taxi rank, which impacts on air quality within the Portico structure at

the front of that station, where taxis pick up passengers. The dominance of motor vehicles also makes it harder for people to navigate their way around this part of the station when travelling by bike or on foot.

- 5.43 The main element of the scheme is to take down the existing Queen Street bridge and reconstruct the York Inner Ring Road in front of the rail station. This will create additional space and improve accessibility around the main entrance to the station. Existing bus stops will be relocated, the short stay car parking and drop off points will be reorganised to provide safer and less congested facilities for pedestrians and will improve walking access to the city centre.
- 5.44 The scheme will also create an attractive arrival and departure gateway to the city with high-quality public spaces in three areas (The Arches, Station Square and Tea Room Square) and will remove vehicles from the Portico to allow redevelopment and improve air quality.
- 5.45 City of York Council, working in collaboration with Network Rail and London North Eastern Railway (LNER), have developed the proposals. Together these interventions provide transport benefits and release land to create more space for the interchange alongside large areas of public space directly outside the station. This creates a more welcoming and pedestrian friendly environment for the anticipated growth in rail passengers.
- 5.46 Making more space available and improving layouts for bus and taxis services will also be provided as part of the works. These works will help to reduce congestion, support a more seamless interchange between transport modes (bus, rail, cycling and walking) and create additional space at the station so it can better respond to growing passenger numbers.
- 5.47 The improvements also allow for the relocation of existing car parking away from the front of the station into a proposed multi-storey car park (funded and delivered by Network Rail) and the redevelopment of areas of the existing long-stay surface car parking in the future. This redevelopment is not part of this scheme.
- 5.48 The scheme is part of a wider programme of activities aimed at regenerating York Central. The York Central site occupies 72 hectares of land to the rear of York Rail Station. The site offers unparalleled opportunities for significant development in a central location within the York economic area. The scheme will deliver new homes, revitalise the National Railway Museum and act as a catalyst for growth in both York and the wider Leeds City Region.
- 5.49 At full business case it was proposed that the York Central scheme be delivered as three separate projects, York Central Access, York Station Gateway, and Compliant Western Station Entrance. This change request is specifically focused on York Station Gateway. This change request is seeking development costs of £1,050,000 from the £13,117,000 indicatively approved from the Transforming Cities Fund at the previous decision point.
- 5.50 Due to the time limitations on TCF spend which mean it has to be spent by March 2023, the change request is seeking approval for £2,684,000 of WY +

TF funding spent in this financial year, to be reallocated to TCF, so TCF funding is spent first. In future, spend will be drawn down from TCF first and then WY + TF will be used.

5.51 The change request is also seeking approval to extend the scheme's delivery timescales from February 2023 to August 2024.

5.52 The additional programme time and development costs are needed because of the delay to the submission of the full business case with finalised costs as a result of:

- delays caused by unexpected difficulties engaging with utility providers to carry out work to divert utilities,
- the legal requirement to re-tender the project professional services contracts owing to reaching the contract limit.
- unexpected challenges securing a Funding and Development Agreement between City of York Council and LNER for the TCF Package 3 – Station Works phase of the scheme, due to the capacity of legal staff to deal with the agreement and difficulties in agreeing Heads of Terms.
- further funds are required owing to the increase in delivery timeframes by approximately four months and the professional services costs associated with this.

5.53 Approval of the change request will allow some tasks to be resourced up until the submission stage of the full business case with finalised costs, preserving the projects current live schedule and ensuring a smooth transition into delivery.

Tackling the Climate Emergency Implications

5.54 This change request has no further implications on the tackling of the climate emergency than those already outlined in the development of the scheme.

Outputs, Benefits, and Inclusive Growth Implications

5.55 The scheme outputs and benefits include:

- Creation of a more seamless interchange between transport modes (bus, rail, cycling and walking)
- Reduce vehicle congestion immediately outside the east side of the station and improve layouts for bus and taxis services to help reduce congestion
- Remove vehicles from the Portico to allow redevelopment and improve air quality
- Create additional space and upgrade facilities at the station so it can better respond to growing passenger numbers.
- Improve access to and through the station to enable a third of users to access the station from the west side.

- Relocation of existing bus stops and reorganisation of the short stay car parking and drop off points to provide safer and less congested facilities for pedestrians and improve walking access to the city centre.
- Increase bus trips by 25% and cycling trips by 300% to achieve reductions in car trips of 3.5%
- Provide at least 800, cycle parking spaces
- Creation of an attractive arrival and departure gateway to the city with high-quality public spaces in three areas (The Arches, Station Square and Tea Room Square)

Equality and Diversity Implications

5.56 An Equality Impact Assessment (EQIA) has been undertaken for the project and equality and diversity impacts taken account of as part of the development of the project and the business case development. As the scheme develops further, equality and diversity impacts will be further taken account of. This change request has no further implications on equality and diversity than those already outlined in previous business cases.

Risks

5.57 The scheme risks include:

- Delays in planning process impacting on scheme delivery, mitigated by early engagement with Local Authority planning team and responding quickly to enquiries and requests for information.
- Risks associated with the potential complexities of the Station Change Process adding complexity which will be mitigated by engaging with a senior representative from Network Rail and LNER to support City of York Council to work through the process.
- Proposed changes to Network Rail land / assets are not achievable, mitigated by continued engagement with Network Rail to ensure plans are accurate and well understood prior to work commencing.
- Land acquisition costs escalate, or negotiations take longer than anticipated impacting on delivery timescales, mitigated by early and ongoing engagement with landowners. Landowners have been identified and a land purchase strategy is in place.
- Construction / delivery programme delay leads to loss of funding or clawback due to funding deadlines. This will be mitigated by agreeing delivery strategy as soon as possible and consideration of separating out the highways works independently and seeking support from delivery partners.

Costs

5.58 The scheme costs are:

- The total scheme costs are £26,379,433 and will be solely funded by the Combined Authority. The £26,379,433 comprises £12,873,000 from the

West Yorkshire plus Transport Fund and £13,506,433 from the Transforming Cities Fund.

- The total scheme costs have increased by £389,433 since the last decision point. A request seeking approval for the additional funding, to cover Combined Authority programme management costs associated with delivering the scheme, has been included in the TCF programme level change request being considered at this committee meeting.
- The change request is seeking approval of development costs of £1,050,000 to allow development and enabling works to continue, bringing the total development costs and scheme approval to £6,055,125.

Assurance Pathway and Approval Route

Assurance pathway	Approval route	Forecast approval date
2 (strategic outline case)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority	26/03/2016
3 (outline business case)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Managing Director	28/03/2018
4 (full business case)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Investment Committee	13/03/2019
5 (full business case with finalised costs)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Managing Director	31/08/2022
5 (delivery)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Director of Delivery	14/01/2025
6 (financial closure)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Director of Delivery	28/03/2025
7 (evaluation)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Director of Delivery	31/03/2027

Other Key Timescales

- January 2022 - Enabling works
- June 2022 - Full business case with finalised costs submission
- January 2023 - Start on site
- December 2023 - TCF spend completed
- January 2025 – Transport Fund spend completed
- January 2025 – Construction completed

Assurance Tolerances

Assurance tolerances
Combined Authority costs remain within those outlined in this report
Delivery (DP5) timescales remain within 6 months of those outlined in this report.

Appraisal Summary

- 5.59 The scheme is complex with multiple changes to the schemes that were within what was York Central, multiple stakeholders, two funding streams and a TCF funding deadlines of March 2023
- 5.60 The strategic case remains strong and unchanged and clearly demonstrates the need for government intervention to address market failures associated with the site.
- 5.61 Long delays have affected the scheme’s programme of delivery, with the submission of the full business case with finalised costs delayed by 12 months, delaying the start on site. This impacts on the scheme’s ability to spend its TCF funding allocation within programme spend deadlines.
- 5.62 The significant change in delivery timescales also increases uncertainty around the total scheme cost due to inflation and materials costs.
- 5.63 The approval of this change request, and with it, the release of additional development costs will allow contractual obligations to continue without interruption of works and support submission of the full business case with finalised costs in June 2022.

Recommendations

- 5.64 The Place, Regeneration and Housing Committee approves:
- (i) The change request to the York Station Gateway scheme for development costs of £1,050,000, to extend the scheme delivery timescales from February 2023 to August 2024 and to reallocate the previously approved development costs of £2,684,000 from the West Yorkshire plus Transport Fund to the Transforming Cities Fund. This takes the total scheme approval to £6,055,125. The total scheme cost is £26,379,433.

- (ii) The Combined Authority enters into an addendum to an existing funding agreement with City of York Council for expenditure of up to £6,055,125.
- (iii) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report. This will be subject to the scheme remaining within the tolerances outlined in this report.

Project Title	BHF Leeds East
Stage	2 (development)
Decision Point	3 (outline business case)

Is this a key decision?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Is the decision eligible for call-in by Scrutiny?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Does the report contain confidential or exempt information or appendices?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
If relevant, state paragraph number of Schedule 12A, Local Government Act 1972, Part 1:	Paragraph 3	
Are there implications for equality and diversity?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No

Background

- 5.65 This scheme will be funded by the Government’s Brownfield Housing Fund (BHF). This is a £66,779,000 fund covering West Yorkshire. The BHF programme will support the development of new homes on brownfield sites in the region with homes commencing construction by March 2025. The aim of the BHF programme is to create more homes by bringing forward more brownfield land into development. The fund will target investment to help ease the viability issues that brownfield projects face e.g. making former industrial land safe.
- 5.66 The Leeds East BH scheme will redevelop 3.6 hectares of brownfield land into developable land for housing and provide 146 homes covering a range of types and tenures, favouring social rented, which are 100% affordable, addressing a market shortage, especially within the Leeds City Region market and East Leeds specifically.
- 5.67 The development will provide quality homes that are accessible to local residents, helping to create a vibrant and sustainable community, in line with the city and region’s ambition for inclusive growth.
- 5.68 The scheme will also provide 0.98 hectares of new public outdoor space and an additional 500 metres of pedestrian links to promote walking.
- 5.69 Due to the commercial nature of this project some of the details of the scheme are outlined in the exempt **Appendix 8**.
- 5.70 A summary of the scheme’s business case is included in **Appendix 3**.

Tackling the Climate Emergency Implications

- 5.71 The scheme aims to deliver homes that are above building regulations standards, providing carbon savings by ensuring new homes are rated Energy Performance Certificate (EPC) B as a minimum. As part of the procurement, tender responses will be subject to specific carbon savings in the market criteria. The criteria will stipulate that 100% of the units are to be affordable and environmentally friendly. Carbon reduction measures for the housing units will be a key part of the procurement process.
- 5.72 The development includes 0.98 hectares of new public outdoor space and an additional 500 metres of pedestrian links to promote walking.
- 5.73 Mature tree canopies will be maintained where possible and green paths will be maintained and enhanced to ensure a green corridor is continued throughout the site and to include a landscaping strategy to create integrated, safe, and connected public open spaces.

Outputs, Benefits, and Inclusive Growth Implications

- 5.74 The scheme outputs and benefits include:
- To develop 3.6 hectares of brownfield land for 100% affordable housing by June 2025.
 - 146 units of affordable housing by June 2025.
 - 500 metres of additional pedestrian links by June 2025.
 - 0.98 hectares of new public open space by June 2025.
 - Provide energy efficiency measures above building regulations providing carbon savings against standard building regulations. New homes to achieve at least EPC B.
- 5.75 The preferred option delivers a Benefit Cost Ratio (BCR) of 1.7, representing good value for money.

Equality and Diversity Implications

- 5.76 An Equality Impact Assessment (EQIA) has been undertaken for the project and equality and diversity impacts taken account of as part of the development of the project and the business case development.

Risks

- 5.77 The scheme risks include:
- Risk of cost overruns due to increases in material costs and delays. This is mitigated through regular budget planning and supplier relationship management.
 - Ecology – protection of bats and other protected species and discovery of invasive species. This is mitigated through surveys planned to take place through the planning process.

- Ground conditions and the possibility of uncovering abnormal circumstances not detected in the ground investigation work carried out to date. This is mitigated by desktop and ground investigation reports being carried out and reviewed.

Costs

5.78 Please refer to exempt **Appendix 8**.

Assurance Pathway and Approval Route

Assurance pathway	Approval route	Forecast approval date
3 (outline business case)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Place, Regeneration and Housing Committee	08/03/2022
4 (full business case)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Managing Director	31/07/2023
Approval to Proceed	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Director of Delivery	31/08/2023
5 (delivery)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Director of Delivery	Summer 2023
6 (financial closure)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Director of Delivery	30/06/2025
7 (evaluation)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Director of Delivery	30/06/2025

Other Key Timescales

- October to December 2023 - Construction of homes to start (site preparation work)
- October 2023 to June 2025 - Delivery of homes

Assurance Tolerances

Assurance tolerances
That Combined Authority costs remain within 10% of those outlined in this report. Delivery (DP5) timescales remain within 3 months of those outlined in this report. That the number of housing units built remain within 10% of those outlined in this report.

Appraisal Summary

5.79 Please refer to exempt **Appendix 8**.

Recommendations

5.80 Please refer to exempt **Appendix 8**.

Project Title	BHF Burmantofts
Stage	2 (development)
Decision Point	3 (outline business case)

Is this a key decision?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Is the decision eligible for call-in by Scrutiny?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Does the report contain confidential or exempt information or appendices?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
If relevant, state paragraph number of Schedule 12A, Local Government Act 1972, Part 1:	Paragraph 3	
Are there implications for equality and diversity?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No

Background

- 5.81 This scheme will be funded by the Government’s Brownfield Housing Fund (BHF). This is a £66,779,000 fund covering West Yorkshire. The BHF programme will support the development of new homes on brownfield sites in the region with homes commencing construction by March 2025. The aim of the BHF programme is to create more homes by bringing forward more brownfield land into development. The fund will target investment to help ease the viability issues that brownfield projects face for example, making former industrial land safe.
- 5.82 The site for development is within a relatively deprived area of Leeds, surrounded by residential areas. This scheme will redevelop 1.5 acres of brownfield land to deliver 296 residential units (flats) with approximately 1,414 sqm of additional space; of which 325sqm will be for commercial/ retail/ leisure space and 50 car parking spaces. The aim is to create individual apartment blocks, surrounding a central area, with car parking underneath. The housing development includes 20% affordable housing where the rent will be set at a maximum of 80% of the local market rent.
- 5.83 Due to the commercial nature of this project some of the details of the scheme are outlined in the exempt **Appendix 8**.
- 5.84 A summary of the scheme’s business case is included in **Appendix 4**.

Tackling the Climate Emergency Implications

- 5.85 The scheme has committed to incorporating energy efficiency measures, where possible, in the design and running of the building, including enhancing the insulation layer of the building beyond minimum standards. It will also include renewable and low carbon technologies including photovoltaic panels and the use of air source heat pumps to maximise carbon savings and

measures to support cycling, including secure cycle spaces for residents and visitors, and the provision of electric car charging points for all car parking spaces.

Outputs, Benefits, and Inclusive Growth Implications

5.86 The scheme outputs and benefits include:

- Demolish the existing building and remediate 1.5 acres of brownfield land to enable delivery of 225-300 residential units and 15,200 square foot of amenity space of which 325 square metres will be for commercial / retail / leisure space by March 2025.
- Deliver 50 car parking space with potential for 100% electric vehicle charging stations and cycle storage space by March 2025.
- Deliver 980 sqm of external landscaped space and 1400 sqm of open leisure space by March 2025.
- Deliver 1,500 square metres of solar panels by March 2025.
- Recycle approximately 1,500 square metres of material from demolition to reduce carbon.
- Create approximately 250 direct construction jobs and 270 indirect construction jobs.

5.87 The benefit cost ratio is calculated as 4.1:1 at this stage representing very high value for money. Further analysis of the BCR will be undertaken and confirmed at the next decision point (full business case).

Equality and Diversity Implications

5.88 An Equality Impact Assessment (EQIA) has been undertaken for the project and equality and diversity impacts taken account of as part of the development of the project and the business case development. The scheme will increase the housing supply in a deprived area thereby tackling inequalities by reducing poverty, improving health and homelessness, and providing sustainable and inclusive housing options.

Risks

5.89 The scheme risks include:

- Scheme costs exceed the budget thereby leading to risks in delivery due to insufficient funds. This will be mitigated by the proposals being costed by a Quantity Surveyor and appropriate contingencies being made. Cost reviews will also be undertaken at each project stage before proceeding.
- Inflation rates rise leading to increases in construction costs. This will be mitigated by including an allowance for inflation in the costs and appropriate contingency sum.
- The appointed contractor/ sub-contractor goes into liquidation leading to delays which replacement contractors are appointed and potential cost increases. This will be mitigated by early contractor engagement to

determine the market position and undertaking robust processes and reviewed of financial accounts.

- Statutory processes are not able to be completed within the scheme timeframes leading to delays. This will be mitigated by appointing consultants to commence the processes.
- Unexpected ground conditions lead to cost increases. This will be mitigated by undertaking surveys and applying a contingency budget.
- Discovery of unknown services or contamination during demolition leading to delays and increased costs. This will be mitigated through undertaking surveys to assess conditions and transferring this risk to the appointed contractor.

Costs

5.90 Please refer to exempt **Appendix 8**.

Assurance Pathway and Approval Route

Assurance pathway	Approval route	Forecast approval date
3 (outline business case)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Place, Regeneration and Housing Committee	16/03/2022
4 (full business case)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Managing Director	30/06/2022
Approval to Proceed	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Director of Delivery	30/06/2022
5 (delivery)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Director of Delivery	29/08/2025
6 (financial closure)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Director of Delivery	29/08/2025
7 (evaluation)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Director of Delivery	31/03/2026

Other Key Timescales

- May 2022 - Planning permission obtained
- September 2022 - Start on site for remediation
- March 2023 - Start on site for construction
- June 2025 – Construction completed

Assurance Tolerances

Assurance tolerances
That Combined Authority costs remain within those outlined in this report. Delivery (DP5) timescales remain within 3 months of those outlined in this report. That the number of housing units built remain within 10% of those outlined in this report. That the number of affordable homes remains the same.

Appraisal Summary

5.91 Please refer to exempt **Appendix 8**.

Recommendations

5.92 Please refer to exempt **Appendix 8**.

Project Title	BHF Wheatley
Stage	2 (development)
Decision Point	4 (full business case)

Is this a key decision?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Is the decision eligible for call-in by Scrutiny?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Does the report contain confidential or exempt information or appendices?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
If relevant, state paragraph number of Schedule 12A, Local Government Act 1972, Part 1:	Paragraph 3	
Are there implications for equality and diversity?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No

Background

- 5.93 This scheme will be funded by the Government’s Brownfield Housing Fund (BHF). This is a £66,779,000 fund covering West Yorkshire. The BHF programme will support the development of new homes on brownfield sites in the region with homes commencing construction by March 2025. The aim of the BHF programme is to create more homes by bringing forward more brownfield land into development. The fund will target investment to help ease the viability issues that brownfield projects face for example, making former industrial land safe.
- 5.94 Calderdale Council’s Strategic Housing Market Assessment indicates that there is a need to develop 1000 homes per annum in the Calderdale district from 2016 to 2033 to support the need for housing and economic growth. 47% of the identified housing need requires the development of three or more bedroomed homes.
- 5.95 This scheme will remediate 0.9 hectares of brownfield land and deliver 30 three bedroomed homes in the Halifax area, 4 of these homes will be affordable housing.
- 5.96 The scheme will support the Strategic Economic Framework as follows:
- **Boosting Productivity:** The development will deliver new housing supporting economic growth and regeneration of the local area.
 - **Tacking the Climate Emergency:** The development includes the installation of solar panels along with air source heat pumps to 4 homes.
 - **Enabling Inclusive Growth:** Development of this scheme will address anti-social behaviour on the vacant site.
- 5.97 Due to the commercial nature of this project some of the details of the scheme are outlined in the exempt **Appendix 8**.

5.98 A summary of the scheme's business case is included in **Appendix 5**.

Tackling the Climate Emergency Implications

5.99 The scheme includes provision of installation of solar panels and air source heat pumps into the schemes 4 affordable homes. The site for development is also located close to public transport, encouraging the reduction of the use of the private car to access to employment, education, and leisure opportunities.

5.100 A carbon impact assessment has been undertaken which shows a predicted carbon emission reduction of 2,786kg of carbon dioxide a year compared to a Part L Building Regulation compliant scheme. The scheme has also been designed to reduce heating and cooling demands by 2.56%. The design approach ensures the homes are built with a primary focus on maximising airtightness, solar power and insulation before mechanical and electrical design is incorporated.

5.101 The scheme design preserves the existing treescape and incorporates bricks which are bat friendly, bird nesting facilities and hedgehog access. The developer will also make a biodiversity net gain payment of £104,250 to Calderdale Council to support works to replace any losses in biodiversity such as habitats and trees resulting from the build. This formed part of the S.106 agreement with Calderdale Council and accepted by both parties. Under the new Environment Act 2021, every local authority will be required to enact this requirement, and applicants will need to calculate their own contribution. For this scheme, this has been calculated at £104,250, which was subsequently agreed as part of the S.106 agreement.

Outputs, Benefits, and Inclusive Growth Implications

5.102 The scheme outputs and benefits include:

- Remediation of a 0.9-hectare site with previous industrial use to enable delivery of 30 homes.
- Construct 30 new three bed roomed homes (including 4 affordable homes) by March 2023.
- Support 78 construction jobs by February 2023.
- Address anti-social behaviour in the immediate area through the development of vacant land.

5.103 This scheme has a benefit cost ratio of 1.8:1 representing good value for money.

Equality and Diversity Implications

5.104 This scheme has completed an Equality Impact Assessment which shows that there are no negative impacts on protected characteristics because of this development.

Risks

5.105 The scheme risks include:

- Unforeseen issues at the site leading to significant increases in remediation costs. This is mitigated by undertaking surveys to assess the ground conditions.
- An increase in COVID-19 related restrictions preventing or delaying construction works. This is mitigated by regular engagement with contractors and supply chains to maintain the proposed programme.

Costs

5.106 Please refer to exempt **Appendix 8**.

Assurance Pathway and Approval Route

Assurance pathway	Approval route	Forecast approval date
4 (full business case)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Place, Regeneration and Housing Committee	16/03/2022
Approval to Proceed	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Director of Delivery	27/05/2022
5 (delivery)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Director of Delivery	28/07/2023
6 (financial closure)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Director of Delivery	28/07/2023
7 (evaluation)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Director of Delivery	31/03/2026

Other Key Timescales

- April 2022 - Start on site for remediation works
- July 2022 - Start on site for construction
- March 2023 - Construction completed

Assurance Tolerances

Assurance tolerances
<p>That Combined Authority costs remain within those outlined in this report.</p> <p>Delivery (DP5) timescales remain within 3 months of those outlined in this report.</p> <p>That the number of housing units built remain within 10% of those outlined in this report.</p> <p>That the number of affordable homes remains the same.</p>

Appraisal Summary

5.107 Please refer to exempt **Appendix 8**.

Recommendations

5.108 Please refer to exempt **Appendix 8**.

Project Title	BHF Bingley
Stage	2 (development)
Decision Point	4 (full business case)

Is this a key decision?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Is the decision eligible for call-in by Scrutiny?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Does the report contain confidential or exempt information or appendices?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
If relevant, state paragraph number of Schedule 12A, Local Government Act 1972, Part 1:	Paragraph 3	
Are there implications for equality and diversity?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No

Background

- 5.109 This scheme will be funded by the Government’s Brownfield Housing Fund (BHF). This is a £66,779,000 fund covering West Yorkshire. The BHF programme will support the development of new homes on brownfield sites in the region with homes commencing construction by March 2025. The aim of the BHF programme is to create more homes by bringing forward more brownfield land into development. The fund will target investment to help ease the viability issues that brownfield projects face for example, making former industrial land safe.
- 5.110 This scheme will develop 93 new homes on 2.34 hectares of brownfield land in the Bradford area. The new homes will be a combination of 50% affordable rent, 25% shared ownership and 25% market sales. The development comprises of 81 new low-rise houses and 12 flats.
- 5.111 Due to the commercial nature of this project some of the details of the scheme are outlined in the exempt **Appendix 8**.
- 5.112 A summary of the scheme’s business case is included in **Appendix 6**.

Tackling the Climate Emergency Implications

- 5.113 The housing development will consist of improved insulation which will result in energy efficient homes and lower energy bills. The scheme designs include the use of photovoltaic panels, and electric charging points will be provided on all car parking spaces. The scheme includes a Residential Travel Plan Fund which will promote cycling and walking.

Outputs, Benefits, and Inclusive Growth Implications

- 5.114 The scheme outputs and benefits include:

- Remediate 2.34 hectares of brownfield land to create 93 new homes. 70 of these will be affordable through mixture of affordable rent and shared ownership and 23 will be for market sale.
- 12 cycle spaces will be provided for the flats. The houses will have space in their gardens to accommodate sheds for cycle storage.

5.115 This scheme has a benefit cost ratio (BCR) of 1.19:1 representing low value for money. Brownfield Housing schemes are required to have a minimum BCR of 1 and the scheme will bring wider benefits to the area.

Equality and Diversity Implications

5.116 An Equality Impact Assessment has been submitted. The scheme will deliver homes in the Bradford area and will be available on a range of affordable tenures thereby having a positive impact on residents in the local area.

Risks

5.117 The scheme risks include:

- The construction and demolition will create dust, noise and fumes which could lead to residential complaints. This will be mitigated by following strict demolition protocols including minimising fumes, dust, and noise. Activity on site will be monitored and machines will be switched off when not in operation for long periods of time. Spraying will also be used to control dust where required.
- Escalating costs for materials due to shortages, demand, and logistics. This will be mitigated by reserving materials with suppliers and advanced purchases where possible.

Costs

5.118 Please refer to exempt **Appendix 8**.

Assurance Pathway and Approval Route

Assurance pathway	Approval route	Forecast approval date
4 (full business case)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Place, Regeneration and Housing Committee	16/03/2022
Approval to Proceed	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Director of Delivery	30/06/2022
5 (delivery)	Recommendation: Combined Authority's Programme Appraisal Team	30/05/2025

	Decision: Combined Authority's Director of Delivery	
6 (financial closure)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Director of Delivery	30/05/2025
7 (evaluation)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Director of Delivery	31/03/2026

Other Key Timescales

- March 2022 - Start on site
- May 2022 - Remediation completed
- April 2025 - Homes completed

Assurance Tolerances

Assurance tolerances
<p>That Combined Authority costs remain within those outlined in this report.</p> <p>Delivery (DP5) timescales remain within 3 months of those outlined in this report.</p> <p>That the number of housing units built remain within 10% of those outlined in this report.</p> <p>That the number of affordable homes remains the same.</p>

Appraisal Summary

5.119 Please refer to exempt **Appendix 8**.

Recommendations

5.120 Please refer to exempt **Appendix 8**.

Project Title	BHF South Bradford
Stage	2 (development)
Decision Point	4 (full business case)

Is this a key decision?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Is the decision eligible for call-in by Scrutiny?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Does the report contain confidential or exempt information or appendices?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
If relevant, state paragraph number of Schedule 12A, Local Government Act 1972, Part 1:	Paragraph 3	
Are there implications for equality and diversity?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No

Background

- 5.121 This scheme will be funded by the Government's Brownfield Housing Fund (BHF). This is a £66,779,000 fund covering West Yorkshire. The BHF programme will support the development of new homes on brownfield sites in the region with homes commencing construction by March 2025. The aim of the BHF programme is to create more homes by bringing forward more brownfield land into development. The fund will target investment to help ease the viability issues that brownfield projects face for example, making former industrial land safe.
- 5.122 The scheme will redevelop 2.326 hectares of brownfield land across two sites to enable development of 108 homes. 100% of the site will be affordable housing with 54 units at affordable rent, 31 units at shared ownership, and 23 units at rent to buy.
- 5.123 The sites for development are located close to Bradford city centre and are therefore within walking distance of local amenities including shopping, health care provision, local businesses, education and employment opportunities, and access to public transport.
- 5.124 Due to the commercial nature of this project some of the details of the scheme are outlined in the exempt **Appendix 8**.
- 5.125 A summary of the scheme's business case is included in **Appendix 7**.

Tackling the Climate Emergency Implications

- 5.126 This scheme is committed to integrating energy efficient measures in the building designs, including the use of renewable and low carbon technologies during construction along with the installation of photovoltaic panels and air source heat pumps to maximise carbon savings. The scheme designs also

include provisions for cycle storage, and electric vehicle charging points will be installed for all car parking spaces.

Outputs, Benefits, and Inclusive Growth Implications

5.127 The scheme outputs and benefits include:

- To develop two neighbouring brownfield sites totalling 2.326 hectares in the Bradford City Centre regeneration area
- To deliver 108 high quality 100% affordable homes by 2025
- To improve parking, energy efficiency and the local area by 2024.

5.128 The scheme has a benefit cost ratio (BCR) of 1:1 representing low value for money. Brownfield Housing schemes are required to have a minimum BCR of 1 and the scheme will bring wider benefits to the area.

Equality and Diversity Implications

5.129 An Equality Impact Assessment has been submitted. The scheme will deliver modern homes in Bradford and will be available on a range of affordable tenures and housing sizes to cater to differing household sizes and needs, thereby having a positive impact on residents in the local area. The scheme will also allocate 75% of its properties to key workers or others by way of Affordable Tenures for local residents.

Risks

5.130 The scheme risks include:

- The construction and demolition will create dust, noise and fumes which could lead to residential complaints. This will be mitigated by following strict demolition protocols, including minimising fumes, dust, and noise. Activity on site will be monitored and machines will be switched off when not in operation for long periods of time. Spraying will also be used to control dust where required.
- Escalating costs for materials due to shortages, demand, and logistics. This will be mitigated by reserving materials with suppliers and advanced purchases where possible.

Costs

5.131 Please refer to exempt **Appendix 8**.

Assurance Pathway and Approval Route

Assurance pathway	Approval route	Forecast approval date
4 (full business case)	Recommendation: Combined Authority's Programme Appraisal Team	16/03/2022

	Decision: Place, Regeneration and Housing Committee	
Approval to Proceed	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Director of Delivery	30/06/2022
5 (delivery)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Director of Delivery	31/07/2024
6 (financial closure)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Director of Delivery	30/04/2025
7 (evaluation)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Director of Delivery	31/03/2026

Other Key Timescales

- March 2022 - Start on site
- June 2022 - Remediation completed
- March 2024 - Scheme completion

Assurance Tolerances

Assurance tolerances
That Combined Authority costs remain within those outlined in this report. Delivery (DP5) timescales remain within 3 months of those outlined in this report. That the number of housing units built remain within 10% of those outlined in this report. That the number of affordable homes remains the same.

Appraisal Summary

5.132 Please refer to exempt **Appendix 8**.

Recommendations

5.133 Please refer to exempt **Appendix 8**.

Projects in Stage 3: Delivery and Evaluation

5.134 There are no schemes to review at this stage.

6 Tackling the Climate Emergency Implications

6.1 The Climate Emergency implications have been considered on all projects included in this report as part of their business case development.

7 Inclusive Growth Implications

7.1 The inclusive growth implications have been considered on all projects included in this report as part of their business case development.

8 Equality and Diversity Implications

8.1 Equality Impact Assessments (EQIA) have been undertaken on all projects included in this report as part of their business case development.

9 Financial Implications

9.1 The report seeks endorsement to expenditure from the available Combined Authority funding as set out in this report.

10 Legal implications

10.1 The information contained in **Appendix 8** is exempt under paragraph 3 of Part 1 to Schedule 12A of the Local Government Act 1972 as it contains information relating to the financial or business affairs of any particular person (including the authority holding that information). It is considered that the public interest in maintaining the content of the appendices as exempt outweighs the public interest in disclosing the information as publication could prejudice current and future decision making.

10.2 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.

11 Staffing implications

11.1 A combination of Combined Authority and local partner council project, programme and portfolio management resources are or are in the process of being identified and costed for within the schemes in this report.

12 External consultees

12.1 Where applicable scheme promoters have been consulted on the content of this report.

13 Recommendations (Summary)

TCF Dewsbury Bus Station

13.1 The Place, Housing and Regeneration Committee approves that:

- (i) The Dewsbury Bus Station scheme proceeds through decision point 3 (outline business case) and work commences on activity 4 (full business case).
- (ii) An indicative approval to the Combined Authority's contribution of £14,337,600. The total scheme value is £14,337,600.
- (iii) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report. This will be subject to the scheme remaining within the tolerances outlined in this report.

York Station Gateway

13.2 The Place, Housing and Regeneration Committee approves that:

- (i) The change request to the York Station Gateway scheme for development costs of £1,050,000, to extend the scheme delivery timescales from February 2023 to August 2024 and to reallocate the previously approved development costs of £2,684,000 from the West Yorkshire plus Transport Fund to the Transforming Cities Fund. This takes the total scheme approval to £6,055,125. The total scheme cost is £26,379,433.
- (ii) The Combined Authority enters into an addendum to an existing funding agreement with City of York Council for expenditure of up to £6,055,125.
- (iii) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report. This will be subject to the scheme remaining within the tolerances outlined in this report.

BHF Leeds East

13.3 Please refer to exempt **Appendix 8**

BHF Burmantofts

13.4 Please refer to exempt **Appendix 8**.

BHF Wheatley

13.5 Please refer to exempt **Appendix 8**.

BHF Bingley

13.6 Please refer to exempt **Appendix 8**.

BHF South Bradford

13.7 Please refer to exempt **Appendix 8**.

14 Background Documents

14.1 None as part of this report.

15 Appendices

Appendix 1 – Background to the Combined Authority’s Assurance Framework

Appendix 2 – TCF Dewsbury Bus Station – Business Case Summary

Appendix 3 - BHF Leeds East - Business Case Summary

Appendix 4 - BHF Burmantofts - Business Case Summary

Appendix 5 – BHF Wheatley – Business Case Summary

Appendix 6 – BHF Bingley – Business Case Summary

Appendix 7 – BHF South Bradford - Business Case Summary

Appendix 8 – Exempt Brownfield Housing Fund

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Capital Spend and Project Approvals

Appendix 1 - Assurance Framework

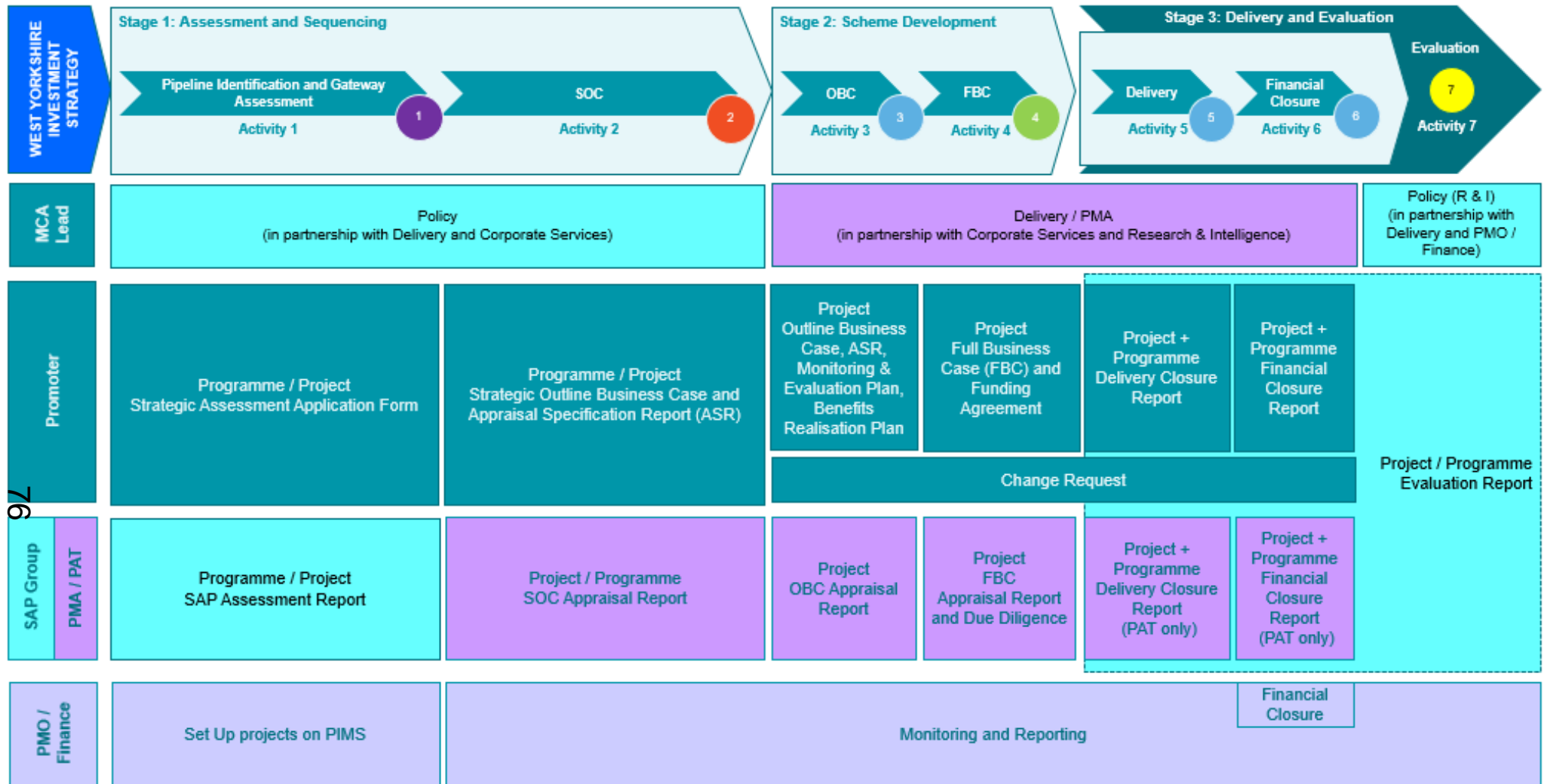
1 Assurance Framework

- 1.1 The Combined Authority's Assurance Framework was developed in 2015 as part of the Growth Deal with Government. Its purpose is to ensure that the necessary systems and processes are in place to manage funding effectively, and to ensure the successful delivery of the Strategic Economic Framework (SEF) ambitions. Its focus is to ensure that necessary practices and standards are implemented to provide the Government, Combined Authority, the Leeds Enterprise Partnership (LEP) and local partners with assurance that decisions over funding (and the means by which these decisions are implemented) are proper, transparent and deliver value for money. It covers all projects and programmes funded from Government or local sources that flow through the LEP and Combined Authority.
- 1.2 The Assurance Framework must be reviewed annually as stipulated by Government, however, due to the West Yorkshire Devolution Deal, the Assurance Framework has been subject to an extensive in-year review for the Mayoral arrangements to be adopted.
- 1.3 This review has now taken place and government approved the updated Assurance Framework, which was implemented on 3 February 2021. Decision making remains the same in the new Assurance Framework, i.e. approval is required at Combined Authority (CA) for all programmes and projects at least once in their lifetime and this is usually at decision point 2 (Strategic Outline Case). The Assurance Pathway and Approval Route is also set at this point.

Assurance Process

- 1.4 The new Assurance Process is set out below:

Assurance Process



- KEY:**
- Key Decision Point (CA Approval Required)
 - Key Decision Point (Thematic Committee/CA Approval may be required)
 - Decision Point (Thematic Committee/CA Approval may be required)
 - Decision Point
 - Reporting Point

- 1.5 The new process includes the West Yorkshire Investment Strategy (WYIS) and removes the Full Business Case with finalised costs (FBC+) stage. There are no other significant changes from the previous process, and there will be little effect on the Combined Authority's existing funding programmes and projects.
- 1.6 The process still retains the same flexibility, in that each project or programme will be set a bespoke approval pathway and approval route to be followed. This may be to delegate decisions to a Committee, Managing Director (MD) etc. or it may be that certain decision point approvals are not required, or that bid documents to other government departments can be utilised. Furthermore, development costs can be funded at decision point 1 and beyond.
- 1.7 Activity 3 (OBC) and Activity 4 (FBC) remain however, the FBC+ (or previous Activity 5) is not now required. Instead, at FBC (Decision Point 4), PAT sets conditions that must be met before full approval of funding is given and the project has Approval to Proceed to Delivery (Activity 5).
- 1.8 In line with the recently revised Green Book, in assessing value for money, a stronger emphasis can now be placed on the strategic case and how the strategic objectives and priorities of the Combined Authority will be met through the delivery of the project. This might for example include, but not limited to, supporting the climate change and good growth agenda (the Combined Authority aims to achieve net-zero by 2038), supporting an increase in active mode and public transport use and / or supporting / accelerating housing development. The specific approach will be determined on a programme by programme basis as funding and investment streams come forward.
- 1.9 At Decision Point 5 a Delivery Closure Report is required, which is substantially the same as the previous draft project closure report.
- 1.10 At Activity 6 a Financial Closure Report is needed. This is the period when defects are made good and final accounts are agreed.
- 1.11 Activity 7 Evaluation will be managed by the Combined Authority's Research & Intelligence team. This is a reporting point not a decision point and takes place when the programme (or project in some circumstances), is completed. It includes an evaluation of the benefits, outcomes and economic impact compared to the overall programme objectives set out in the SOC. Insights and learning from the evaluation will also be fed back into policy and strategy in order to inform the design and development of future programmes and schemes. Interim evaluations may also be undertaken as required as set out in the Monitoring and Evaluation Plan.

2 Future assurance and approval route

- 2.1 The tables for each scheme in the main report outline the proposed assurance process and corresponding approval route for the scheme. The assurance pathway sets out the decision points which the scheme must progress through and will reflect the scale and complexity of the scheme. The approval route

indicates which committees or officers will make both a recommendation and approval of the scheme at each decision point. A delegated decision can only be made by the Managing Director if this has received prior approval from the Combined Authority.

3 Tolerances

- 3.1 In order for the scheme to follow the assurance pathway and approval route that is proposed in this report, it should remain within the tolerances outlined for each scheme. If these tolerances are exceeded the scheme needs to return to a Committee and/or the Combined Authority for further consideration.

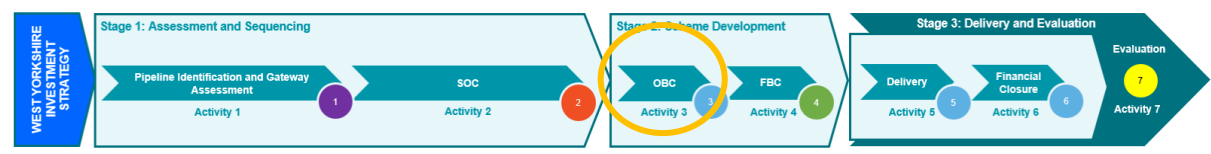
4 Transition

- 4.1 There will be a transition period to the new Assurance Framework due to business cases being submitted and appraised prior to the new Assurance Framework being approved by government. Schemes progressing under the previous process will be highlighted in the report.

Section A: Scheme Summary

Name of scheme:	TCF Dewsbury Bus Station
Lead organisation:	West Yorkshire Combined Authority
Applicable funding stream(s) – Grant or Loan:	Transforming Cities Fund - Grant
Growth Fund Priority Area (if applicable):	Delivering 21st Century Transport
Approvals to date:	Strategic Outline Case - September 2020
Forecasted full approval date (decision point 4):	July 2023
Forecasted completion date (decision point 6):	June 2025
Total scheme cost (£):	£14,337,600
Combined Authority funding (£):	£14,337,600
Total other public sector investment (£):	£0
Total other private sector investment (£):	£0
Is this a standalone project?	Yes
Is this a programme?	No
Is this project part of an agreed programme?	Yes - Transforming Cities Fund

Current Assurance Process Activity:



Scheme Description:

The scheme will fully refurbish Dewsbury Bus Station making it safer and more accessible. The scheme has been developed in response to a range of challenges associated with people feeling unsafe because of anti-social behaviour, poor access to the bus station and to the facilities inside, road safety and a lack of quality services.

The scheme will modernise the existing building making it more attractive and welcoming to encourage people to use the bus station and travel by bus, rather than private car, reducing vehicle carbon emissions.

The scheme will install new seating, lighting, flooring and an information point in the concourse, and new signs will help people navigate in and around the bus station. New real time information boards will also be installed providing passengers with live bus and rail information.

The scheme will also include a new roof with solar panels, cycle parking facilities, a Changing Places facility with fully accessible toilets and generous space and equipment, and improvements to staff areas.

Outside the bus station there will be additional bus layover bays and improvements to make it easier and safer to walk around the bus station and landscaping and planting to make the area greener and more attractive.

The scheme supports wider regeneration in the town centre, leading to economic growth, attracting businesses, and improved access to educational opportunities in the town and the rest of Kirklees.

Business Case Summary:

Strategic Case

Dewsbury is located in Kirklees, which is strategically located on the national motorway and rail networks, with strong commuting and business connections to Leeds, Manchester, and Sheffield, as well as relationships with neighbouring areas including Calderdale, Bradford, and Wakefield.

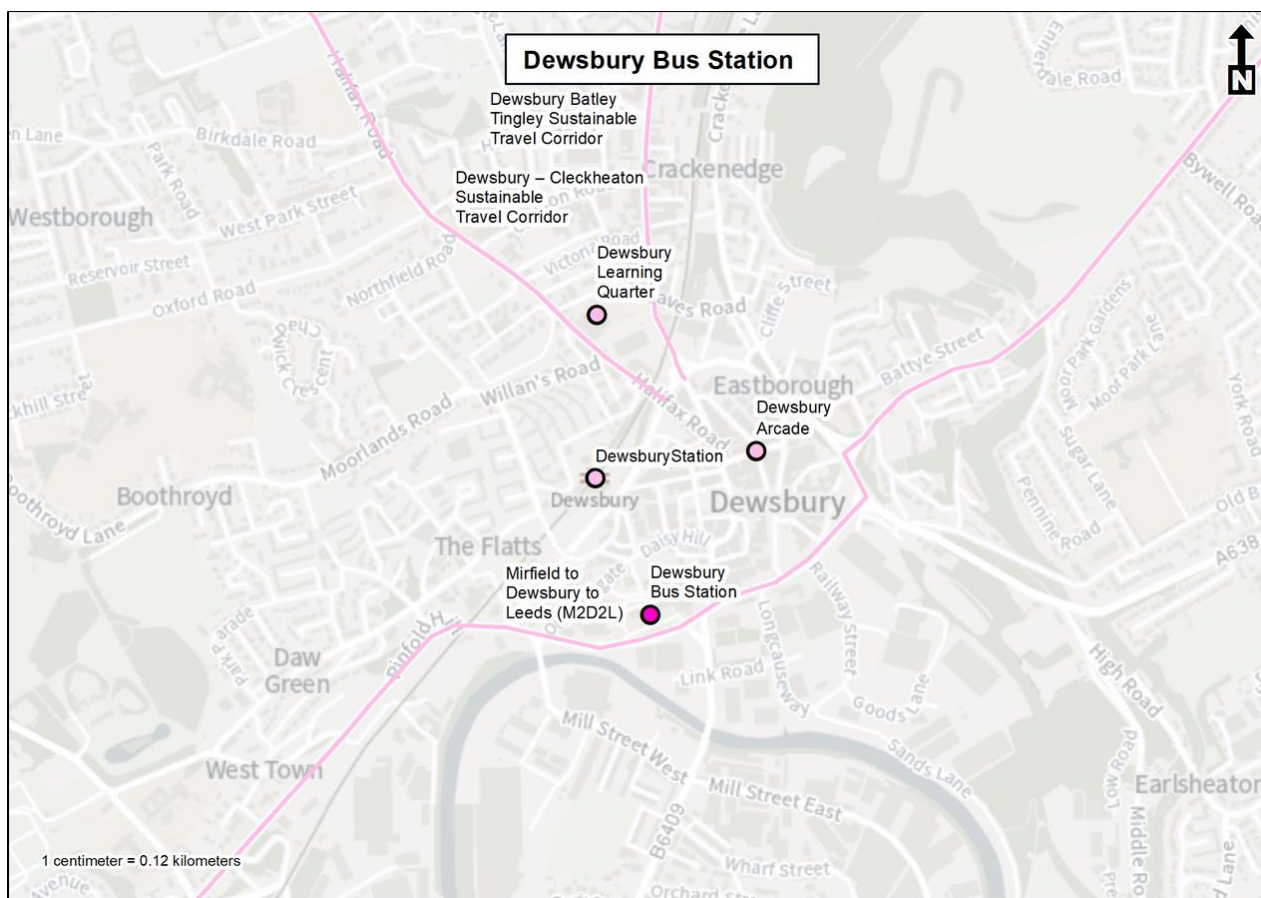
Dewsbury Bus Station was rebuilt in 1994 and is owned by the Combined Authority. Approximately 20,000 people use the bus station daily which is close to the town's retail and employment areas. Dewsbury Train Station is situated close by, to the north.

The existing bus station has challenges including concerns around personal safety, accessibility, road safety and a lack of quality services. The scheme will create a more welcoming and attractive bus station, where people feel safe, which is accessible and has better facilities and has the potential to attract more visitors to the town. This will lead to economic growth in the town centre, by attracting businesses, and making it easier

	<p>for people to access training and educational opportunities in Dewsbury and the wider City Region.</p> <p>The proposed scheme at Dewsbury Bus Station will help reduce reliance on cars and promote buses as a convenient alternative. The scheme complements wider investment in bus priority, walking and cycling within Dewsbury town centre as well as along key corridors into the town.</p>
Commercial Case	<p>There is comprehensive evidence to support investment in Dewsbury Bus Station. Kirklees Council's adopted Local Plan, together with the Dewsbury Blueprint, are based on detailed assessments of the challenges, needs and opportunities that the scheme is seeking to address, and which have been used to define the objectives.</p> <p>Revitalising Dewsbury, particularly in response to the COVID-19 pandemic and recovery planning is a significant challenge.</p> <p>Many people are choosing to travel locally by private car, contributing to congestion and poor air quality because of poor perceptions of the bus station and bus travel in the area. Poor links and access, in and around the bus station are also discouraging people travelling by bike or on foot from continuing their journey by bus and vice versa. 71% of responses to the public consultation agreed or strongly agreed that the station is not comfortable. The station needs improvement and modernisation in order to attract new bus users, encourage former users to return, and retain them.</p> <p>All of the retail units within the bus station are currently vacant with the exception of the Arriva staff room. This contributes to fewer people using the bus station and reduces rental revenues, which impacts on bus station maintenance budgets and therefore the condition of the bus station.</p>
Economic Case	<p>The benefit cost ratio for this scheme is 0.8:1 representing low value for money. However, the scheme brings wider benefits to the area and will reduce carbon emissions from the running of the bus station by installing solar panels and an air source heat pump. The scheme's An Equality Impact Assessment shows a positive impact on people with protected characteristics.</p>
Financial Case	<p>The estimated total scheme cost is £14,337,600 and will be solely funded by the Combined Authority from TCF.</p>
Management Case	<p>This scheme will be managed by the Combined Authority which has a strong record of delivering similar projects for example, the Castleford Bus Station refurbishment in 2015.</p> <p>The scheme is expected to commence delivery in September 2023 and be completed by January 2025.</p>

Location Map

The following map shows the location of the Dewsbury Bus Station scheme:



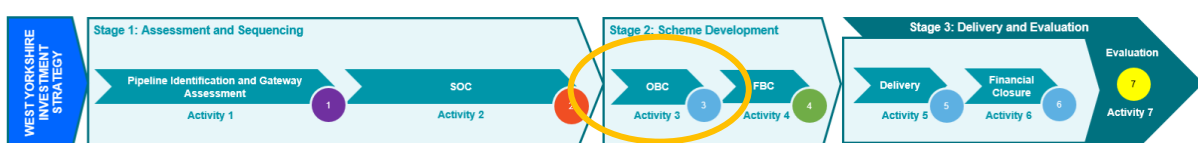
Please note, depending on the level of scheme development, the location and scope of the schemes indicated here are indicative only.

For further information on Combined Authority schemes across the Leeds City Region, please refer to: <https://www.westyorks-ca.gov.uk/growing-theeconomy/leeds-city-region-infrastructure-map>

Section A: Scheme Summary

Name of scheme:	Brownfield Housing Fund – Leeds East
Applicable funding stream(s) – Grant or Loan:	Brownfield Housing Fund - Grant
Approvals to date:	Brownfield Housing Fund Programme strategic outline case (decision point 2) approved by the Combined Authority on 4 September 2020.
Forecasted full approval date (decision point 4):	Summer 2023
Forecasted completion date (decision point 5):	30/06/2025
Total scheme cost (£):	Commercially sensitive
Combined Authority funding (£):	Commercially sensitive
Total other public sector investment (£):	Commercially sensitive
Total other private sector investment (£):	Commercially sensitive
Is this a standalone project?	Yes
Is this a programme?	No
Is this project part of an agreed programme?	Yes - Brownfield Housing Fund

Current Assurance Process Activity:



Scheme Description:

This scheme will prepare 3.6 hectares of brownfield land into developable land and deliver 146 housing units which are 100% affordable addressing a market shortage, especially in the East Leeds area.

The scheme will also provide 0.98 hectares of new public outdoor space and an additional 500 metres of pedestrian links to promote walking.

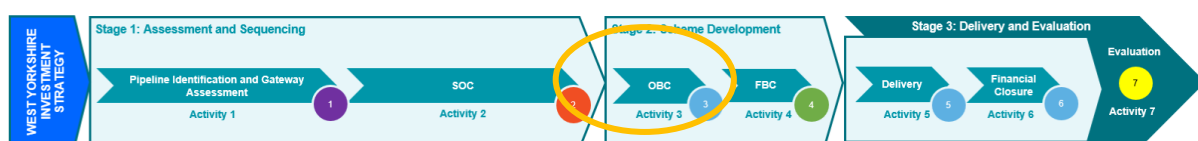
Business Case Summary:

Strategic Case	<p>Access to affordable housing is critical, with the Leeds Strategic Housing Market Assessment identifying a need of 1,230 affordable homes per year. There is currently significant undersupply against this target.</p> <p>With the site being in the bottom 10% most deprived communities in the UK, the delivery of much needed quality affordable housing alongside greenspace are essential.</p> <p>The housing units will be a mixture of sizes in order to maximise density on site whilst addressing local market demand, therefore addressing housing shortages and appealing to a variety of occupiers. Tenure for the housing units will be mixed, with social rented being favourable.</p> <p>The Leeds East site will be critical in contributing towards this local housing and affordable housing need.</p>
Commercial Case	<p>Market engagement has started. Procurement of a contractor will commence in May 2022 for remediation of the land to commence in May 2023.</p>
Economic Case	<p>The benefit cost ratio is calculated as 1.7 representing good value for money.</p>
Financial Case	<p>Commercially sensitive.</p>
Management Case	<p>The scheme will start on site in October 2023 and be completed by June 2025.</p>

Section A: Scheme Summary

Name of scheme:	Brownfield Housing Fund - Burmantofts
Applicable funding stream(s) – Grant or Loan:	Brownfield Housing Fund - Grant
Approvals to date:	Brownfield Housing Fund Programme strategic outline case (decision point 2) approved by the Combined Authority on 4 September 2020.
Forecasted full approval date (decision point 4):	August 2022
Forecasted completion date (decision point 5):	June 2025
Total scheme cost (£):	Commercially sensitive.
Combined Authority funding (£):	Commercially sensitive.
Total other public sector investment (£):	Commercially sensitive.
Total other private sector investment (£):	Commercially sensitive.
Is this a standalone project?	Yes
Is this a programme?	No
Is this project part of an agreed programme?	Yes - Brownfield Housing Fund

Current Assurance Process Activity:



Scheme Description:

This scheme will remediate 1.5 acres of brownfield land to deliver 296 build to rent apartments, of which 20% will be affordable housing.

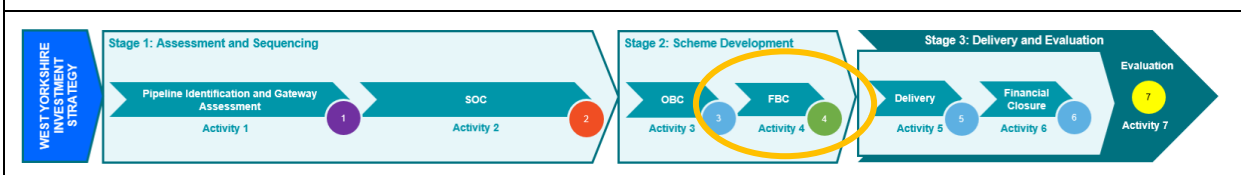
Business Case Summary:

Strategic Case	<p>There is consensus around the long-term under-supply of housing at a national level and the need to address this via a range of solutions across several policy areas. The strategic need for housing has also been exacerbated by Covid-19</p> <p>The area for development lies within a deprived area of Leeds and is strategically located to provide affordable rental accommodation to key workers and other residents accessing employment opportunities while also being accessible to public transport and shops. This scheme has the potential to be a catalyst for further regeneration in the area. The scheme will also utilise innovative solutions to reduce its environmental impact and deliver sustainable development.</p>
Commercial Case	<p>Leeds has a housing target to deliver 3,247 homes per annum until 2033 and this scheme will contribute towards this by delivering accommodation in Leeds city centre.</p> <p>The procurement strategy for this scheme is being finalised. The preferred approach is to appoint on a fixed price basis. The contract for construction tender is due to be issued by December 2022.</p>
Economic Case	<p>The benefit cost ratio is calculated as 4.1:1 representing very high value for money.</p>
Financial Case	<p>Commercially sensitive.</p>
Management Case	<p>The scheme will start on site in September 2022 and be completed by June 2025.</p>

Section A: Scheme Summary

Name of scheme:	Brownfield Housing Fund - Wheatley
Applicable funding stream(s) – Grant or Loan:	Brownfield Housing Fund - Grant
Approvals to date:	Brownfield Housing Fund Programme strategic outline case (decision point 2) approved by the Combined Authority on 4 September 2020.
Forecasted full approval date (decision point 4):	March 2022
Forecasted completion date (decision point 5):	July 2023
Total scheme cost (£):	Commercially sensitive
Combined Authority funding (£):	Commercially sensitive
Total other public sector investment (£):	Commercially sensitive
Total other private sector investment (£):	Commercially sensitive
Is this a standalone project?	Yes
Is this a programme?	No
Is this project part of an agreed programme?	Yes - Brownfield Housing Fund

Current Assurance Process Activity:



Scheme Description:

This scheme will remediate 09 hectares of brownfield land and deliver 30 three bedroomed homes in the Halifax area, 4 of these homes will be affordable housing.

The scheme reflects the local character of existing and newer housing developments. The focus on delivering three-bedroom houses reflects feedback following the COVID-19 pandemic that buyers are now looking for larger properties which would allow future occupiers the opportunity to work from home, without compromising on living space.

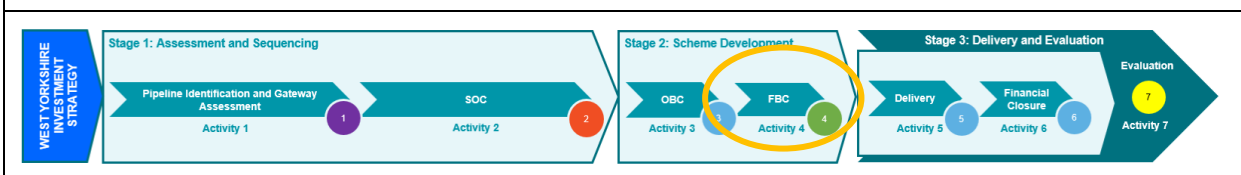
Business Case Summary:

Strategic Case	<p>Calderdale Council's Strategic Housing Market Assessment indicates that there is a need to develop 1000 homes per annum in the Calderdale district from 2016 to 2033 to support the need for housing and economic growth. 47% of the identified housing need requires the development of three or more bedroomed homes.</p> <p>The development of thirty new homes on a brownfield site on the outskirts of Halifax will boost productivity and support inclusive growth by providing homes needed to support Calderdale's forecast population and employment growth.</p> <p>The site is close to public transport therefore the development supports the Combined Authority's focus on supporting walking, cycling and public transport options compared to private car use.</p> <p>The scheme will install solar panels and air source heat pumps to the affordable housing, contributing towards a reduction in carbon emissions.</p>
Commercial Case	<p>Market engagement has started with regards to appointing contractors for delivery of this scheme. The appointment of contractors started in January 2022 for remediation of the land to start in April 2022.</p>
Economic Case	<p>The benefit cost ratio is calculated as 1.8:1 representing good value for money.</p>
Financial Case	<p>Commercially sensitive</p>
Management Case	<p>The scheme will start on site in April 2022 and be completed by March 2023.</p>

Section A: Scheme Summary

Name of scheme:	Brownfield Housing Fund - Bingley
Applicable funding stream(s) – Grant or Loan:	Brownfield Housing Fund - Grant
Approvals to date:	Brownfield Housing Fund Programme strategic outline case (decision point 2) approved by the Combined Authority on 4 September 2020.
Forecasted full approval date (decision point 4):	March 2022
Forecasted completion date (decision point 5):	April 2025
Total scheme cost (£):	Commercially sensitive
Combined Authority funding (£):	Commercially sensitive
Total other public sector investment (£):	Commercially sensitive
Total other private sector investment (£):	Commercially sensitive
Is this a standalone project?	Yes
Is this a programme?	No
Is this project part of an agreed programme?	Yes - Brownfield Housing Fund

Current Assurance Process Activity:



Scheme Description:

This scheme will develop a mixed residential development of 93 new homes including 50% affordable rent, 25% shared ownership and 25% market sales within the Bradford area. The scheme develops 81 new homes and 12 flats on brownfield land.

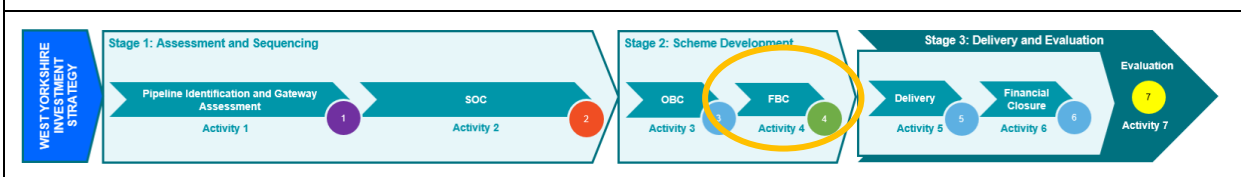
Business Case Summary:

Strategic Case	<p>Access to affordable housing is a significant issue in the Bradford area. The Local Plan Core Strategy has identified the need for around 1,700 new homes a year of which over 400 will need to be affordable homes. Inaccessible home ownership due to low incomes is making housing less affordable for many households. Located in the heart of the Airedale regeneration area, and with its key delivery characteristics of providing 93 new homes with 75% being affordable, aimed particularly at family needs and high sustainable development credentials, this scheme will make a significant contribution to satisfying the objectives of Bradford Council's Housing Strategy.</p> <p>In order to both meet the needs of the current population the district and also attract new residents and investment into the area, there is a need to provide a range of housing from affordable housing and higher value for rent/sale. The scheme is located close to a key urban centre within Bradford's Airedale regeneration corridor and as such is within walking distance of arrange of important local amenities including shops, health care provision, local businesses and easy access to a local train station, bus and cycling routes.</p>
Commercial Case	<p>A preferred contractor is in the process of being selected and a design and build contract will be entered into for delivery of this scheme.</p>
Economic Case	<p>The scheme has a benefit cost ratio of 1.19:1 representing low value for money. Brownfield Housing schemes are required to have a minimum BCR of 1 and the scheme will bring wider benefits to the area.</p>
Financial Case	<p>Commercially sensitive.</p>
Management Case	<p>Construction is due to commence in March 2022 and be completed by April 2025.</p>

Section A: Scheme Summary

Name of scheme:	Brownfield Housing Fund - South Bradford
Applicable funding stream(s) – Grant or Loan:	Brownfield Housing Fund - Grant
Approvals to date:	Brownfield Housing Fund Programme strategic outline case (decision point 2) approved by the Combined Authority on 4 September 2020.
Forecasted full approval date (decision point 4):	March 2022
Forecasted completion date (decision point 5):	July 2024
Total scheme cost (£):	Commercially sensitive
Combined Authority funding (£):	Commercially sensitive
Total other public sector investment (£):	Commercially sensitive
Total other private sector investment (£):	Commercially sensitive
Is this a standalone project?	Yes
Is this a programme?	No
Is this project part of an agreed programme?	Yes- Brownfield Housing Fund

Current Assurance Process Activity:



Scheme Description:

This scheme will develop 108 new homes, a 100% affordable housing scheme that includes 54 units for affordable rent, 31 units for shared ownership and 23 units for rent to buy. The site for development is within the Bradford region in West Yorkshire.

Business Case Summary:

Strategic Case	<p>The Bradford district faces a number of housing challenges with the annual supply of new homes being provided not meeting the needs of growing and changing population.</p> <p>The Local Plan Core Strategy has identified the need for around 1,700 new homes a year of which over 400 will need to be affordable homes. Inaccessible home ownership due to low incomes is making housing less affordable for many households.</p> <p>In order to both meet the needs of the current population in the district and also attract new residents and investment into the area, there is a need to provide a range of housing from affordable housing and higher value for rent/sale.</p> <p>Located in Bradford city centre regeneration area and with its key delivery characteristics of providing 108 new social homes aimed particularly at family needs and high sustainable development credentials, this scheme will make a significant contribution to satisfying the objectives of Bradford Council's Housing Strategy.</p>
Commercial Case	<p>A preferred contractor is in the process of being selected and a design and build contract will be entered into for delivery of this scheme.</p>
Economic Case	<p>The scheme has a benefit cost ratio of 1:1 representing low value for money. Brownfield Housing schemes are required to have a minimum BCR of 1 and the scheme will bring wider benefits to the area.</p>
Financial Case	<p>Commercially sensitive.</p>
Management Case	<p>Construction is due to commence in March 2022 and be completed by March 2024.</p>

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Report to: Place, Regeneration and Housing committee

Date: 8 March 2022

Subject: **West Yorkshire Regional Brownfield Analysis Report and Dashboard**

Director: Liz Hunter – Interim Director of Policy and Development

Author: Judith Furlonger – Head of Housing / Ben Marchant – Policy Officer

Is this a key decision?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Is the decision eligible for call-in by Scrutiny?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Does the report contain confidential or exempt information or appendices?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
If relevant, state paragraph number of Schedule 12A, Local Government Act 1972, Part 1:	
Are there implications for equality and diversity?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No

1. Purpose of this report

1.1 For the Committee to note the contents of the report as an up to date evidence base of the regional brownfield housing supply and past 10 years of delivery; consider and comment on the recommendations and actions contained within the report, including how best to reflect and develop the analysis further within the forthcoming regional Housing Strategy work: and to agree to write to Government to propose they implement the key recommendations in the report.

2. Information

Regional Brownfield Analysis Report

2.1 Since October 2020, the Combined Authority has been in the process of producing the Regional Brownfield Analysis Report. This report (Appendix 1) sets out a detailed examination of brownfield delivery between 2010 – 2019, and all the sites within the current West Yorkshire supply. The report presents analysis on the past delivery and current supply, including the use of a sites constraints analysis using data sets covering the following four primary themes:

- Ground Conditions

- Heritage
- Environmental
- Flooding

2.2 The report presents a number of recommendations and actions, specifically tailored to address barriers preventing the successful delivery of brownfield sites in West Yorkshire. The **recommendations (as set out below) are large scale interventions and require a national policy approach directed by Government** to involve the use of additional funding streams, resources and would require longer timescales to implement. The **actions are to be explored at local level with stakeholders and partners through continuing work with West Yorkshire Directors of Development. If the Committee agree, these recommendations will be submitted to Government for them to address,**

RECOMMENDATION 1: National fiscal measures required to encourage landowners and developers to bring forward brownfield sites.

Change in national policy is required to encourage on the one hand brownfield development to move forward, but also to address vacant land not being actively brought forward by landowners. Approximately half of the current brownfield housing supply in the region remains dormant with expired or no planning permission in place, and as such the Combined Authority consider there is a need for a range of fiscal measures to encourage landowners to move sites into the market and develop much needed sites for housing. This could be applied to dormant unutilised brownfield land, which is suitable for housing given the increasing need for additional supply. A similar principle exists to tackle long term empty homes through premium council tax applied to vacant residential properties. A similar approach is urgently needed for unutilised brownfield land, which in some places has remained dormant for many years causing blight and additional burden on local services in terms of managing areas susceptible to antisocial behaviour (e.g. fly tipping, arson, etc.).

Secondly, given marginal viability issues in parts of our market acting as a barrier to development, it is suggested that Government create incentives for developers bringing forward housing schemes on brownfield sites. A comparable approach exists to tackle contaminated land, in the form of the Land Remediation Relief, and if such fiscal relief could be expanded to all brownfield sites, it may provide a financial stimulus to bring forward development. This would run alongside additional tools such as access to Brownfield Housing Fund to help unlock sites. A range of fiscal measures would work best in combination, as a prompt to landowners to engage to bring forward development on their sites, and incentive to those who do deliver much needed housing on brownfield sites.

- **Timescales:** As a national level intervention this is considered to be a long-term intervention beyond the remit of the Combined Authority, and thus would require Government policy change.
- **Resources:** The CA would welcome further discussions with DLUHC to explore options using the evidence base developed in West Yorkshire.

- **Funding:** There is not considered to be any requirement for capital funding for this recommendation but if supported by Government there may need to be resource at local level.

RECOMMENDATION 2: Proactive use of Compulsory Purchase Orders

Compulsory Purchase Orders (CPOs) are currently rarely used by public sector in housing, as they are time consuming, resource intensive, and rightly require robust evidence gathering to build a case for CPO.

However, recent proactive use of empty dwelling management orders (EDMOs) and the compulsory purchase of empty houses at a local level has been a successful initiative resulting in reducing the levels of vacant homes across the country. A similar approach now needs to be applied to vacant dormant brownfield land and could be a useful tool when used in combination with capital programmes. The Mayor, our district partners and Homes England have CPO powers and can proactively use CPO powers to support regeneration by acquiring sites from absent landowners or owners who lack the experience or resources to bring forward development.

At a national level and as part of the levelling up agenda, the government must support a more proactive approach to ensure reuse of brownfield land in our urban areas and reduce the pressure to release more greenfield land. It is acknowledged that the CPO process is relatively resource intensive and would require the building of a compelling case to enable the use of these statutory powers.

- **Timescales:** The recommendation is considered to be a medium-term intervention, as it will require specialist resources to undertake the CPO process and identify potential routes to fund acquisitions.
- **Resources:** The CPO process is relatively resource intensive, requiring input from a range of different professionals, including support from specialist technical consultants.
- **Funding:** Revenue funding will be needed to fund the resource requirement and capital funding to establish the acquisition fund to undertake the CPO process.

RECOMMENDATION 3 : Seek Government support for greater flexibility of programme funding

The national Brownfield Housing Fund (BHF) has been a welcome tool to encourage engaged owners and developers to bring forward sites. However, it fails to address the unengaged part of the market, which is arguably the most difficult to tackle and represents a significant part of the brownfield land supply. In addition, the BHF programme currently requires delivery within a relatively short development and construction timescale (by 2024) and with a benefit cost ratio of at least 1 on each site which can cause sites to fall out of the programme. A longer lead in period is required to develop investment ready proposals where the private sector is unable or unwilling to develop on brownfield sites. Also, additional flexibility within programmes would be useful to achieve a programme approach to value for money and BCR. With a more flexible approach more development can be achieved.

In addition, there is a need funding for land acquisition to enable the purchase of sites from absent landowners. This will enable the Combined Authority to acquire land for longer term delivery and enable scaling up and packaging sites together to improve value for money and Benefit-Cost Ratio (BCR), by spreading costs across a portfolio rather than to individual challenging brownfield sites. It will also be useful for additional flexibility to be applied at a programme level for sites that are primarily brownfield, but also contain an element of greenfield, as some industrial sites can sometimes be a mixture of both (e.g. Former Black Cats Fireworks – Kirklees).

The ability to acquire land is already a Mayoral power, but further and more flexible government funding programme, such as an extension to the current BHF programme, could be used regionally to unlock further brownfield land in urban centres. Greater flexibility to acquire land would enable direct control of sites, which can then be de-risked and brought to the market as part of long-term regeneration plans in partnership with developers. This will provide a greater level of shovel-ready opportunities for Registered Providers, SME commercial developers and the wider market. Not only will this increase certainty of delivery, but also increase confidence for further commercial activity on other sites where there has previously been a lack of commercial interest. More flexible funding could also be utilised for a range of uses to enable delivery of wider regeneration initiatives including the reuse of brownfield land for employment and training opportunities within communities, ecological enhancements, open space etc and a useful addition to a levelling up approach with other locally led programmes such as Towns Fund.

- **Timescales:** The recommendation is considered to be a medium-term intervention, if funding routes can be identified such as extensions to current BHF programmes, requiring detailed business case development, but could be bolted onto established local and regional arrangements based on BHF mechanisms.
- **Resources:** Business case development will require resource. Acquisitions would also require resource to manage investment portfolio including provisions to recycle funds.
- **Funding:** Revenue funding will be needed to fund the resource requirement and capital funding to establish the acquisition fund.

2.3 The actions presented are smaller scale interventions that can be achieved locally. The actions are either currently in development or can be introduced within the next 6 – 12 months, with a smaller level of resource and officer time.

ACTION 1: West Yorkshire Brownfield Housing Dashboard: We need to actively promote the level of opportunities on brownfield sites across the region. The Combined Authority has developed the West Yorkshire Brownfield Dashboard, an online mapping tool of every identified housing development opportunity on brownfield land in each of the West Yorkshire Local Authorities. It will give users essential information on location, potential development yield, planning status and policy requirements and housing price data for the local area. It will also allow the user to view constraints identified on the site, to contribute to more informed decisions in purchasing brownfield land and taking forward a development proposal. There is a speculative market in the

sale of brownfield land in which hope value plays a part in distorting the viability of taking development forward. By providing important site information, this will hopefully inform prospective purchasers and avoid them paying over inflated prices and establish more realistic values, which will help to bring forward viable development. In addition to this, the dashboard also highlights services within walking distance for any potential future residents, including access to schools, parks, shops, public transport, ultra-fast broadband etc, highlighting the positive aspects of these development sites.

ACTION 2: Brownfield Toolkit: We need to give developers confidence to take forward brownfield sites and deliver housing. The Combined Authority has drafted online guidance for developers to seek advice on how identified constraints can be overcome. This will be embedded within the Brownfield Dashboard, and signposts users to advice on constraints specifically related to the site they are interested in. The Toolkit gives legible advice on further work to be done on the identified constraint, where they can seek professional advice, who to speak to in the relevant local authority, and any funding available. The advice embedded within the Toolkit should provide a road map to overcoming any potential barriers to delivery and give prospective developers the assurance to take forward a development proposal.

ACTION 3: More Diverse Supply: As a region we need to explore ways of providing more family homes on brownfield sites that also maximise the efficient use of land. There is clearly considerable commercial interest in apartment developments on some brownfield sites. This is likely to maximise commercial returns on sites in which viability may be marginal; and it does align with maximising efficient use of land in the most sustainable locations as brownfield land is typically within urban areas with access to public transport and services. However, with two thirds of supply dedicated to apartment living, there is a dominance of one development type within the brownfield housing supply. To encourage more balanced and sustainable communities, there needs to be a focus on delivering higher levels of family housing and mixed development types on brownfield land. In addition to this, the pandemic has highlighted the importance of open space and more living space to allow for a greater level of home working. Increasing the delivery of 'housing' and 'mixed' development will enable greater access to homes that fulfil these requirements and provide mixed, sustainable and balanced communities. Achieving this aim will require public sector support in some parts of our brownfield market.

ACTION 4: Additional Support for Local Authorities: As a set of partners, we continue to provide an emphasis on prioritising brownfield land in planning for future housing growth. However, with the introduction of a greater level of scrutiny over the viability of sites during the Examination in Public and uncertainty of delivery of challenging brownfield sites compared to greenfield, it is difficult for Local Planning Authorities to promote significant levels of brownfield sites within Local Plans as evidenced over the last few years with increasing greenfield delivery compared to brownfield. We need to investigate how we can offer a higher level of support (resource, expertise, access to funding streams etc.) to assist Local Authorities, beyond that current funding streams of Housing Revenue Fund and Brownfield Housing Land Fund. This

will enable Councils to produce sufficient weight of evidence to prioritise the planning for future housing growth on brownfield land in local plans. The implementation of the programmes within the Recommendations and Actions of this report should also give greater confidence in the deliverability of brownfield sites.

Action 5: Widening the Scope of Development Pipelines: Development Pipelines typically focus on larger sites of 3ha or more, due to the fact they provide greatest returns on site to unit ratio. However, there are significant levels of potential housing units on medium and small sized sites within the brownfield supply. Small problematic sites within urban areas are unlikely to come forward independently, due to difficulties in demonstrating viability. With a greater focus on these smaller sites, (in combination with recommendations above) it will allow the Combined Authority and partners to start packaging up sites and scale up development activity. Through a scaled up programme of sites we can work with, support and build a stronger SME developer base whilst simultaneously tackle problem sites in urban areas. This could also allow the Combined Authority to start packaging up sites to form the basis of joint venture vehicles and entice greater commercial interest in range of opportunities.

Action 6: Enhanced working relationship with Northern Power Grid, Northern Gas Networks, Lead Local Flood Authorities, and the Coal Authority: Prioritising resources and funding to tackle constraints is key to bringing forward brownfield development. We need to establish a more focused response to tackling barriers to delivery on brownfield sites and targeting specific constraints. The constraints assessment of the brownfield housing supply revealed constraints related to ground conditions were the most prevalent. When examining this further, it was found that electric, gas and drainage utilities registered prominently across all sites within West Yorkshire. An enhanced working relationship with Northern Power Grid, Northern Gas Networks and Lead Local Flood Authorities would allow a greater understanding of the potential constraints and the ability to undertake works to divert or work around these assets at the very start of the development process. It would also be beneficial to utilities companies, giving them a better understanding of development pressures on their networks and where infrastructure investments may be required. Regarding closer working with the Coal Authority, this relates to tackling issues relating to brownfield land in areas of former coal mining. This is an especially pertinent issue within the Wakefield Local Authority area, which contains a significant proportion of sites impacted by former coal mine workings. This requires in-depth work to specific issues relating to these constraints and investigate long term solutions for the coal field areas. These 'ground conditions' constraints require specific and targeted funding streams for tackling identified issues and could also provide more focus for resources to expediate overcoming these barriers to delivery.

Action 7: Aligning Data Collection and Monitoring: We need to be smarter and work more closely in the gathering, sharing and use of data across the 5 West Yorkshire local authorities. There would be a positive advantage to

enhance and align all monitoring processes across the LPAs within West Yorkshire, and allow for the greater sharing of best practice. As highlighted within the report, most LPAs do not appear to be monitoring brownfield affordable housing delivery on a site-by-site basis. This places severe limits on the ability to monitor type, tenure and location of affordable housing being delivered within each Local Authority area. Given the Mayor's housing pledge to deliver 5000 affordable and sustainable homes, there is a need to start collecting and monitoring data in smarter way, using a greater level of automation to allow us to get a more detailed picture of past and current delivery and then monitor projected future supply, but also reduce the resource intensiveness of data capture.

- 2.4 The Combined Authority has undertaken regular consultation with each of the West Yorkshire Local Authorities through the course of report writing process. Specifically, the report has been presented to the Strategic Place Officers (SPOG), Heads of Planning (HoP) and the Directors of Development (DoDs), with feedback received at each stage and changes incorporated.
- 2.5 Publishing the West Yorkshire Regional Brownfield Analysis Report will allow the Combined Authority to present evidence with the in-depth analysis with key stakeholders including Department of Levelling Up, Housing and Communities which is currently considering a £300m funding pot for brownfield delivery and build a consensus on the key recommendations and actions to tackle barrier to delivery. DLUHC have expressed interest in the report, and this is considered to opportune time to engage with them and potentially influence forthcoming rounds of funding.
- 2.6 As part of the Devolution discussions with Government the CA had asked for specific and targeted housing and regeneration investment to increase strategic investment and gain control of strategic sites which can bring a more diverse housing offer forward, including more affordable homes, mixed tenure options, and SME and self-build opportunities. The report provides the evidence to seek the tools which provides resources and capacity to actively engage brownfield site owners and where required use the tools which can bring forward development in well- connected sustainable urban areas.
- 2.7 There has also been significant interest in the report from Housing Associations (incl. West Yorkshire Housing Partnership and Northern Housing Consortium working on behalf of northern HA's and LA's), as they look for solutions to accelerating the delivery of affordable homes in the region to deliver on the Mayoral Pledge. Supply of suitable land for housing is cited as a continuing issue for partners.

Brownfield Dashboard (mapping tool)

- 2.8 Since October 2020, the Combined Authority has been in the process of building an online mapping tool to present brownfield sites appropriate for housing within West Yorkshire. This has culminated in the production of the Brownfield Dashboard, which presents spatially represents each brownfield housing site and the following information:

- Site Summary - address, site size and yield, planning data, housing price data and IMD.
- Site Constraints – 4 main categories covering Ground Conditions, Heritage, Environmental and Flood Risk, each with sub-categories covering more detailed elements;
- Access to Services – 5 main categories of facilities with 15 minutes walking distance covering Education, Leisure, Shops & Services, Healthcare, Parks & Open Space, and Infrastructure

2.9 Allowing the Brownfield Dashboard to be publicly accessible, via the Combined Authority website, will provide access to a wide range of stakeholders (landowners, Register Providers, developers, community land trusts etc.) to be able to explore the wide range of brownfield housing opportunities within West Yorkshire. Lack of development opportunities is frequently highlighted by Registered Providers as a barrier to delivering affordable homes, and therefore, the information contained with the dashboard can contribute to meeting the target of delivery 5,000 affordable homes by 2023/24.

3. Tackling the Climate Emergency Implications

3.1 The Brownfield Dashboard incorporates an 'Access to Services' output for each site, which encourages the delivery of housing within locations that are within 15 minutes' walk of essential services and therefore allows access to education, retail, healthcare and other services without the need for a car. This supports the reduction of transport related carbon emissions by encouraging the delivery of homes in well-connected sustainable locations.

4. Inclusive Growth Implications

4.1 As stipulated under paragraph 3.1, the Brownfield Dashboard encourages the delivery of housing within locations that are within 15 minutes' walk of essential services and access to ultrafast broadband. The Brownfield Dashboard, therefore, promotes the ability to encourage new homes in more sustainable locations that allow a greater accessibility to learning/retraining opportunities and enhanced digital inclusion.

5. Equality and Diversity Implications

5.1 The Regional Brownfield Analysis Report and Brownfield Dashboard are directly linked to encouraging the reuse of previously developed land. Many of these brownfield sites are located within urban areas, which are typically neighbourhoods of the highest levels of deprivation in the region. The 'Report and Dashboard are considered essential elements in encouraging development on brownfield sites and to deliver much needed good quality housing within deprived neighbourhoods.

6. Financial Implications

6.1 There are no immediate financial implication of publishing the Regional Brownfield Analysis Report and releasing the Brownfield Dashboard on the Combined Authority website. However, the 'Report does contain a number of recommendations and actions, would require sources of funding to implement.

7. Legal Implications

7.1 It is not considered there are any Legal or Compliance implications of publishing the Regional Brownfield Analysis Report and releasing the Brownfield Dashboard on the Combined Authority website.

8. Staffing Implications

8.1 There are no immediate staffing implications of publishing the Regional Brownfield Analysis Report and releasing the Brownfield Dashboard on the Combined Authority Website. However, the 'Report does contain a number of recommendations and actions, and may require the commission of additional levels of officer resources to implement.

9. External Consultees

9.1 No external consultations have been undertaken.

10. Recommendations

10.1 To note the contents of the report as an up to date evidence base of the regional brownfield housing supply and past 10 years of delivery.

10.2 Consider and comment on the recommendations and actions contained within the report, including how best to reflect and develop the analysis further within the forthcoming regional Housing Strategy work.

10.3 To agree to write to Government to propose they implement the recommendations in paragraph 2.2.

11. Background Documents

There are no background documents referenced in this report.

12. Appendices

Appendix 1 – West Yorkshire Regional Brownfield Analysis Report
Consultation Draft

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Appendix 1 - West Yorkshire Regional Brownfield Analysis Report

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 - 1.3 Data Sources and Collection

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 - 3.2 West Yorkshire Region
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4. Conclusion
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Executive Summary

Delivery

- 1.1 Between 2010 and 2019, nearly 50,000 new homes have been delivered on brownfield sites across West Yorkshire. Delivery has fluctuated over this period, with a low in 2012 of 3,954 units and increasing on a general upward trend until its peak in 2018 at 6,057 units. Delivery by development type has been comparatively even across the categories, with 41% apartment units, 31% housing units and 28% mixed uses units delivered over the ten 10 year period. However, since 2017, apartments have dominated delivery on brownfield sites and on average made up over 50% of delivery over the last 3 years.
- 1.2 When reviewing the site sizes delivered over the period, small and micro sites make up $\frac{3}{4}$ of the schemes delivered since 2010. However, delivery of units is broadly spread across the 4 categories - Large 22%, Medium 31%, Small 26%, Micro 21%. This demonstrates 'Large' category, although fewer in number, make a significant contribution to the overall brownfield housing delivery within the sub-region and provide the best returns.
- 1.3 Monitoring of affordable housing on a site by site basis is very difficult due to the complexities in how affordable housing is secured and delivered. However, the analysis has shown that approximately 4,210 affordable housing units have been directly delivered by Registered Providers across West Yorkshire on brownfield sites, 12.3% of the gross delivery. However, it likely this figure is underestimating affordable housing delivery due to not taking account of acquisitions.
- 1.4 Over the last 10 years, housing delivery has fluctuated considerably within West Yorkshire, on both greenfield and brownfield land. Although delivery of brownfield land has broadly increased since the 2010, as a proportion of the overall (including greenfield) delivery, it has been decreasing and reached a low of 60% of gross in 2019. Between 2010 – 2019, approximately 1,998 residential units were delivered on brownfield sites via permitted development rights, approximately 4% of the gross brownfield housing delivery. This has been primarily focused in Leeds, and the prominent development types are 1 and 2 bed apartments.

Supply

- 1.5 The West Yorkshire brownfield housing land supply currently sits at approximately 58,000 units, which appears to be a relatively healthy volume of residential units. This consists of 26,000 units with a live planning permission, 24,000 potential units on sites with no planning permission and 8,600 units on sites with a lapsed consent. This highlights there are significant level of sites with reluctant or absent landowners, and considerable scope to increase levels of delivery across the region should they these be brought to market.
- 1.6 Approximately half (30,000) of the overall brownfield land supply is currently located within Leeds and over half (approx.16,000) of the consented supply is

also within the local authority area. Brownfield housing delivery is currently experiencing its strongest levels within Leeds, and it appears this will remain the case at least for the short to medium term.

- 1.7 The type of homes likely to be delivered on brownfield land will be dominated by apartments. Approximately two thirds of the consented supply is made up of schemes delivering apartments only, with mixed and housing only schemes making up the remainder. In regards to site sizes, the supply is primarily made up of 'Large' (3ha+) and 'Medium' (1ha – 2.99ha) category sites, making up approximately two thirds of all units, which could result in a lack of opportunities for SME developers.
- 1.8 The gap between the greenfield and brownfield housing supplies appears to be narrowing. Since 2013, the brownfield supply has been on a flat trend, but the greenfield supply has been growing strongly over the period. This is likely due to the recent success in Local Plan production within the region, resulting in alterations to the Green Belt boundaries and increasing the number of greenfield sites being allocated for housing.
- 1.9 There is a strong correlation between increases in the brownfield supply being followed by increases in the delivery the following year. This demonstrates a strong working relationship between the development industry and the Local Planning Authorities (LPAs). This is compounded by LPAs within West Yorkshire achieving an average overall approval of nearly 90%, and 86% of applications being decided in time.
- 1.10 In regard to the constraints assessment of the brownfield housing supply, constraints within the ground conditions theme were found to be the most prevalent. Approximately 82% (600 sites) of all sites within the supply registered as having at least one ground condition constraint. This was followed by Flooding (57.1% - 417 sites), Heritage (43.8% - 320 sites) and Environmental (33.6% - 320 sites) as registering at least one constraint on site.

Recommendations and Actions

- 1.10 In order to release more land for development to deliver much need homes, action is required at a national level to provide a range of incentives to encourage owners to implement current planning permissions and provide impetus for absentee landowners to bring their sites to market. Section 4 sets out a series of 'Recommendations' and 'Actions', based upon the analysis in the report, to stimulate the delivery of housing on brownfield land within West Yorkshire
- 1.11 The 'Recommendations' are large scale interventions targeted at tackling barriers to delivery at a national and regional level. These are likely to involve the use of additional funding streams, resources and officer time, and would require longer timescales to implement. The 'Actions' are smaller scale interventions, which will be targeted at specific barriers to delivery and involve smaller levels of resource and officer time. The actions are either currently in development or can be introduced within the next 6 – 12 months.

1. Introduction

1.1 Background and Context

National Context

1.1.1 In February 1998, the UK Government introduced a nationally set target of 60 percent of all new developments to be built on brownfield land. This target was introduced into the national planning guidance through Planning Practice Guidance 3: Housing (PPG3), which stipulated Local Planning Authorities should continue to make effective use of land by re-using land that has been previously developed. Planning Policy Statement 3 (PPS3) published in November 2006, reiterated the Government's commitment to the 60 per cent target for new homes built on brownfield land, stressing that local authorities should continue to prioritise brownfield land in their plans and "take stronger action" to bring more brownfield land back into use.

1.1.2. In March 2012, national planning guidance undertook a significant revision with all PPGs and PPSs superseded by the National Planning Policy Framework (NPPF). The NPPF removed the nationally set brownfield target and introduce the ability for Local Planning Authorities to set justified local targets. Additionally, the NPPF also introduced the limited infilling or the partial or complete redevelopment of previously developed brownfield land within the green belt, with the exception that it would not have a greater impact on the openness of the green belt and the purpose of including land within it than the existing development.

1.1.3. On the 10th March 2016, Communities Secretary Greg Clark announced a list of 73 councils that would be at the forefront in bringing forward derelict and underused land for new homes across England. The 15 councils with the most brownfield land at the time, according to official statistics, agreed to take part in the scheme, while a further 58 councils were selected following a competition. The councils would pilot one of the new brownfield registers, with each council receiving £10,000 in funding from the Government to establish their register.

1.1.4. The registers provide housebuilders with up-to-date and publicly available information on all suitable brownfield sites available for housing locally. It was intended that this should help housebuilders identify suitable sites quickly, speeding up the construction of new homes. They also allow communities to draw attention to local sites for listing, including in some cases derelict buildings and eyesores that are primed for redevelopment. All councils across England are encouraged to continue offering up brownfield sites to deliver the homes their residents want and need.

1.1.5 Since the introduction of Brownfield Land Registers, there is an increased ability to quantify the levels of brownfield land potentially appropriate for housing. Set out below are some key national statistics relating to the availability of land and sites across England in 2019:

- Brownfield Land Registers show that there is enough brownfield land for an estimated 1,061,346 housing units over nearly 21,000 sites, covering almost 25,000 hectares.
- Planning permission for 565,564 units, or 53% of the total brownfield housing capacity.

- There have been 2,689 net additions to the registers since their conception, providing an additional 145,206 housing unit capacity.

(Source: State of Brownfield 2020 – CPRE 2020)

Regional and Local Context

1.1.6 In May 2008, the Government Office Yorkshire and the Humber adopted 'The Yorkshire and Humber Plan – Regional Spatial Strategy to 2026' (RSS). The RSS established a statutory strategy for guiding development within the region for 15 to 20 years, shaping aspirations for the economy, housing, transport, the built environment and the natural environment. A key aspect of the RSS was shaping future housing growth within the region, as set out within the spatial distribution of the housing requirement and policies covering key aspects such as affordability, delivery, mix etc. Within these housing policies, the Government Office' established a regional target of 65% of all new housing to be located on brownfield land, with each Local Planning Authorities (LPAs) required to contribute towards achieving this aspiration.

1.1.7 On 22nd February 2013, the 'Yorkshire and Humber Plan (Regional Spatial Strategy) to 2026' was revoked by order of the Secretary of State of Communities and Local Government. Since the revocation, LPAs within West Yorkshire have been able to set local targets for development to be delivered on brownfield land. Each LPA within West Yorkshire establish an aspiration to maximise the delivery of housing on brownfield sites. Bradford (50%), Leeds (65%) and Wakefield (65%) have established brownfield targets within adopted Local Plans.

1st West Yorkshire Brownfield Land Review (2007 – 2014)

1.1.8 In 2015, the West Yorkshire Combined Authority undertook the first regional Brownfield Land Review (BLR) for the Leeds City Region. The BLR (2015) set out an analysis of the supply of sites for housing and employment in the year 2015, and the delivery of sites for housing and employment between 2007 to 2014. The review was undertaken through the following 4 steps:

1. Review of development delivered on brownfield sites (2007 to 2014) housing and employment for all LCR authorities and understand the spatial distribution;
2. Quantify the amount of brownfield land in both the housing supply and allocated for employment use for all LCR authorities and understand the spatial distribution;
3. Quantify the amount of brownfield land in the current supply with planning permission for all LCR authorities and understand the spatial distribution;
4. Undertake an assessment of barriers / constraints to delivery on a sample of brownfield sites applying a threshold of 3ha / 100units;

1.1.9 The key objectives of the 'Review were to establish:

- An understanding of delivery trends on brownfield land and set out the issues faced in the LCR;
- An understanding of the number of brownfield sites with planning permission for housing will help to demonstrate the need to incentivise developers to implement housing permissions.

- A review of the current constraints / barriers to delivery on a sample of brownfield sites to inform potential solutions.
- Mapping of brownfield sites across the LCR will provide a spatial picture of the LCR position

1.1.10 The analysis undertaken as part of the 'Review gave the following primary outputs relating to supply and delivery:

- 99,447 housing units within the supply, of which 32,360 had planning permission in West Yorkshire;
- Approximately 25,000 units delivered between 2007 and 2014 in West Yorkshire;
- Peak delivery year of 2007/08, with almost 6,000 residential units delivered;
- Lowest levels of delivery was 2013/2014, with only 1,944 residential units delivered in West Yorkshire.

2nd West Yorkshire Brownfield Land Review (2015 - 2019)

1.1.11 The Brownfield Land Review was updated in September 2020, with the same objectives as that of the 2015 'Review, but with a timescale of delivery between 2015 and 2018. An additional data request was undertaken shortly after the 'Review to bring these timescales up to the last monitoring year of 2019. The analysis undertaken as part of the 2nd 'Review gave the following primary outputs relating to supply and delivery:

- 47,635 potential housing units within the supply, of which 23,964 had planning permission within West Yorkshire;
- Approximately 16,595 units delivered between 2015 and 2019 in West Yorkshire;
- Peak delivery year of 2019, with 5,736 residential units delivered in West Yorkshire;
- Lowest levels of delivery was 2012, with only 2,350 residential units delivered in West Yorkshire;

1.1.12 The data of the first and second Brownfield Land Reviews on housing delivery on brownfield sites has been collated in Figure 1 below. It appears delivery peaked in years 2007/8 prior to the financial crisis, but then dropped to its lowest level in 2012. However, the figures demonstrate that housing delivery started to climb steadily from 2013, with the units delivered in 2019 being close to those being delivered during the peak of pre-financial crisis levels in 2007.

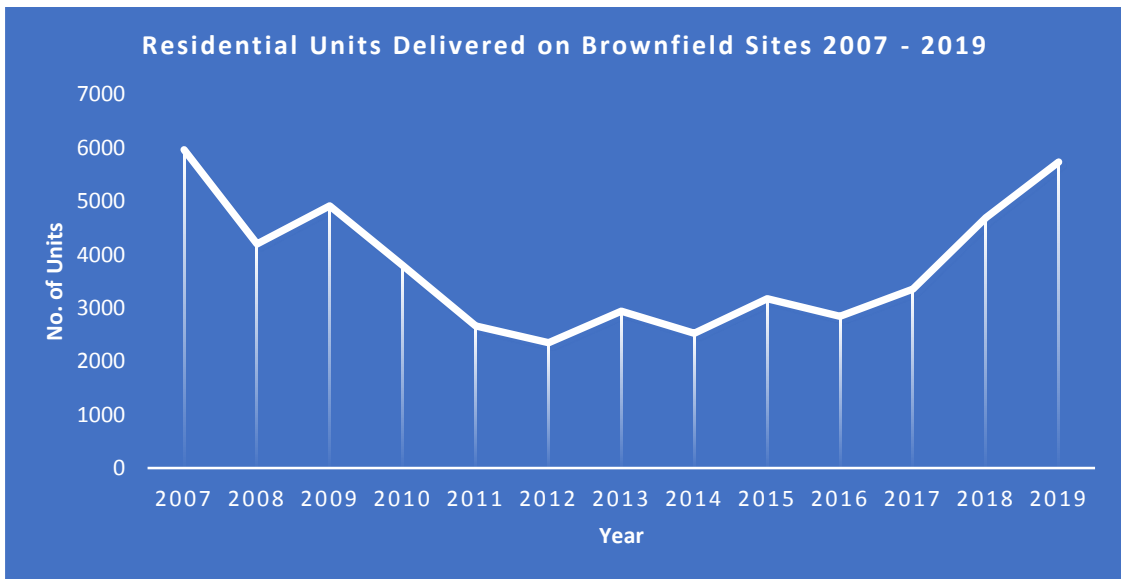


Figure 1: Residential Units Delivered on Brownfield Sites 2007 – 2019 (Source: WYCA – Brownfield Land Review 2015 & 2020).

1.2 Data Sources and Collection

1.2.1 In July 2017, the government established through Regulation 3 of the Town and Country Planning (Brownfield Land Register) Regulations 2017 the requirement for all local planning authorities in England to prepare, maintain and publish registers of previously developed (brownfield) land by 31 December 2017. Brownfield sites that meet the relevant criteria must be entered in Part 1 of brownfield land registers. Sites entered in Part 2 of the brownfield land registers are granted permission in principle. Regulation 17 requires local planning authorities to review their registers at least once a year. However, the level of information held on the registers relating to site characteristics and the levels of constraints is considered limited.

1.2.2 Previously, Government collected information on brownfield land through the national land use database (NLUD) which was operated by the Department for Communities and Local Government. However, since 2010 there has been no obligation for national or local government to collect information on brownfield sites for NLUD. Sites considered suitable for housing development are now identified in Strategic Housing Land Availability Assessments (latterly Housing and Employment Land Availability Assessments), where more detailed analysis of individual sites may be carried out. However, Strategic Housing Land Availability Assessments (SHLAAs) are largely based on sites brought forward by developers, and often do not report those not being promoted and also includes greenfield sites. SHLAAs are also often inconsistent in terms of presentation, style and format, making aggregation of data at a national and regional level difficult.

1.2.3 The Planning and Compulsory Purchase Act 2004 introduced the requirement for Local Planning Authorities to prepare and monitor Local Development Frameworks for the Local Authority area. This is commonly referred to as the Annual / Authority Monitoring Report (AMR). The subsequent Local Planning Regulations 2012 removed the requirement for local planning authorities to submit an Annual Monitoring Report to the Secretary of State, but retained the overall duty on Authorities to monitor. The primary purpose of the AMR is to assess the implementation of the Local Development

Scheme and the extent to which policies in Local Development Documents are being achieved. It also enables the Council to share the performance and achievements of the planning service with the local community at least once per annum. Key performance outputs include annual housing completions and brownfield housing delivery across Local Authority areas. For the purpose of this report, data relating to gross housing completions and gross total brownfield delivery for each of the 5 Local Authorities within West Yorkshire (Bradford, Calderdale, Kirklees, Leeds and Wakefield) has been taken from the applicable LPA's Annual / Authority Monitoring Reports from 2010 – 2019.

1.2.4 Since 2015, the West Yorkshire Combined Authority has collected data on the supply and delivery of Brownfield sites across the Leeds City Region (LCR). This has enabled the Combined Authority to publish updates (Brownfield Land Reviews - 2015 and 2020) on the status of the supply and delivery of homes and employment on brownfield sites across the LCR. The Leeds City Region geography covered local authorities beyond just West Yorkshire, are consisted of a total 10 LA areas including Barnsley, Bradford, Calderdale, Craven, Harrogate, Kirklees, Leeds, Selby, Wakefield and York. The Brownfield Land Reviews have broadly examined the levels of residential units and employment floorspace delivered on brownfield sites between 2007 – 2014, and again between 2015 – 2019. The Reviews also examined the status of supply of brownfield sites for housing and employment in the years 2014 and 2019, setting out those with planning consent (live and lapsed) and the number of potential units and levels of floorspace.

1.2.4 In January 2021, the Combined Authority completed a data request in partnership with the five West Yorkshire Local Authorities to obtain an up-to-date data set of the supply (as of 1st April 2020) and delivery (2010 – 2019) of housing on brownfield sites within West Yorkshire. The data set of contains the following information for each site:

- Site Details: Address, Planning Permission, Yield, Size, Local Plan Status and Ownership
- Constraint Data: Ground Conditions, Heritage, Environmental and Flooding;
- Access to Service: Education, Leisure, Shops & Services, Healthcare, Parks and Open Space, and Infrastructure.

1.2.5 As stated above, gross figures relating to housing completions and gross total brownfield delivery has been derived from LPA's AMRs. However, the data set composed from the January 2021 request has formed the basis of the detailed delivery analysis (Section 2) relating to the following within this report:

- Development Types
- Development Size Categories
- Affordable Housing
- Spatial Distribution
- Planning Permissions – Live Consents, Expired and No Consents
- Constraints

A copy of the data request table can be found within Appendix 1 of this report.

1.2.5 Due to the inconsistent data collection and recording methods used within the AMRs and the Combined Authority requests, the two sets of data do not tally. For this reason, the detailed analysis set out within 1.2.4 is considered to be a non-exact representation of the gross total housing delivery data derived from each of the Local Authority's AMRs.

1.3 Purpose of the Report

1.3.1 The purpose of this report is to present a deep dive analysis of all sites within current West Yorkshire brownfield housing supply and all units delivered on brownfield sites between 2010 – 2019. This will give the Combined Authority and partner organisations a better understanding of the past ten years of delivery, and the sites within the current supply.

1.3.2 A key element of the deep dive analysis is the assessment of sites against the constraints data. This will allow the Combined Authority to start quantifying the most prominent issues restricting the delivery of brownfield sites for housing across the region. A summary of the key output for the report will be as follows:

- Set out the results of the in-depth analysis of development delivered between 2010 and 2019/20, and present key findings;
- Establish the analysis undertaken of the high-level constraints identified in the WY Brownfield Housing Sites List;
- Set out the results of the in-depth analysis of the sites stalled within the 'Supply and present key findings;
- Present recommendations for expediting the delivery of housing on brownfield sites.

2. Brownfield Delivery 2010 – 2019

2.1 Background

2.1.1 In January 2021, the Combined Authority completed a data collection exercise in partnership with each of the West Yorkshire local authorities. The data collection exercise sought information on two key areas of brownfield housing sites from each Local Authority:

1. Brownfield housing sites¹ within the current supply;
2. Brownfield housing sites¹ delivered between 2010 – 2019.

2.1.2 The following analysis is based upon data from each of the West Yorkshire Local Planning Authorities Annual / Authority Monitoring Reports and the aforementioned data collection.

2.2 West Yorkshire Region

Overall Delivery

2.2.1 Between 2010 and 2019, approximately 49,362 new homes have been delivered on brownfield sites across West Yorkshire. Delivery over this 10-year period has seen some significant fluctuation, with output at its lowest level in 2012 at 3,954 units and increasing on a general upward trend until its peak in 2018 at 6,057 units. The table below sets out the delivery of residential units across the region between 2010 and 2019.

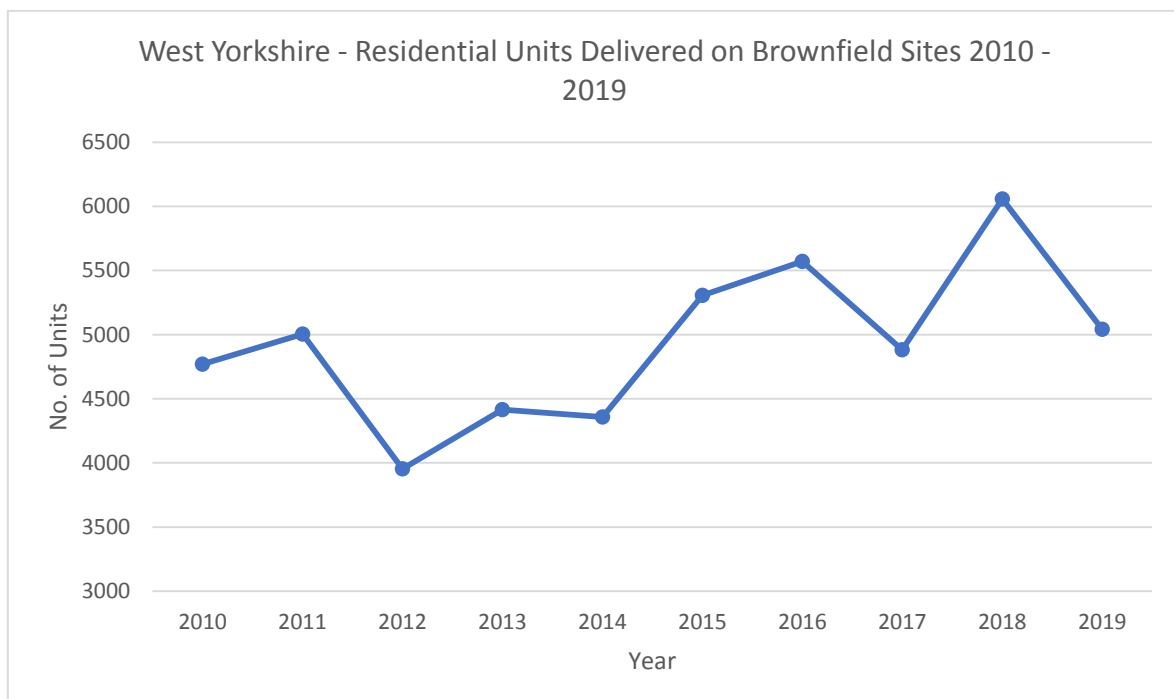


Figure 2: West Yorkshire Residential Units Delivered on Brownfield Sites 2010 2019 (Source – West Yorkshire Local Planning Authority AMRs).

¹ Site size threshold 0.3ha or 10 units.

2.2.2 Delivery trends within each of the 5 Local Authorities areas within West Yorkshire does differ, with Bradford and Calderdale remaining on fairly steady delivery output across the monitoring period, but Wakefield, Kirklees and Leeds experiencing significant levels of variance in the last 10 years. The chart below sets out the brownfield delivery levels and how this has changed between 2010 – 2019. What is evident from the chart is the significant proportion of the total regional brownfield delivery is within the Leeds local authority area, accounting for approximately 50% of all brownfield housing delivered across West Yorkshire in 2019. It is also noticeable from comparing Figures 2 and 3, how much the brownfield delivery output within Leeds impacts upon the West Yorkshire total.

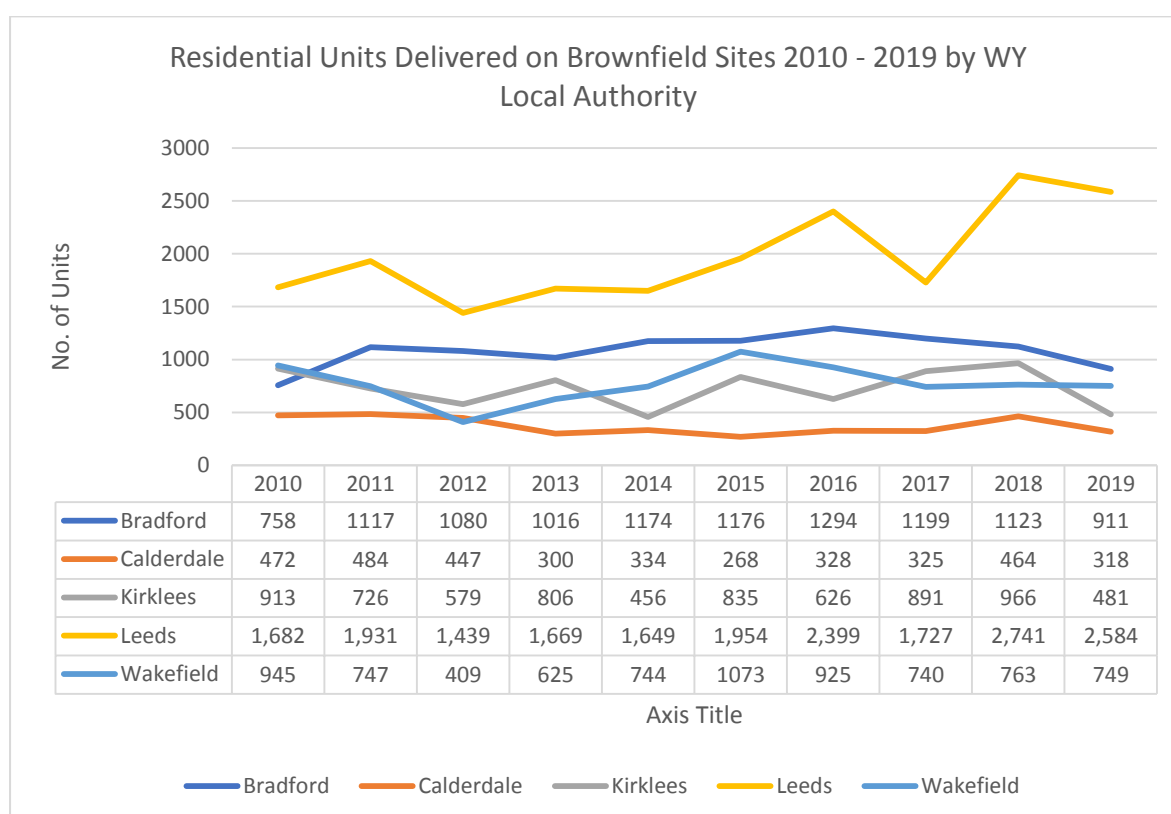


Figure 3: Residential Units Delivered on Brownfield Sites 2010 – 2019 by WY Local Authority (Source: West Yorkshire Local Planning Authority AMRs)

Development Types

2.2.4 To ascertain the make-up of housing developments delivered on brownfield sites between 2010 and 2019, the overall delivery figure has been broken down in three main categories of development type:

- Housing
- Apartments
- Mixed (Developments involving both housing and apartments)

2.2.5 Between 2010 – 2019, delivery by development type has been comparatively even across the categories, with 41% apartment units, 31% housing units and 28% mixed uses units delivered over the ten 10 year period.

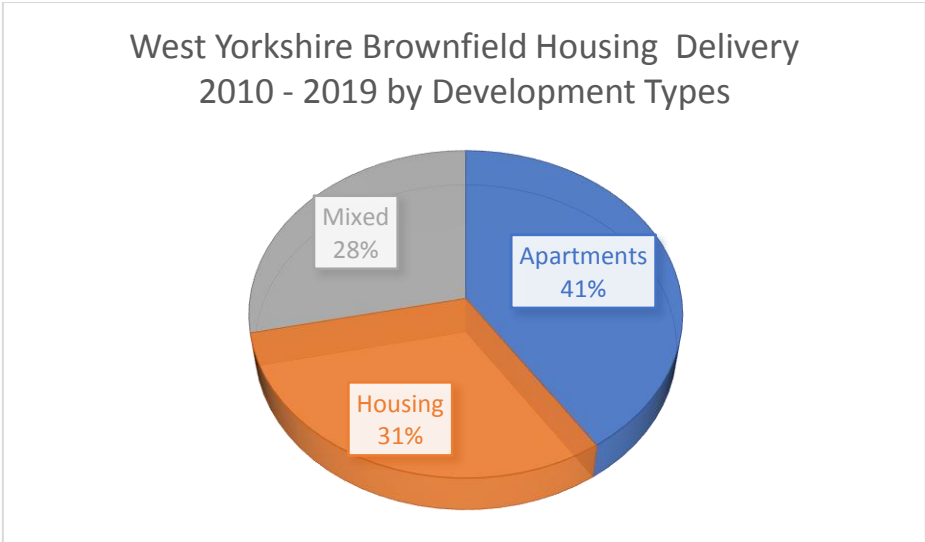


Figure 4: West Yorkshire Brownfield Housing Delivery 2010 – 2019 by Development Type (Source: January 2021 WY Data Collection)

2.2.6 Development type delivery has fluctuated across at regional level within the delivery period. Housing delivery has been relatively consistent since 2010, with moderate increases in 2018 and 2019 following a sharp decrease in 2017. However, apartment delivery has experienced steady growth over the period, with significant increases since 2015, with this development type dominating the total delivery in 4 out of the last 5 years. Significant levels of apartment delivery on brownfield land may be due to the fact these sites are primarily in highly accessible locations, in or close to established city or town centres. This is likely to drive the supply of high-density development, such as apartments, to make the most efficient use of land in these sustainable locations; and potentially maximise the financial return from the site, especially if viability is marginal.

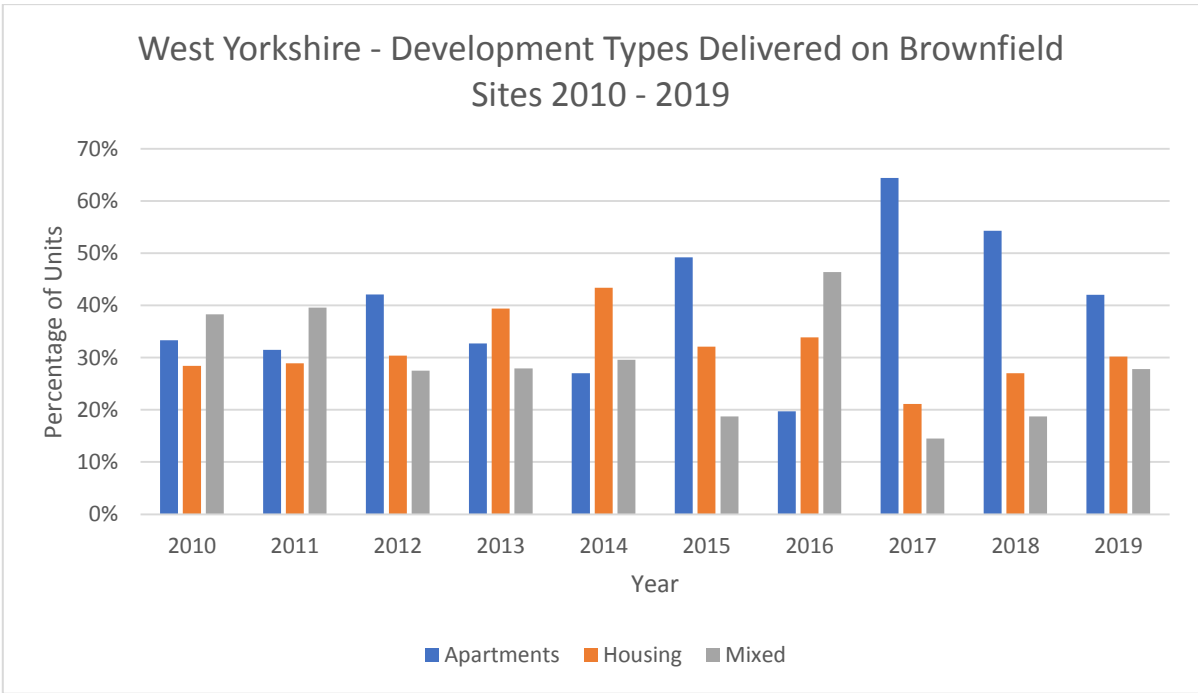


Figure 5: West Yorkshire Development Types Delivered on Brownfield Sites 2010 – 2019 (Source: January 2021 WYCA Data Collection)

2.2.7 The sharp rise in the delivery of apartments since 2015 is also likely due to the sharp increase in sales values of new build flatted development in England since 2014. West Yorkshire sales values for new build flatted development reached their lowest point in 2014 during the 10 year delivery period with an average sales price of approximately £107,000. Values started rising again the following year in 2015, and have continued to increase over the delivery period, with an average sales value in 2019 of £156,000.

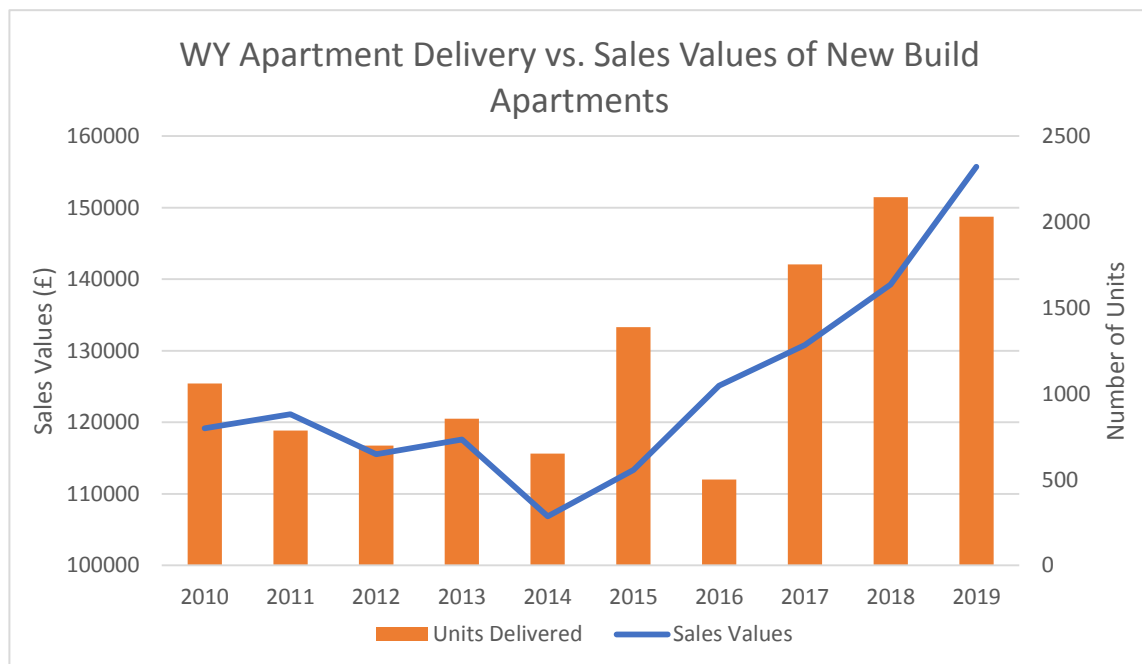
Figure 6: West Yorkshire Apartment Delivery vs. Sales Values of New Building Apartments 2010 – 2019 (Source: January 2021 WYCA Data Collection & ONS HPSSA 13).

Development Sizes

2.2.8 A review of development sizes (based on hecterage of the site) has been undertaken to determine levels of delivery across a range of site sizes, and to give an indication of how developer size impacts upon the total levels of delivery across the sub-region. To enable an analysis of development sizes delivered between 2010 – 2019, the delivery sites have been split into 4 categories:

- Micro (below 0.3ha)
- Small (0.3ha – 0.99ha)
- Medium (1ha – 2.99ha)
- Large (3ha+)

2.2.9 An approximate total of 49,362 residential units have been delivered on brownfield land across West Yorkshire between 2010 – 2019. Delivery has taken place on site on a range of different site sizes across the sub-region,



from sites which measure 0.01ha to 32ha, and those delivering 1 unit to 1,385 units. This signifies there are a variety of different size developers involved in

the delivery of housing on brownfield sites. Figures 7 and 8 below sets out a proportional representation of the total brownfield delivery between 2010 – 2019 by site size categories:

2.2.10 It is clear from the chart above that sites within the ‘Large’ category, although fewer in number, make a significant contribution to the overall brownfield housing delivery within the sub-region. On a site to unit delivery ratio, the large category sites out perform all others; and therefore it is understandable why many Local Authority and Combined Authority pipelines and funding mechanisms focus on sites of these sizes as it presents the most efficient use of officer time and resource. However, the level of delivery within the Small and Micro size categories is significant, making up nearly half of the total brownfield housing delivery over the study period. This category is slightly skewed by the number of large apartment schemes delivered on sites under 1ha; therefore although the site size does appear minor, these are developments of substantial scale. To enable a more granular analysis of the contribution of different site sizes to brownfield delivery, this has been broken down into ‘housing only’ developments (not including apartments and mixed types) delivered between 2010 – 2019.

Figure 7: West Yorkshire - Number of Sites Delivered (2010 - 2019) by Size Categories

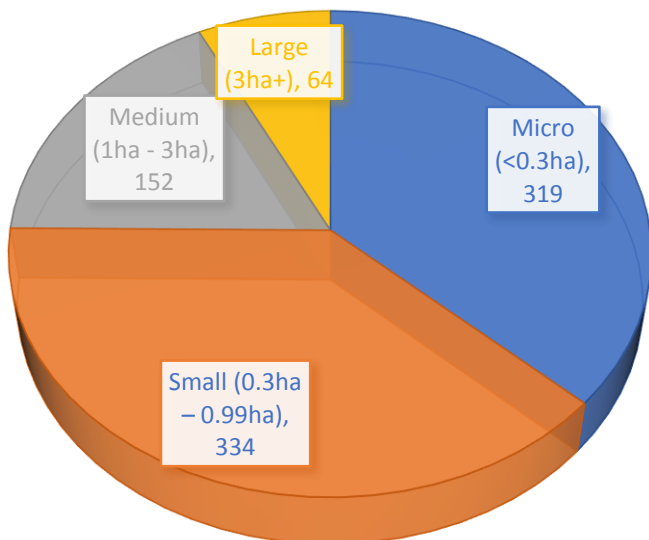
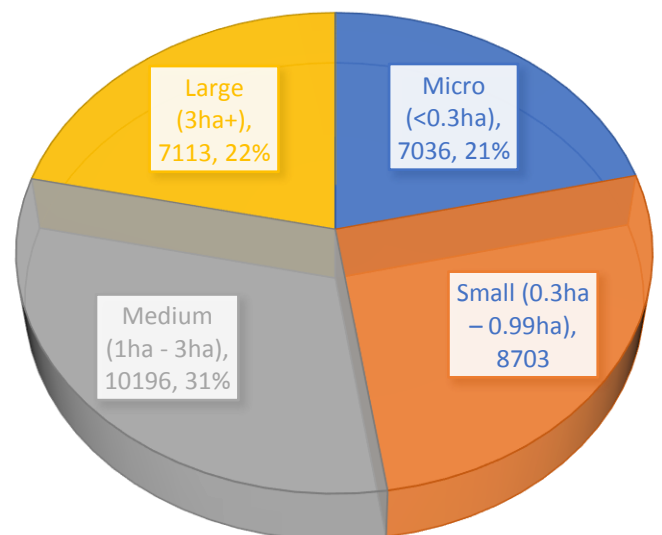


Figure 8: West Yorkshire - Number of Units Delivered (2010 - 2019) by Size Categories



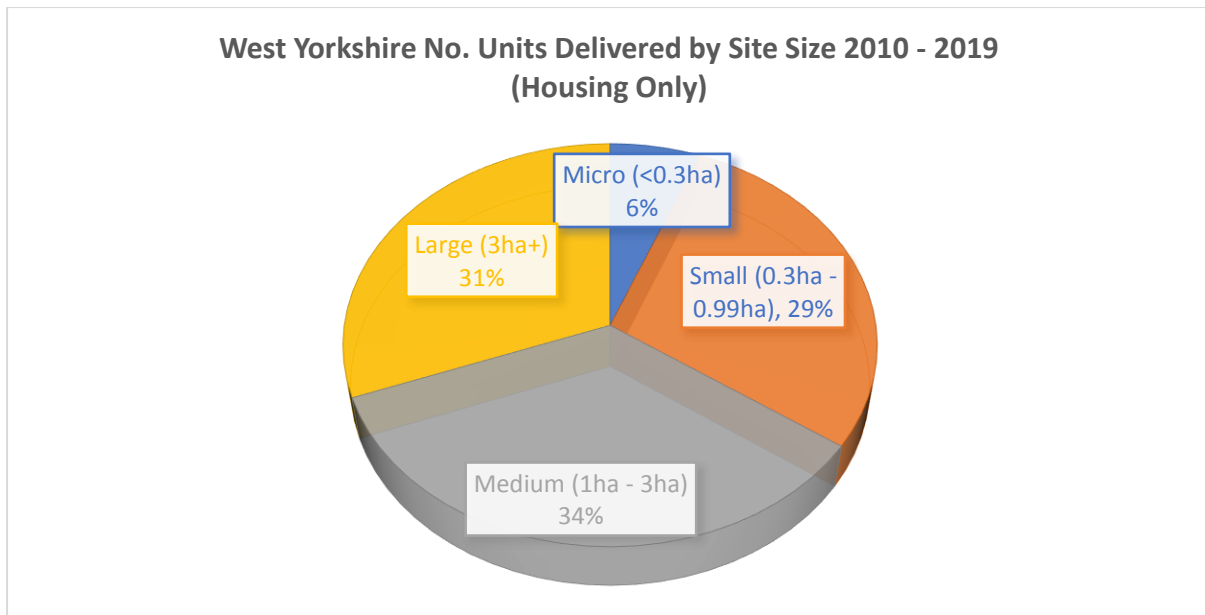


Figure 9: West Yorkshire Number of Units Delivered by Site Size 2010 – 2019 (Source: January 2021 WYCA Data Collection)

2.2.11 It's clear from the chart above that there is a broad range in delivery across the site categories, which signifies the array of developers active on brownfield sites within the sub-region. Volume housebuilders appear to be providing the majority of housing on brownfield sites, with two thirds of delivery on 'Large' and 'Medium sites. However, the SME developer are making a valuable contribution to housing delivery, with a third of all housing delivered on brownfield land since 2010.

Affordable Housing

2.2.12 The National Planning Policy Framework defines affordable housing as:

“housing for sale or rent, for those whose needs are not met by the market (including housing that provides a subsidised route to home ownership and/or is for essential local workers); and which complies with one or more of the following definitions:

- *Affordable housing for rent*
- *Starter homes*
- *Discounted market sales housing*
- *Other affordable routes to home ownership*

2.2.13 Affordable housing is primarily delivered through planned development schemes in three ways, direct delivery by a registered provider with the Regulator of Social Housing; property is built by a developer and then purchased by an approved provider as part of a larger scheme on site; a financial contribution is made via a S106. The latter may be in the form of an agreement for off-site provision elsewhere. The differing methods of affordable housing provision makes the monitoring of delivery difficult, especially whilst

limiting this to brownfield sites only. Taking this into account, the affordable housing delivery analysis will incorporate the direct delivery by registered providers only.

2.2.14 Between 2010 – 2019, approximately 4,210 affordable housing units have been directly delivered by Registered Providers across West Yorkshire on brownfield sites. This makes up 12.3% of the total delivery figure of 34,082 units delivered over the last 10 years. It is highly likely the amount of affordable housing delivered on brownfield sites exceeds 12.3%, as the analysis does not take account of affordable units delivered by private developers and the stock then transferred to a register provider. However, due to the volume of applications and the difficulties in accounting for affordable housing delivery (highlighted above), it has not been possible to ascertain a firmer understanding of this development type. The graphic below sets out the distribution of 4,210 affordable housing units across West Yorkshire.

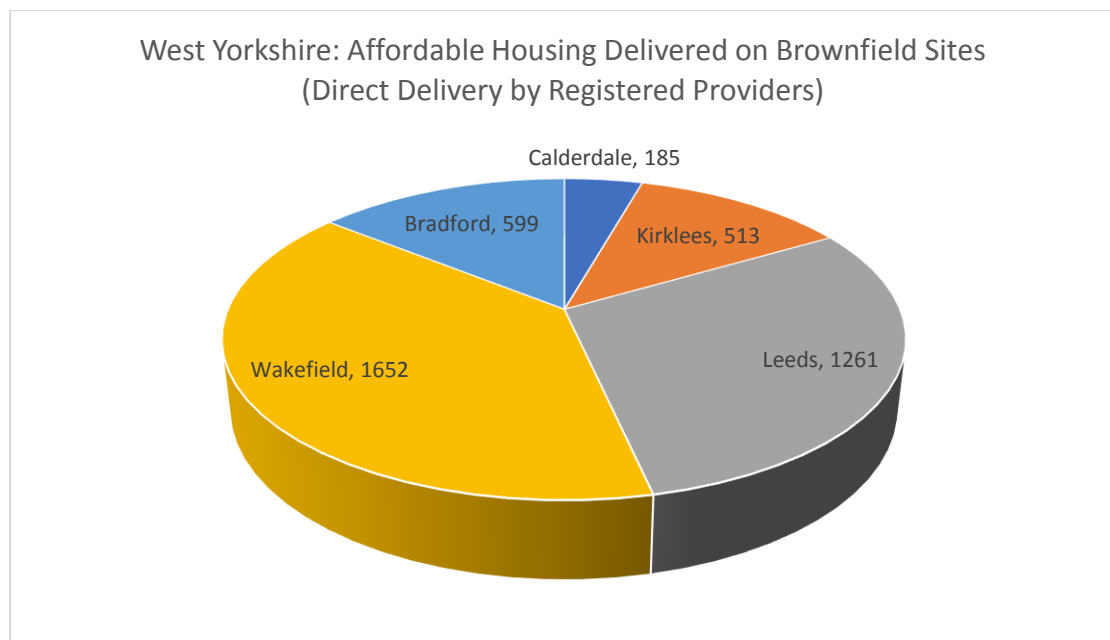


Figure 10: West Yorkshire Affordable Housing Delivered on Brownfield Sites (Direct Delivery by Registered Providers) (Source: January 2021 WYCA Data Collection)

Greenfield vs. Brownfield Delivery

2.2.17 Over the last 10 years, housing delivery has fluctuated considerably within West Yorkshire, on both greenfield and brownfield land. Although delivery of brownfield land has broadly increased since 2010, as a proportion of the gross housing delivery in West Yorkshire, it was on downward trend and reached a low of 60% 2019.

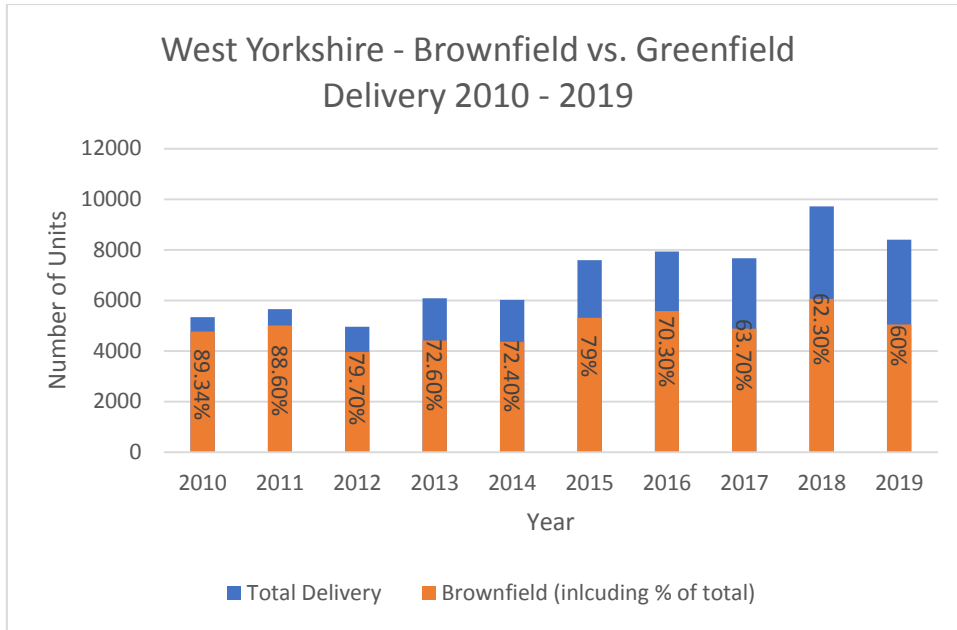


Figure 11: West Yorkshire Brownfield vs. Greenfield Delivery 2010 – 2019 (Source: West Yorkshire LPA AMRs)

2.2.18 Figure 12 below demonstrates how brownfield delivery, as a proportion of the overall total delivery in the region. The recent peak levels of brownfield delivery have failed to buck the downward trend, and since 2017, the region has dropped below the former RSS brownfield target of 65%.

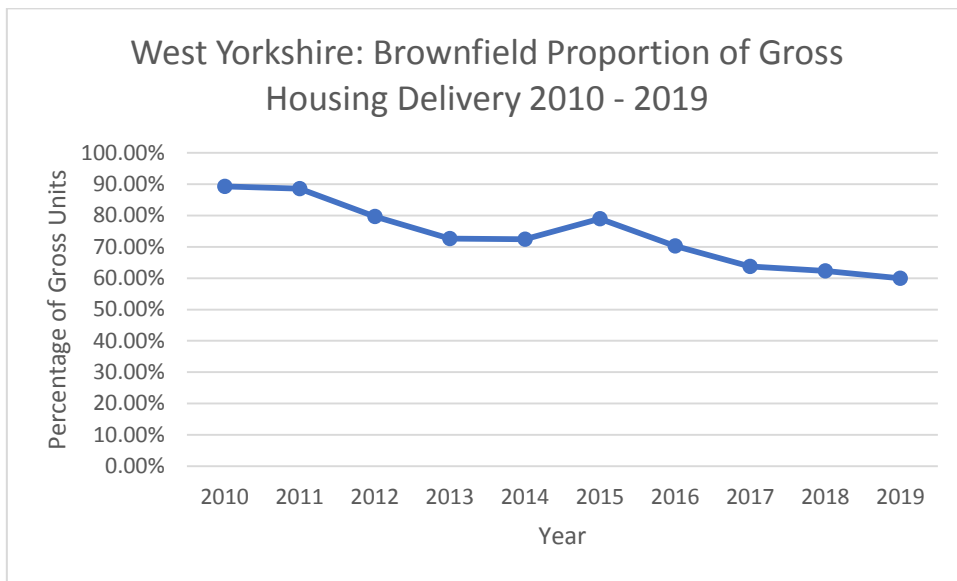


Figure 12: West Yorkshire Brownfield Proportion of Gross Housing Delivery 2010 - 2019

Permitted Development

2.2.19 In effort to boost housing delivery and cut down on what was considered too much ‘red tape’ within the planning system in England, the Government has published the Town and Country Planning (General Permitted Development) (Amendment) (England) Order 2013, in May 2013. The revised ‘Order introduced a number of changes to permitted development rights, but perhaps

the most significant of which was the permitted change from Office (formerly B1a) to Residential (C3). A number of areas across the country are exempt from the office to residential change of use permitted development right 2013, but these all fall outside the West Yorkshire region.

2.2.20 Between 2010 – 2019, approximately 1,998 residential units were delivered on brownfield sites via permitted development rights. The following is a breakdown by LPA of the number units delivered by way of permitted development rights via prior notification / approval:

Local Planning Authority	Number of Units	Percentage of Brownfield Delivery
Bradford	570	5.25%
Calderdale	222	5.94%
Kirklees	78	1.07%
Leeds	912	4.61%
Wakefield	216	2.8%
WY TOTAL	1998	4.05%

Figure 13: Brownfield Delivery by permitted development rights by LPA

2.2.21 All 1,998 units delivered through permitted development consist of apartment schemes, with the majority being 1 bed and 2 bed flats. Within Bradford, Calderdale, Kirklees and Wakefield, all schemes delivered under permitted development are former office buildings, but within Leeds local authority area, a number of units are within former industrial and commercial premises.

2.3 Bradford

ABOUT THE DATA: The detailed analysis to follow is based upon the data request returned to the West Yorkshire Combined Authority by the City of Bradford District Council. Due to irregularities in the Council’s housing monitoring systems, the following analysis is based upon data from years 2013 – 2019.

Overall Delivery

2.3.1 Approximately 10,848 new homes have been delivered on brownfield sites across the Bradford District between 2010 and 2019. Delivery over this 10 year period has been reasonably consistent, with output at its lowest level in 2010 at 758 units and gradually increasing until it’s peak in 2016 at 1,294 units. The table below sets out the delivery of residential units across the District between 2010 and 2019.

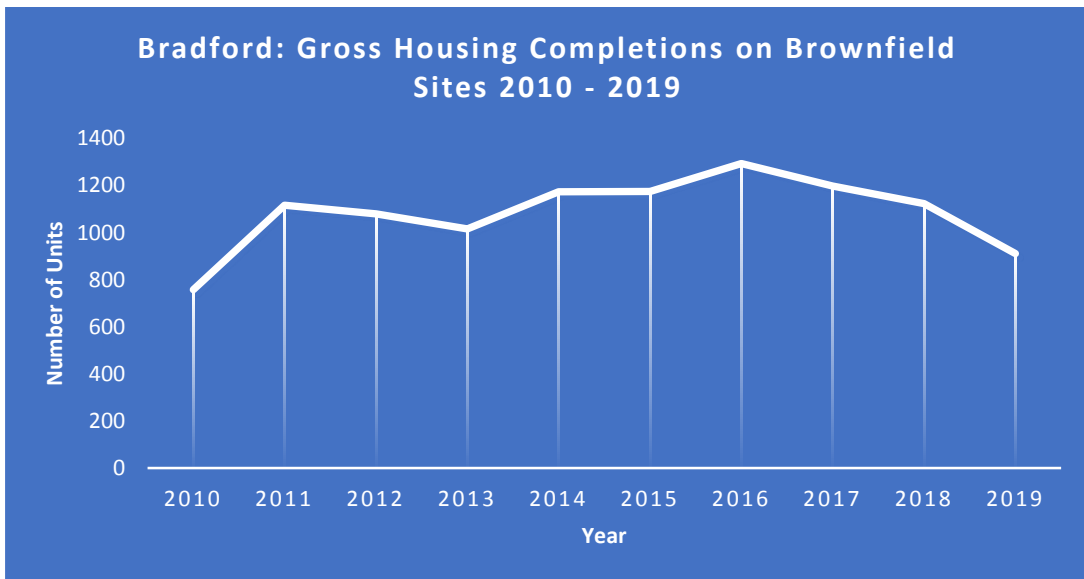


Figure 14 – Bradford Gross Housing Completions on Brownfield Sites 2010 - 2019

Spatial Distribution

2.3.3 Below is a visual representation of the spatial distribution of brownfield sites delivered across the Bradford District over the last 10 years. It is clear from the map the greatest concentrations of brownfield housing sites are within the main urban areas of Bradford, Keighley and Shipley. City Ward, which covers the majority of the Bradford City Centre, contains the greatest concentration of brownfield housing sites delivered between 2013 – 2019. Neighbouring wards with the main Bradford urban area of Royds, Bowling and Barkerend, Ecclesill and Tong also contain high levels of housing delivery. Other hot spots across the District include Keighley East, Keighley West, Ilkley and Baildon.

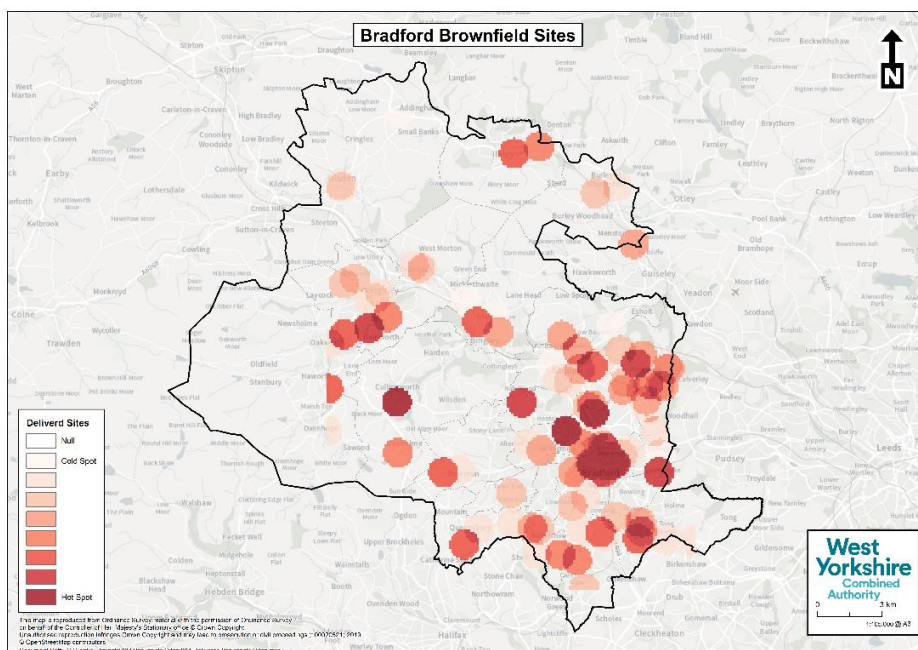


Figure 15: Heat Map of units delivered on brownfield sites in Bradford District 2010 - 2019

Development Types

2.3.4 Between 2013 – 2019, delivery within Bradford by development type has favoured the housing schemes, making up 47% of the overall total figure for the monitoring period. A significant proportion of the total delivery figure is apartment schemes, making up 33% of all properties delivered. The remaining proportion is made of ‘mixed’ schemes, comprised of schemes including both housing and apartments, with 20% of the total delivery.

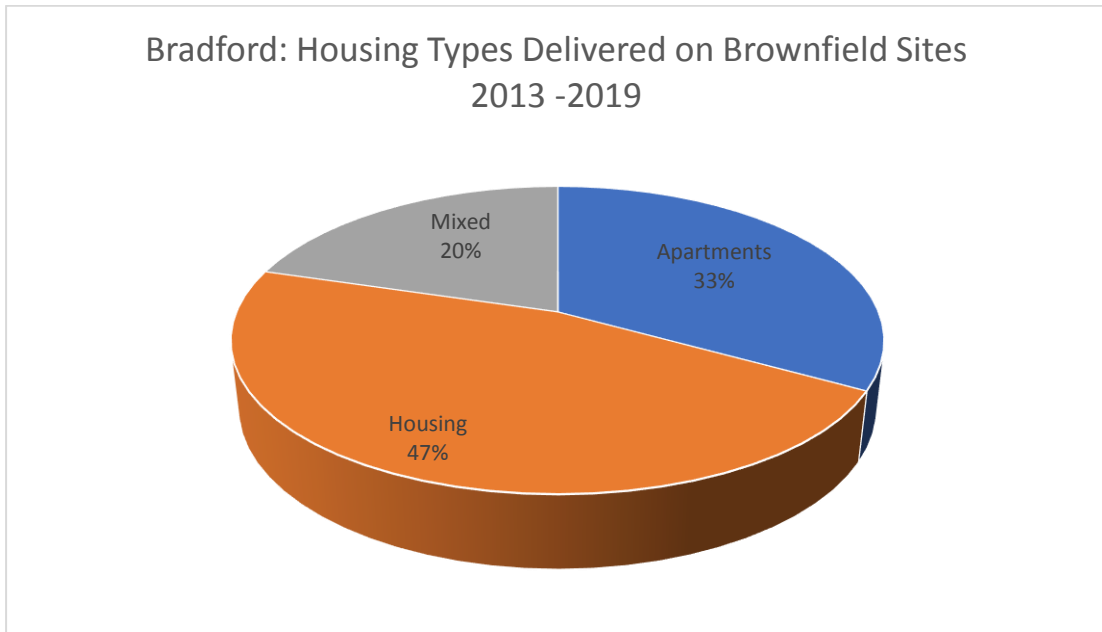


Figure 16: Bradford Housing Types Delivered on Brownfield Sites 2013 – 2019 (Total)

2.3.5 Development type delivery has fluctuated within the District over the delivery period. Housing delivery has followed an upward trend since the lowest levels of 2014, other than a sharp drop in 2018. Apartment delivery has remained relatively low throughout the period, but this has increased significantly in the previous 2 years, with apartments dominating development type in 2018 and performing strongly in 2019. This may be due to the adoption of the Bradford City Centre Area Action Plan (AAP) in 2017, which allocated sites for a minimum of 3,500 residential units, with a requirement for high density development. This may also be a result of developers responding to the changes to the General Permitted Development Order in 2013, which introduced the permitted change from office to residential.

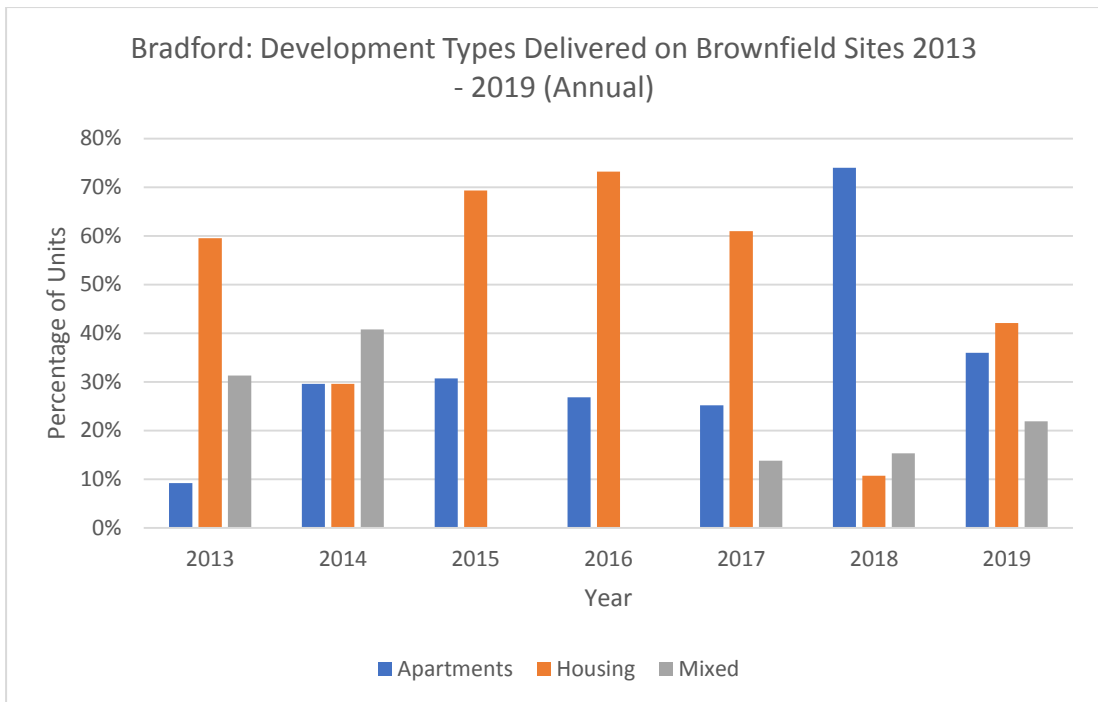


Figure 17: Bradford Development Types Delivered on Brownfield Sites 2013 – 2019 (Annual)

Development Sizes

2.3.6 Delivery has taken place on site on a range of different sizes across the Bradford District, from sites which measure 0.03ha to 10ha, and those delivering 10 units to 323 units. This signifies there are a variety of different size developers involved in the delivery of housing on brownfield sites. The charts below sets out a proportional representation of the total brownfield delivery between 2013 – 2019:

Figure 18: Bradford No. Units Delivered (2013 - 2019) by Size Categories

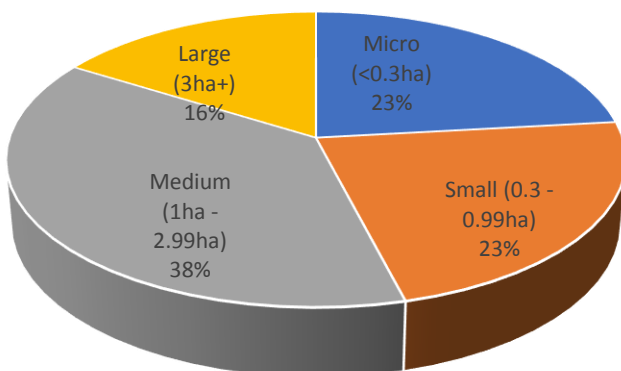
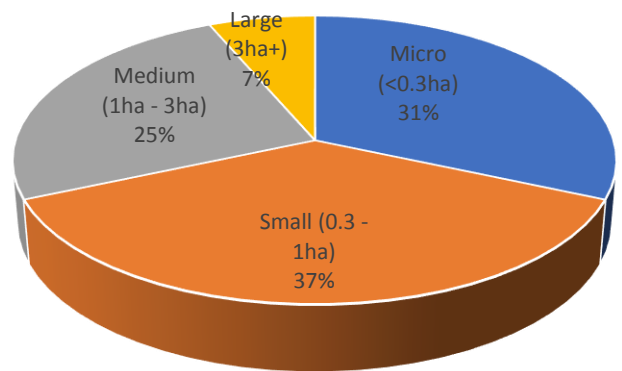


Figure 19: Bradford No. of Sites Delivered (2013 - 2019) by Size Categories



2.3.7 The proportion of 'Large' category sites (7%) delivered in the Bradford District over the monitoring period aligns with that of the regional average (8%). This

made up 16% of the overall number of units delivered within the district since 2013, which is significantly lower than the West Yorkshire average of 23%.

Greenfield vs. Brownfield Delivery

2.3.8. Over the last 10 years, housing delivery on brownfield sites in the Bradford District has remained reasonably consistent, however the proportion of the overall total has been on downward trend over extent of the monitoring period (see Figure 20). Delivery years 2010 and 2011 saw the highest proportion of sites being delivered on brownfield land, making up 92.5% and 93.39% of the overall total, respectively. The proportion of the overall housing delivered within Bradford has consistently favoured brownfield delivery over the monitoring period, with levels in excess of 70% in seven out of ten years. However, this trend has tailed off somewhat since 2016, with the lowest proportional levels registered in 2019 at 56.2% of the total housing delivered in the District being on brownfield land.

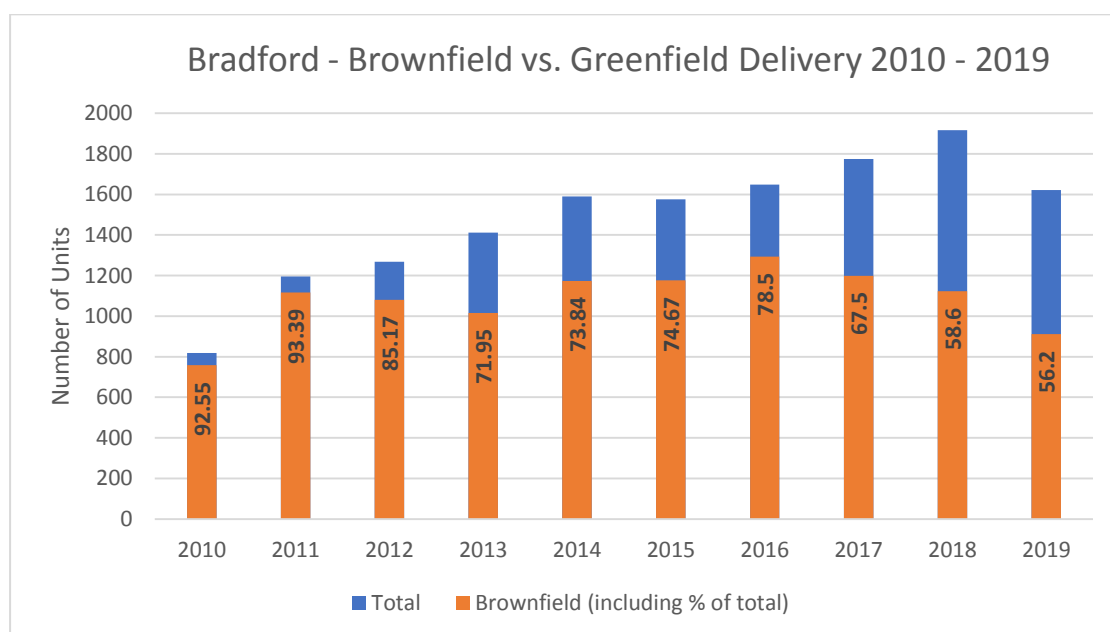


Figure 20: Bradford Brownfield vs. Greenfield Delivery 2010 - 2019

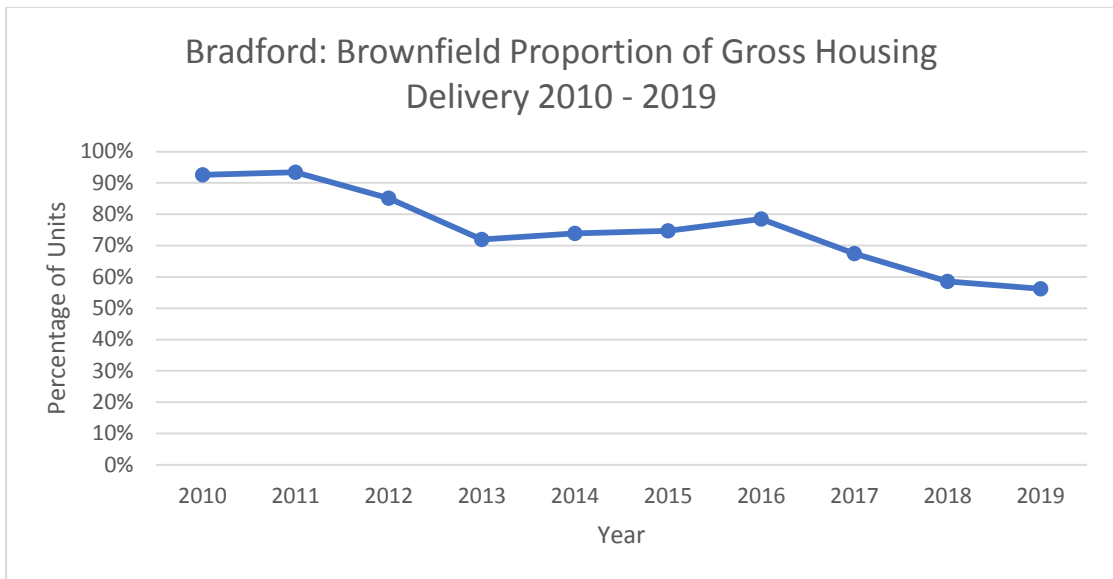
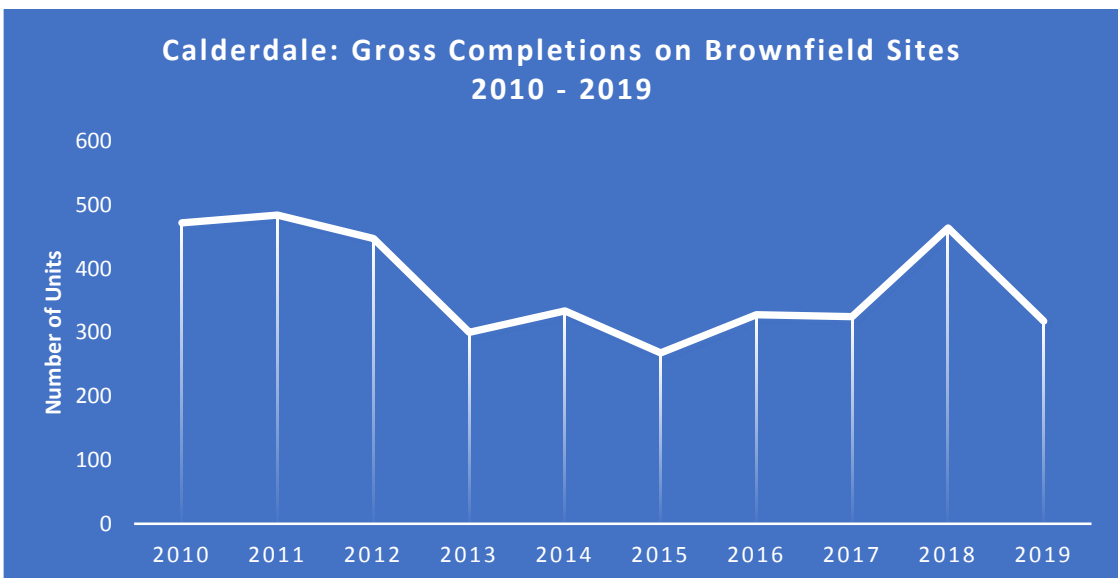


Figure 21: Bradford Brownfield Proportion of Gross Housing Delivery 2010 - 2019

2.4 Calderdale

Overall Delivery

2.4.1 Approximately 3,740 new homes have been delivered on brownfield sites across Calderdale between 2010 and 2019. Levels of delivery have varied over the monitoring period, with peak delivery years within 2010 - 2012. However, these levels dropped in 2013 and have maintained an approximate of just over 300 units per annum, with the exception of 2018 which saw a spike in delivery. The table below sets out the delivery of residential units across the District between 2010 and 2019.



Spatial Distribution

2.4.2 The map below displays a geographic representation of the brownfield delivery in Calderdale over the 10 year monitoring period. The greatest levels of brownfield housing delivery appear to be centred around Halifax town centre

and the surrounding wards, which make up approximately 40% of all new housing delivered on brownfield sites since 2010. Other ‘hotspots’ of brownfield delivery include towns of Elland, Sowerby Bridge, Hipperholme, Todmorden and Hebden Bridge, which make up another approximate 40%. The remaining brownfield delivery is spread across smaller settlements within the District, with the exception of Brighouse, which appears to have seen a relatively small amount of brownfield housing delivery since 2010.

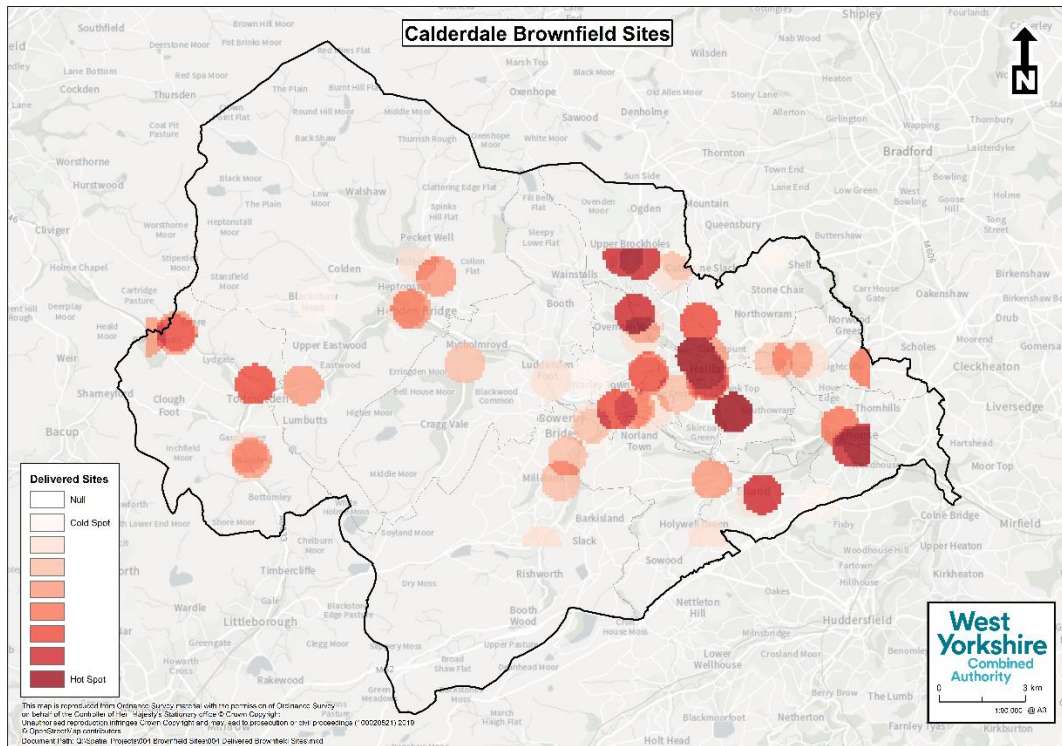


Figure 22 - Heat Map of units delivered on brownfield sites in Calderdale District 2010 - 2019

Development Types

2.4.2 Between 2010 – 2019, delivery within Calderdale by development type has favoured apartment schemes, making up 42% of the overall total figure for the monitoring period. This is closely followed by housing schemes, which make up approximately 37% of all properties delivered on brownfield land. The remaining proportion is made of ‘mixed’ schemes, made up of schemes including both housing and apartments, with 21% of the total delivery.

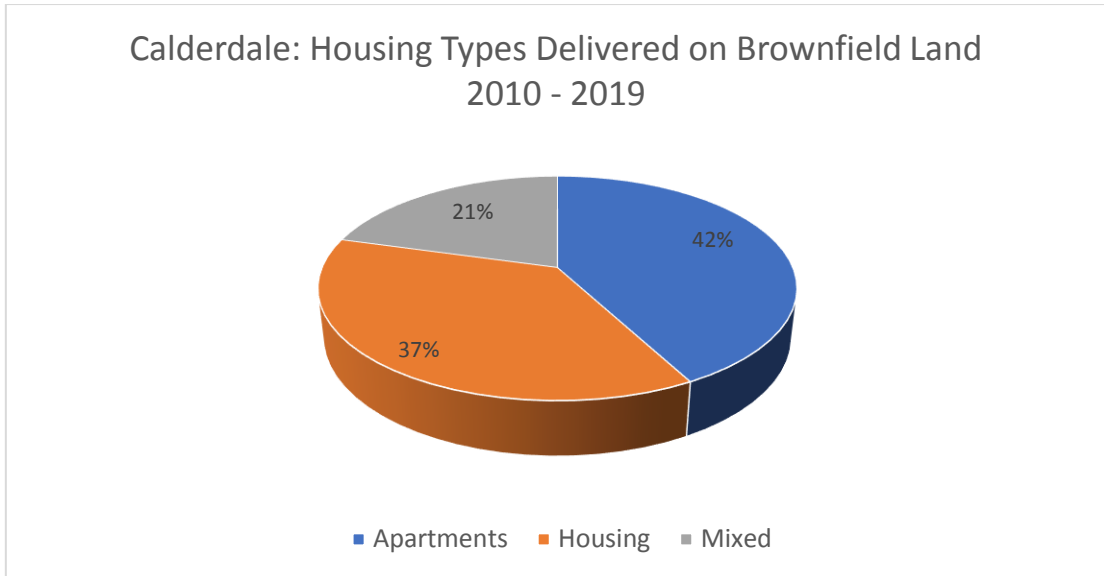


Figure 23: Calderdale Housing Types Delivered on Brownfield Land 2010 - 2019

2.4.3 Development type delivery has fluctuated within Calderdale over the monitoring period. Apartment delivery has dominated in 4 out of the 10 years, with over 65% of all units in 2010, 2011, 2015 and 2018. In comparison, housing delivery has remained more steady throughout the period typically making up approx. 20 – 40% of total delivery, other than in 2013 and 2017. The prominence of apartment delivery within Calderdale appears to be a prevalence of historic building being converted to flatted development, much of which are former mill buildings; and a number of office to residential conversions with Halifax town centre under prior approval.

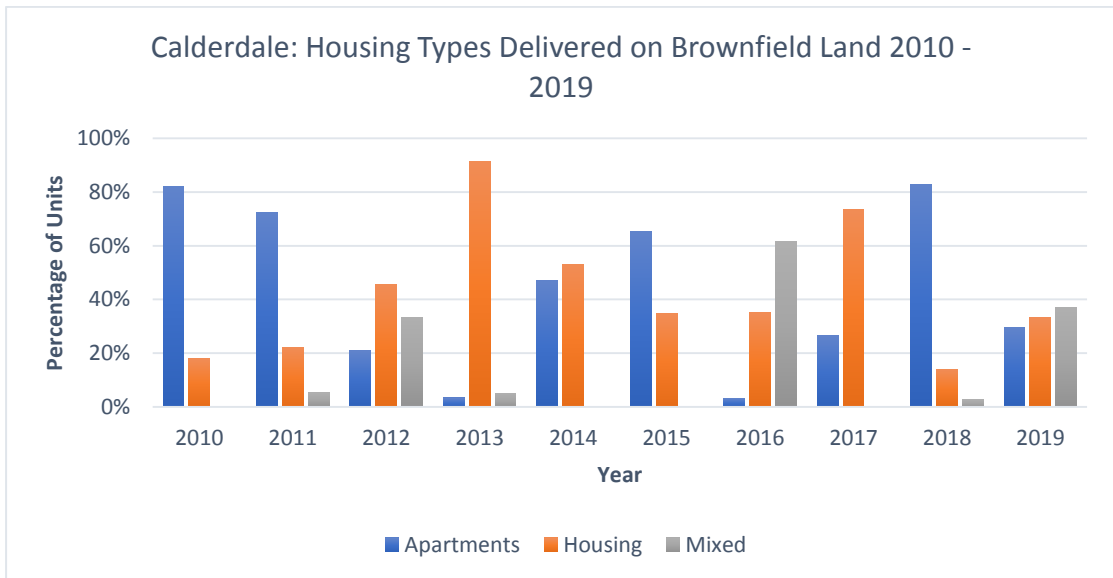


Figure 24 - Calderdale: Housing Types Delivered on Brownfield Land 2010 - 2019

Development Sizes

2.4.4 Delivery has taken place on site on a range of different sizes across the sub-region, from sites which measure 0.03ha to 9.37ha, and those delivering 1

unit to 285 units. This signifies there are variety of different size developers involved in the delivery of housing on brownfield sites within Calderdale. The charts below set out a proportional representation of the total brownfield delivery between 2010 -2019.

Figure 25 - Calderdale: No of Units Delivered (2010 - 2019) by Size Categories

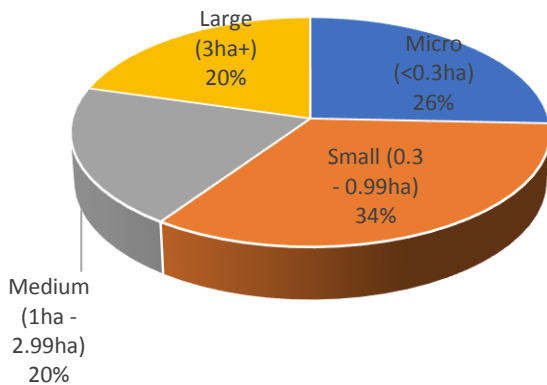
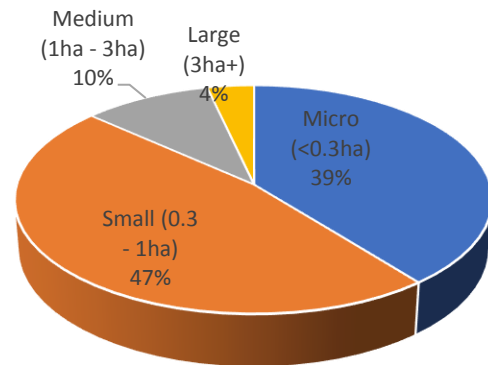


Figure 26 - Calderdale: No of Sites Delivered (2010 - 2019) by Size Categories



2.4.5 The proportion of ‘Large’ (4%) and ‘Medium’ category sites (10%) delivered in Calderdale over the monitoring period is significantly lower than that of the regional average (Large 8%, Medium 18%). However, the proportion of number of units delivered on ‘Larger’ sites in Calderdale (20%) more closely follows that of the regional average (23%).

Greenfield vs. Brownfield Delivery

2.4.6 Over the last 10 years, housing delivery on brownfield sites in Calderdale has remained relatively consistent across the monitoring period. The proportion of the overall gross housing delivery across the district has declined slightly from the peak years of 2011 and 2012. However, for the remainder of the monitoring period, levels of brownfield delivery have consistently made up between 75% to 85% of the overall total. It should be noted that gross housing delivery in Calderdale has been on a downward trend across the monitoring period, and which appears to be maintaining the proportionally high brownfield delivery displayed within Figure 27.

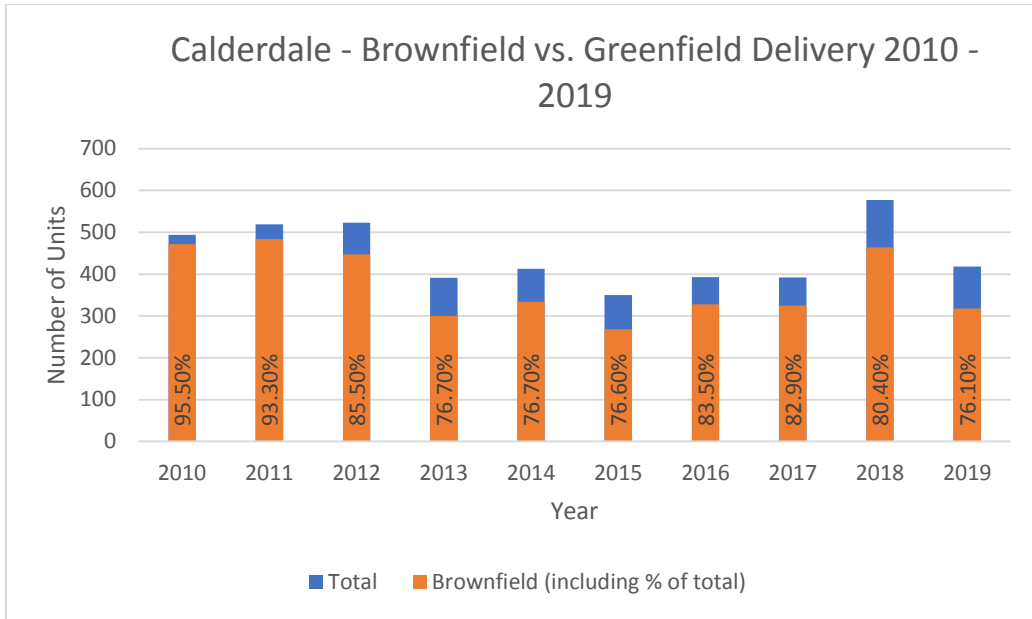


Figure 27 - Calderdale Brownfield vs. Greenfield Delivery 2010 - 2019

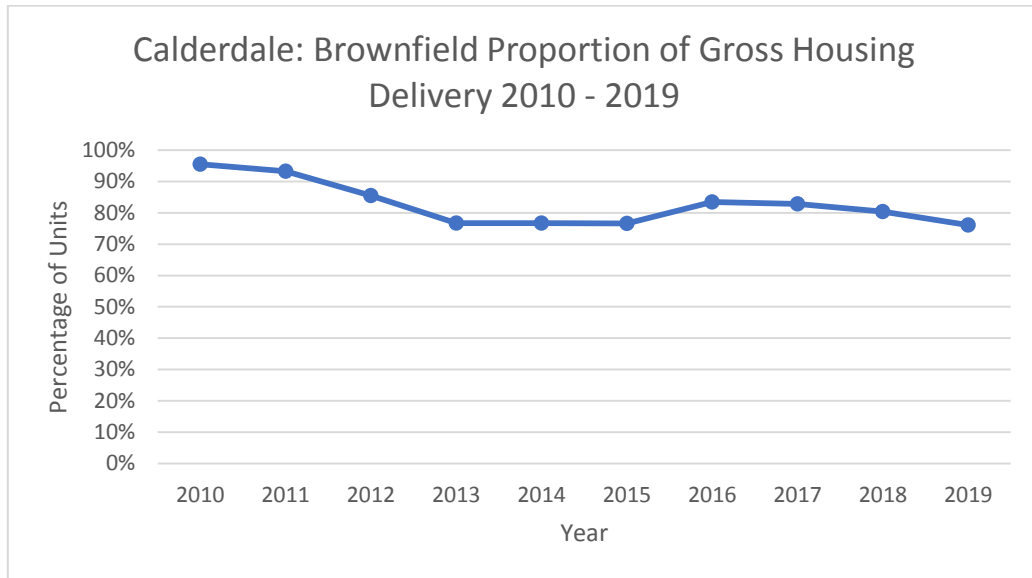


Figure 28 – Calderdale Brownfield Proportion of Gross Housing Delivery 2010 - 2019

2.5 Kirklees

Overall Delivery

2.5.1 Approximately 7,279 new homes have been delivered on brownfield sites across Kirklees between 2010 and 2019. Delivery over this 10 year period has fluctuated considerably, with peak output years spread across 2010, 2015 and 2018 at approximate average of 900 units per annum. However, these levels dropped in between these peak output years, to an approximate average 500 units per annum across years 2012, 2014, and 2019. The table below sets out the delivery of residential units across the District between 2010 and 2019.

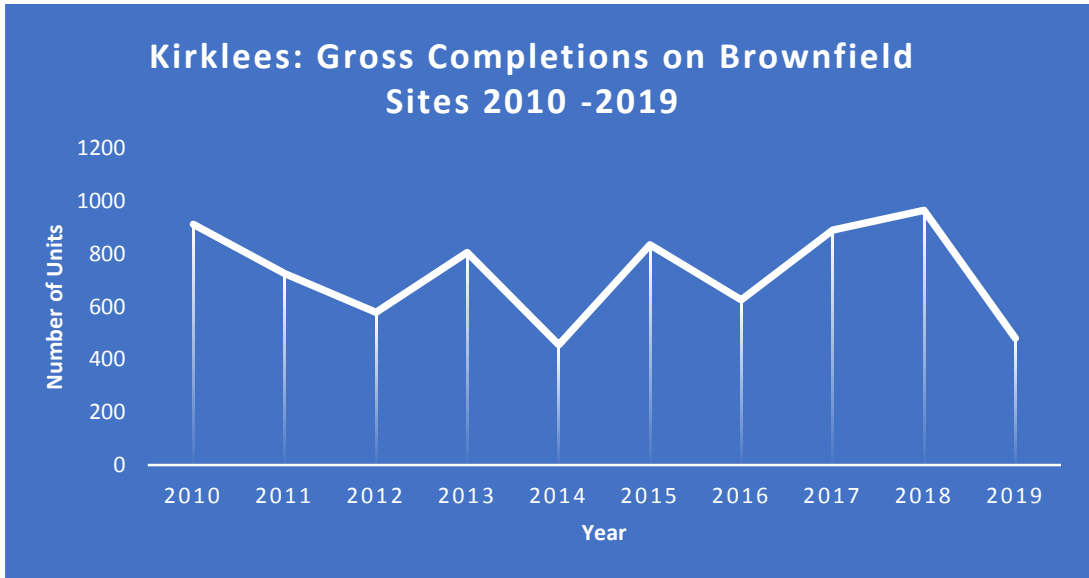


Figure 29 - Kirklees Gross Completions on Brownfield Sites 2010 -2019

Spatial Distribution

2.5.2 Below is a map of the spatial distribution of brownfield sites delivered across Kirklees over the last 10 years. It is clear from the map the greatest concentration of brownfield housing sites is within Huddersfield town centre and surrounding wards. This area contains approximately 30% of all the brownfield housing sites over the delivery period. However, the majority of the overall brownfield delivery is spread out across the towns in the northern section of the district, within and around the towns of Cleckheaton, Batley, Dewsbury, Mirfield, Birstall and Heckmondwike.

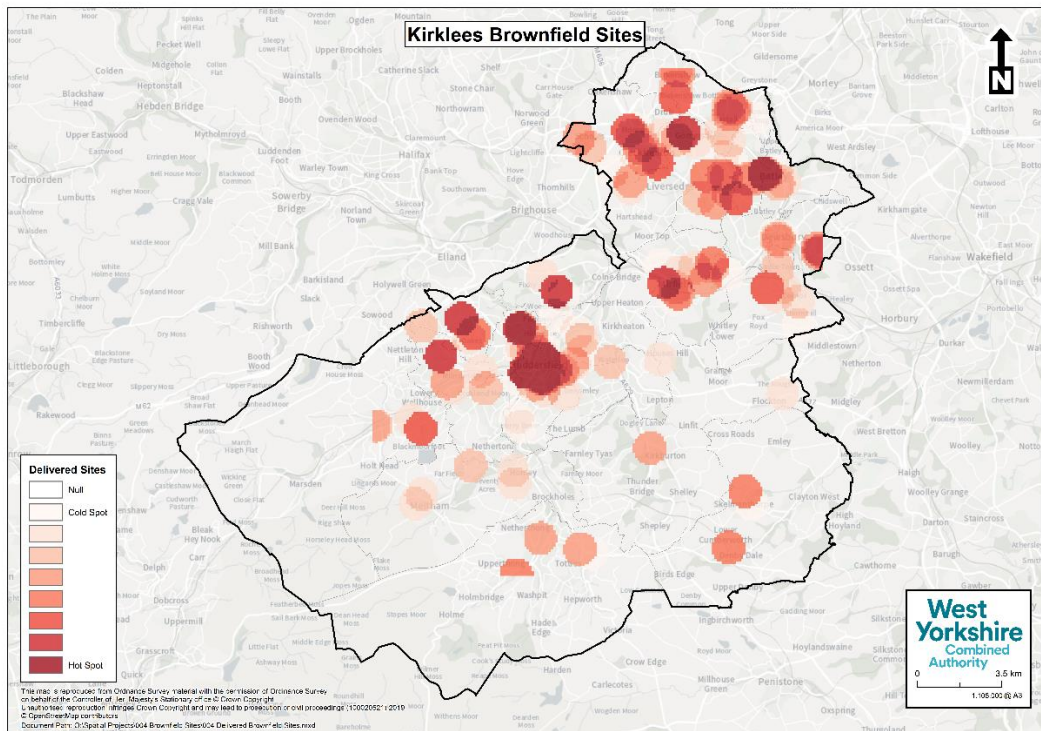


Figure 30 - Heat Map of units delivered on brownfield sites in Kirklees District 2010 - 2019

Development Types

2.5.3 Between 2010 – 2019, delivery within Kirklees by development type has favoured ‘Apartment’ schemes, making up 42% of the overall total figure for the monitoring period. This is followed by ‘Mixed’ schemes, which make up approximately 34% of all properties delivered on brownfield land. The remaining proportion is made of ‘Housing’ schemes, with 24% of the total delivery. The dominance of ‘Apartment’ schemes in the delivery profile does mirror that of the regional average. However, the number of units delivered within ‘Mixed’ schemes is significantly higher in comparison to West Yorkshire, and ‘Housing’ schemes proportionally lower.

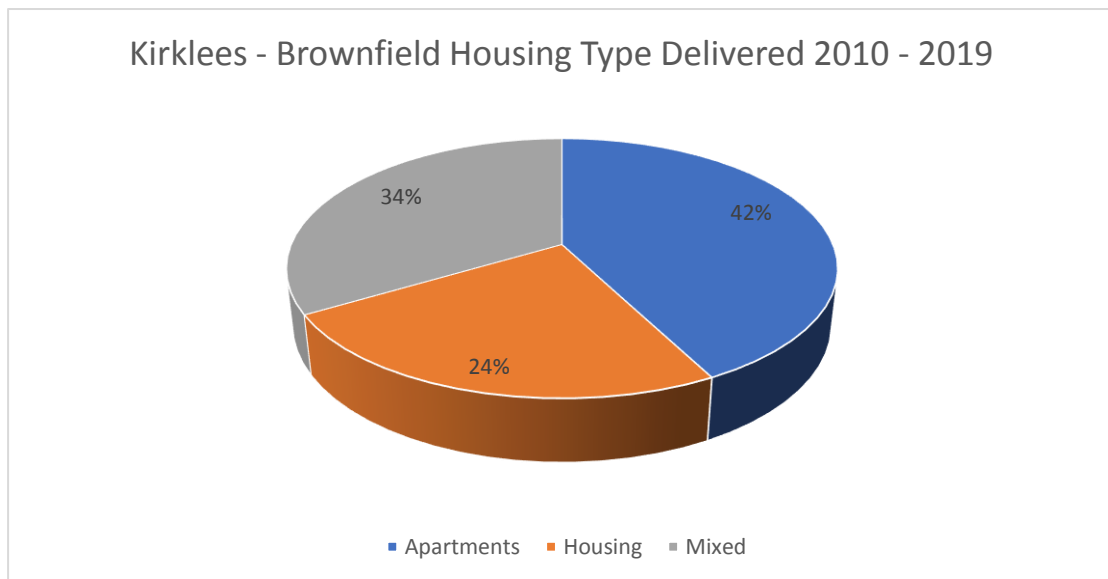


Figure 31: Kirklees Brownfield Housing Type Delivered 2010 - 2019

2.5.4 Development type delivery has fluctuated within Kirklees over the monitoring period. ‘Mixed’ category developments were the primary drivers of delivery early in the monitoring period in 2010 and 2011, but have since reduced but remained at a consistent level of approximately 20 – 40% of the annual supply. In comparison, ‘Apartment’ developments have seen strong levels of delivery over the later half of the monitoring period in 2015 – 2018, dominating the delivery in those years. This appears to have been primarily driven by the expansion of the University of Huddersfield and the supply of student housing to meet the growing student housing demand. ‘Housing’ delivery has been more consistent across the development period, frequently making up between 30% and 40% of the annual output on brownfield land in Kirklees.

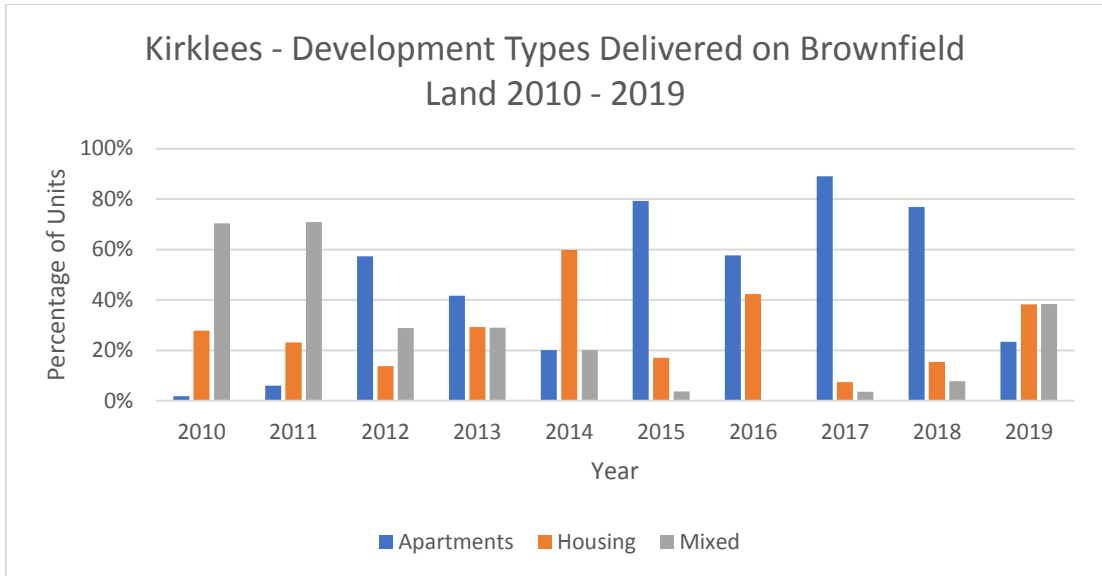


Figure 33: Kirklees - Development Types Delivered on Brownfield Land 2010 - 2019 (percentages)

Development Sizes

2.5.5 Delivery has taken place on site on a range of different sizes across the sub-region, from sites which measure 0.02ha to 8.09ha, and those delivering 10 unit to 504 units. This signifies there are variety of different size developers involved in the delivery of housing on brownfield sites within Kirklees. The charts below set out a proportional representation of the total brownfield delivery between 2010 -2019.

Figure 34 - Kirklees: No. of Sites Developed (2010 - 2019) Size Categories

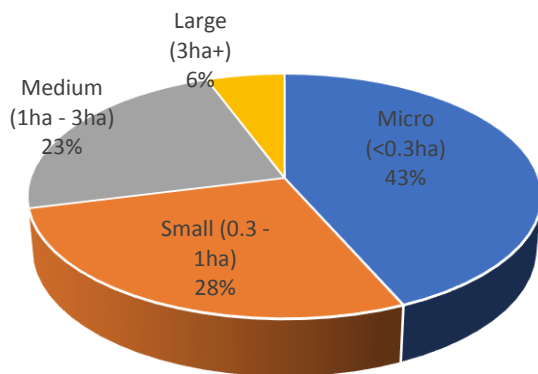
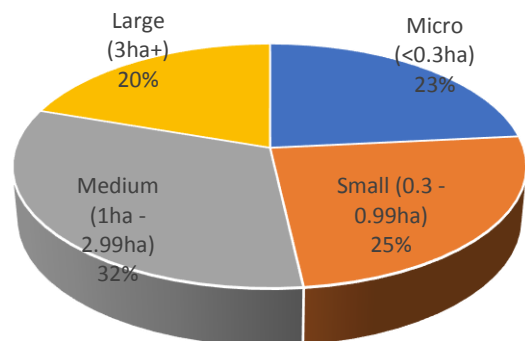


Figure 35 - Kirklees: No. of Units Delivered 2010 - 2019 by Size Category



2.5.6 The proportion of 'Large' sites (6%) broadly aligns with that of the regional average (8%), but the number of 'Medium' sites is significant higher at 23% in Kirklees compared to that of West Yorkshire (18%). The number of 'Small' and 'Micro' sites also differs markedly from that of the regional average, with

28% of the brownfield sites delivered in Kirklees vs. a regional average of 38%; and at a 'Micro' size category, which makes up 43% of brownfield sites delivered in Kirklees vs. an regional average of only 36%.

Greenfield vs. Brownfield Delivery

2.5.7 Over the last 10 years, housing delivery on brownfield sites in Kirklees has fluctuated considerably, however the proportion of the overall total has been on a downward trend since 2010. Delivery years 2010 and 2011 saw the highest proportion of sites being delivered on brownfield land, making up 92.55% and 93.39% of the overall total, respectively. The proportion of the overall housing delivered within Kirklees has consistently favoured brownfield delivery over the monitoring period, with levels in excess of 70% in the first half of the monitoring period between 2010 and 2013. However, this trend has tailed off somewhat since 2016, with the lowest proportional levels registered in 2019 at 39% of the total housing delivered in the Kirklees district being on brownfield land.

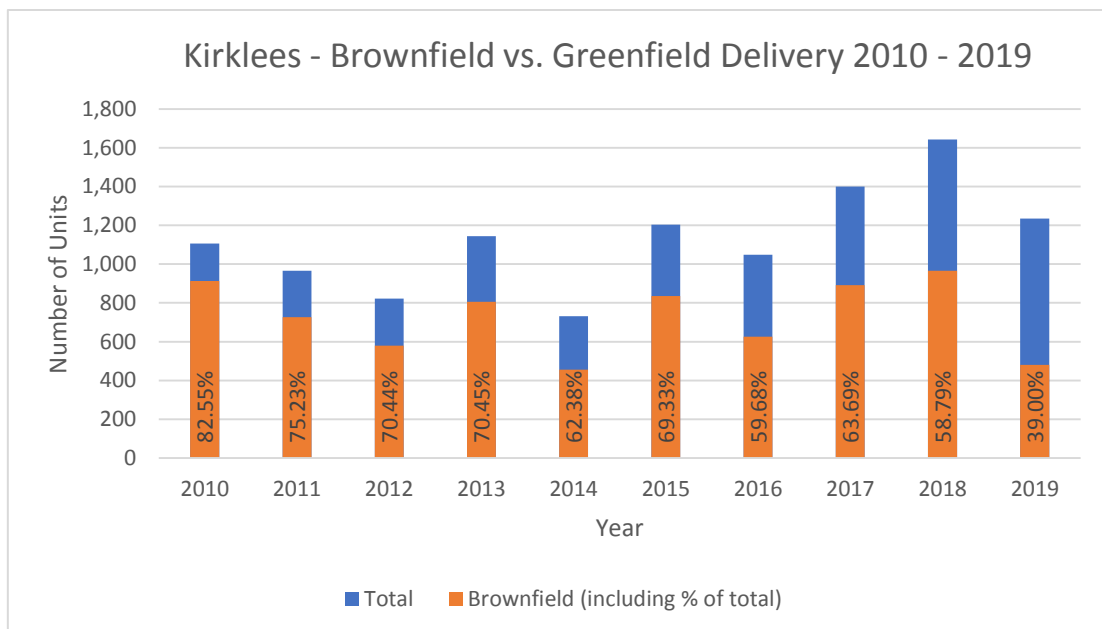


Figure 36 - Kirklees - Brownfield vs. Greenfield Delivery 2010 - 2019

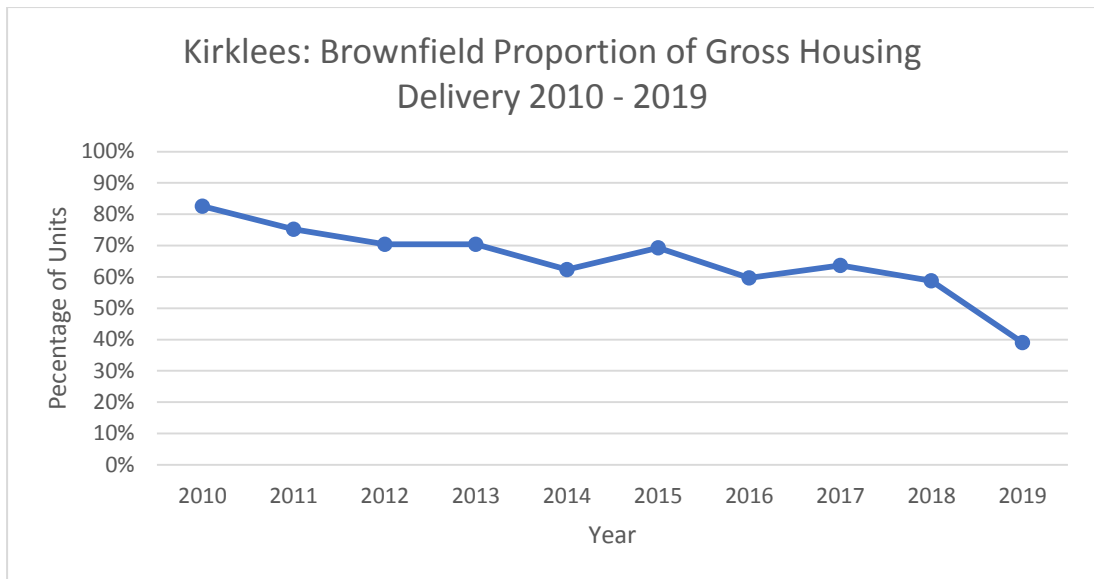


Figure 37 - Kirklees: Brownfield Proportion of Gross Housing Delivery 2010 - 2019

2.6 Leeds

Overall Delivery

2.6.1 Approximately 19,775 new homes have been delivered on brownfield sites across Leeds between 2010 and 2019. Delivery over this 10 year period has fluctuated slightly, but there is a general upward trend across the monitoring period. Since 2012, the levels of delivery on brownfield land have grown each year (with the exception of 2017) within the Leeds District, with peak output registered in 2018. The table below sets out the delivery of residential units across the District between 2010 and 2019.

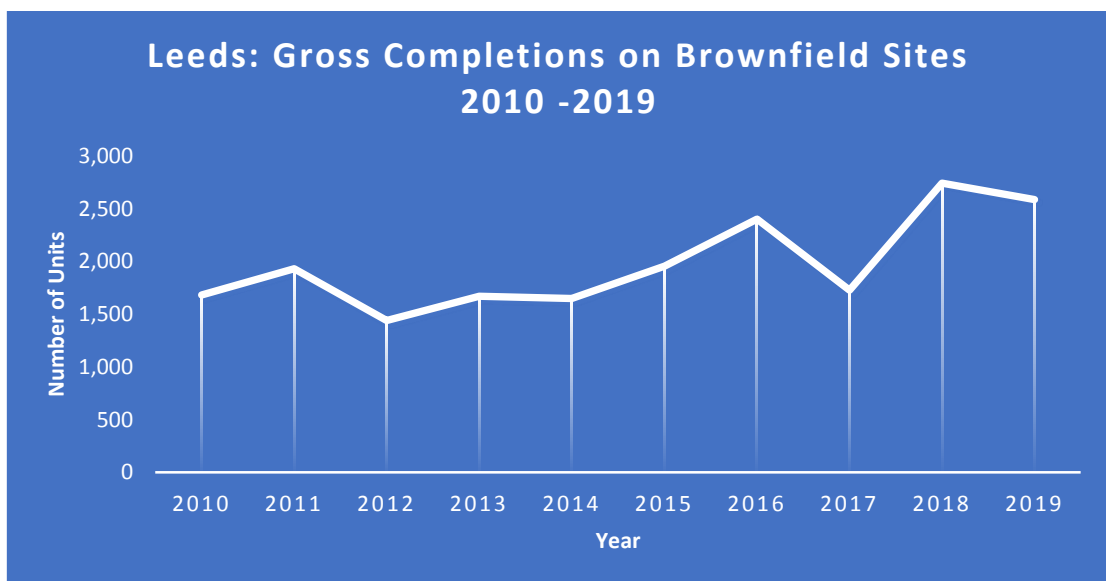


Figure 38 - Leeds Gross Completions on Brownfield Sites 2010 -2019

Spatial Distribution

- 2.6.2 Below is a map of the spatial distribution of brownfield sites delivered across Leeds over the last 10-years. It is clear from the map the greatest concentration of brownfield housing sites is within the city centre and surrounding wards. This area contains approximately 50% of all the brownfield housing sites delivered over the period, and represents a significant concentration in the delivery pattern for housing on previously developed land. Other 'hotspots' of brownfield delivery include west Leeds in the wards of Pudsey, Horsforth, Bramley and Stanningley, and Guiseley and Rawdon. The east of Leeds in areas of Kippax, Methley, Cross Gates, Whinmoor, Seacroft and Killingbeck have also experienced significant levels of brownfield housing growth over the last 10 years.

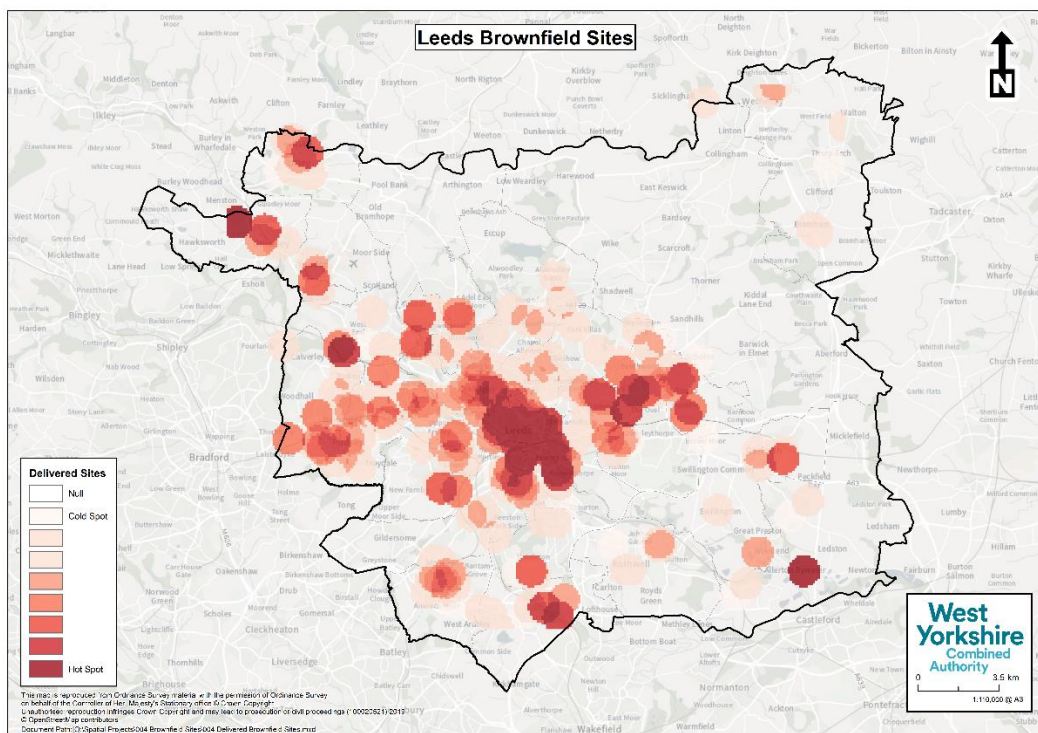


Figure 39 - Heat Map of units delivered on brownfield sites in Leeds District 2010 - 2019

Development Types

- 2.6.3 Between 2010 – 2019, delivery within Leeds by development type has favoured 'Apartment' schemes, making up 56% of the overall total figure for the monitoring period. This is followed by 'Mixed schemes, which make up approximately 26% of all properties delivered on brownfield land. The remaining proportion is made of 'Housing schemes, with 18% of the total delivery. The delivery of predominately 'Apartment' development schemes does align other West Yorkshire local authorities (e.g. Calderdale and Kirklees), however, Leeds does appear to be delivering apartments far in excess of any other WY local authorities as a proportion of their total delivery.

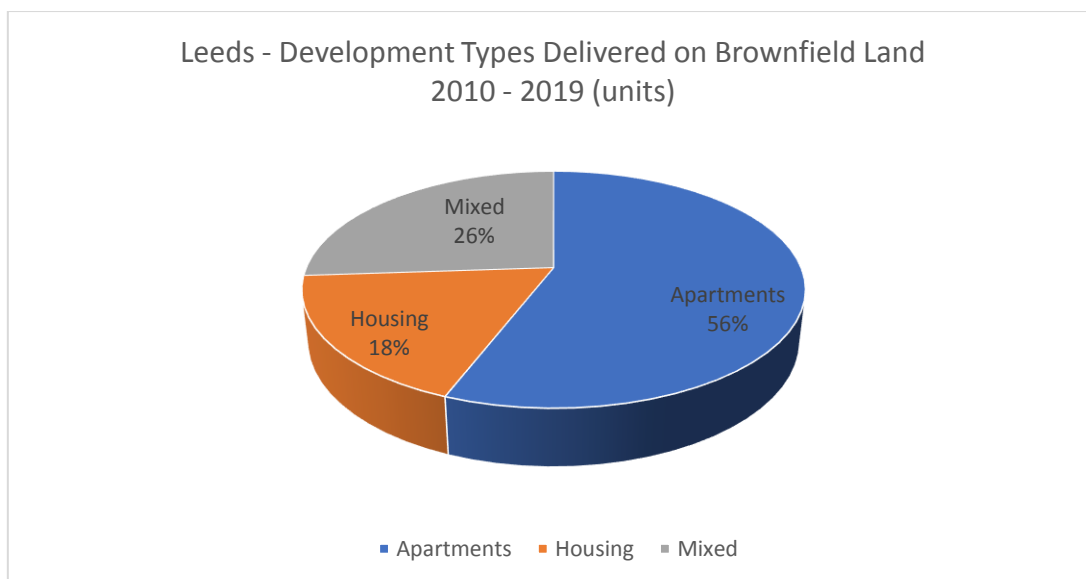


Figure 40 - Leeds Development Types Delivered on Brownfield Land 2010 - 2019 (units)

2.6.4 Development type delivery has been relatively consistent within Leeds over the monitoring period. Apartments have been the primary driver of housing on brownfield sites, and have been the dominant development type in 8 of the last 10 years. 'Mixed' developments have seen strong proportional gains of the total supply in the second half of the monitoring period, and registered as the leading driver of residential units of brownfield land in 2014 and 2016. In comparison, 'Housing' developments have seen a gradual decline in the proportion of the total delivery within Leeds since 2012, the lowest level of housing delivery on brownfield sites in 2019. The dominance of apartment developments delivered on brownfield sites in Leeds is most likely of the result of the prospering city centre, and with it a demand for urban living. The market has responded by supplying an ever increasing amount of apartment schemes, predominately delivered within the Leeds city centre and edge of centre locations. The city's growing university sector has also resulted in an increased demand for student accommodation, which has also resulted in surge of apartments within the city centre and edge of centre locations.

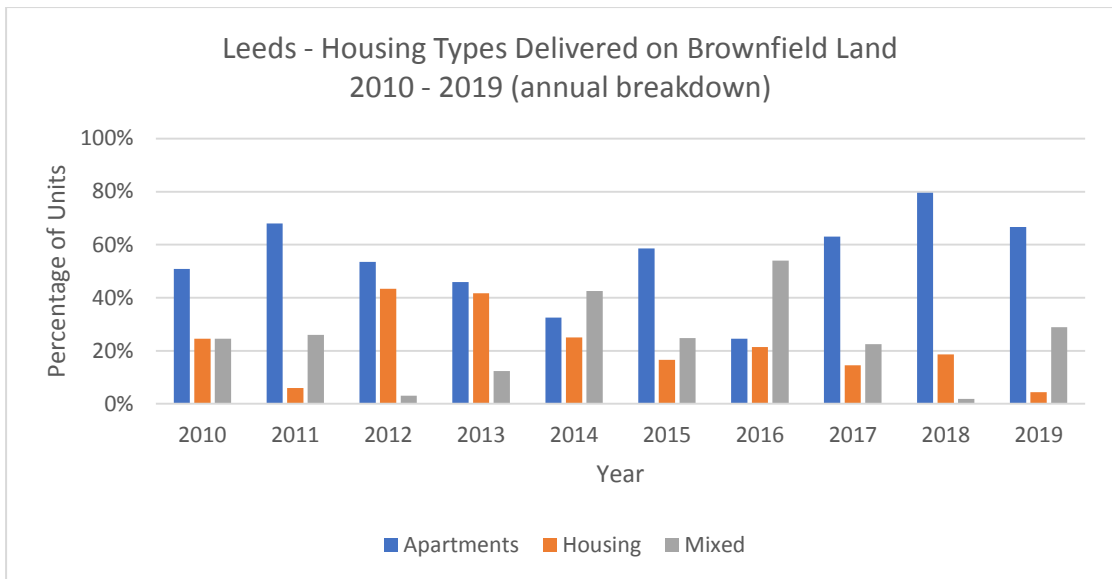


Figure 41: Leeds - Housing Types Delivered on Brownfield Land 2010 - 2019 (annual breakdown)

Development Sizes

2.6.5 Delivery has taken place on sites of a range of different sizes across the sub-region, from sites which measure 0.02ha to 24.63ha, and those delivering 10 unit to 769 units. This signifies there are variety of different size developers involved in the delivery of housing on brownfield sites within Leeds. The charts below set out a proportional representation of the total brownfield delivery between 2010 -2019. The site size category profile for Leeds, closely aligns that of West Yorkshire, in terms of number of sites and number units. This is likely due to the fact that the number of sites delivered in Leeds local authority area makes up a significant proportion of the brownfield sites within West Yorkshire, and thus is having a significant impact on shaping the regional profile.

Figure 42 - Leeds: No of Sites Developed (2010 - 2019) Size Categories

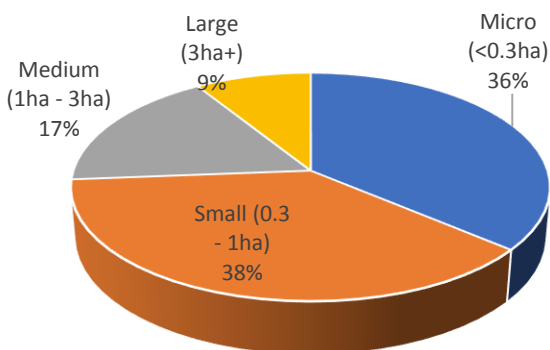
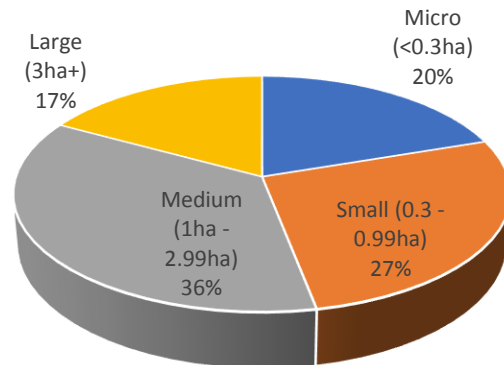


Figure 43 - Leeds: No. of Units Delivered 2010 - 2019 by Size Category



Greenfield vs. Brownfield Delivery

2.6.6 Over the last 10 years, housing delivery on brownfield sites in Leeds has gradually increased, however the proportion of the overall total has been relatively consistent across the period. Housing growth in Leeds across all sites (greenfield and brownfield) has been on an upward trend since 2010, however, the brownfield proportion of this total has not dropped below 75% across the 10 year monitoring period. It appears the year on year housing growth within the Leeds is being driven by successful delivery of housing on brownfield sites across the local authority area.

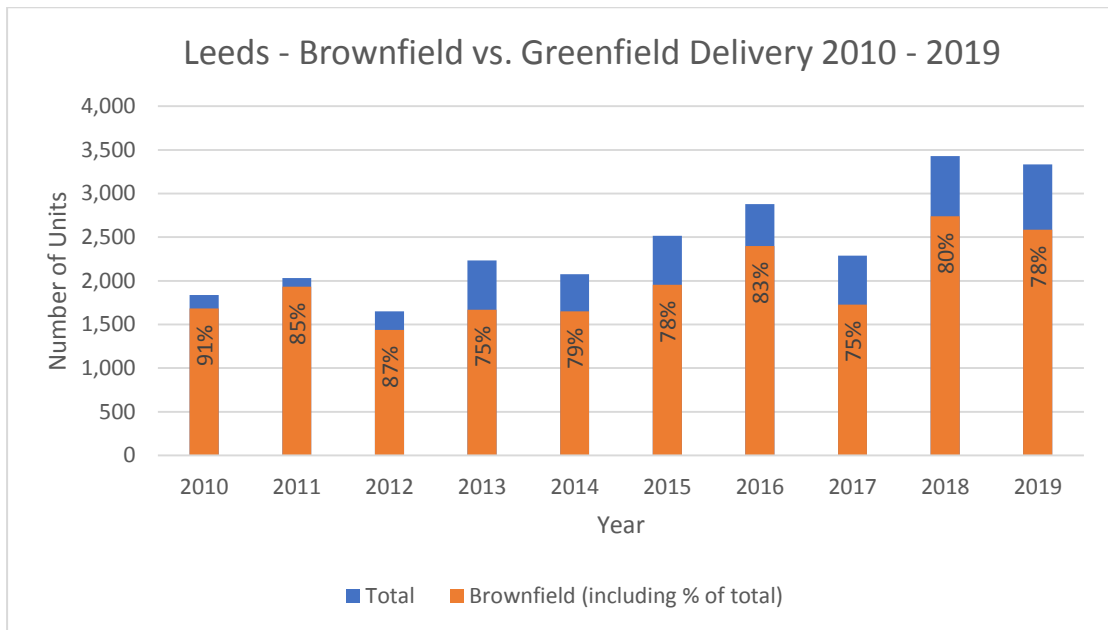


Figure 44 - Leeds - Brownfield vs. Greenfield Delivery 2010 - 2019

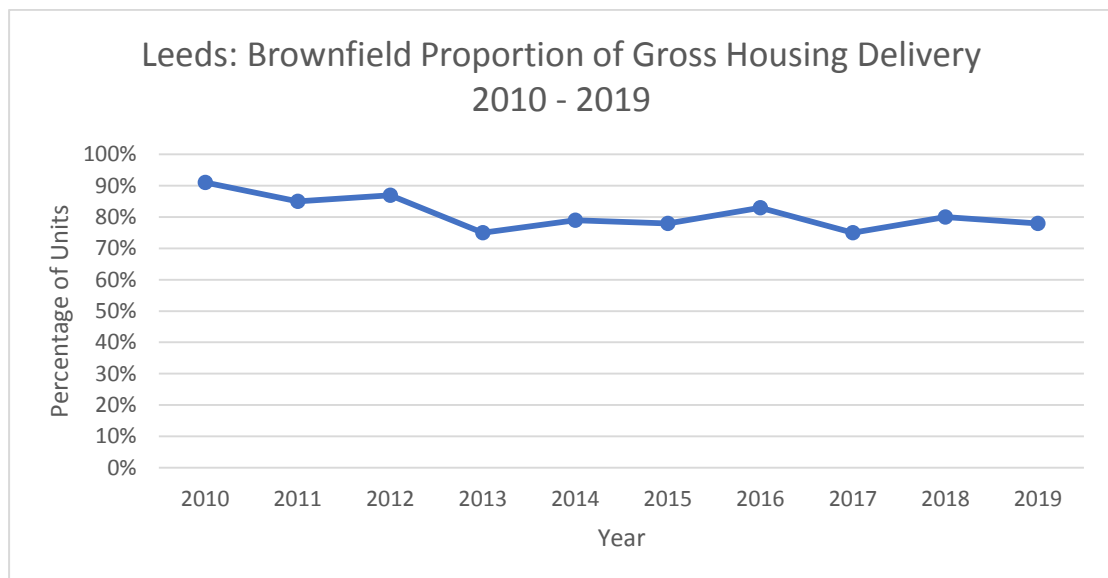


Figure 45 - Leeds: Brownfield Proportion of Gross Housing Delivery 2010 - 2019

2.7 Wakefield

Overall Delivery

- 2.7.1 Approximately 7,720 new homes have been delivered on brownfield sites across Wakefield between 2010 and 2019. Delivery over the last 10 years has fluctuated significantly, but has remained consistent over the last 3 years of the period. At the start of the monitoring period, brownfield delivery was near peak output (945), with levels dropping sharply until their lowest levels in 2012 (409). Delivery then increased annually until the peak delivery year of 2015 (1,073), then falling until 2017, at which point it has remained consistent at approximately 750 units per annum. The table below sets out the delivery of residential units across the District between 2010 and 2019.

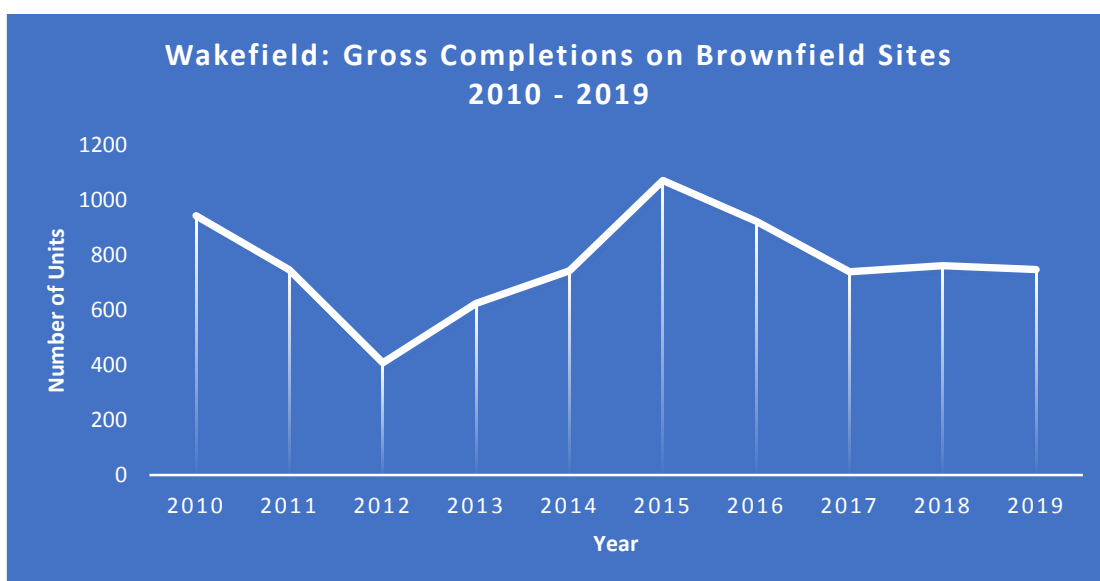


Figure 46 – Wakefield Gross Completions on Brownfield Sites 2010 - 2019

Spatial Distribution

- 2.7.2 Below is a map of the spatial distribution of brownfield sites delivered across Wakefield over the last 10 years. Brownfield delivery in Wakefield differs to that of the other 4 local authorities areas, as the distributions is significantly more wide spread over the entirety of the district, with Wakefield city centre not experiencing the greatest concentration of brownfield delivery. The largest concentrations of brownfield housing delivery have been registered in north east of the district, within the wards of Pontefract North, Castleford Central and Glasshoughton and Featherstone. The south east of the District has also experienced significant volumes of brownfield housing growth in wards of Ackworth, North Elmsall and Upton, South Elmsall and South Kirkby, and Hemsworth. The brownfield delivery in the north east and south east of the district make up approximately half of the total delivery for the district, with the remaining 50% spread across the remaining settlements of the local authority area. There a number of factor which may explain the wide distribution of brownfield delivery within Wakefield. Firstly, the geographic nature of the District, comprising a number of large towns spread across the area (i.e.

Five Towns). Secondly, a significant proportion of the brownfield delivery has been on former collieries, which are historically found across the Wakefield area and thus have provided ample opportunities for brownfield housing delivery.

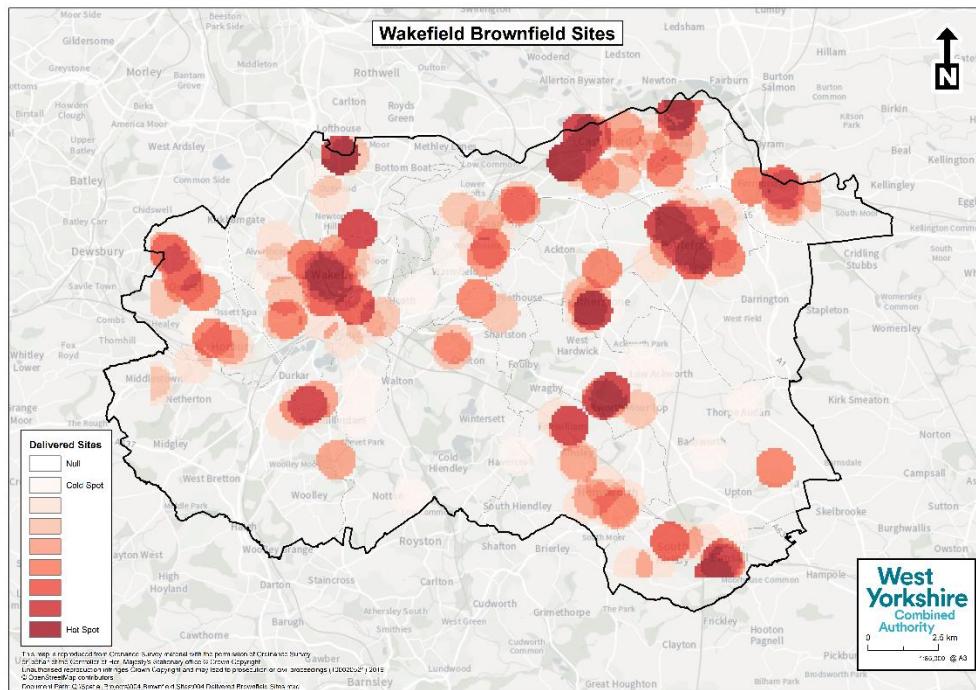


Figure 47: Heat Map of units delivered on brownfield sites in Leeds District 2010 - 2019

Development Types

2.7.3 Between 2010 – 2019, delivery within Wakefield by development type has been dominated by ‘Housing’ schemes, making up 58% of the overall total figure for the monitoring period. This is followed by ‘Mixed schemes, which make up approximately 30% of all properties delivered on brownfield land. The remaining proportion is made of ‘Apartment’ schemes, with 12% of the total delivery. This proportion of ‘Apartment’ schemes is the lowest within West Yorkshire, and the ‘Housing’ proportion is by far the highest within the region.

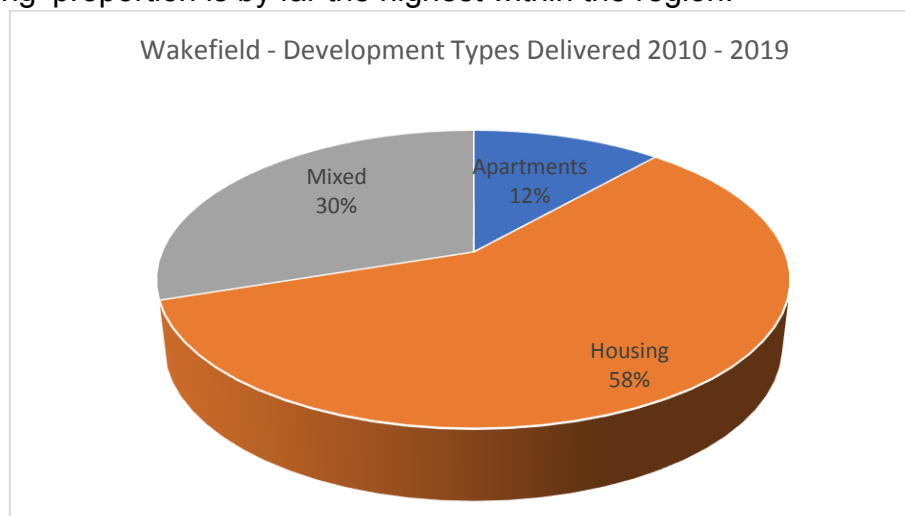


Figure 48 - Wakefield Development Types Delivered 2010 - 2019

2.6.4 Development type delivery has been relatively consistent within Wakefield over the monitoring period. 'Housing' has been the primary driver of units on brownfield sites, and has been the dominant development type in 6 of the last 10 years. There has been regular delivery of 'Mixed' schemes across the monitoring period, and this development type registered as the leading driver of residential units of brownfield land in 2010, 2012, 2013 and 2018. In comparison, 'Apartment' developments have only been delivered in relatively modest levels in the last 10 years, and have frequently formed less than 20% of the overall brownfield delivery in Wakefield. The dominance of 'Housing' schemes across monitoring period is potentially linked to the spatial distribution of schemes across the district, with less demand for flatted development within settlements outside the Wakefield city centre.

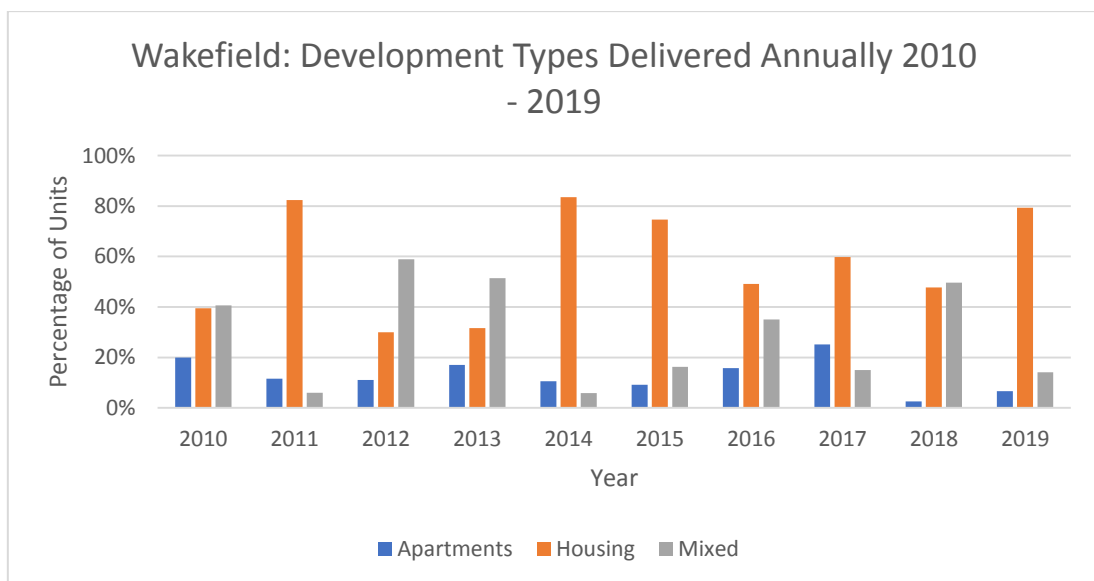


Figure 48 – Wakefield Development Types Delivered Annually 2010 - 2019

Development Sizes

2.7.5 Delivery has taken place on sites in a range of different sizes across Wakefield, from sites which measure 0.01ha to 7.22ha, and those delivering 1 unit to 281 units. This signifies there are variety of different size developers involved in the delivery of housing on brownfield sites within the district. The charts below set out a proportional representation of the total brownfield delivery between 2010 -2019. The site size category profile for Wakefield, closely aligns that of West Yorkshire, in terms of number of sites and number units. Each size categories across both the number of sites and number of units is within 4% of the regional average.

Figure 50 - Wakefield: No. of Sites Delivered (2010 - 2019) by Size Categories

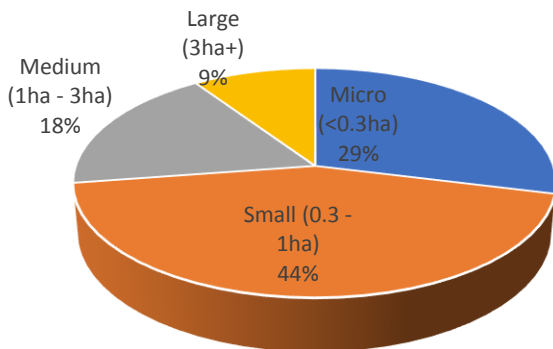
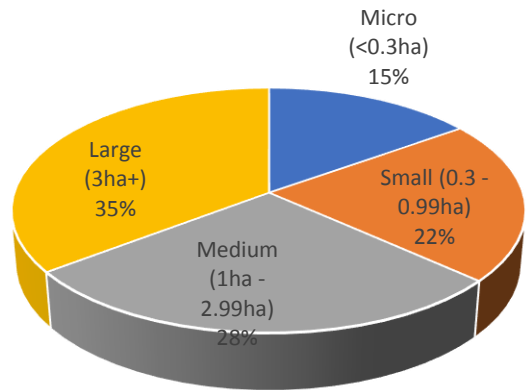


Figure 50 - Wakefield: No. of Units Delivered (2010 -2019) by Size Category



Greenfield vs. Brownfield Delivery

2.7.6 Over the last 10 years, housing delivery on brownfield sites in Wakefield has fluctuated considerably, however the proportion of the overall total has been on a downward trend since 2015. Delivery years 2010 and 2011 saw the highest proportion of sites being delivered on brownfield land, making up 87.42% and 79.81% of the overall total, respectively. The proportion of the overall housing delivered within Wakefield consistently favoured brownfield delivery over the first half of the monitoring period. However, since 2016, the proportion of the overall total housing supply made up of brownfield sites has been less than 50%. It is clear from the graph below, the significant growth in housing supply since 2015 has been driven by housing development on greenfield sites. This is particularly evident in 2018, which registered as a 10 year high in overall housing delivery in the district, but was made up of the lowest proportional level of brownfield sites.

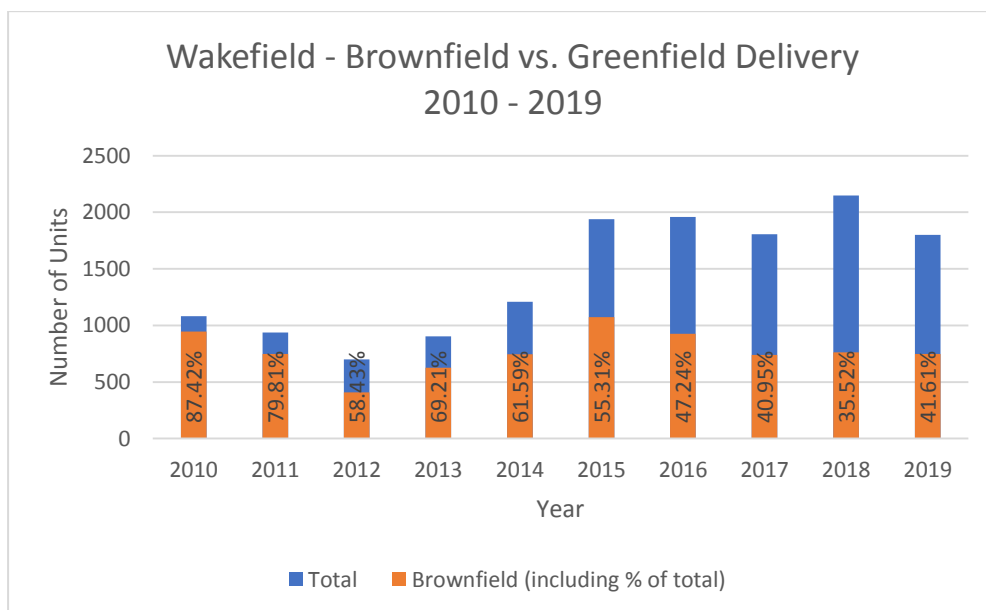


Figure 51 - Wakefield Brownfield vs. Greenfield Delivery 2010 - 2019

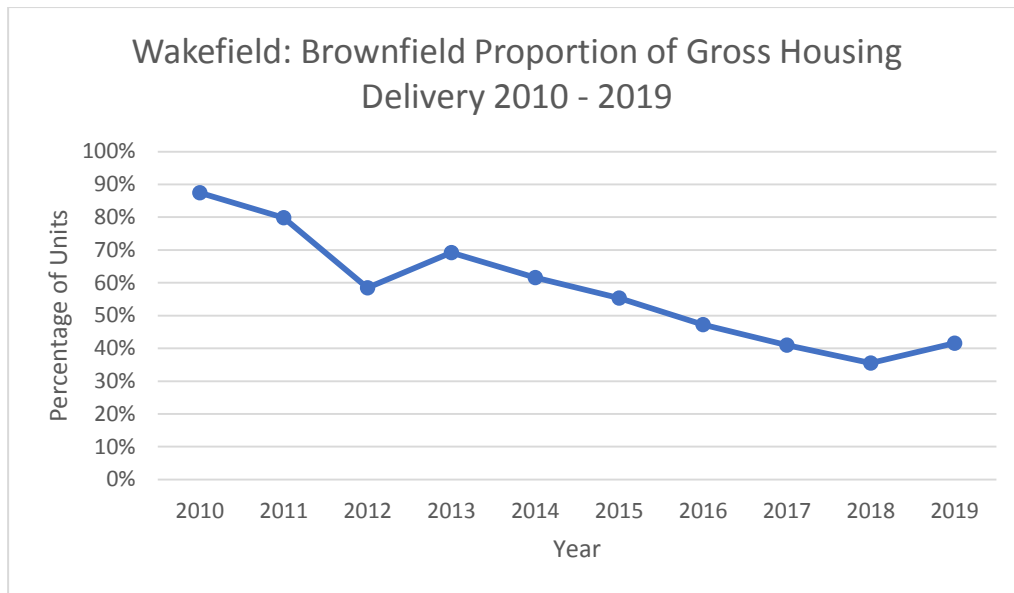


Figure 52 – Wakefield Brownfield Proportion of Gross Housing Delivery 2010 - 2019

2.8 Summary of Key Findings - Delivery

- 2.8.1 Between 2010 and 2019, approximately 49,362 new homes have been delivered on brownfield sites across West Yorkshire. Delivery fluctuated over this period, with a low in 2012 of 3,954 units and increasing on a general upward trend until its peak in 2018 at 6,057 units. Leeds accounts for approximately 50% of all brownfield housing delivered across West Yorkshire in 2019, and thus has a considerable impact upon levels of delivery. Delivery trends within Bradford and Calderdale remain on a fairly steady delivery output across the monitoring period, but output in Wakefield, Kirklees and Leeds has been more volatile.
- 2.8.2 Over the last 10 years, delivery by development type has been comparatively even across the categories, with 41% apartment units, 31% housing units and 28% mixed uses units delivered over the ten 10 year period. However, since 2017, apartments have dominated delivery on brownfield sites and on average made up over 50% of delivery over the last 3 years. This is likely due to the need to make the most efficient use of land in these sustainable locations and potentially maximise the financial return from the site, especially if viability is marginal.
- 2.8.3 When reviewing the site sizes delivered over the last 10 years, small and micro sites make up $\frac{3}{4}$ of the schemes delivered since 2010. However, delivery of units is broadly spread across the 4 categories - Large 22%, Medium 31%, Small 26%, Micro 21%. This demonstrates 'Large' category, although fewer in number, make a significant contribution to the overall brownfield housing delivery within the sub-region. On a site to unit delivery ratio, the large category sites provide the best returns; and therefore it is understandable why many Local Authority and Combined Authority pipelines set this size threshold, as it

presents the most efficient use of capacity and resource. When examining housing only schemes (i.e. no apartments or mixed developments), this changes significantly, with two thirds of all units delivered on large and medium sized sites.

- 2.8.4 Monitoring of affordable housing on a site by site basis is very difficult due to the complexities in which affordable housing is secured and delivered through the planning system. Currently, there is no uniform system of monitoring affordable housing delivery at a site level. This means it is not possible to establish an accurate picture of affordable housing delivery across the region, as it has only been possible to monitor direct delivery by Registered Affordable Housing Providers. Between 2010 – 2019, approximately 4,210 affordable housing units have been directly delivered by Registered Providers across West Yorkshire on brownfield sites, 12.3% of the gross delivery. However, it likely this figure is underestimating affordable housing delivery due to the issues with monitoring.
- 2.8.5 Over the last 10 years, housing delivery has fluctuated considerably within West Yorkshire, on both greenfield and brownfield land. Although delivery of brownfield land has broadly increased since the 2010, as a proportion of the gross housing delivery in West Yorkshire, it was on downward trend and reached a low of 60% in 2019. Since 2017, the region has dropped below the former RSS target of delivery 65% of all homes on previously developed land.
- 2.8.6. Between 2010 – 2019, approximately 1,998 residential units were delivered on brownfield sites via permitted development rights, approximately 4% of the gross brownfield housing delivery. This has been primarily focused in Leeds, and the prominent development types are 1 and 2 bed apartments.

3. Brownfield Supply 2020

3.1 Background

3.1.1 In November 2020, the Combined Authority undertook a data collection exercise in partnership with each of the West Yorkshire local authorities. The data collection exercise sought information on two key areas of brownfield housing sites from each Local Authority:

1. Brownfield housing sites² within the current supply;
2. Brownfield housing sites² delivered between 2010 – 2019.

3.1.2 The Combined Authority have also collected a significant volume of ‘constraints’ data from West Yorkshire Local Authorities and partner organisations such as the Environment Agency, Northern Power Grid, Northern Gas Networks etc. This constraints data has been used in the following analysis in an attempt to identify significant barriers to delivery for brownfield sites across the West Yorkshire region. It may also provide an insight into why development sites remain stalled within the supply.

3.2 West Yorkshire Region

Total Supply

3.2.1 There are currently 58,000 residential units in the brownfield housing supply within the West Yorkshire Region. Just over half of the region’s supply is located within the Leeds local authority area, with the remaining spread across Bradford, Calderdale, Kirklees and Wakefield. The figure below sets out the broad distribution of the West Yorkshire brownfield housing supply across the 5 local authority areas.

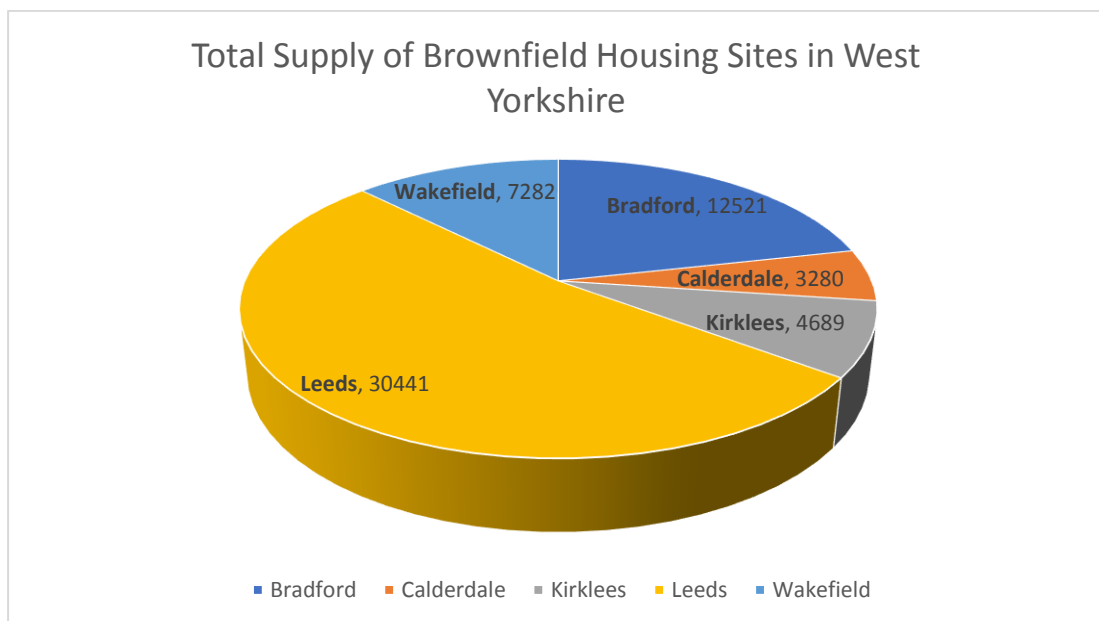


Figure 53 - Total Supply of Brownfield Housing Sites in West Yorkshire

² Site size threshold 0.3ha or 10 units.

3.2.2 Sites within the brownfield housing supply are in various states of preparedness to be delivered, and for the purposes of the report they have been split into three categories:

- Live Consent – Planning permission granted and ready for delivery;
- Expired Consent – Planning permission previously granted but now lapsed;
- No Consent – No planning permission granted for residential units;

3.2.3 It is worth noting, this data does not include sites currently under construction, which have started delivery of residential units. This differs from that of data within Local Planning Authority’s AMRs, and is further explained within the ‘ABOUT THE DATA’ note in paragraph 3.2.10. Of the overall total brownfield housing supply, approximately 26,000 units have ‘Live Consent’ (44.4%), 8,600 units have ‘Expired Consent’ (14.7%), and 24,000 units have ‘No Consent’ (40.9%). This demonstrates a little under half of the brownfield supply is ready for delivery, with the remainder requiring planning permission or prior approval. The proportion of sites benefiting from ‘Live Consent’ is not consistent across the West Yorkshire local authority areas, as demonstrated in the figure below:

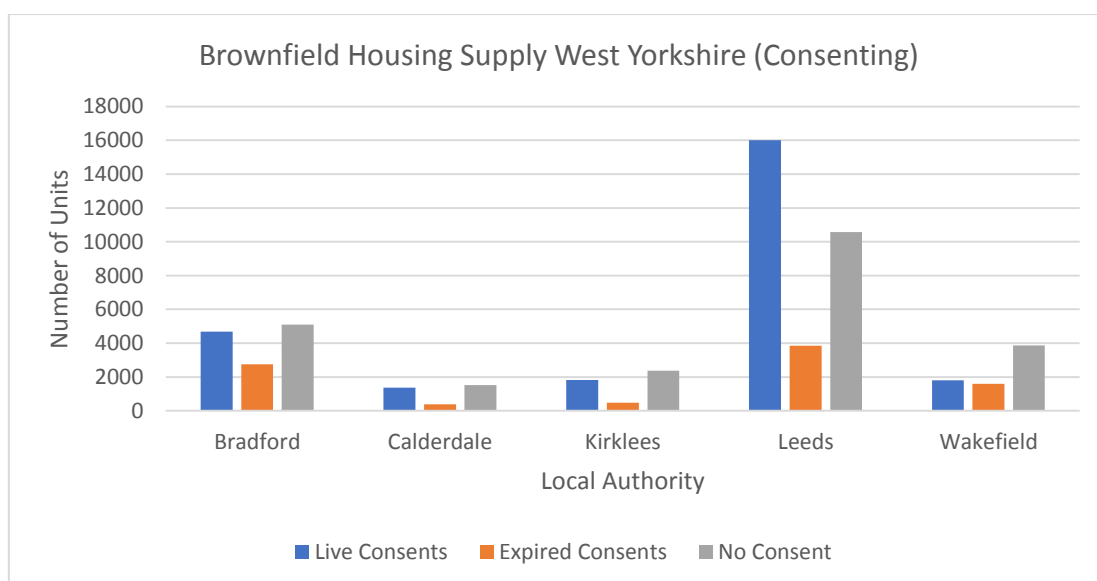


Figure 54 - Brownfield Housing Supply West Yorkshire (Consenting)

3.2.4 The consenting profile does vary considerably across each of the 5 local authority areas, as shown in Figure 54. Over half the consented brownfield residential units are located within Leeds (approx.16,000), with a significant proportion within Bradford (approx..4,500) and the remainder distributed across Calderdale, Kirklees and Wakefield. It is clear from the figure above that Leeds will continue to lead brownfield housing delivery in the region, due to the extensive levels of consented sites ready to be delivered.

Development Types

- 3.2.5 As set out in Section 2, development types have been split into three main categories of development type, Housing, Apartments and Mixed (developments involving both housing and apartments). This information can only be obtained from the supply sites with Live or Expired Consent, and have thus been broken down into such categories below.
- 3.2.6 The total live and expired consents within brownfield housing supply is approximately 34,600 units, of which 65% are apartment schemes, 18% housing and 17% mixed. The supply is clearly dominated by apartment schemes, and this proportional figure grows to 68% within 'Live Consents' breakdown. It is, therefore, likely this will result in this development type leading future delivery, as it has done for the last 5 years within the West Yorkshire region (see para 2.2.4 – 2.2.7).

Figure 55 - West Yorkshire Brownfield Housing Supply - Development Types (Live & Expired Consents)

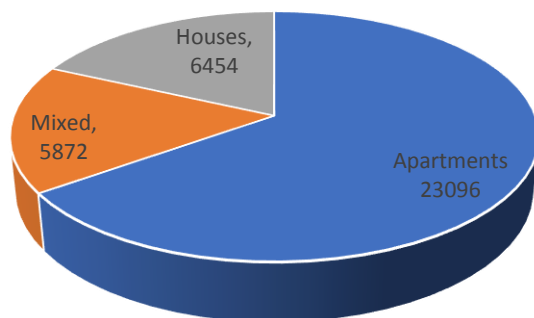
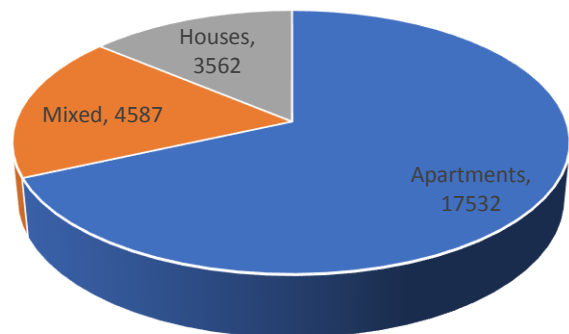


Figure 56 - West Yorkshire Brownfield Housing Supply - Development Types (Live Consents)



- 3.2.7 When examining the expired consents within the West Yorkshire brownfield housing supply, there is a contrast in the data when compared to the live consents. The consents that have lapsed are primarily for housing schemes, demonstrating perhaps a lack of commercial interest for this development type. This may be due to a number of reasons, but lower density schemes with reduced unit yield could prove to be more difficult to deliver on sites with marginal viability.

Development Sizes

- 3.2.8 Based upon the thresholds set out in Section 2 (para 2.2.8), a review of the development site sizes within West Yorkshire brownfield supply has been undertaken. Site sizes within the supply range from 0.02ha to 37.15ha across the West Yorkshire region. Figure 57 sets out a proportional representation of

site sizes within the supply and the number of units within each category. It is clear from the chart above that 'Large' and 'Medium' size category sites contain the highest number of units, approximately 2/3's of the supply, with Micro and Small Sites making up the remainder.

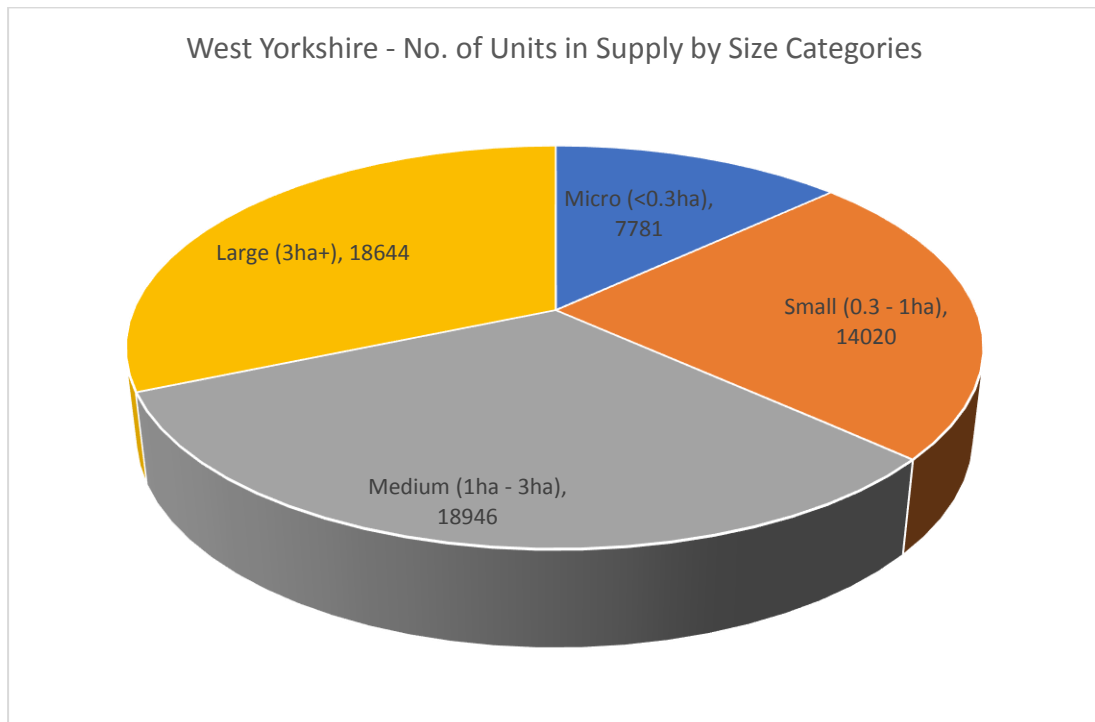


Figure 57 - West Yorkshire No. of Units in Supply by Size Categories

3.2.9 When comparing the levels of delivery by site size category (as per the analysis in Section 2) to that within the current supply, it is clear that future delivery is likely to change to that of the previous 10 years. 'Micro' and 'Small' sites have delivered approximately 50% of the housing units on brownfield sites since 2010, with 'Large' and 'Medium' sites making up the remainder. However, 'micro' and 'small' sites now make up approximately 1/3 of units within supply, with remaining 2/3 consisting of 'large' and 'medium' sites. Should site size composition of the supply be maintained, it is likely a far larger proportion of the future delivery on brownfield sites will be on 'large' and 'medium' sites as opposed to 'smaller' and 'micro' sites.

Greenfield vs. Brownfield

3.2.10 ABOUT THE DATA: Due to difference in data collection through housing monitoring undertaken by Local Planning Authorities, and that undertaken for the purposes of the report, sites with planning permission in the supply are calculated differently. For this report, only sites with planning permission with 0 units delivered have been registered as sites within the supply. This differs from the data collection undertaken by LPAs, as sites within planning permission that have delivered units and are under construction remain within the supply (albeit with only the remaining uncompleted units counted) until the scheme is completed. For this reason,

the number of units stated within analysis in paragraphs 3.2.11 – 3.2.14 will not tally with that of previous sections.

3.2.11 To enable a 'Greenfield vs. Brownfield' comparison of the number of units within the supply, the following analysis has used data collected from the Local Planning Authorities AMR. Taking account of the caveat above, and the fact that only housing data relating to brownfield sites and not greenfield was collected as part of the evidence base for this report, the use of AMR data is considered more reliable for the analysis undertaken.

3.2.12 The level of units within the brownfield housing supply has remained at relatively consistent levels over the last 7 years, with 32,948 units in 2013 and 34,180 units in 2019. However, there has been some minor fluctuations across the monitoring period, with the number of units within the supply reaching it's peak in 2017. The greenfield housing supply, however, has fluctuated far more significantly over the previous 7 years, rising from 11,774 units in 2013 to it's peak of 27,855 units in 2017, before then dropping again by the end of the monitoring period to 20,831 units.

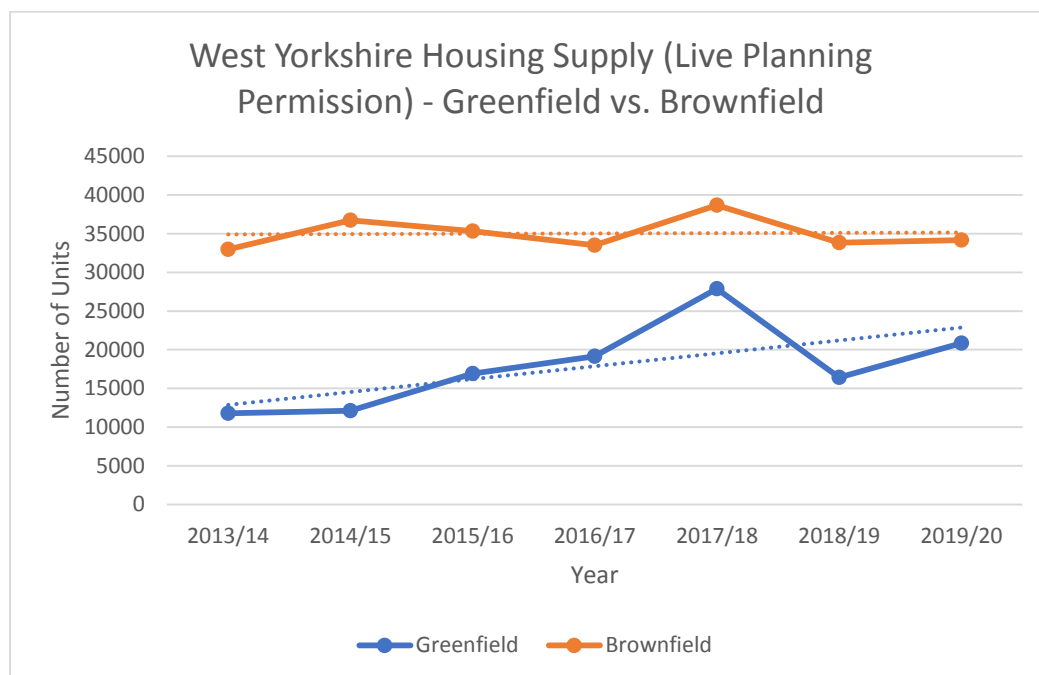


Figure 58 - West Yorkshire Housing Supply (Live Planning Permission) - Greenfield vs. Brownfield

Supply vs. Delivery

3.2.13 In order to examine any relationship between the levels of supply and delivery of housing on brownfield sites, a correlation coefficient formula has been run on the two data sets. This should give an indication of whether there is a relationship between the levels of supply and delivery within West Yorkshire since 2013. When examining the brownfield housing supply against that of the brownfield delivery within the region, there is a very weak correlation between the number of units in the supply and those being delivered, and thus little to no relationship between the data sets. However, when allowing for a lag time

of 1 year, to take account of planning permission being granted and development starting on site, there is a very strong correlation. The following correlation coefficient was used to examine any relationship between the supply and delivery:

$$Correl(X, Y) = \frac{\sum (x - \bar{x})(y - \bar{y})}{\sqrt{\sum (x - \bar{x})^2 \sum (y - \bar{y})^2}}$$

Supply Year	Supply Units	Delivery Year	Delivery Units
2013	32948.00	2014	4357.00
2014	36744.00	2015	5306.00
2015	35333.00	2016	5572.00
2016	33481.00	2017	4882.00
2017	38651.00	2018	6057.00
2018	33818.00	2019	5043.00
		Correlation Coefficient	0.903316

Figure 59 – West Yorkshire Correlation between supply and delivery of housing on brownfield sites

3.2.14 It appears that as commercial interest in development sites grows, the number of planning applications and subsequent permissions escalates, with delivery reflecting changes in the supply the following year. Local Planning Authorities (LPAs) within West Yorkshire in 2020 have an average approval rate of 89.2%, 86.14% of majors decided within 13 weeks and 89.2% of minors decided within 8 weeks. This reflects the positivity and responsiveness of LPAs, with high rates of approval and the ability to reach decisions on applications quickly. The development industry is then responding in-line with the subsequent increases or decreases in levels of supply with delivery of housing on brownfield sites. Taking these points into account, it is unlikely that the planning system is acting as an impediment to brownfield housing delivery within West Yorkshire.

Constraints

3.2.15 The production of the Brownfield Dashboard has allowed the Combined Authority to map a series of physical constraints, which may be acting as barriers to the delivery of housing on brownfield sites. The constraints have been put into 4 main categories and a series of sub-categories, as set out below:

- **Ground Conditions:** Landfill, Former Landfill, Northern Gas Networks mapping³, Northern Power Grid network mapping, Historic Mine Workings, Drainage Network;

³ For the purposes of the constraints assessment of Northern Gas Networks mapping, a minimum pipe size threshold of 6 inch or 15mm has been used.

- **Heritage:** Conservation Areas, Listed Buildings, Archaeological Sites, Scheduled Ancient Monuments, Historic Parks and Gardens, Battlefields
- **Environmental:** Sites of Special Scientific Interest (SSSI), Local Nature Reserves, Local Wildlife Sites, Local Geological Sites, Priority Habitats, Tree Preservation Orders, Ancient Woodland.
- **Flooding:** Flood Zones 2 and 3, Surface Water Flooding.

3.2.16 The mapping on these physical barriers to delivery has enabled the Combined Authority to quantify the level of constraints facing sites across the region. Figure 60 below sets out the number of sites currently found to have at least one of the constraints set out above across the 721 sites within the West Yorkshire brownfield housing supply. It is clear Ground Conditions is by far the most prevalent constraint within the region, with 505 sites (70%) within the supply registering at least one constraint under the Ground Condition criteria. This is followed by Flooding, which covers 57.6% of the total supply of sites, and then Heritage (42.9% - 309 sites) and finally Environmental (30.4% - 219 sites).

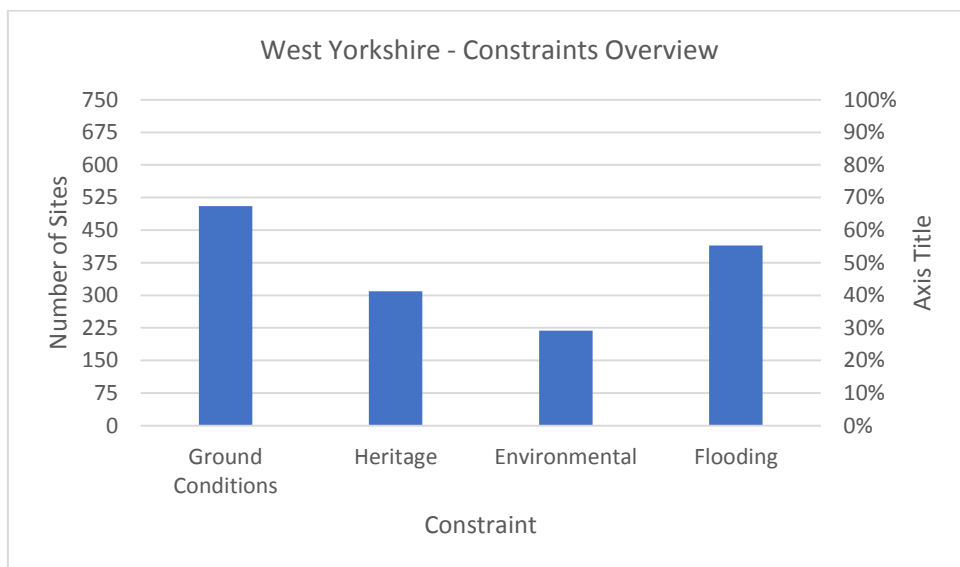


Figure 60 - West Yorkshire Constraints Overview

3.2.17 In an attempt to quantify the volume of houses within the supply potentially being held back on account of constraints within Ground Conditions, Heritage, Environmental and Flooding, Figure 61 attributes the number of units to each of theme⁴.

Constraint	Ground Conditions	Heritage	Environmental	Flooding
No. of Units	46,983	24,684	15,568	42,995

Figure 61 – West Yorkshire Constraints Overview by number of units

⁴ Sites may have multiple constraints across Ground Conditions, Heritage, Environmental and Flooding, thus it is likely there will be double counting across the table.

3.2.18 When examining barriers to delivery and site size, the level of constraints differs across the supply. Figure 62 below sets out the level of constraints on ‘Micro’, ‘Small’, ‘Medium’ and ‘Large’ sites across West Yorkshire. The average level of constraints escalates as site size increases, with ‘Large’ sites on average registering the greatest number of constraints within the regional brownfield housing supply. As site size increases, it is perhaps more likely this greater geographic area will intersect with a larger number of constraints. However, it does appear ‘Large’ and ‘Medium’ sites require the greatest levels of intervention to overcome these barriers to delivery and bridge potential viability caused by the amount of constraints faced.

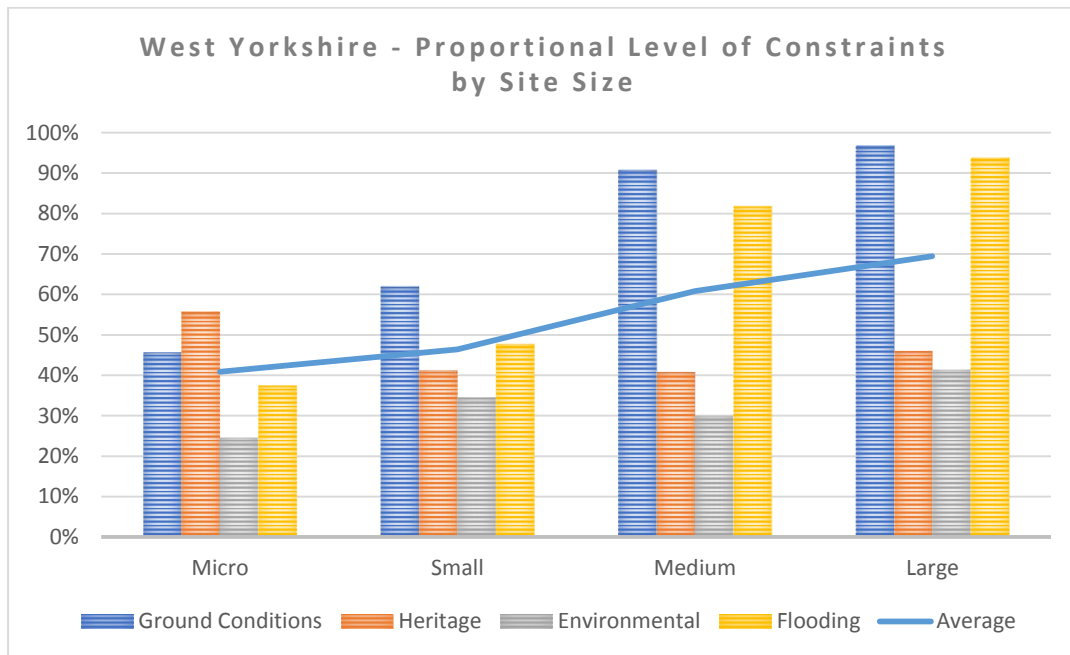


Figure 62 - West Yorkshire Proportional Level of Constraints by Site Size

3.2.19 Within the following sections there is an examination of sites and constraints at a local authority level, which looks more closely at the criteria within each of the main thematic areas of Ground Conditions, Heritage, Environmental and Flooding. This has allowed for a more fine-grained analysis at a local level, and pulled out specific barriers to delivery each local authority brownfield housing supply is facing.

3.3 Bradford

Overall Supply

3.3.1 There are currently 12,521 residential units in the brownfield housing supply within Bradford. The supply is concentrated in and around the city of Bradford, with the rest highest concentration within the City ward, which covers Bradford city centre. There are also significant levels of units in Windhill and Rose, Shipley, Heaton and Manningham. The figure below is a heat map, displaying concentrations of brownfield housing sites within the Bradford supply.

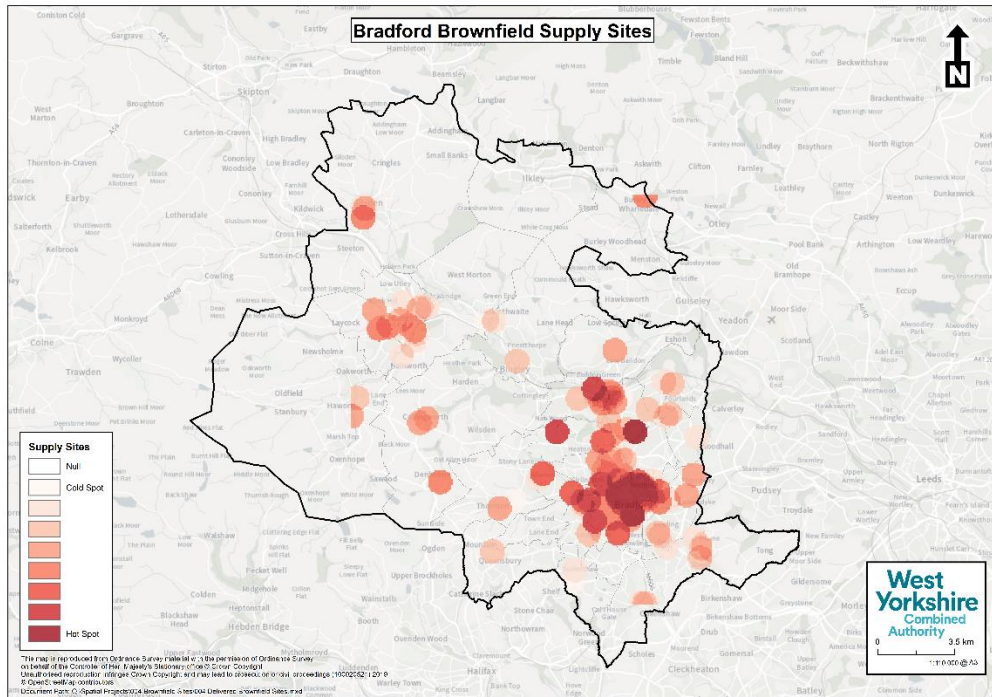


Figure 63: Heat Map of units delivered on brownfield sites in Bradford District 2010 – 2019

3.3.2 In terms of consenting, the Bradford brownfield supply is made up of the following;

- ‘Live Consents’ – 4,676 units
- ‘Expired Consents’ – 2,751 units
- No Consent – 5,094 units

This is broadly in line with that of the regional average, but with proportionally slightly fewer units with live consents and a higher number of sites with expired consent.

3.3.3 This demonstrates a little over third of the brownfield supply is ready for delivery, with the remainder requiring planning permission or prior approval.

Development Type

3.3.4 The Bradford brownfield housing supply is approximately 12,521 units, of which 64% are apartment schemes, 31% housing and 5% mixed. This does differ from that of the regional supply, with proportionally fewer mixed development units and a higher number of housing units. Future housing delivery on brownfield sites within Bradford is likely to favour apartments as opposed to housing, which has been the dominant development type delivered since 2010.

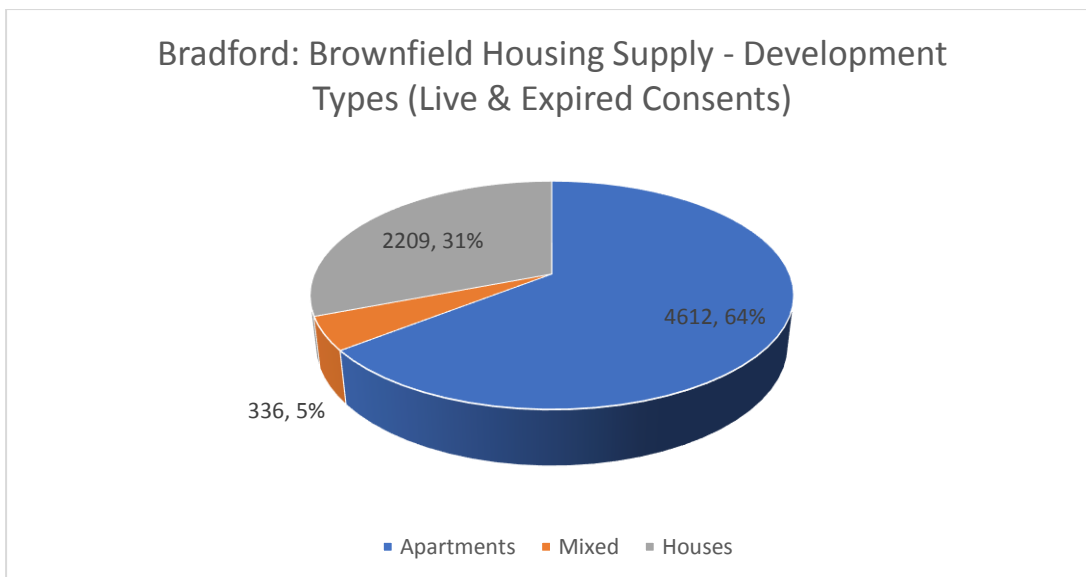


Figure 64 - Bradford Brownfield Housing Supply - Development Types (Live & Expired Consents)

Development Sizes

3.3.5 The majority of the brownfield housing supply within Bradford is made up of 'Medium' (28%) and 'Small' (36%) size sites, which make up just under two thirds of all development opportunities. This runs contrary to that of the West Yorkshire supply, with proportionally fewer units on sites on 'Medium' and 'Larger' sites in Bradford, but a significantly larger proportion of 'small' sites. When comparing this to past delivery, the site sizes within the supply broadly reflects that of what has been delivered since 2010 at a local and regional level. It is, therefore, likely the past delivery trends, in regards to size of sites being delivered on brownfield land, will continue in Bradford. With a fairly even distribution across site size categories, the brownfield housing supply in the District does provide ample opportunities to a broad range of developers of varying size.

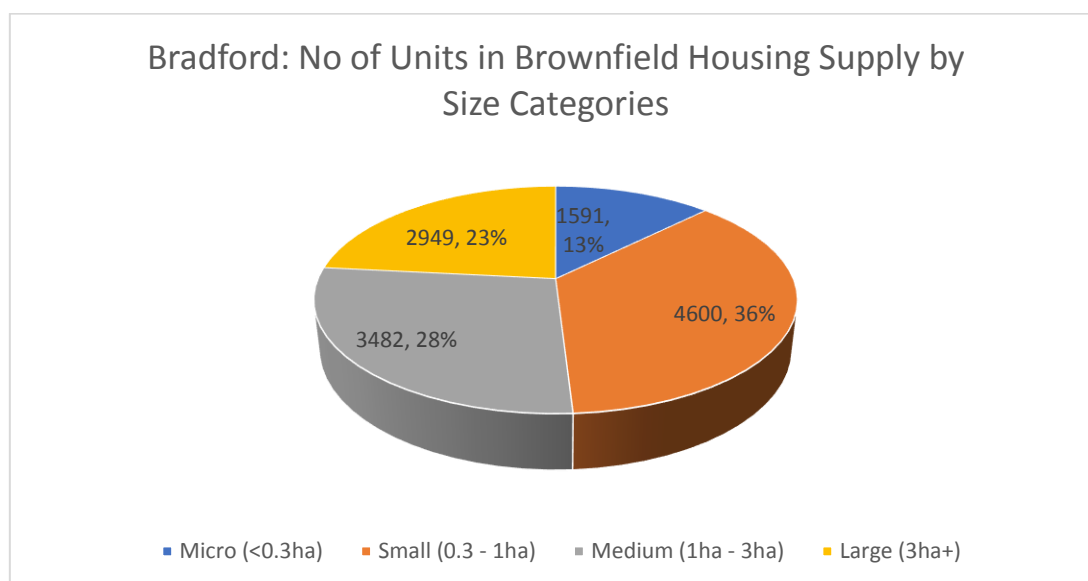


Figure 65 Bradford No of Units in Brownfield Housing Supply by Size Categories

Greenfield vs. Brownfield

3.3.6 The level of units within the Bradford brownfield housing supply has experienced a downward trend over the past 7 years, starting the monitoring period in 2013 with 6,501 units and finishing with 5,169 units in 2019. However, there has been significant fluctuations across the monitoring period, with the number of units within the supply reaching its lowest point in 2016 (4,583) before rising again the following year, but has not re-established the previously higher levels witnessed at the start of the monitoring period. The greenfield housing supply, has steadily increased since 2013, reaching peak levels in 2017 with 3,820 units.

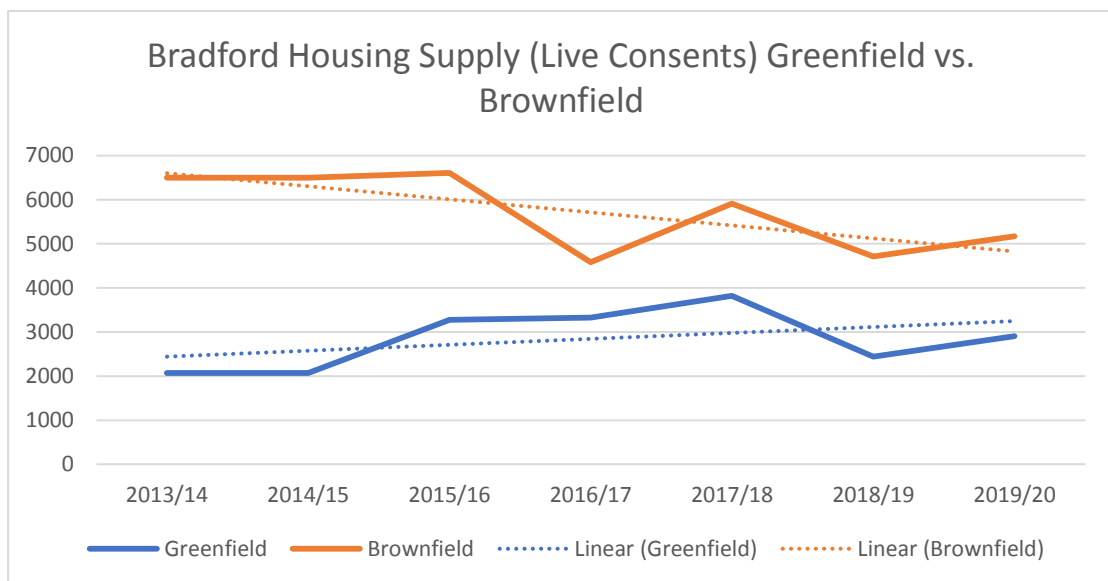


Figure 66: Bradford Housing Supply (Live Consents) Greenfield vs. Brownfield

3.3.7 In regards to the comparable sizes of the greenfield and brownfield housing supplies, the brownfield supply is approximately 1.5 times larger than that of the greenfield, which broadly aligns with of the regional supply. The gap between the number of units with the brownfield and greenfield supply has narrowed significantly since 2013, however, a comparable difference has been maintained since 2017.

3.3.8 When examining the correlation between sites in the supply and the number of units being delivered, there is a weak correlation between the data sets taking into account a 1 year lag (as per the analysis of WY in para 3.2.13 & 14). This implies that even with the number of units decreasing within the supply, the delivery has not decreased at a similar rates across the monitoring period. This runs contrary to that of the strong correlation coefficient at a regional level and, therefore, demonstrates that changes in the level of supply is not impacting upon delivery rates within Bradford.

Constraints

3.3.9 As set out in paragraph 3.2.15, sites within the brownfield housing supply have been assessed for potential barriers to delivery. Figure 67 below sets out the number of sites currently found to have at least one of the constraints set out

above across the 157 sites within the Bradford local authority area. Barriers to delivery are evenly spread across 'Ground Conditions', 'Heritage' and 'Flooding', with relatively few registering within 'Environmental' constraints.

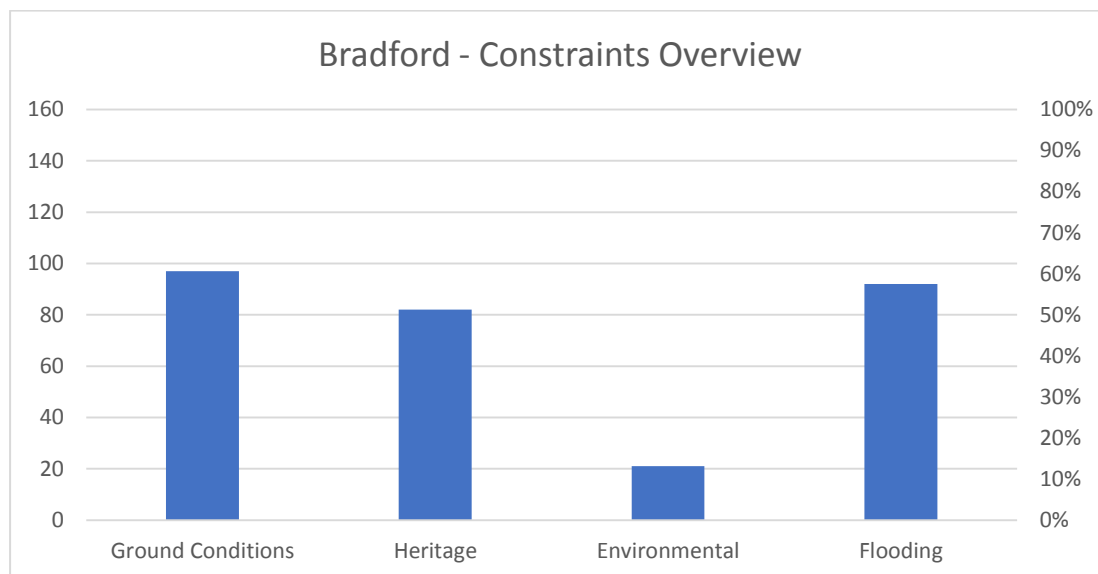


Figure 67 - Bradford - Constraints Overview by No. of Sites

3.3.10 When examining the sub-criteria of the main themes, Northern Power Grid is by far the most prominent under Ground Conditions, with 45.9% (72 sites) of the supply registering the constraint as a potential barrier. This is followed by Northern Gas Networks (22.9% - 36 sites), Drainage (14.6% - 23 sites) and Historic Coal Mining (14.6% - 23 sites). Historic Landfill and active Landfill register significantly lower as potential barriers to delivery.

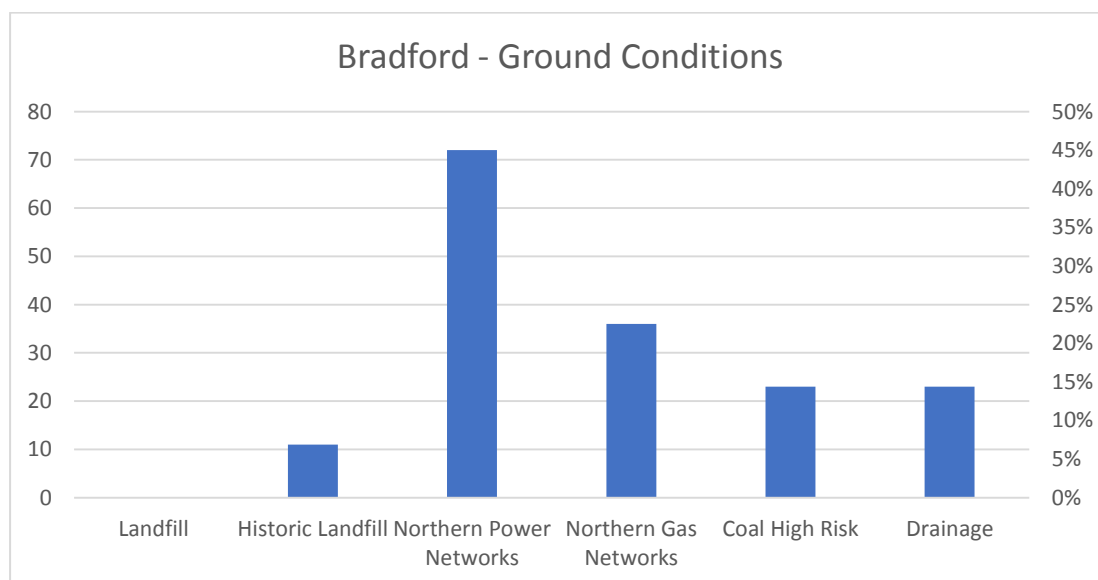


Figure 68 – Bradford Ground Conditions Constraints Overview by number of Sites

3.3.11 Closer examination of the Flooding theme reveals the most prominent form of flood risk to sites within Bradford is Surface Water Flooding (SWF). 88 sites within the supply registered as contained 1 in 100 years Surface Water Flooding risk, with 56 of those sites containing the more severe Surface Water Flooding

risk of 1 in 30 years. In regards to fluvial flooding risk, 32 sites contained elements of Flood Zone 2 (FZ2), 23 of which also registered within Flood Zone 3 (FZ3).

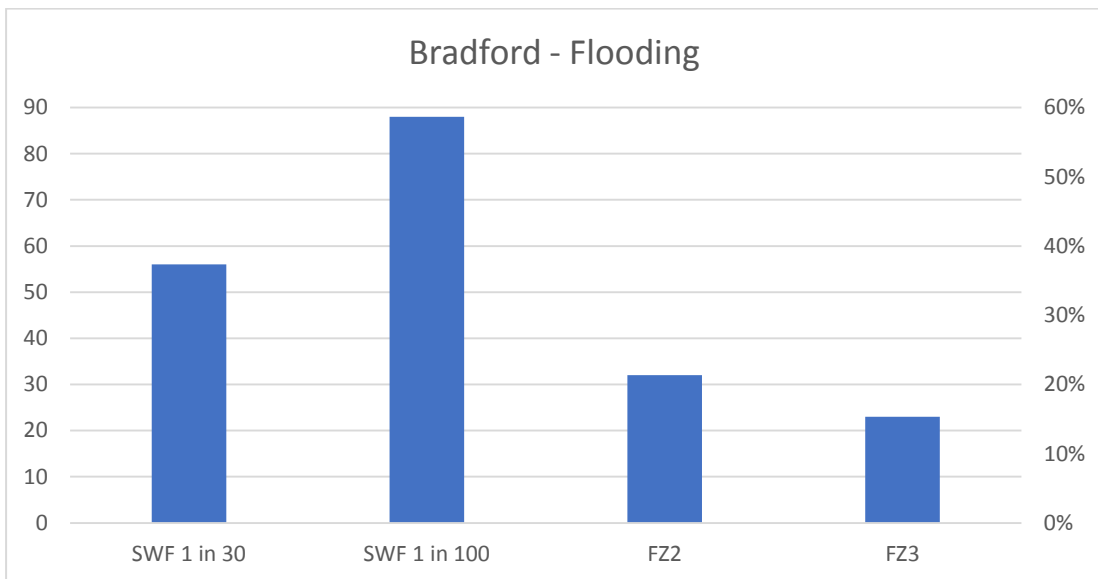


Figure 69 – Bradford Flooding Constraints Overview by number of sites

3.3.12 Within Environmental theme, there are relatively few constraints of this type across the Bradford supply, with only 21 sites registering as containing at least one environmental constraint. However, there appears to be relatively high levels of ‘Heritage’ constraints, with 52.2% of the supply (82 sites) registering at least 1 heritage asset, which is primarily split between Listed Building (37.6% - 59 sites) and Conservation Areas (35.7% - 56 sites).

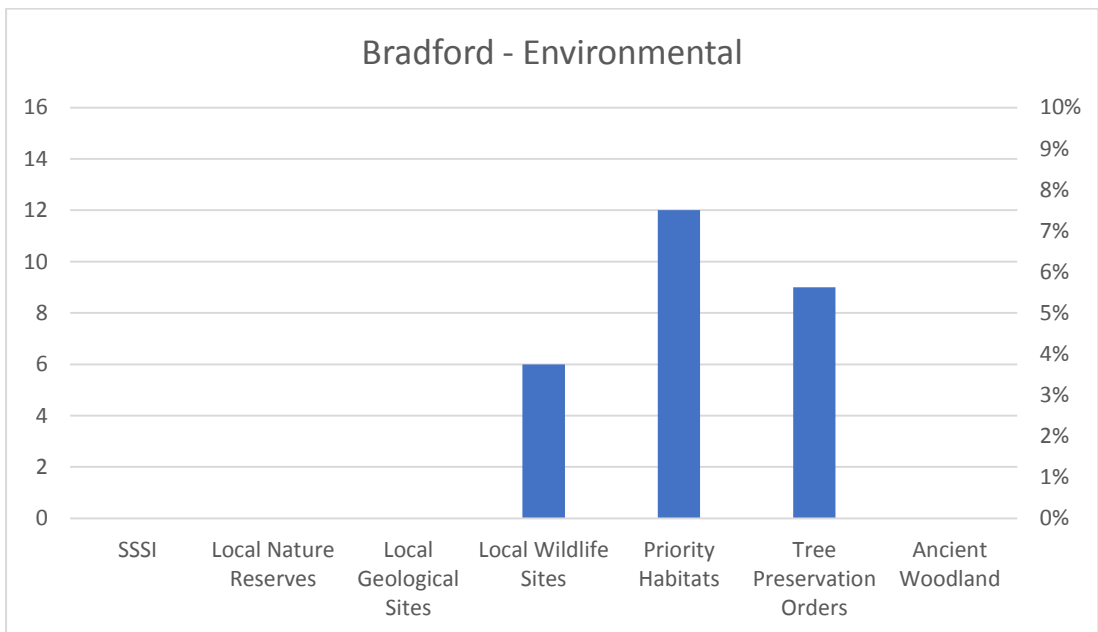


Figure 70 – Bradford Environmental Constraints Overview by number of sites

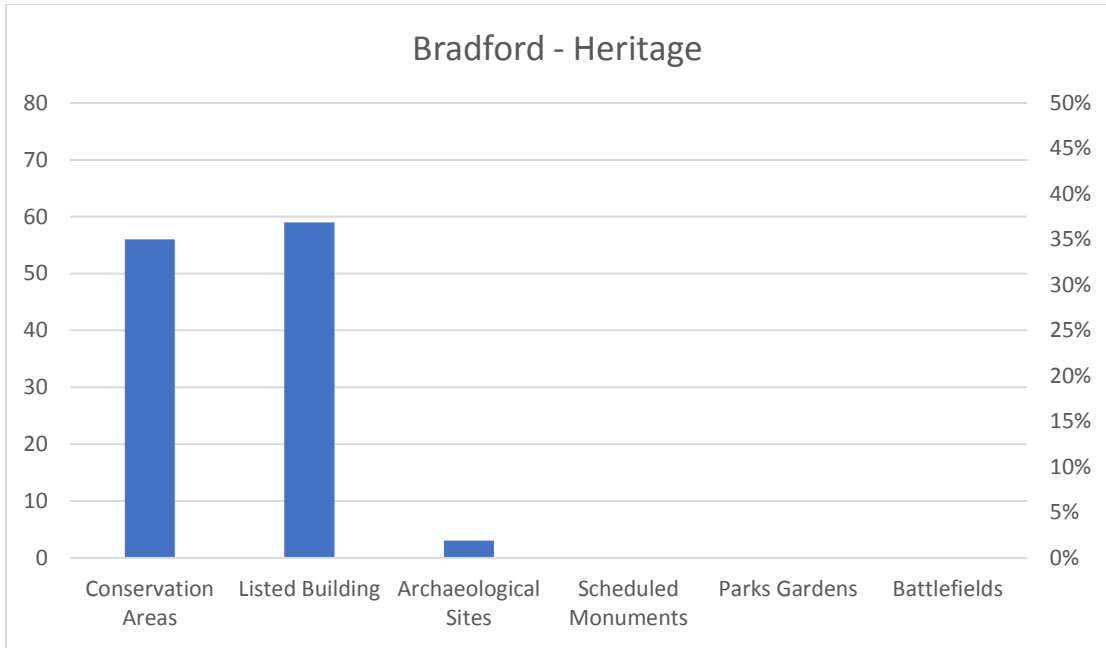


Figure 71 – Bradford Heritage Constraints Overview by number of sites

3.3.13 In an attempt to quantify the volume of houses within the supply potentially being held back on account of constraints within Ground Conditions, Heritage, Environmental and Flooding, Figure 72 attributes the number of units to each of theme⁵.

Constraint	Ground Conditions	Heritage	Environmental	Flooding
No. of Units	9,538	7,585	2,292	8,126

Figure 72 – Bradford Constraints Overview by number of units

3.3.14 When examining barriers to delivery and site size, the level of constraints differs across the supply. Figure 73 below sets out the level of constraints on ‘Micro’, ‘Small’, ‘Medium’ and ‘Large’ sites. The average level of constraints escalates as site size increases, with ‘Large’ sites on average registering the greatest number of constraints within the Bradford brownfield housing supply. It does appear ‘Large’ and ‘Medium’ sites within Bradford require the greatest levels of intervention to overcome these barriers to delivery and bridge potential viability caused by the amount of constraints faced. A unique element of the Bradford constraints profile is the level of micro sites registering a heritage constraints. When examining this more closely, nearly 60% of micro sites are within conservation areas, and approx. 42% of them contain at least one listed building.

⁵ Sites may have multiple constraints across Ground Conditions, Heritage, Environmental and Flooding, thus it is likely there will be double counting across the table.

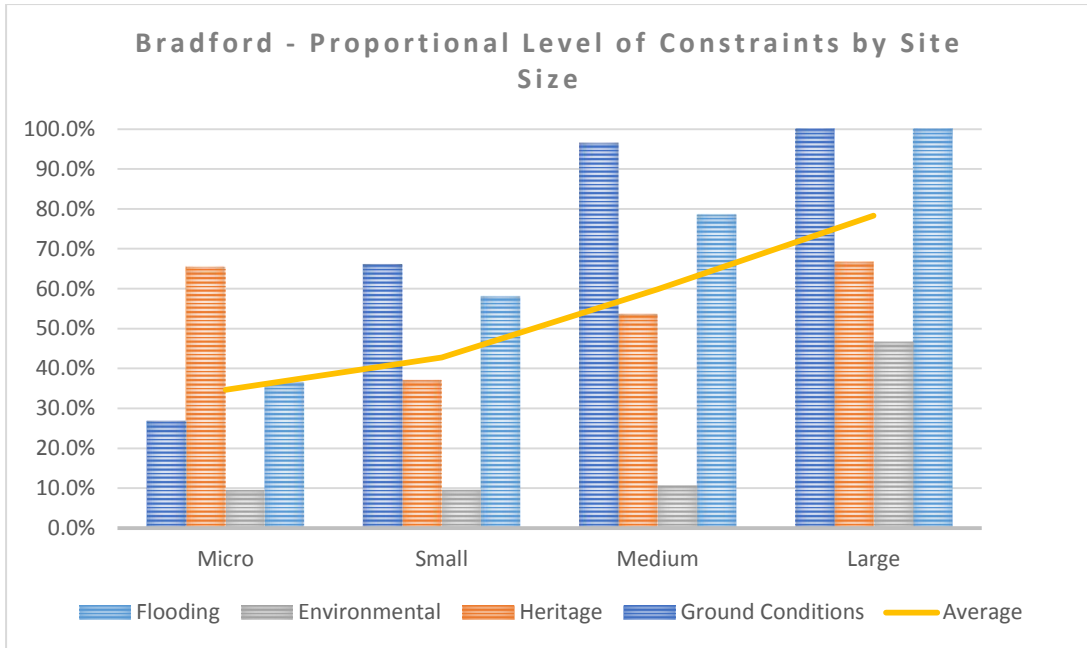


Figure 73 – Bradford - Proportional Level of Constraints by Site Size

3.4 Calderdale Overall Supply

3.4.1 There are currently 3,280 residential units in the brownfield housing supply within the Calderdale. The supply is most highly concentrated within Town ward, which covers Halifax Town Centre, but also high concentrations within Brighouse, Illingworth and Park ward. The figure below is a heat map, displaying concentrations of brownfield housing sites within the Calderdale supply.

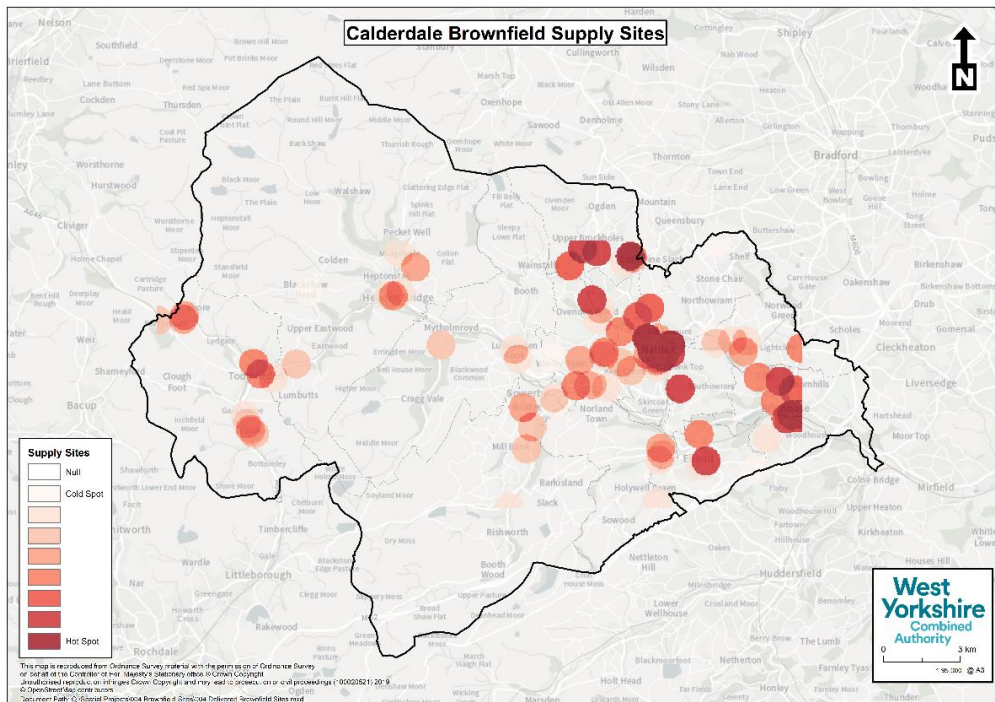


Figure 74: Heat Map of units in the supply on brownfield sites in Calderdale District 2010 – 2019

3.4.2 In terms of consenting, the Calderdale brownfield housing supply is made up of the following;

- 'Live Consents' – 1,368 units
- 'Expired Consents' – 390 units
- No Consent – 1,522 units

This is broadly in line with that of the regional average, but with slightly proportionally fewer live and expired consents and a higher number of sites with 'No Consent'.

3.4.3 This demonstrates a little under half of the brownfield supply is ready for delivery, with the remainder requiring planning permission or prior approval.

Development Type

3.4.4 The Calderdale brownfield housing supply is approximately 3,280 units, of which 40% are apartment schemes, 49% housing and 11% mixed. This differs significantly from that of the regional supply, with proportionally far fewer apartment units and significant higher number of housing units. Future housing delivery on brownfield sites within Calderdale is, therefore, likely to be evenly spread across housing and apartment delivery, with the brownfield supply balanced between the development types.

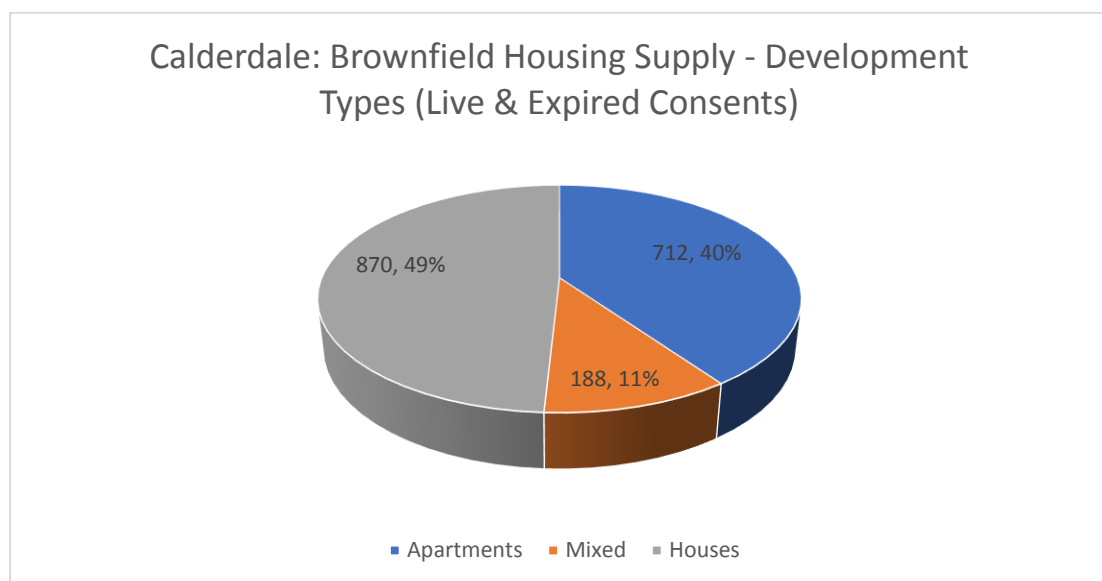


Figure 75: Calderdale: Brownfield Housing Supply - Development Types (Live & Expired Consents)

Development Sizes

3.4.5 The majority of the brownfield housing supply within Calderdale is made up of 'Micro' (15%) and 'Small' (37%) size sites, which make up over half of all development opportunities. This runs contrary to that of the West Yorkshire supply, with proportionally fewer units on sites on 'Medium' (42%) and 'Larger'

(6%) sites in Calderdale. Perhaps the most significant difference in the Calderdale supply is the number of 'Large' sites within supply, within only 2 identified. This is not necessarily an issue, as nearly half of the total delivery across West Yorkshire over the past 10 years has been on 'Micro' and 'Small' sites. However, it may limit the scope for larger developers wanting to build new homes on brownfield sites within Calderdale, with a greater reliability on SME developers to deliver the future supply.

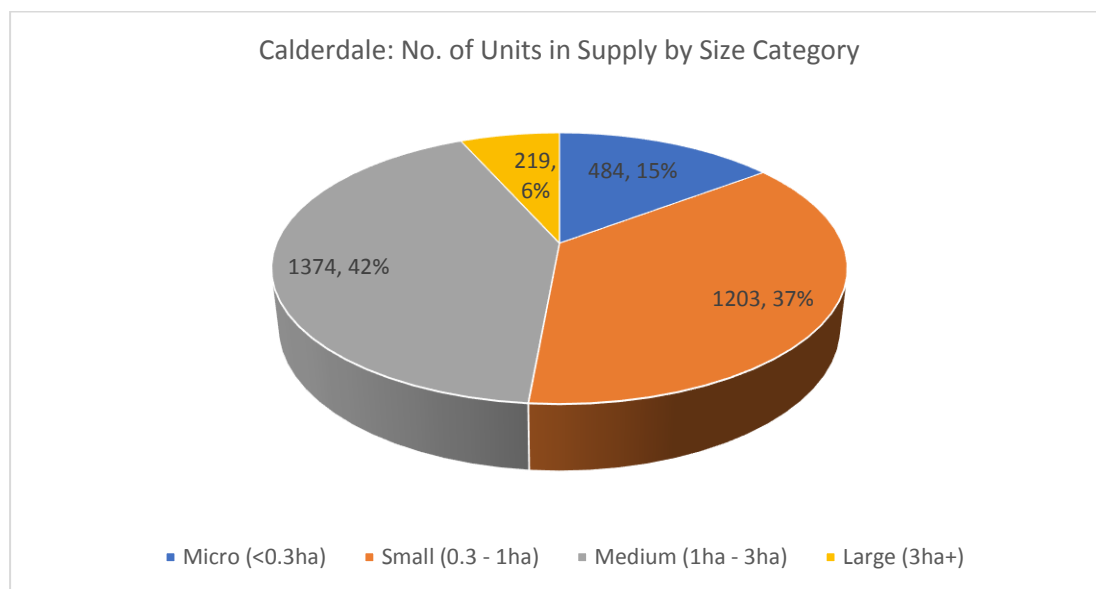


Figure 76: Calderdale No. of Units in Supply by Size Category

Greenfield vs. Brownfield

3.4.6 The level of units within the Calderdale brownfield housing supply has experienced a positive upward trend over the past 7 years, starting the monitoring period in 2013 with 2,574 units and 2,825 units in 2019. However, there has been some minor fluctuations across the monitoring period, with the number of units within the supply reaching it's lowest point in 2016 (2,320) before rallying to it's peak in 2018 with 2,892 units. The greenfield housing supply, has steadily increased since 2013, reaching peak levels in 2019 with 1,117 units.

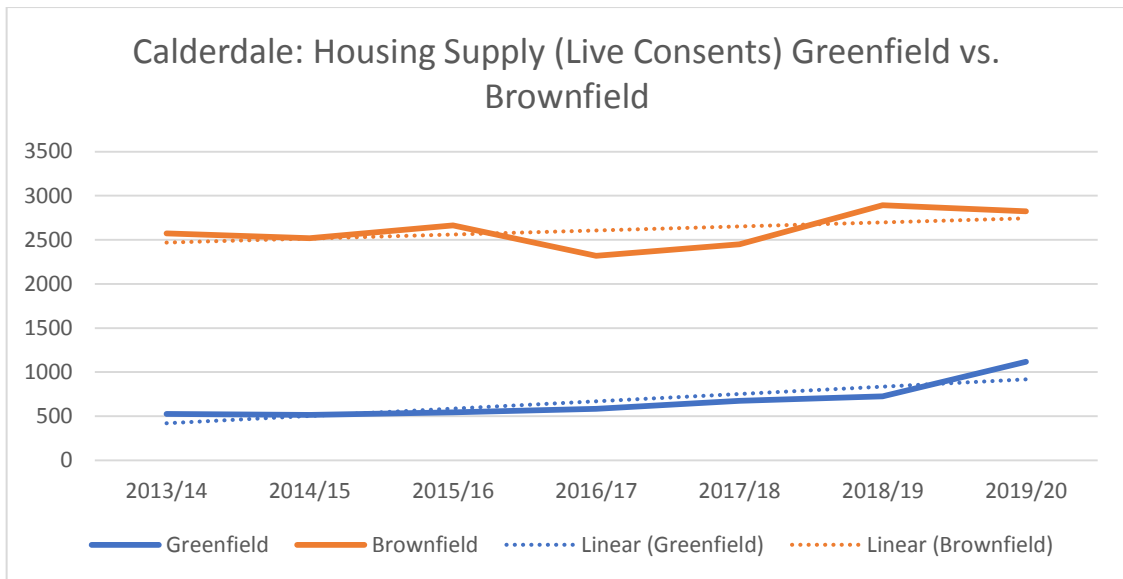


Figure 77: Calderdale Housing Supply (Live Consents) Greenfield vs. Brownfield

- 3.4.7 In regards to the comparable sizes of the greenfield and brownfield housing supplies, the brownfield supply is approximately 2.5 times larger than that of the greenfield supply. This is significantly larger than that of the regional difference, which is 1.6. This appears to demonstrate that future housing delivery in Calderdale will rely more heavily upon brownfield delivery. However, with an emerging Local Plan currently at examination, the greenfield supply is likely to increase with proposed changes to the greenbelt boundary and the creation of a number of new housing allocations on greenfield sites.
- 3.4.8 When examining the correlation between sites in the supply and the number of units being delivered, there is a weak correlation between the data sets taking into account a 1 year lag (as per the analysis of WY in para 3.2.13 & 14). This implies that even with the number of units increasing within the supply, the delivery has not increased at a similar rate. This runs contrary to that of the strong correlation coefficient at a regional level and, therefore, demonstrates that it is not a lack of supply restricting delivery within Calderdale.

Constraints

- 3.4.9 As set out in paragraph 3.2.15, sites within the brownfield housing supply have been assessed for potential barriers to delivery. Figure 78 below sets out the number of sites currently found to have at least one of the constraints set out above across the 93 sites within the Calderdale local authority area. It is clear that no single constraint is prominent within the supply, and barriers to delivery are broadly spread out across the main themes. This is a departure from the constraint profiles within each of the other local authorities within West Yorkshire, as there is no dominant constraint theme. However, when examining the main themes in greater detail, dominant constraints to delivery to become visible.

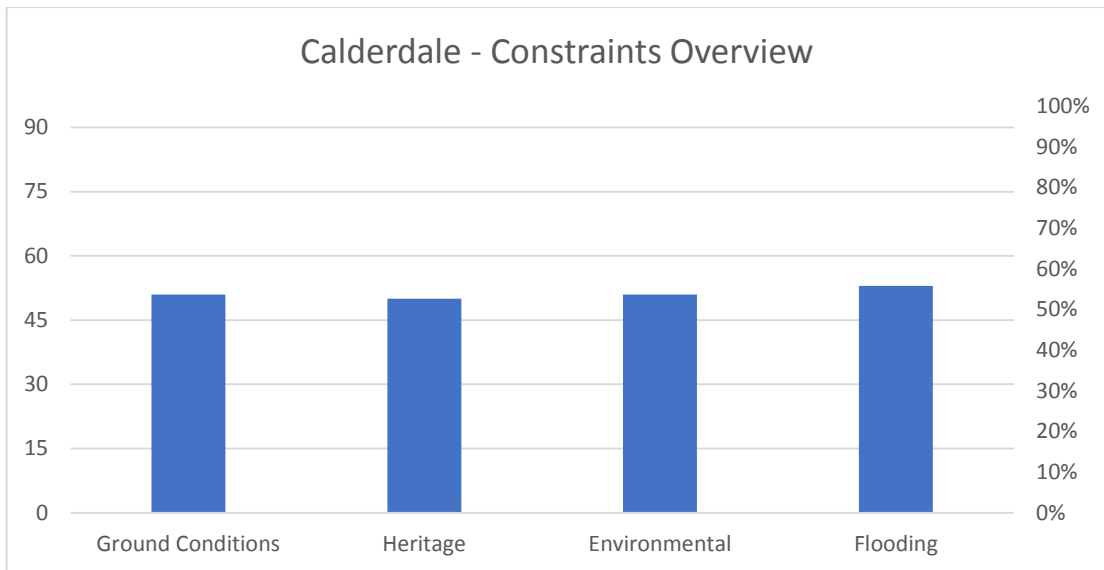


Figure 78: Calderdale - Constraints Overview by number of sites

3.4.10 When examining the sub-criteria of the main themes, Northern Power Grid is the most prominent under Ground Conditions, with 30.1% (28 sites) of the supply registering the constraint as a potential barrier. This is closely followed by Drainage Utilities (21.5% - 20 sites) and Northern Gas Networks (18.3% - 17 sites). Historic Coal Mining, Historic Landfill and Landfill significantly lower as potential barriers to delivery.

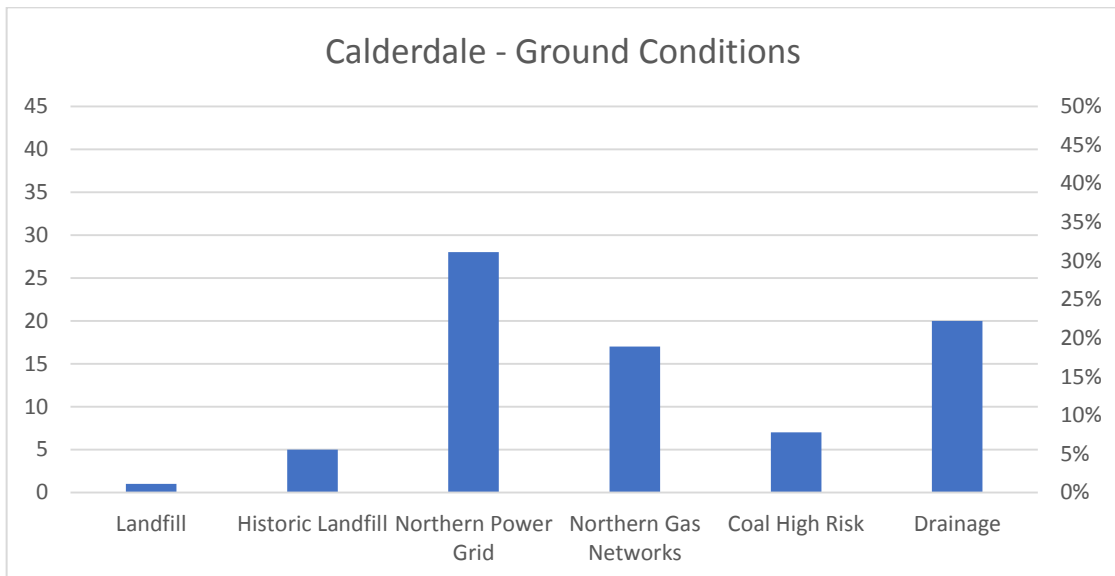


Figure 79: Calderdale Ground Conditions Constraints Overview by No. of Sites

3.4.11 Closer examination of the Flooding theme reveals the most prominent form of flood risk to sites within Calderdale is Surface Water Flooding. 52 sites within the supply registered as contained 1 in 100 years Surface Water Flooding risk, with 37 of those sites containing the more severe Surface Water Flooding risk of 1 in 30 years. In regards to fluvial flooding risk, 25 sites contained elements of Flood Zone 2, 24 of which also registered within Flood Zone 3.

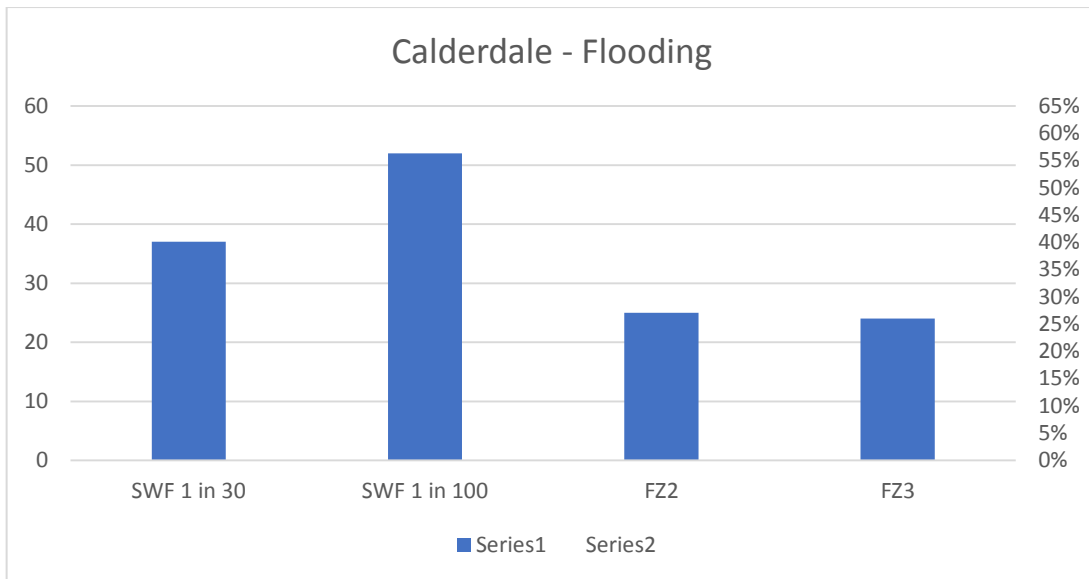


Figure 80: Calderdale Flooding Constraints Overview by No. of Sites

3.4.12 Within the Heritage and Environmental themes, Listed Buildings and Tree Preservation Orders (TPO) registered as the most prominent constraints. 46.2% of the supply (43 sites) contained at least 1 listed building on site; and 35.5% of the supply (33 sites) registered as having at least 1 TPO on site. These is followed by Conservation Areas and Priority Habitats, with 20 sites and 26 sites respectively, registering these potential constraints.

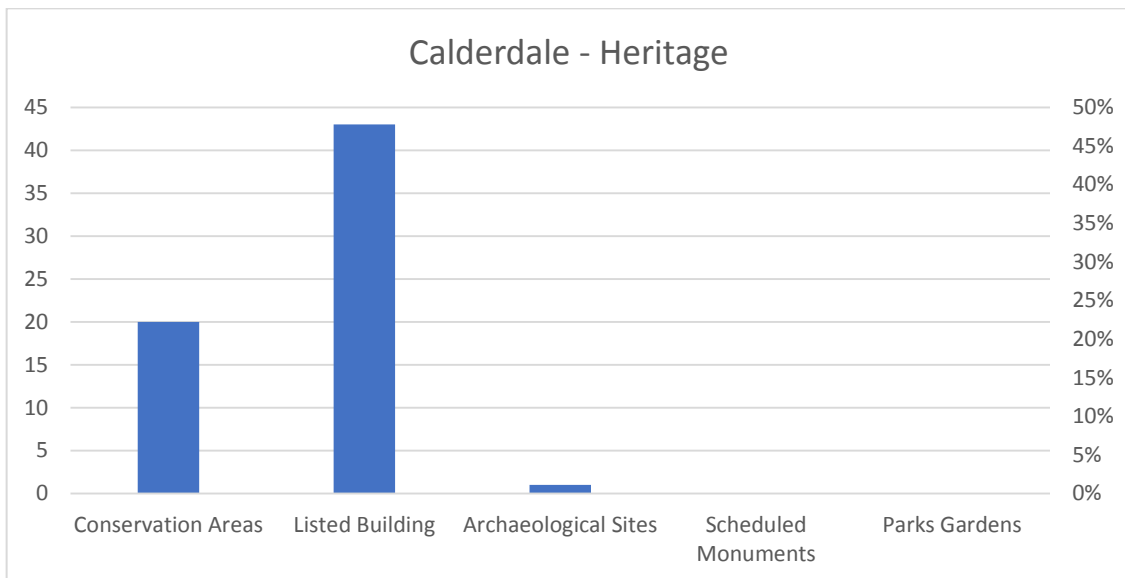


Figure 81: Calderdale Heritage Constraints Overview by No. of Sites

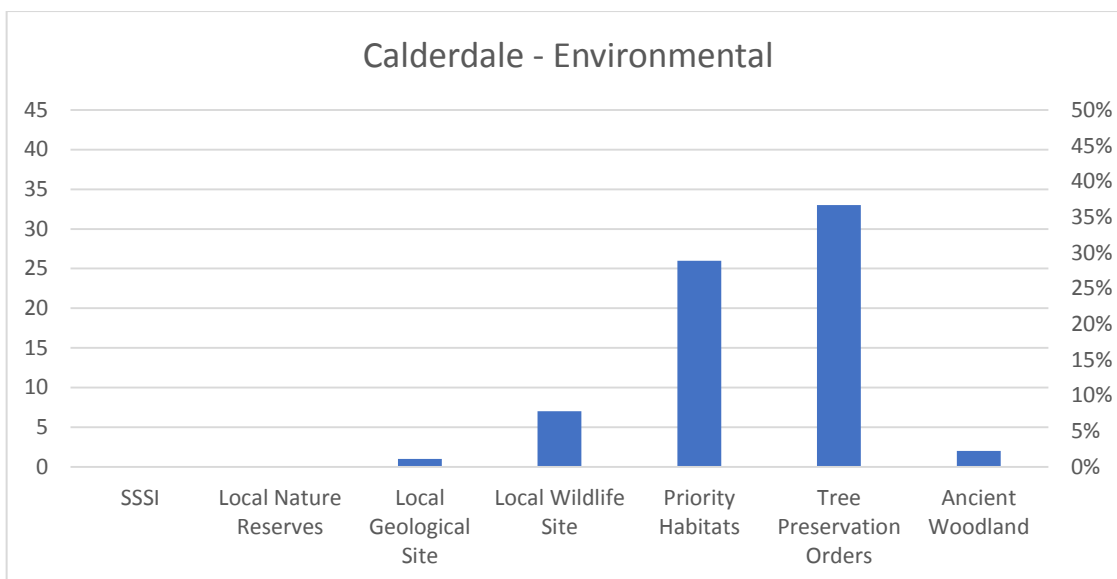


Figure 82: Calderdale Environmental Constraints Overview by No. of Sites

3.4.13 In an attempt to quantify the volume of houses within the supply potentially being held back on account of constraints within Ground Conditions, Heritage, Environmental and Flooding, Figure 83 attributes the number of units to each of them⁶.

Constraint	Ground Conditions	Heritage	Environmental	Flooding
No. of Units	2,278	1,583	1,835	2,304

Figure 83: Calderdale Constraints Overview by No. of Units

3.4.13 When examining barriers to delivery and site size, the level of constraints differs across the supply. Figure 82 below sets out the level of constraints on 'Micro', 'Small', 'Medium' and 'Large' sites. It does appear 'Large' and 'Medium' sites require the greatest levels of intervention to overcome these barriers to delivery and bridge potential viability caused by the amount of constraints faced. Calderdale also shares a similar constraints profile to Bradford in regards to micro sites registering a significant level of heritage constraints, with 70% flagged as containing this potential barrier to delivery. Specifically, approx. 52% of micro sites contain at least one listed building and 40% are within conservation areas.

⁶ Sites may have multiple constraints across Ground Conditions, Heritage, Environmental and Flooding, thus it is likely there will be double counting across the table.

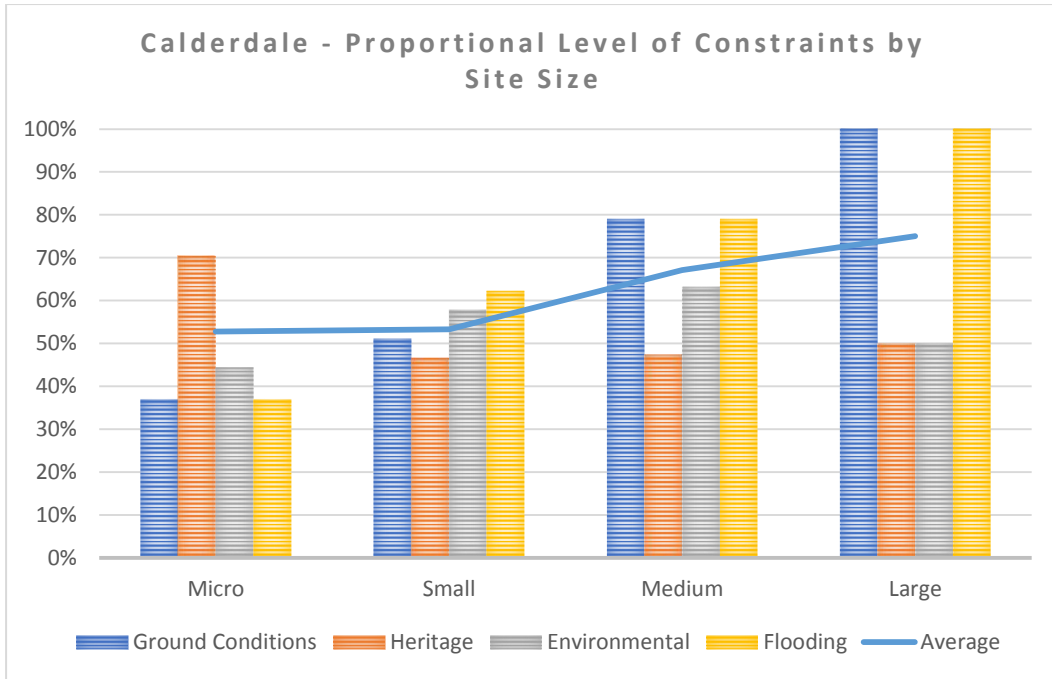


Figure 82: Calderdale Proportional Level of Constraints by Site Size by No. of Sites

3.5 Kirklees

3.5.1 There are currently 4,689 residential units in the brownfield housing supply within Kirklees. The supply is widely distributed across the local authority area, and does not experience the high levels of concentrations within narrow geographic areas. The wards of Newsome, Lindley, Dewsbury, Crosland and Cleckheaton register the largest number of units within the borough. The figure below is a heat map, displaying concentrations of brownfield housing sites within the Kirklees supply.

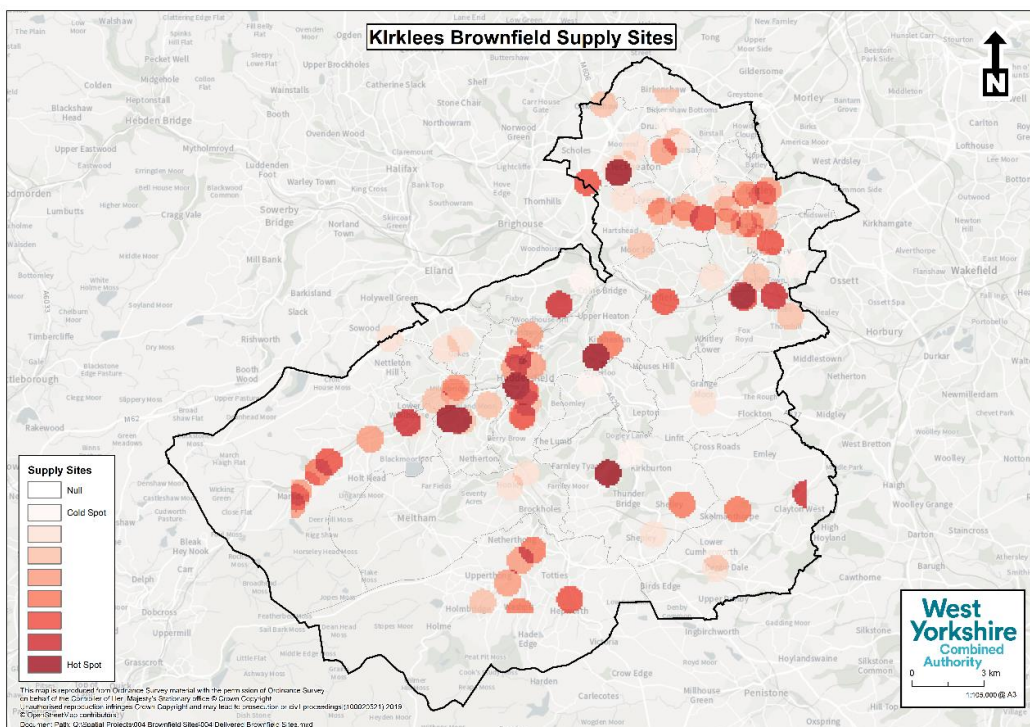


Figure 83 - Heat Map of units in the supply on brownfield sites in Kirklees District 2010 – 2019

3.5.2 In terms of consenting, the Kirklees brownfield housing supply is made up of the following;

- 'Live Consents' – 1,827 units
- 'Expired Consents' –482 units
- No Consent – 2,380 units

This is broadly in line with that of the regional average, but with slightly proportionally fewer live and expired consents and a higher number of sites with 'No Consent'.

3.5.3 This demonstrates a little over a third of the brownfield supply is ready for delivery, with the remainder requiring planning permission or prior approval.

Development Type

3.5.4 The Kirklees brownfield housing supply is approximately 4,689 units, of which 43% are apartment schemes, 46% housing and 11% mixed. This differs slightly from that of the regional supply, with proportionally fewer apartment units and a higher number of housing units. Future housing delivery on brownfield sites within Kirklees is, therefore, likely to be evenly spread across housing and apartment delivery, with the brownfield supply balanced between the development types.

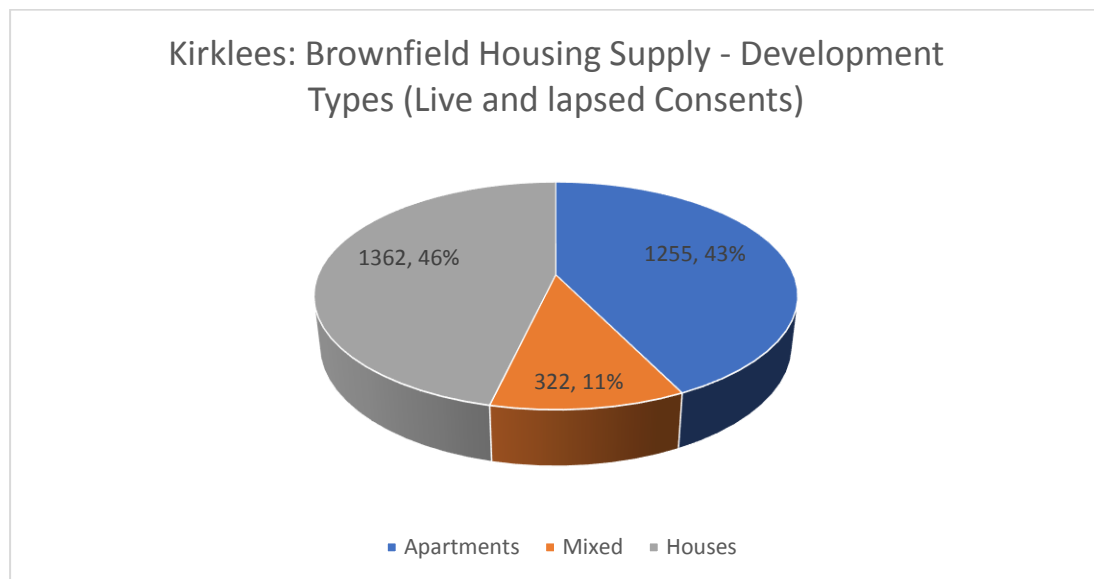


Figure 84 - Kirklees: Brownfield Housing Supply - Development Types (Live and lapsed Consents)

Development Sizes

3.5.5 The majority of the brownfield housing supply within Kirklees is made up of 'Large' (31%) and 'Medium' (35%) size sites, which make up over two thirds of all development opportunities. This follows that of the West Yorkshire supply very closely, with similar proportional number of units across all categories. The spread of development sizes within the brownfield supply is likely to appeal to a wide range of developers with Kirklees. However, when making a comparison to the delivery by size category, nearly half of all brownfield housing units have

been on sites within 'micro' and 'small' size categories since 2013. Taking that into account of the successful delivery on micro and small sites, there may be potential for a lack of supply to meet the clear demand by the SME developers operating within Kirklees.

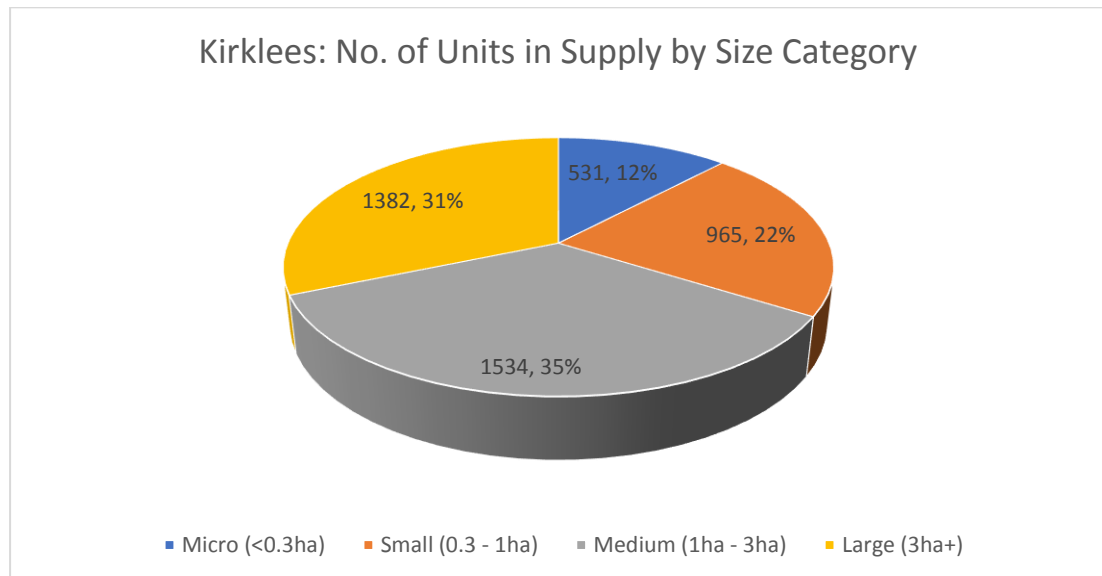


Figure 85 - Kirklees No. of Units in Supply by Size Category

Greenfield vs. Brownfield

3.5.6 The level of units within the Kirklees brownfield housing supply has experienced a downward trend over the past 7 years, starting the monitoring period in 2013 with 4,578 units, peaking in 2015 at 5,157 units, and finishing the monitoring period at 2,825 units in 2019. In comparison to this, the greenfield housing supply has been steadily increasing since 2013, starting the monitoring period at 1,772 units, peaking 3,978 units in 2017, and finishing the monitoring period in 2019 with 3,594.

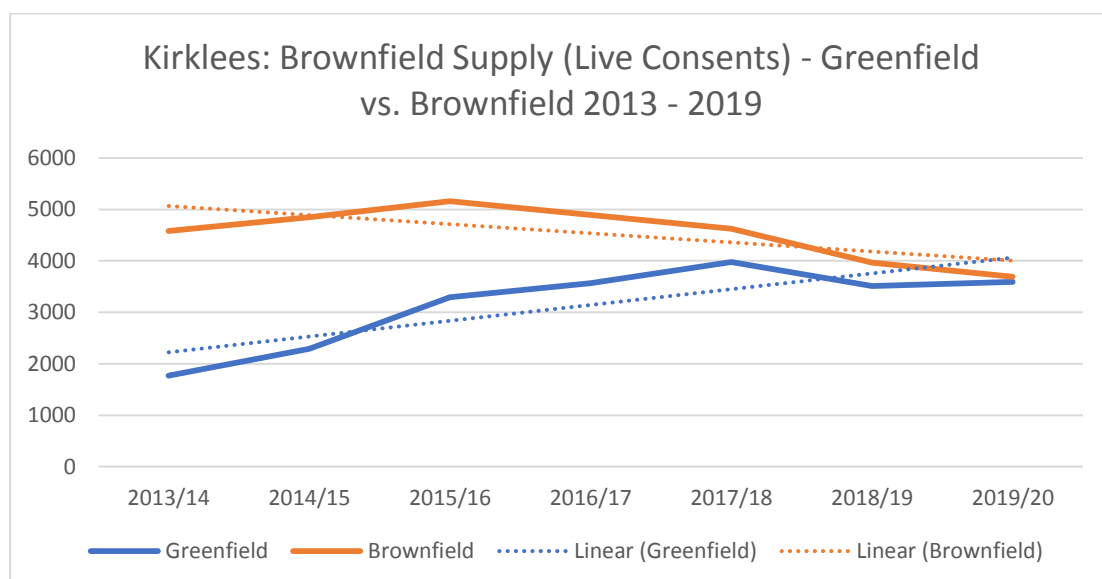


Figure 86: Kirklees: Brownfield Supply (Live Consents) - Greenfield vs. Brownfield 2013 - 2019

- 3.5.7 In regards to the comparable sizes of the greenfield and brownfield housing supplies, the brownfield and greenfield housing supplies are nearly the exact same size; and does run contrary to that of regional supply. This may be a result of Kirklees making timely progress on the production of their Local Plan, with the first Publication Draft (the stage at which the Plan holds significant weight in decision on planning applications) being published in 2016. The publication of the Local Plan at this time is likely to have increased the range of potential development sites across the Local Authority area, which may have resulted in commercial interest in brownfield sites decreasing as greenfield opportunities increased.
- 3.5.8 When examining the correlation between sites in the supply and the number of units being delivered, there is a weak correlation between the data sets taking into account a 1 year lag (as per the analysis of WY in para 3.2.13 & 14). This implies that even with the number of units decreased within the supply, the delivery has not decreased at a similar rate across the monitoring period. However, the delivery on brownfield sites over the previous 10 years in Kirklees has been on a slight downward trend, and with the sites in the supply also on a downward trend since 2013, it may be likely that the reducing number of site available maybe impacting upon delivery. The supply of brownfield housing sites within Kirklees is still considered strong; and it is therefore likely it is the availability of other greenfield sites within the supply that may be attracting greater interest from the development sector within Kirklees.

Constraints

- 3.5.9 As set out in paragraph 3.2.15, sites within the brownfield housing supply have been assessed for potential barriers to delivery. Figure 87 below sets out the number of sites currently found to have at least one of the constraints set out above across the 91 sites within the Kirklees local authority area. It is clear Ground Conditions is by far the most prevalent constraint within the region, with 74 sites (81.3%) within the supply registering at least one constraint under the Ground Condition criteria. This is followed by Flooding, which covers 64.8% (59 sites) of the total supply of sites, and then Environmental (48.4% - 44 sites) and finally Heritage (47.7% - 43 sites).

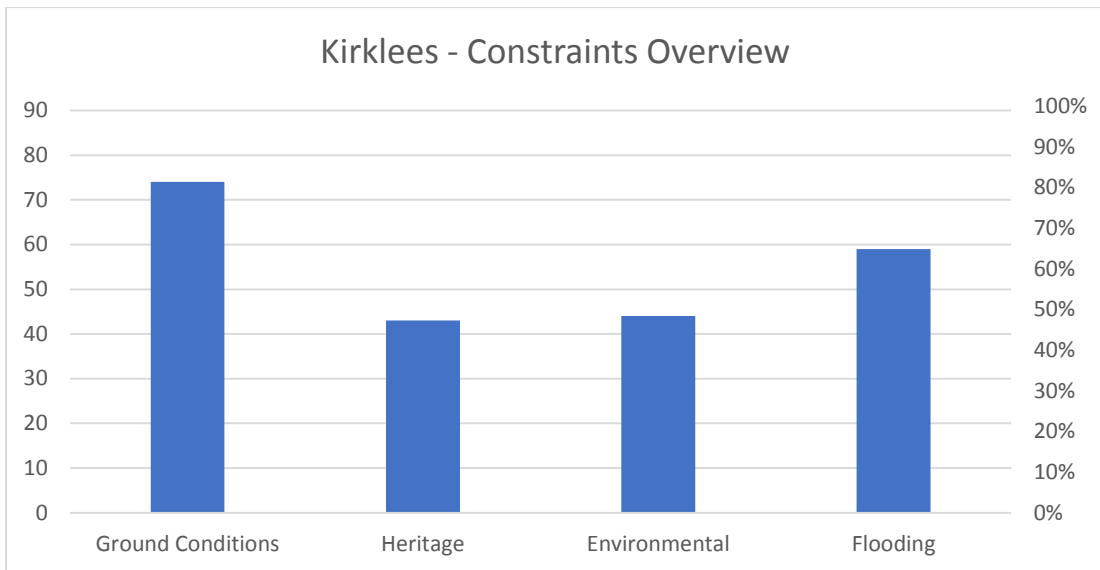


Figure 87 - Kirklees - Constraints Overview by No. of Sites

3.5.10 When examining the sub-criteria of the main themes, Historic Coal Mining is the prominent constraint under Ground Conditions, with 41.8% (38 sites) of the supply registering the constraint as a potential barrier. This is closely followed by Northern Powergrid (38.5% - 35 sites), Drainage Utilities (30.8% - 28 sites) and Northern Gas Networks (25.3% - 23 sites).

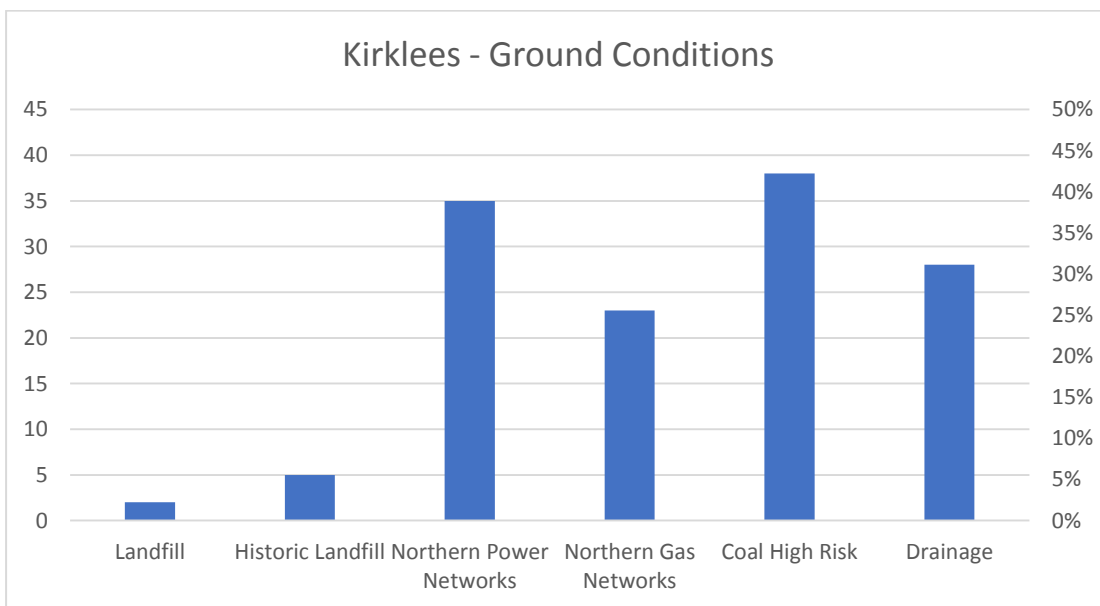


Figure 88 - Kirklees Ground Conditions Constraints Overview by No. of Sites

3.5.11 Closer examination of the Flooding theme reveals the most prominent form of flood risk to sites within Kirklees is Surface Water Flooding. 56 sites within the supply registered as contained 1 in 100 years Surface Water Flooding risk, with 44 of those sites containing the more severe Surface Water Flooding risk of 1 in 30 years. In regards to fluvial flooding risk, 29 sites contained elements of Flood Zone 2, 24 of which also registered within Flood Zone 3.

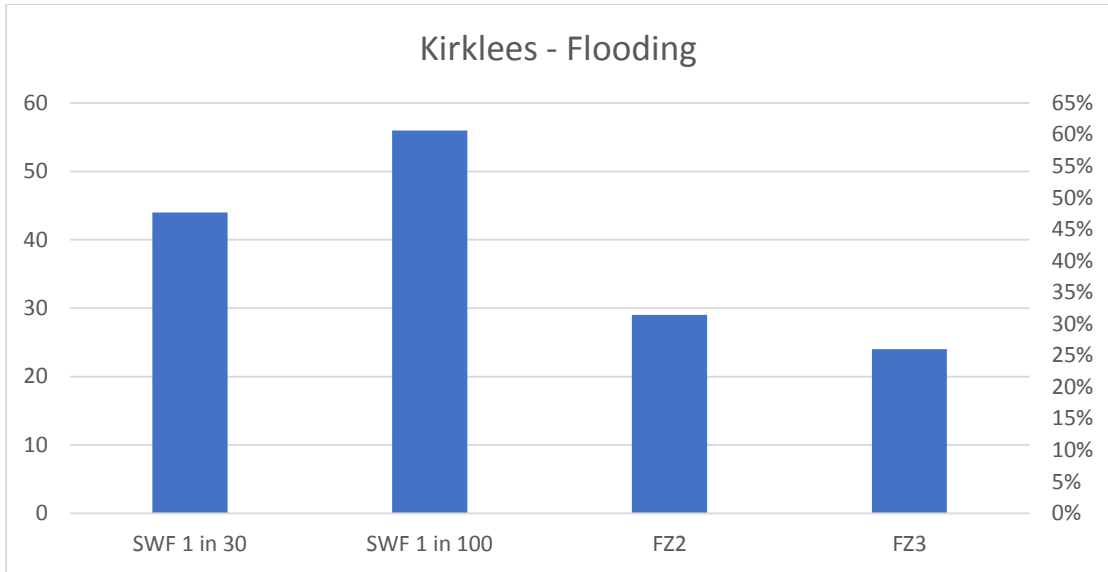


Figure 89 - Kirklees Flooding Constraints Overview by No. of Sites

3.5.12 Within the Heritage and Environmental themes, Listed Buildings and Tree Preservation Orders (TPO) registered as the most prominent constraints. 31.9% of the supply (29 sites) contained at least 1 listed building on site; and 31.9% of the supply (29 sites) registered as having at least 1 TPO on site. These are followed by Conservation Areas and Priority Habitats, with 14 sites and 13 sites respectively, registering these potential constraints.

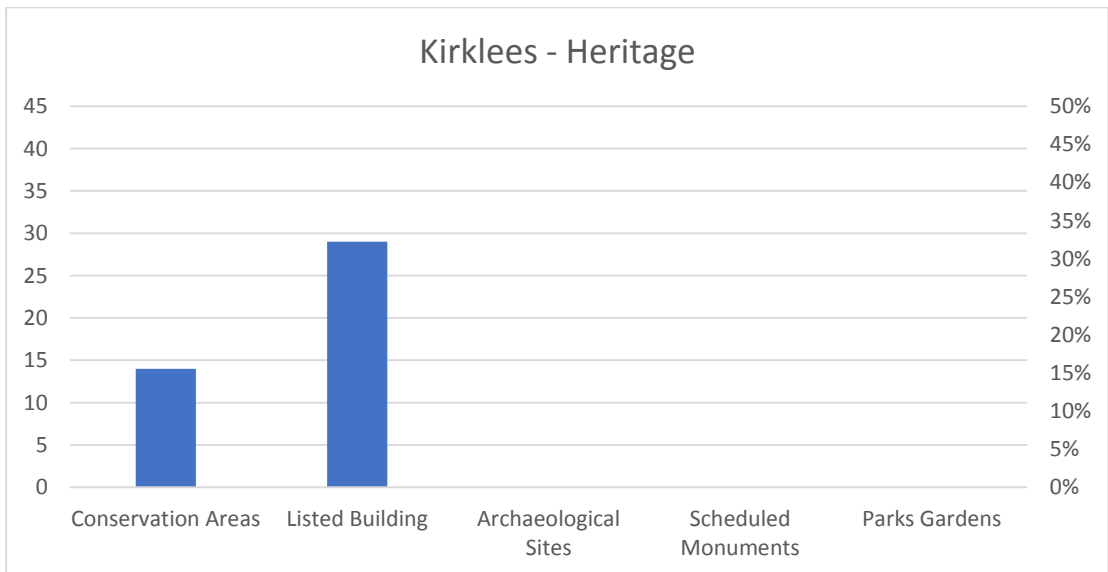


Figure 90 - Kirklees Heritage Constraints Overview by No. of Sites

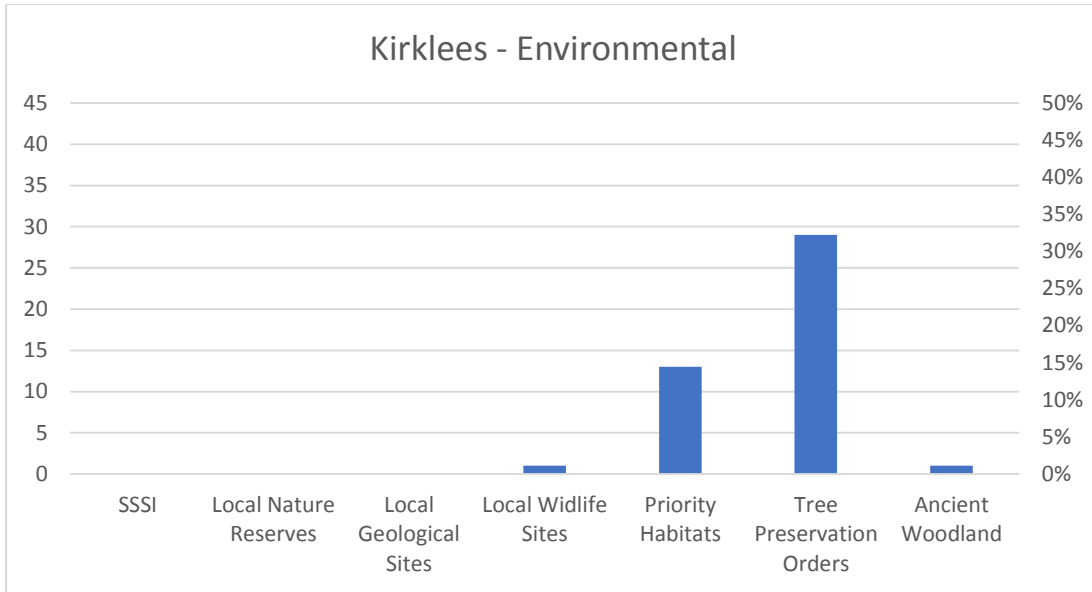


Figure 91 - Kirklees Environmental Constraints Overview by No. of Sites

3.5.13 In an attempt to quantify the volume of houses within the supply potentially being held back on account of constraints within Ground Conditions, Heritage, Environmental and Flooding, Figure 92 attributes the number of units to each of theme⁷.

Constraint	Ground Conditions	Heritage	Environmental	Flooding
No. of Units	4,128	1,959	2,552	3,683

Figure 92 - Kirklees Constraints Overview by No. of Units

3.5.14 When examining barriers to delivery and site size, the level of constraints differs across the supply. Figure 93 below sets out the level of constraints on 'Micro', 'Small', 'Medium' and 'Large' sites. The average level of constraints escalates as site size increases, with 'Large' sites on average registering the greatest number of constraints within the Kirklees brownfield housing supply. As site size increases, it is perhaps more likely this greater geographic area will intersect with a larger number of constraints. However, it does appear 'Large' and 'Medium' sites require the greatest levels of intervention to overcome these barriers to delivery and bridge potential viability caused by the amount of constraints faced. One element that does stand out in the Kirklees constraint profile is the level of ground condition constraints on small sites. This is significantly higher in comparison to the other local authorities, and is primarily driven by the proportionally high level of Historic Coal Mining, with 19 of the 47 small sites registering this constraint.

⁷ Sites may have multiple constraints across Ground Conditions, Heritage, Environmental and Flooding, thus it is likely there will be double counting across the table.

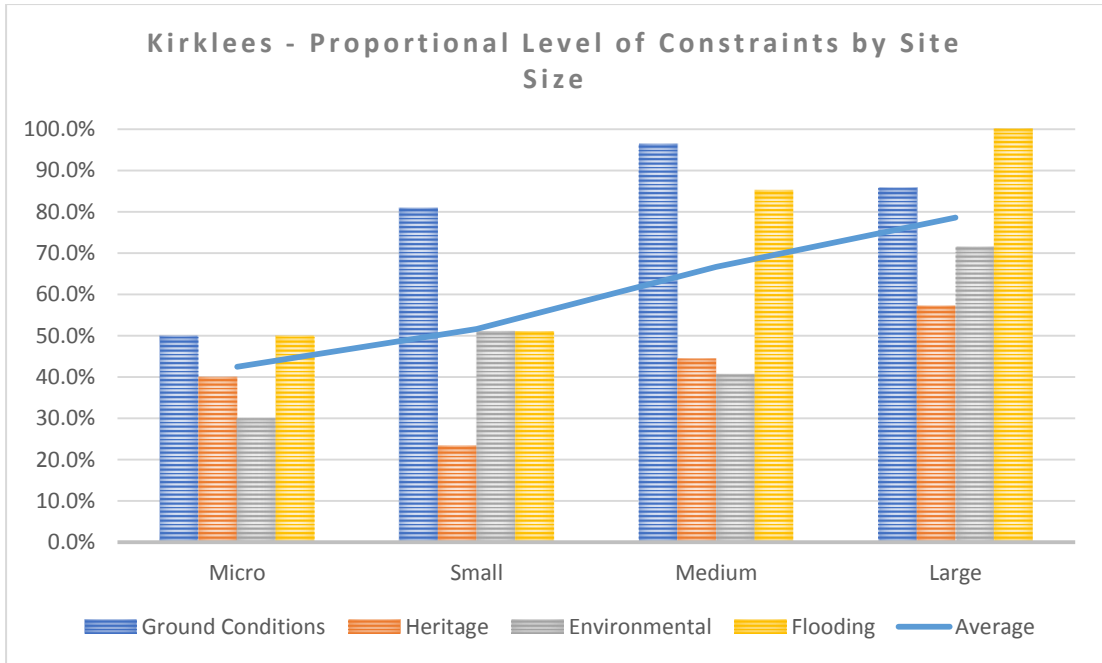


Figure 93 - Kirklees Proportional Level of Constraints by Site Size

3.6 Leeds

3.6.1 There are currently 30,441 residential units in the brownfield housing supply within Leeds. The supply is very heavily concentrated in and around the city centre, with significant unit levels within Little London, Hunslet, Burmantofts & Richmond Hill, and Beeston & Holbeck. The figure below is a heat map, displaying concentrations of brownfield housing sites within the Leeds supply

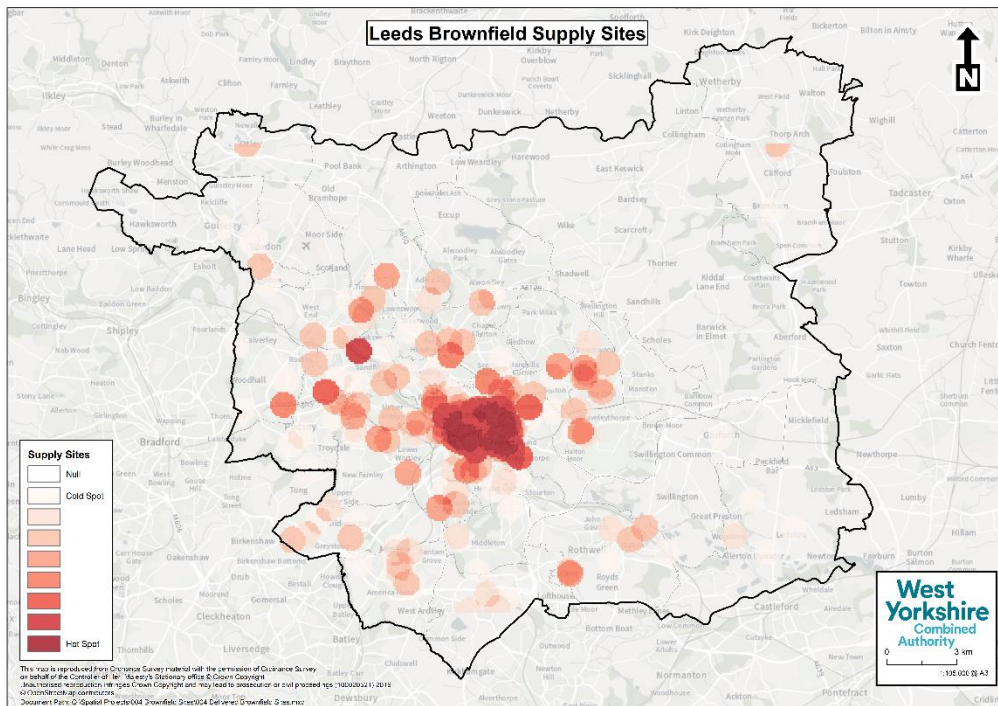


Figure 94 - Heat Map of units in the supply on brownfield sites in Leeds District 2010 – 2019

3.6.2 In terms of consenting, the Leeds brownfield housing supply is made up of the following;

- 'Live Consents' – 16,016 units
- 'Expired Consents' – 3,853 units
- No Consent – 10,572 units

The proportion of sites with 'Live Consent' within Leeds is significantly higher in comparison to the regional supply (52% vs. 40%), and contains fewer sites with 'expired consent' and 'no consent'. With delivery rates also significantly higher than the regional average, it appears commercial interest in brownfield housing sites within Leeds is stronger than elsewhere in the region, and will remain so in the future. As the economic core of the region, it is perhaps not surprising the district is the most commercially active and drawing a significant interest from developers.

Development Type

3.6.3 The Leeds brownfield housing supply is approximately 30,441 units, of which 76% are apartment schemes, 16% mixed and 8% housing. This differs significantly from that of the regional supply, with proportionally a far higher number apartment units and significantly fewer housing units. Future housing delivery on brownfield sites within Leeds is, therefore, likely to be led by apartment schemes. The dominant development type delivered on brownfield sites in Leeds since 2010 has been apartments with 51% of all schemes delivered being of this type. However, considering the scale of apartment units within the supply, this may likely increase further in the near future.

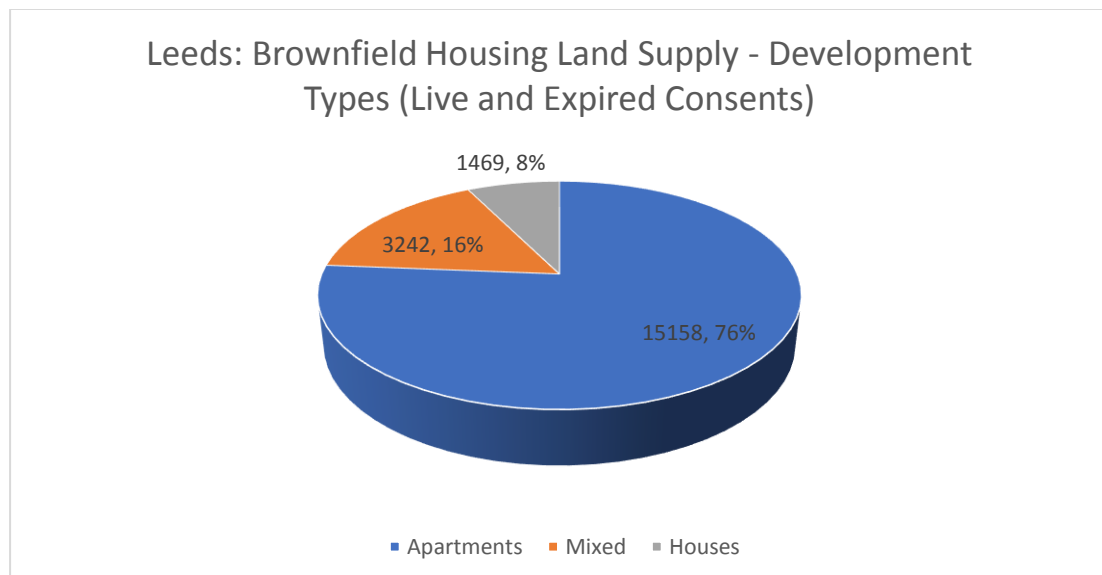


Figure 95 - Leeds: Brownfield Housing Land Supply - Development Types (Live and Expired Consents) No. of Units.

Development Sizes

3.6.4 The majority of the brownfield housing supply within Leeds is made up of 'Large' (26%) and 'Medium' (37%) size sites, which make up nearly two thirds of all

development opportunities. This follows that of the West Yorkshire supply very closely, with similar proportional number of units across all categories. The spread of development sizes within the brownfield supply is likely to appeal to a wide range of developers with Leeds. However, when making a comparison to the delivery by size category, nearly half of all brownfield housing units have been on sites within 'micro' and 'small' size categories; and may result in a potential for a lack of supply of smaller sites by the SME developers operating within Leeds. It may be likely there will be a heavier reliance upon larger developers to deliver housing on brownfield sites based upon site size profile of the supply, set out in Figure 95 below:

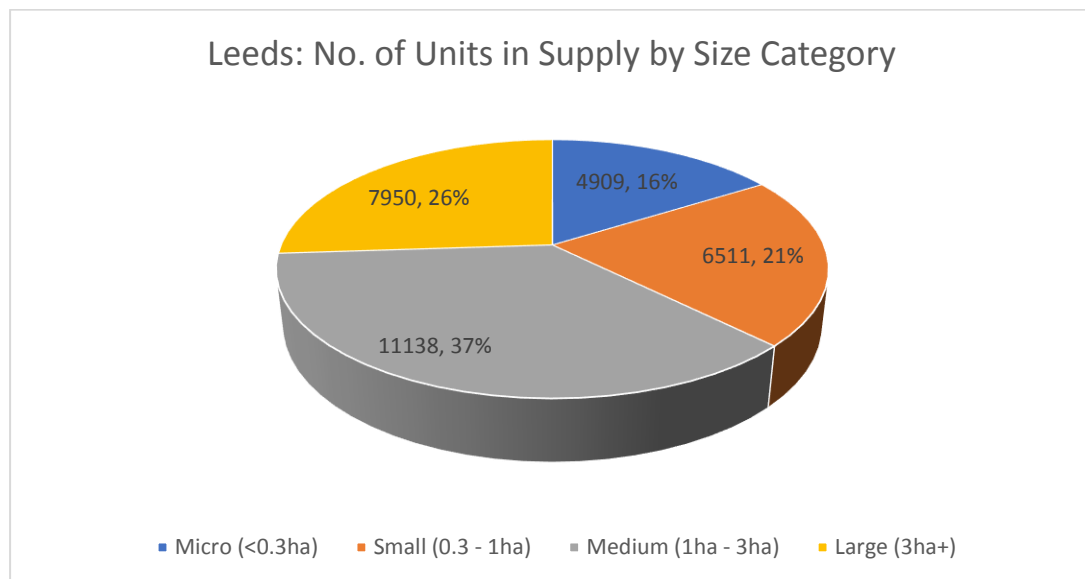


Figure 95 - Leeds: Brownfield Housing Land Supply - Development Types (Live and Expired Consents) No. of Units.

Greenfield vs. Brownfield

3.6.5 The level of units within the Leeds brownfield housing supply has experienced an upward trend over the past 7 years, starting the monitoring period in 2013 with 13,545 units, peaking in 2017 at 21,257 units, and finishing the monitoring period at 19,543 units in 2019. In comparison to this, the greenfield housing supply has been increasing a similar rate since 2014 (it's lowest level) from 1,878 units to 13,072 units in 2017, and finishing the monitoring period in 2019 with 9,388.

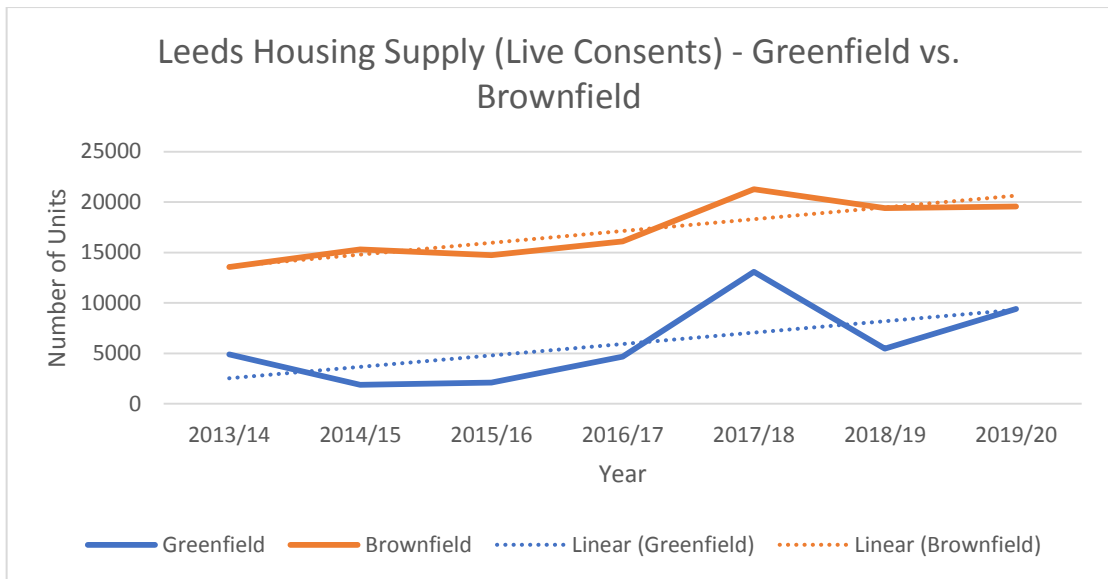


Figure 96 - Leeds Housing Supply (Live Consents) - Greenfield vs. Brownfield No. of Units.

3.6.6 In regards to the comparable sizes of the greenfield and brownfield housing supplies, the brownfield supply is approximately twice the size of the greenfield housing supply. The gap between the brownfield and greenfield elements of the supply has fluctuated since 2013, with the gap at its widest in 2014, and the narrowest in 2017 when the greenfield housing supply increased significantly. The increases in the greenfield supply are likely due to progress on the Local Plan, with Publication Draft consulted upon in 2015 and pre-submission changes in early 2017. Even with the rise in greenfield sites within the housing supply since 2016, brownfield delivery rates have remained strong, with peak delivery in 2018 and 2019. This relatively strong commercial demand for brownfield housing in Leeds since at least 2010 has most likely enabled delivery to be maintained at high levels.

3.6.7 When examining the correlation between sites in the supply and the number of units being delivered, there is a strong correlation between the data sets taking into account a 1 year lag (as per the analysis of WY in para 3.2.13 & 14). This reflects that of the regional picture, with the number of units increasing within the supply, delivery increases at a similar rate the following year. This highlights the strong commercial demand by developers wanting to deliver housing on brownfield land in Leeds.

Constraints

3.6.8 As set out in paragraph 3.2.15, sites within the brownfield housing supply have been assessed for potential barriers to delivery. Figure 97 below sets out the number of sites currently found to have at least one of the constraints set out above across the 305 sites within the Leeds local authority area. It is clear Ground Conditions is by far the most prevalent constraint within the region, with 223 sites (72.8%) within the supply registering at least one constraint under the Ground Condition criteria. This is followed by Flooding, which covers 58.8% (179 sites) of the total supply of sites, and then Heritage (37.6% - 116 sites) and finally Environmental (29.0% - 89 sites).

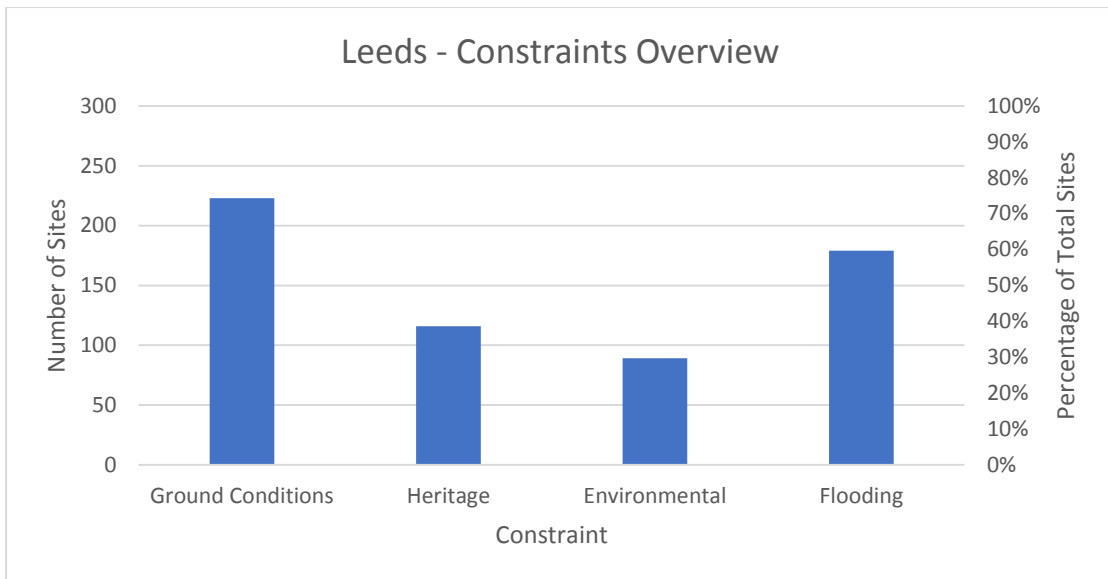


Figure 97 - Leeds - Constraints Overview No. of Sites.

3.6.9 When examining the sub-criteria of the main themes, Northern Powergrid is the prominent under Ground Conditions, with 37.7% (115 sites) of the supply registering the constraint as a potential barrier. This is very closely followed by Historic Coal Mining (35.7% - 109 sites), Drainage Utilities (35% - 107 sites) and Northern Gas Networks (26.5% - 81 sites).

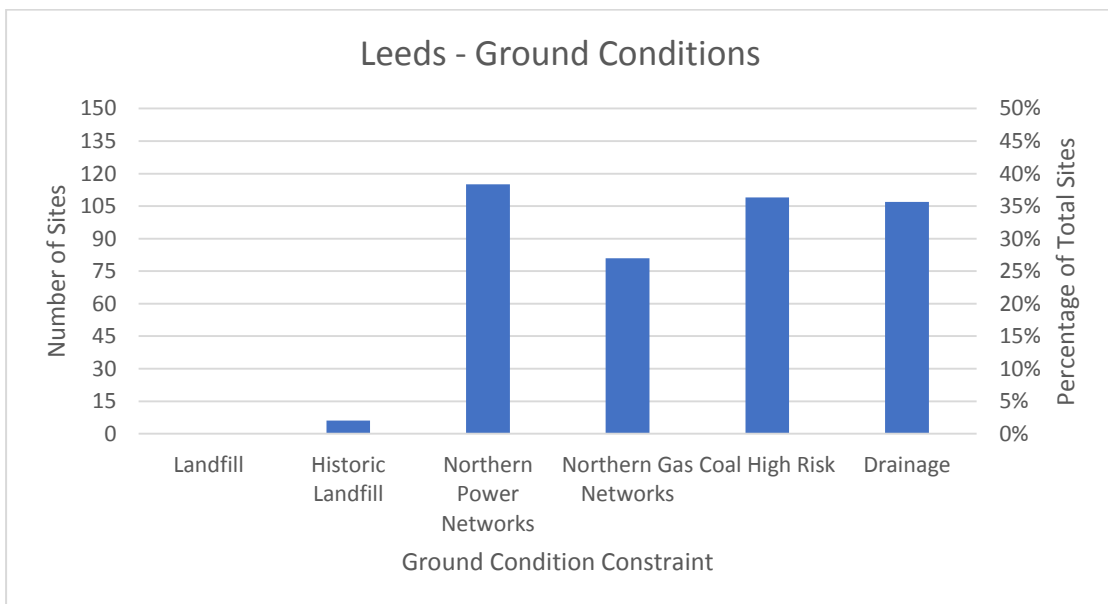


Figure 98 - Leeds Ground Conditions Constraints Overview No. of Sites. (Source: January 2021 WYCA Data Collection)

3.6.10 Closer examination of the Flooding theme reveals the most prominent form of flood risk to sites within Leeds is Surface Water Flooding. 56 sites within the supply registered as contained 1 in 100 years Surface Water Flooding risk, with 44 of those sites containing the more severe Surface Water Flooding risk of 1 in 30 years. In regards to fluvial flooding risk, 29 sites contained elements of Flood Zone 2, 24 of which also registered within Flood Zone 3.

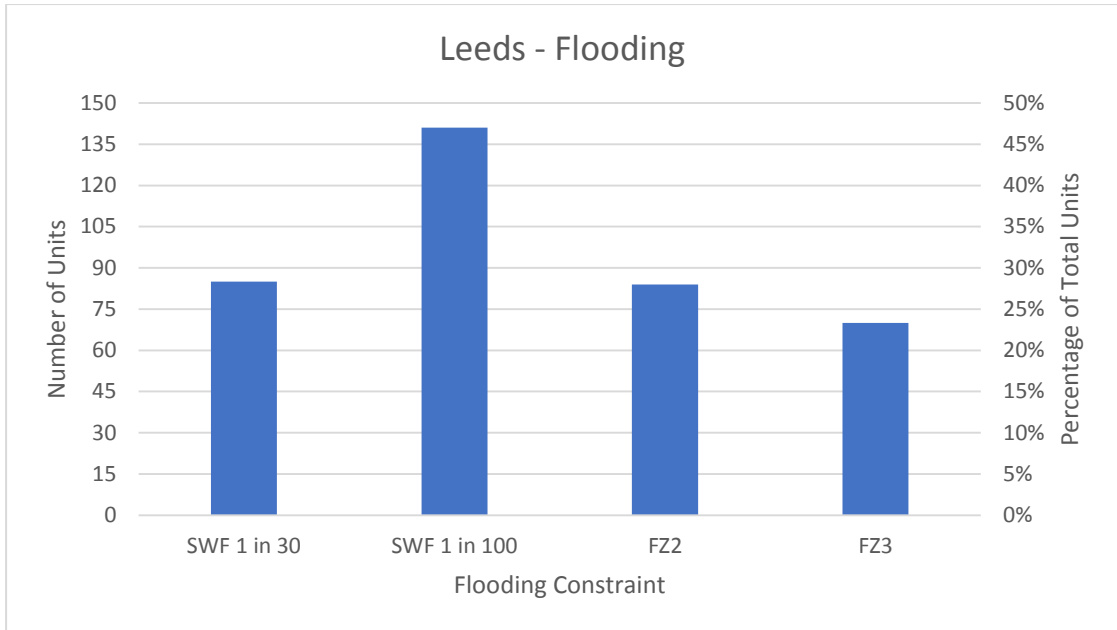


Figure 99 - Leeds Flooding Constraints Overview No. of Sites. (Source: January 2021 WYCA Data Collection)

3.6.11 Within the Heritage and Environmental themes, Listed Buildings and Tree Preservation Orders (TPO) registered as the most prominent constraints. 35.4% of the supply (108 sites) contained at least 1 listed building on site; and 20% of the supply (61 sites) registered as having at least 1 TPO on site. These are followed by Priority Habitats, with 31 sites registering this potential constraints.

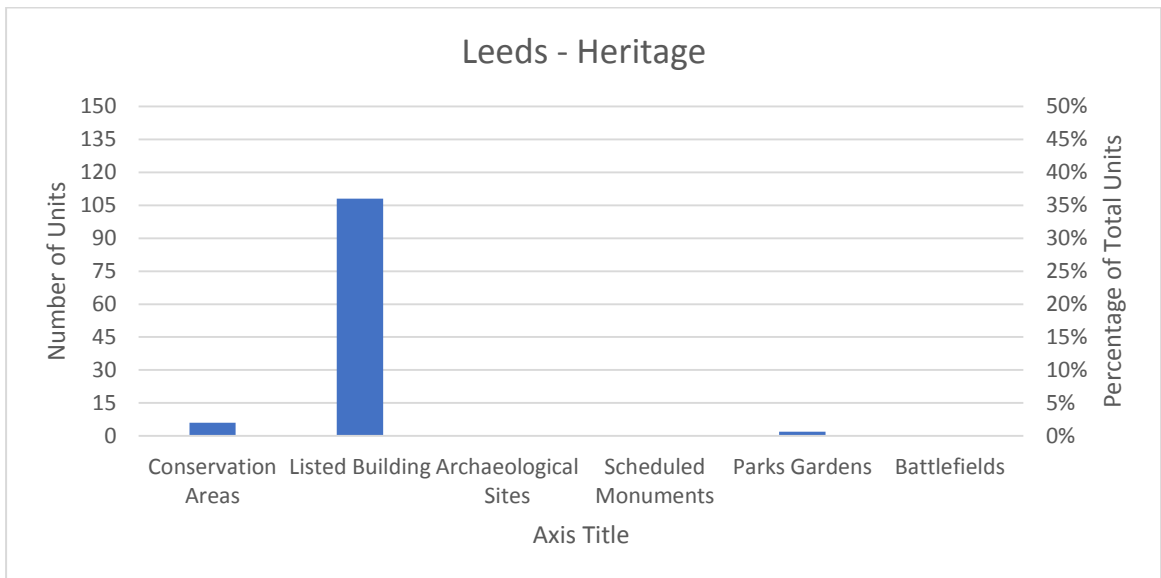


Figure 100 - Leeds Heritage Constraints Overview No. of Sites. (Source: January 2021 WYCA Data Collection)

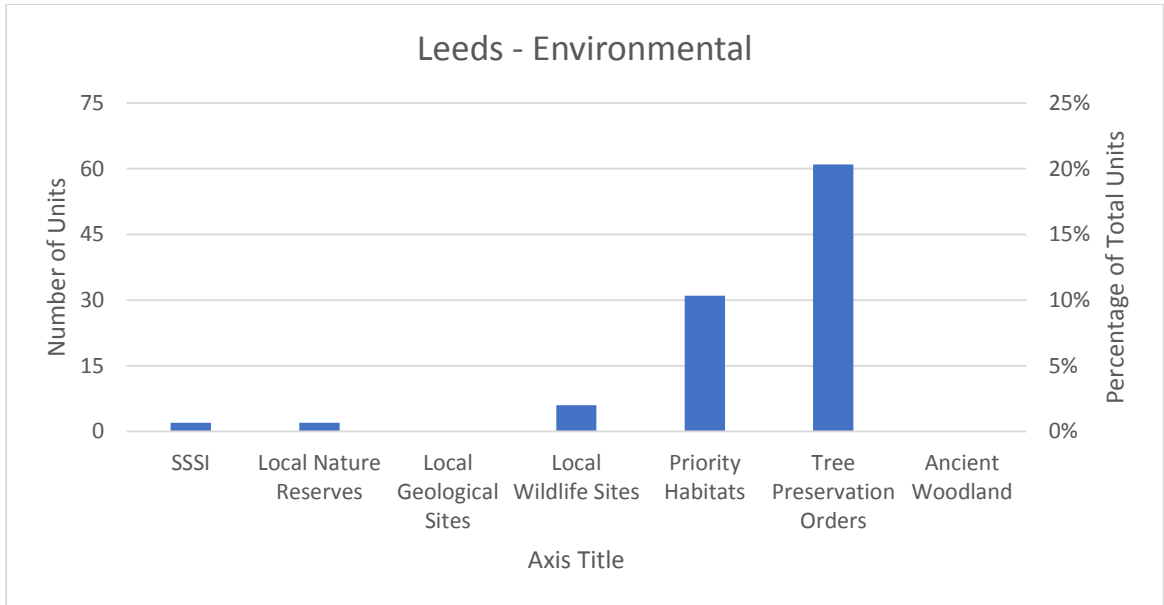


Figure 101 - Leeds Environmental Constraints Overview No. of Sites. (Source: January 2021 WYCA Data Collection)

3.6.12 In an attempt to quantify the volume of houses within the supply potentially being held back on account of constraints within Ground Conditions, Heritage, Environmental and Flooding, Figure 102 attributes the number of units to each of them⁸.

Constraint	Ground Conditions	Heritage	Environmental	Flooding
No. of Units	25,478	12,808	8,002	24,829

Figure 102 - Leeds Constraints Overview No. of Units. (Source: January 2021 WYCA Data Collection)

3.6.13 When barriers to delivery and site size, the level of constraints differs across the supply. Figure 103 below sets out the level of constraints on 'Micro', 'Small', 'Medium' and 'Large' sites. The average level of constraints escalates as site size increases, with 'Large' sites on average registering the greatest number of constraints within the Leeds brownfield housing supply. Specifically, 'Large' and 'Medium' sites appear to have a disproportionately high number of ground condition and flooding constraints in comparison to 'Micro' and 'Small' sites. However, it is worth noting that the level of ground condition constraints on micro sites within the Leeds district is pointedly higher than that witnessed in the other West Yorkshire local authorities.

⁸ Sites may have multiple constraints across Ground Conditions, Heritage, Environmental and Flooding, thus it is likely there will be double counting across the table.

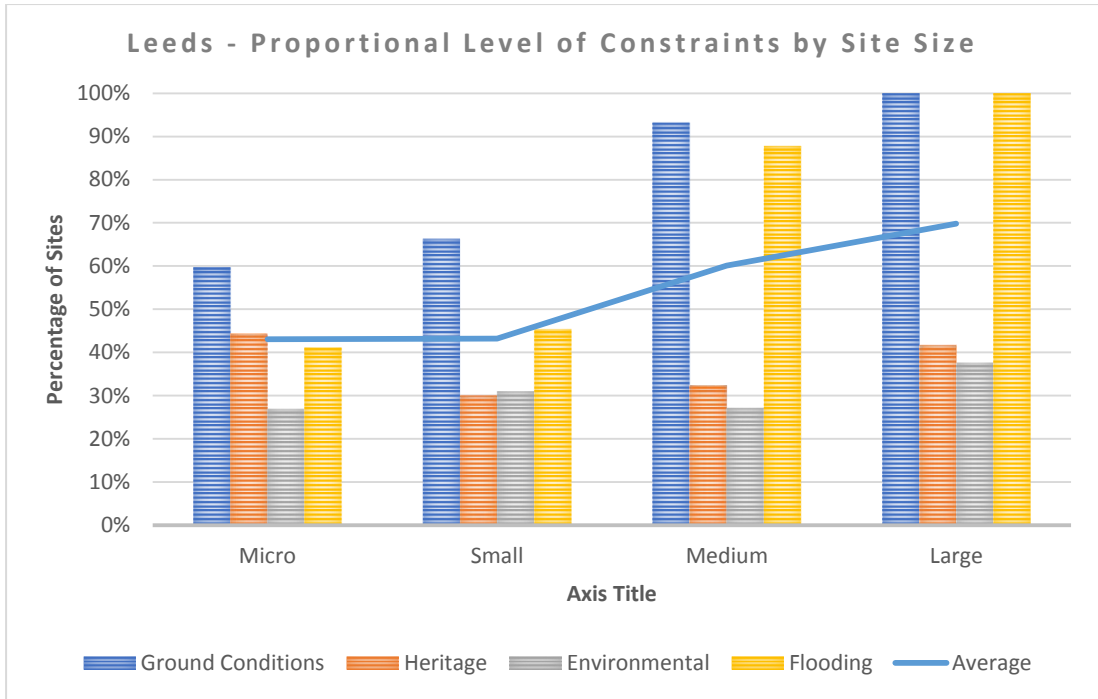


Figure 103 - Leeds Proportional Level of Constraints by Site Size (percentage of sites) (Source: January 2021 WYCA Data Collection)

3.7 Wakefield

3.7.1 There are currently 7,282 residential units in the brownfield housing supply within Wakefield. The supply is heavily concentrated in and around the Wakefield city centre, but also with high levels within Pontefract North, Castleford & Glasshoughton, and Knottingley. This differs somewhat from that of the past delivery since 2010, which was more broadly distributed across the district. The figure below is a heat map, displaying concentrations of brownfield housing sites within the Wakefield supply:

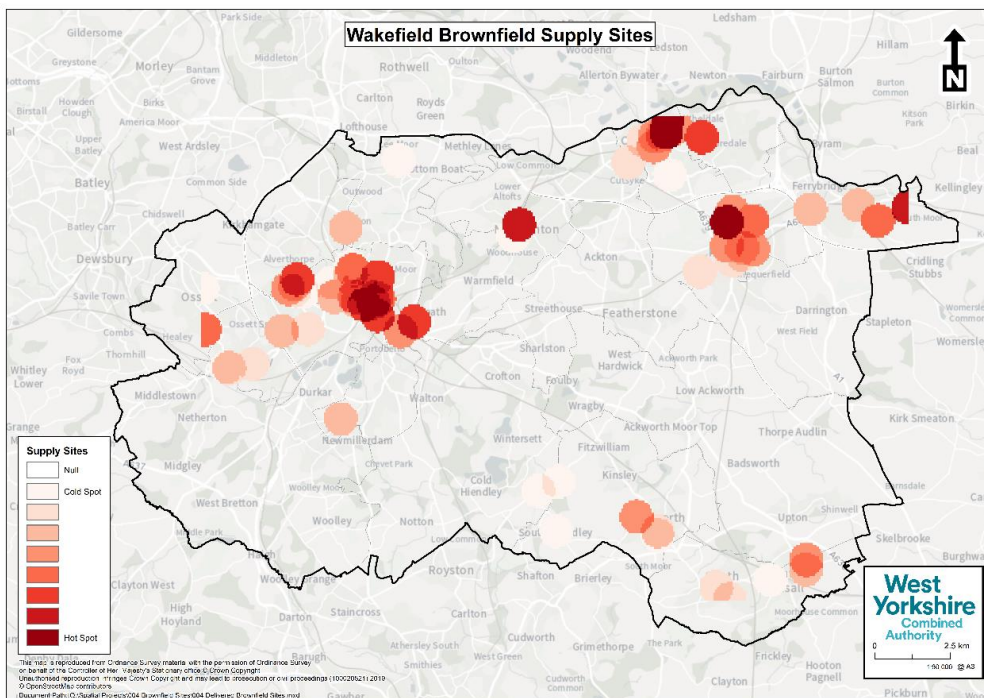


Figure 104 - Heat Map of units in the supply on brownfield sites in Leeds District 2010 – 2019
(Source: January 2021 WYCA Data Collection)

3.7.2 In terms of consenting, the Wakefield brownfield housing supply is made up of the following;

- ‘Live Consents’ – 1,813 units
- ‘Expired Consents’ – 1,604 units
- No Consent – 3,865 units

The proportion of sites with ‘Live Consent’ within Wakefield is significantly lower in comparison to the regional supply, and contains substantially more sites with ‘expired consent’ and ‘no consent’. With delivery rates also lower than the regional average, it appears commercial interest in brownfield housing sites within Wakefield is relatively low in comparison to elsewhere in the region. Combined with the low number of units consented within the brownfield housing supply, it will likely remain so in the near future. The reduced demand brownfield sites may be a result of ready availability of greenfield sites, as demonstrated below Figure ##.

Development Type

3.7.3 The Wakefield brownfield housing supply is approximately 7,282 units, of which 52% are mixed schemes, 31% apartments and 16% housing. This differs significantly from that of the regional supply, with proportionally far fewer apartments and significantly greater number of mixed development units. Future housing delivery on brownfield sites within Wakefield is, therefore, likely to favour mixed development schemes. This is a marked change in comparison to the last 10 years of brownfield delivery in Wakefield, which has been dominated by housings schemes.

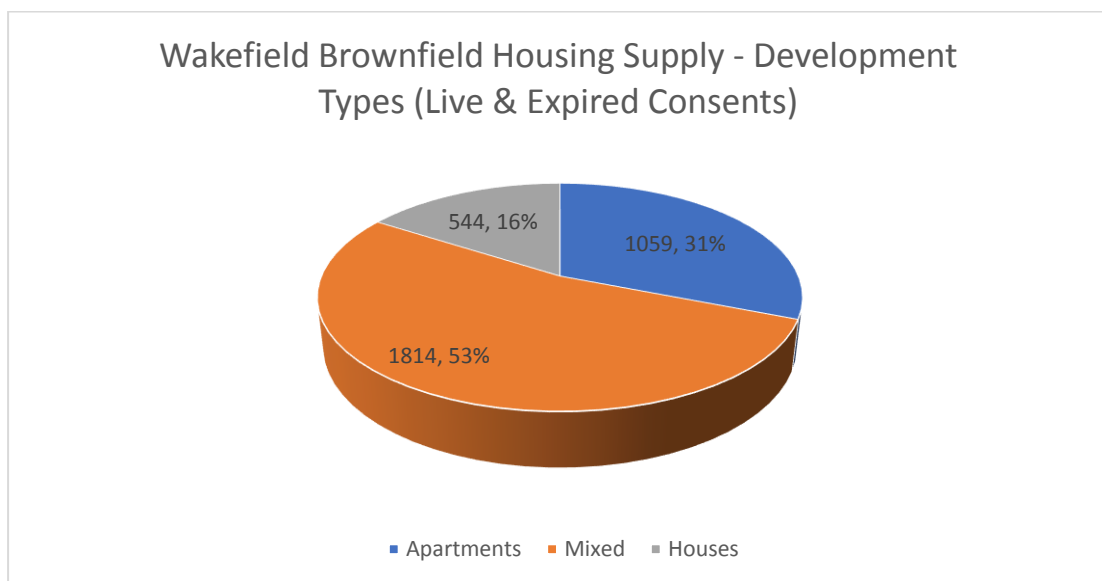


Figure 105 - Wakefield Brownfield Housing Supply - Development Types (Live & Expired Consents) No. of Units. (Source: January 2021 WYCA Data Collection)

Development Sizes

3.7.4 The majority of the brownfield housing supply within Wakefield is made up of 'Large' size sites, which make up nearly 3 quarters of all development opportunities. This is a significant departure from that of the proportion within West Yorkshire supply, and the level of housing units within the supply is proportionally the largest of all the WY Local Authorities. When making a comparison to past delivery, the number of units previously delivered have been more evenly spread across the size categories. With the majority of the supply within the 'Large' size category, there will likely be a heavy reliance upon larger developers to continue brownfield housing delivery. An additional consequence of this may also be a lack of opportunities for SME developers wanting to deliver housing on smaller sites.

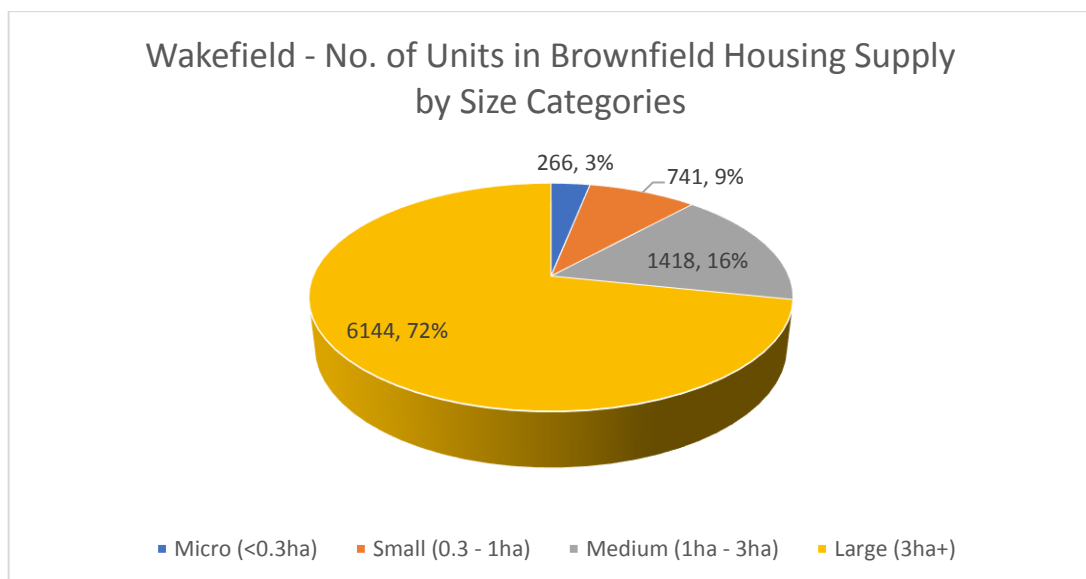


Figure 106 - Wakefield No. of Units in Brownfield Housing Supply by Size Categories - No. of Units. (Source: January 2021 WYCA Data Collection)

Greenfield vs. Brownfield

3.7.5 The level of units within the Wakefield brownfield housing supply has experienced a relatively steep downward trend over the past 7 years, with 7,564 units in 2014, and finishing the monitoring period at 2,951 units in 2019. In comparison to this, the greenfield housing supply increased significantly over the first two years of the monitoring period, but has reduced at a similar rate to that of the brownfield housing supply since 2015. It is also worth noting that the Wakefield housing supply is the only one out of the 5 local authorities in West Yorkshire in which the number of greenfield housing units is larger than that of brownfield.

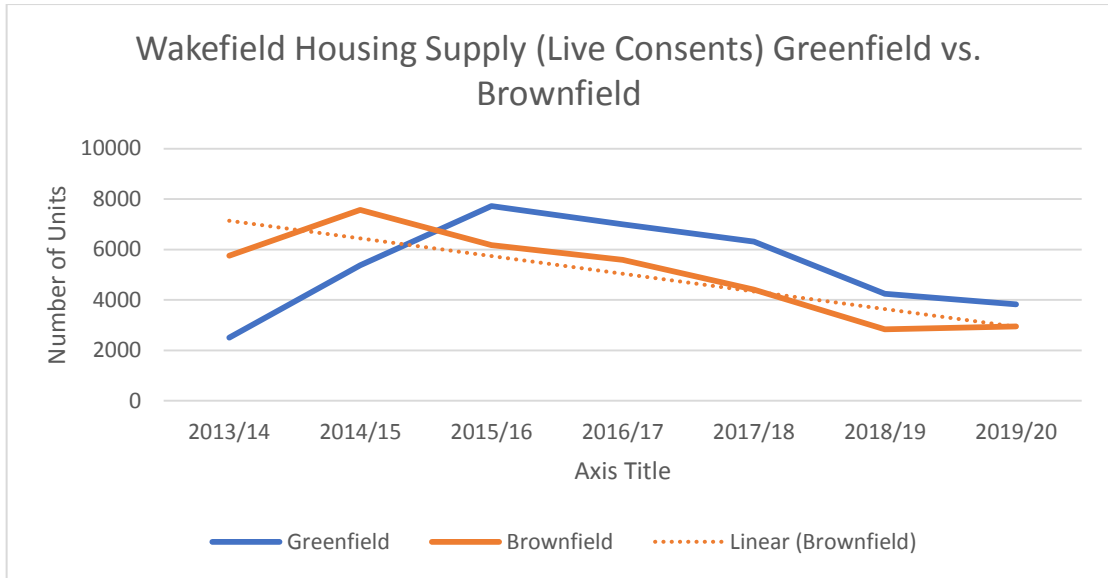


Figure 107 - Wakefield Housing Supply (Live Consents) Greenfield vs. Brownfield (Source: LPAs AMR Data)

3.7.6 When examining the correlation between sites in the supply and the number of units being delivered, there is a strong correlation between the data sets taking into account a 1 year lag (as per the analysis of WY in para 3.2.13 & 14). This demonstrates that as the number of units within the brownfield housing supply reduces, the number of units being delivered on brownfield sites diminishes at a similar rate the following year. It does appear that the lack of units within the supply is restricting housing delivery on brownfield sites within Wakefield. This continued reduction in brownfield housing supply may be due to a lack of interest from developers in brownfield sites, or a lack of availability from competing uses. It is worth noting that Wakefield has a significant employment land requirement, second only to Leeds in the region, and thus there may be a significant level of competition for brownfield sites from developers looking to develop sites for employment uses. A substantial employment land requirement could also signal that commercial and industrial sites are not becoming redundant and cleared, thus land owners are not looking for alternative uses, such as housing.

Constraints

3.7.7 As set out in paragraph 3.2.15, sites within the brownfield housing supply have been assessed for potential barriers to delivery. Figure 108 below sets out the number of sites currently found to have at least one of the constraints set out above across the 76 sites within the Wakefield local authority area. It is clear Ground Conditions is by far the most prevalent constraint within the region, with 60 sites (80%) within the supply registering at least one constraint under the Ground Condition criteria. This is followed by Flooding, which covers 41.3% (31 sites) of the total supply of sites, and then Heritage (25.3% - 19 sites) and finally Environmental (18.7% - 14 sites).

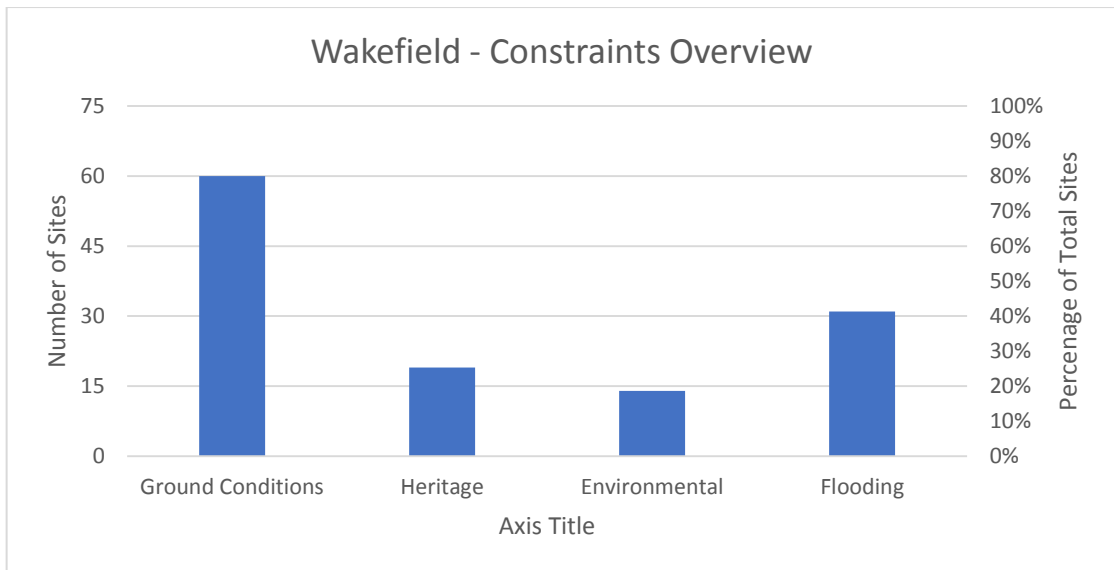


Figure 108 - Wakefield Constraints Overview - No. of Sites (Source: January 2021 WYCA Data Collection)

3.7.8 When examining the sub-criteria of the main themes, Northern Powergrid is the prominent constraint under Ground Conditions, with 46.6% (35 sites) of the supply registering the constraint as a potential barrier. This is closely followed by Historic Coal Mining (33.3% - 25 sites), and Northern Gas Networks (28% - 21 sites).

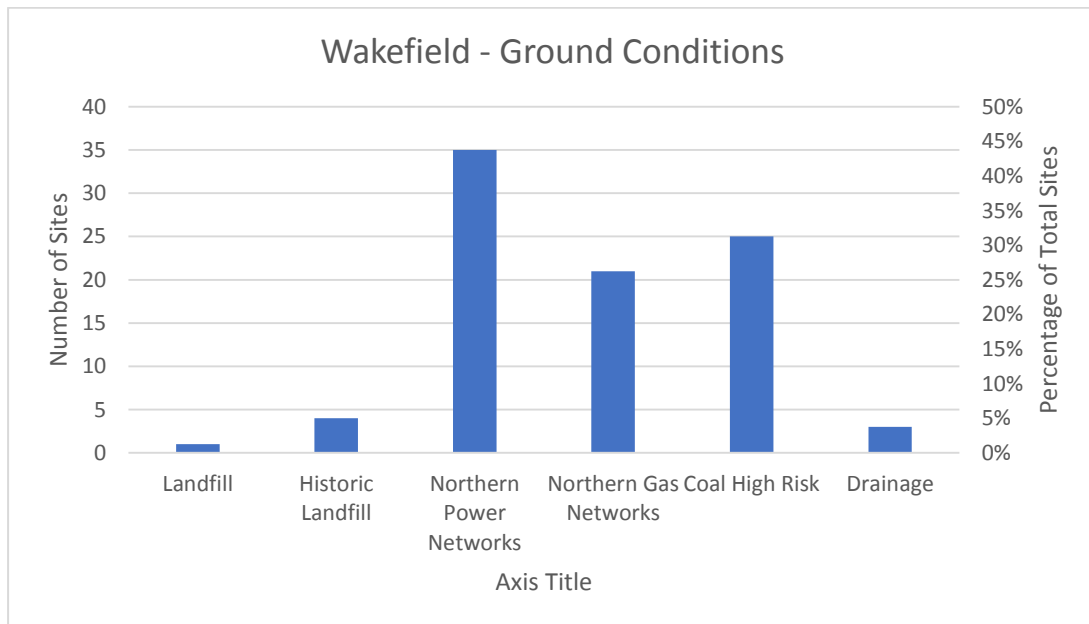


Figure 109 - Wakefield Ground Conditions Constraints Overview - No. of Sites (Source: January 2021 WYCA Data Collection)

3.7.9 Closer examination of the Flooding theme reveals that flood risk to sites within Wakefield is reasonably balanced between Surface Water Flooding and fluvial flooding (i.e. flooding from main water courses). 24 sites within the supply registered as contained 1 in 100 years Surface Water Flooding risk, with 18 of those sites containing the more severe Surface Water Flooding risk of 1 in 30

years. In regards to fluvial flooding risk, 18 sites contained elements of Flood Zone 2, 11 of which also registered within Flood Zone 3.

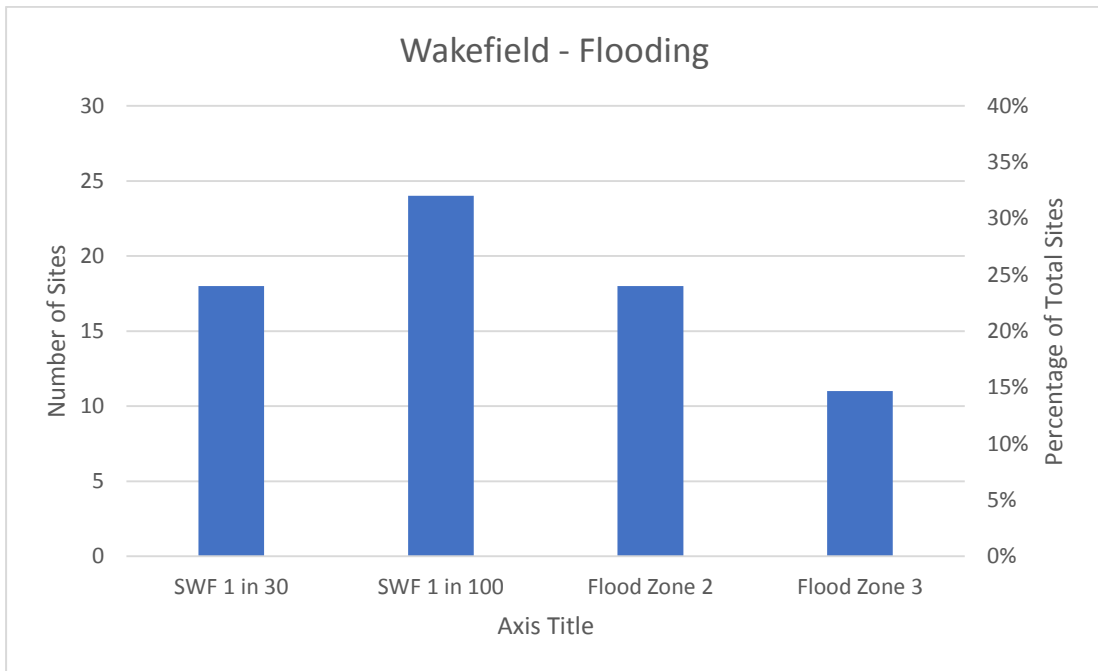


Figure 110 - Wakefield Flooding Constraints Overview - No. of Sites (Source: January 2021 WYCA Data Collection)

3.7.10 Within the Heritage theme, only Listed Buildings registered as a constraint, with 25.3% of the supply (19 sites) contained at least 1 listed building on site. Sites within the Environmental theme were also relatively low in comparison to other West Yorkshire local authority areas, with 8% of the supply (6 sites) registered as having at least 1 TPO on site and Priority Habitats, with 5 sites registering these potential constraints.

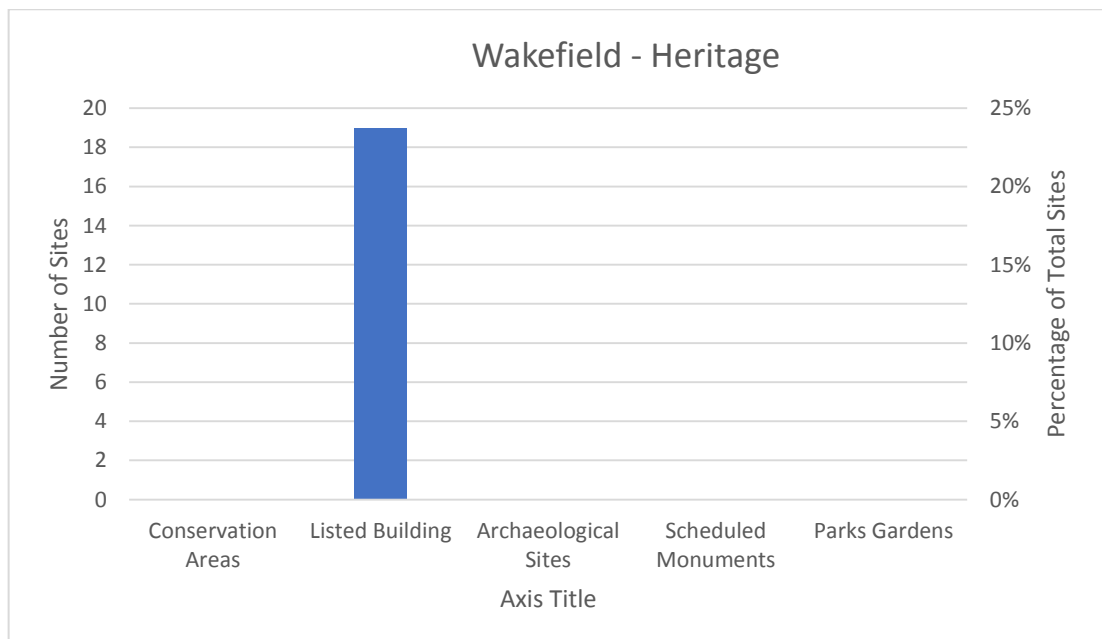


Figure 111 - Wakefield Heritage Constraints Overview - No. of Sites (Source: January 2021 WYCA Data Collection)

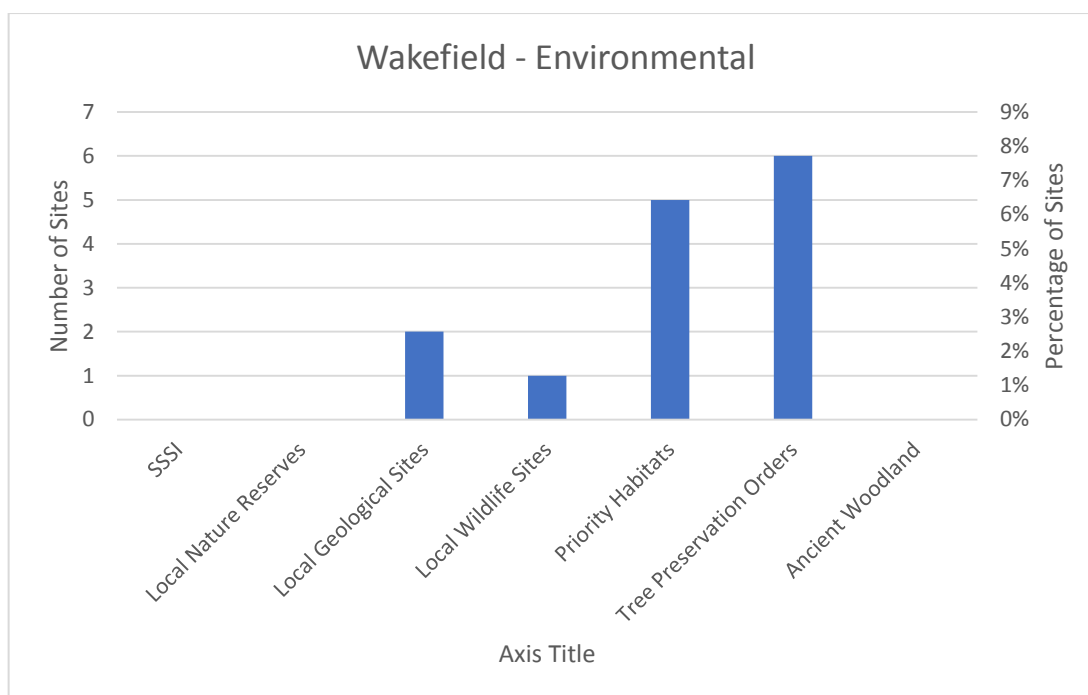


Figure 112 - Wakefield Environmental Constraints Overview - No. of Sites (Source: January 2021 WYCA Data Collection)

3.7.11 In an attempt to quantify the volume of houses within the supply potentially being held back on account of constraints within Ground Conditions, Heritage, Environmental and Flooding, Figure 113 attributes the number of units to each of theme⁹.

Constraint	Ground Conditions	Heritage	Environmental	Flooding
No. of Units	6,050	911	985	4,323

Figure 113 - Wakefield Constraints Overview - No. of Units (Source: January 2021 WYCA Data Collection)

3.7.12 When barriers to delivery and site size, the level of constraints differs across the supply. Figure 114 below sets out the level of constraints on 'Micro', 'Small', 'Medium' and 'Large' sites. The average level of constraints escalates as site size increases, with 'Large' sites on average registering the greatest number of constraints within the Wakefield brownfield housing supply. Micro sites, on average, have proportionally the lowest level of constraints of this size type within West Yorkshire.

⁹ Sites may have multiple constraints across Ground Conditions, Heritage, Environmental and Flooding, thus it is likely there will be double counting across the table.

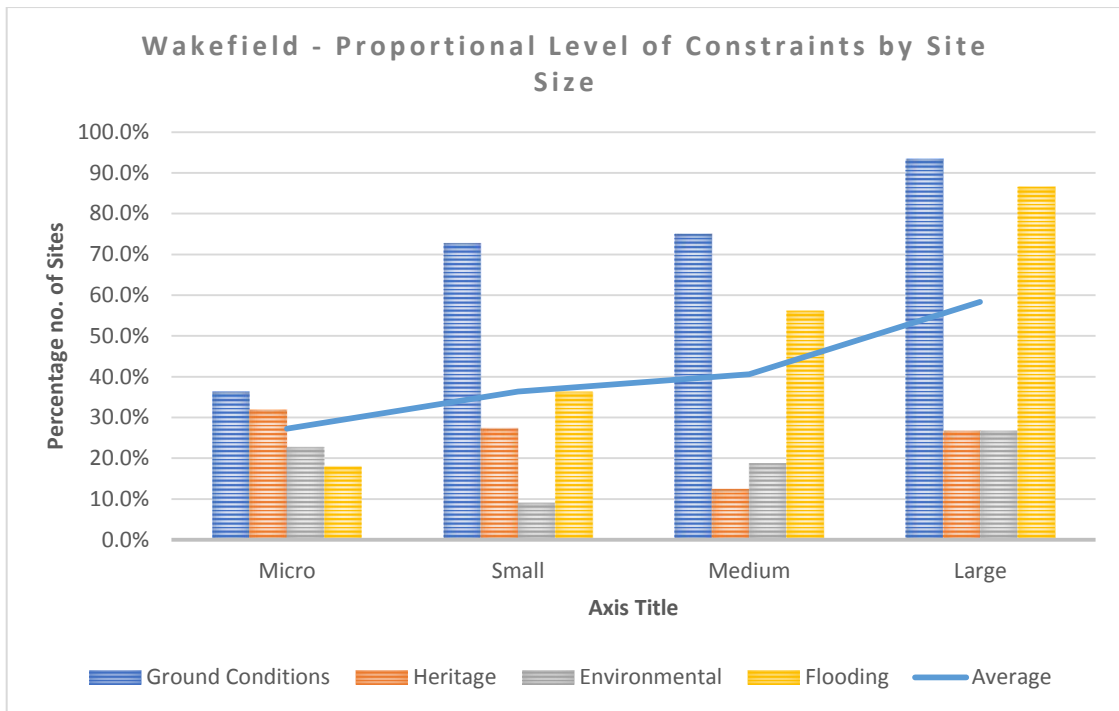


Figure 114 - Wakefield Proportional Level of Constraints by Site Size – Percentage of Sites (Source: January 2021 WYCA Data Collection)

3.8 Summary of Key Findings - Supply

3.8.1 The West Yorkshire brownfield housing land supply currently sits at approximately 58,000 units, which appears to be a relatively healthy volume of residential units. This currently breaks down in 26,000 units with a live planning permission, and thus is ready for delivery. However, there are a projected 24,000 potential units on sites with no planning permission and 8,600 units on sites with a lapsed consent. This highlights there are significant levels of opportunities for the developer industry and sufficient scope to increase levels of delivery across the region.

3.8.2 In regards to how the supply is distributed across the region, it is primarily concentrated with Leeds local authority area. Approximately half (30,000) of the overall brownfield land supply is currently located within Leeds and over half (approx.16,000) the consented supply is also within the local authority area. Brownfield housing delivery is currently experiencing its strongest levels within Leeds, and it appears this will remain the case at least for the short to medium term.

3.8.3 The type of homes likely to be delivered on brownfield land will be dominated by apartments. Approximately two thirds of the consented supply is made up of schemes delivering apartments only, with mixed and housing only schemes making up the remainder. In regards to site sizes, the supply is primarily made up of 'Large' (3ha+) and 'Medium' (1ha – 2.99ha) category sites, making up approximately two thirds of all units, with 'Micro' (under 0.3ha) and 'Small' (0.3ha – 0.99ha) sites making up the remaining third. This may result in a

potential lack of choice for the SME developer community, but there are still opportunities to deliver on the projected 21,000 units within the 'Micro' and 'Small' size categories of the supply.

- 3.8.4 The gap between the greenfield and brownfield housing supplies appears to be narrowing. Since 2013, the brownfield supply has been on a flat trend, but the greenfield supply has been on a strong upward trend and increased significantly over the period. This is likely due to the recent success in Local Plan production within the region, with many of the LPAs adopting up to date plans. This has resulted in alterations to the Green Belt boundaries and increasing the number of greenfield sites being allocated for housing.
- 3.8.5 There is a strong correlation between increases in the brownfield supply being followed by increases in the delivery the following year. This demonstrates a strong working relationship between the development industry and the Local Planning Authorities (LPAs). This is compounded by LPAs within West Yorkshire achieving an average approval rate of 89.2%, 86.14% of majors decided within 13 weeks and 89.2% of minors decided within 8 weeks. This also reflects the positivity and responsiveness of LPAs, with high rates of approval and the ability to reach decisions on applications quickly. This demonstrates that it is unlikely that the planning system is acting as an impediment to brownfield housing delivery within West Yorkshire.
- 3.8.6 In regards to the constraints assessment of the brownfield housing supply, constraints within the ground conditions theme were found to be the most prevalent. Approximately 82% (600 sites) of all sites within the supply registered as having at least one ground condition constraint. This was followed by Flooding (57.1% - 417 sites), Heritage (43.8% - 320 sites) and Environmental (33.6% - 320 sites) as registering at least one constraint on site. It was also found that the average level of constraints escalated as the size of site increased, with 'Large' category sites registering the most amount of constraints within the supply.

4. Conclusion

- 4.1 There are clear challenges in how we shape the delivery of new homes in sustainable locations where people want to live. The building of homes in places that solely rely upon the use of private cars to access jobs, education, shops and all other essential services is unsustainable and reduces the commitment to tackling the climate emergency. Urban extensions are required but unless designed with sustainability and active travel as a central principle to protect the environment, can contribute to increased pressure on highways with worsening air quality in urban areas, increasing release of CO2 emissions and detrimental effect that is having upon planet as a whole.
- 4.2 Alongside well-designed urban extensions on greenfield sites, there are continuing opportunities to develop housing in well-connected sustainable brownfield locations across the region, which benefit from good public transport links and the ability to access a wide range of services within walking distance. This report has highlighted the level of untapped potential of development on brownfield sites within our urban areas. Brownfield sites can provide high quality homes in sustainable neighbourhoods where people want to live. The reuse of this land can bring much needed footfall back to urban centres and reduce our reliance upon greenfield site development to provide the homes we need. These opportunities are not without difficulties, and the Combined Authority has identified recommendations and key actions for overcoming these barriers to delivery.

Recommendations and Actions

- 4.3 There is a clear need for a more proactive approach to brownfield development both at regional and national level. There are approximately 58,000 potential housing units within the brownfield supply, of which 26,000 have planning permission, a projected 32,000 potential units on sites with no planning permission. The volume of sites with no planning permission, and thus no commercial interest, reflects the financial difficulty of bringing brownfield land forward and signals a lack of resource or willingness by private sector landowners to bring sites forward in the short to medium term.
- 4.4 In order to release more land for development to produce the homes action is required at a national level to provide a range of incentives to encourage owners to implement current planning permissions and provide impetus for absentee landowners to bring their sites to market. Below are three key recommendations to government and seven actions to be taken forward at a regional level.
- 4.5 The recommendations are large scale interventions targeted at tackling barriers to delivery at a national and regional level. These are likely to involve the use of additional funding streams, resources and officer time, and would require longer timescales to implement. They are as follows:

RECOMMENDATION 1: National fiscal measures required to encourage landowners and developers to bring forward brownfield sites.

Change in national policy is required to encourage on the one hand brownfield development to move forward, but also to address vacant land not being actively brought forward by landowners. **Approximately half of the current brownfield housing supply in the region remains dormant with expired or no planning permission in place, and as such the Combined Authority consider there is a need for a range of fiscal measures to encourage landowners to move sites into the market and develop much needed sites for housing.** This could be applied to dormant unutilised brownfield land, which is suitable for housing given the increasing need for additional supply. A similar principle exists to tackle long term empty homes through premium council tax applied to vacant residential properties. A similar approach is urgently needed for unutilised brownfield land, which in some places has remained dormant for many years causing blight and additional burden on local services in terms of managing areas susceptible to antisocial behaviour (e.g. fly tipping, arson, etc.).

Secondly, given marginal viability issues in parts of our market acting as a barrier to development, it is suggested that Government create incentives for developers bringing forward housing schemes on brownfield sites. A comparable approach exists to tackle contaminated land, in the form of the Land Remediation Relief, and if such fiscal relief could be expanded to all brownfield sites, it may provide a financial stimulus to bring forward development. This would run alongside additional tools such as access to Brownfield Housing Fund to help unlock sites. A range of fiscal measures would work best in combination, as a prompt to landowners to engage to bring forward development on their sites, and incentive to those who do deliver much needed housing on brownfield sites.

- **Timescales:** As a national level intervention this is considered to be a long-term intervention beyond the remit of the Combined Authority, and thus would require Government policy change.
- **Resources:** The CA would welcome further discussions with DLUHC to explore options using the evidence base developed in West Yorkshire.
- **Funding:** There is not considered to be any requirement for capital funding for this recommendation but if supported by Government there may need to be resource at local level.

RECOMMENDATION 2: Proactive use of Compulsory Purchase Orders
Compulsory Purchase Orders (CPOs) are currently rarely used by public sector in housing, as they are time consuming, resource intensive, and rightly require robust evidence gathering to build a case for CPO.

However, recent proactive use of empty dwelling management orders (EDMOs) and the compulsory purchase of empty houses at a local level has been a successful initiative resulting in reducing the levels of vacant homes across the country. A similar approach now needs to be applied to vacant dormant brownfield land and could be a useful tool when used in combination with capital programmes. The Mayor, our district partners and Homes England have CPO powers and can proactively use CPO powers to support regeneration by acquiring sites from absent landowners or owners who lack the experience or resources to bring forward development.

At a national level and as part of the levelling up agenda, the government must support a more proactive approach to ensure reuse of brownfield land in our urban areas and reduce the pressure to release more greenfield land. It is acknowledged that the CPO process is relatively resource intensive and would require the building of a compelling case to enable the use of these statutory powers.

- **Timescales:** The recommendation is considered to be a medium-term intervention, as it will require specialist resources to undertake the CPO process and identify potential routes to fund acquisitions.
- **Resources:** The CPO process is relatively resource intensive, requiring input from a range of different professionals, including support from specialist technical consultants.
- **Funding:** Revenue funding will be needed to fund the resource requirement and capital funding to establish the acquisition fund to undertake the CPO process.

RECOMMENDATION 3 : Seek Government support for greater flexibility of programme funding. The national Brownfield Housing Fund (BHF) has been a welcome tool to encourage engaged owners and developers to bring forward sites. **However, it fails to address the unengaged part of the market, which is arguably the most difficult to tackle and represents a significant part of the brownfield land supply.** In addition, the BHF programme currently requires delivery within a relatively short development and construction timescale (by 2024) and with a benefit cost ratio of at least 1 on each site which can cause sites to fall out of the programme. A longer lead in period is required to develop investment ready proposals where the private sector is unable or unwilling to develop on brownfield sites. Also, additional flexibility within programmes would be useful to achieve a programme approach to value for money and BCR. With a more flexible approach more development can be achieved.

In addition there is a need for funding to enable the purchase of sites from absent landowners. This will enable the Combined Authority to acquire land for longer term delivery and enable scaling up and packaging sites together to improve value for money and Benefit-Cost Ratio (BCR), by spreading costs across a portfolio rather than to individual challenging brownfield sites. It will also be useful for additional flexibility to be applied at a programme level for sites that are primarily brownfield, but also contain an element of greenfield, as some industrial sites can sometimes be a mixture of both (e.g. Former Black Cats Fireworks – Kirklees).

The ability to acquire land is already a Mayoral power, **but further and more flexible government funding programmes, such as an extension to the current BHF programme, could be used regionally to unlock further brownfield land in urban centres.** Greater flexibility to acquire land would enable direct control of sites, which can then be de-risked and brought to the market as part of long-term regeneration plans in partnership with developers. This will provide a greater level of shovel-ready opportunities for Registered

Providers, SME commercial developers and the wider market. Not only will this increase certainty of delivery, but also increase confidence for further commercial activity on other sites where there has previously been a lack of commercial interest. More flexible funding could also be utilised for a range of uses to enable delivery of wider regeneration initiatives including the reuse of brownfield land for employment and training opportunities within communities, ecological enhancements, open space etc and a useful addition to a levelling up approach with other locally led programmes such as Towns Fund.

- **Timescales:** The recommendation is considered to be a medium-term intervention, if funding routes can be identified such as extensions to current BHF programmes, requiring detailed business case development, but could be bolted onto established local and regional arrangements based on BHF mechanisms.
- **Resources:** Business case development will require resource. Acquisitions would also require resource to manage investment portfolio including provisions to recycle funds.
- **Funding:** Revenue funding will be needed to fund the resource requirement and capital funding to establish the acquisition fund.

4.6 The actions presented are smaller scale interventions that can be achieved locally. The actions are either currently in development or can be introduced within the next 6 – 12 months. They are as follows:

ACTION 1: West Yorkshire Brownfield Housing Dashboard: We need to actively promote the level of opportunities on brownfield sites across the region. The Combined Authority has developed the West Yorkshire Brownfield Dashboard, an online mapping tool of every identified housing development opportunity on brownfield land in each of the West Yorkshire Local Authorities. It will give users essential information on location, potential development yield, planning status and policy requirements and housing price data for the local area. It will also allow the user to view constraints identified on the site, to contribute to more informed decisions in purchasing brownfield land and taking forward a development proposal. There is a speculative market in the sale of brownfield land in which hope value plays a part in distorting the viability of taking development forward. By providing important site information, this will hopefully inform prospective purchasers and avoid them paying over inflated prices and establish more realistic values, which will help to bring forward viable development. In addition to this, the dashboard also highlights services within walking distance for any potential future residents, including access to schools, parks, shops, public transport, ultra-fast broadband etc, highlighting the positive aspects of these development sites.

ACTION 2: Brownfield Toolkit: We need to give developers confidence to take forward brownfield sites and deliver housing. The Combined Authority has drafted online guidance for developers to seek advice on how identified constraints can be overcome. This will be embedded within the Brownfield Dashboard, and signposts users to advice on constraints specifically related to

the site they are interested in. The Toolkit gives legible advice on further work to be done on the identified constraint, where they can seek professional advice, who to speak to in the relevant local authority, and any funding available. The advice embedded within the Toolkit should provide a road map to overcoming any potential barriers to delivery and give prospective developers the assurance to take forward a development proposal.

ACTION 3: More Diverse Supply: As a region we need to explore ways of providing more family homes on brownfield sites that also maximise the efficient use of land. There is clearly considerable commercial interest in apartment developments on some brownfield sites. This is likely to maximise commercial returns on sites in which viability may be marginal; and it does align with maximising efficient use of land in the most sustainable locations as brownfield land is typically within urban areas with access to public transport and services. However, with two thirds of supply dedicated to apartment living, there is a dominance of one development type within the brownfield housing supply. To encourage more balanced and sustainable communities, there needs to be a focus on delivering higher levels of family housing and mixed development types on brownfield land. In addition to this, the pandemic has highlighted the importance of open space and more living space to allow for a greater level of home working. Increasing the delivery of 'housing' and 'mixed' development will enable greater access to homes that fulfil these requirements and provide mixed, sustainable and balanced communities. Achieving this aim will require public sector support in some parts of our brownfield market.

ACTION 4: Additional Support for Local Authorities: As a set of partners, we continue to provide an emphasis on prioritising brownfield land in planning for future housing growth. However, with the introduction of a greater level of scrutiny over the viability of sites during the Examination in Public and uncertainty of delivery of challenging brownfield sites compared to greenfield, it is difficult for Local Planning Authorities to promote significant levels of brownfield sites within Local Plans as evidenced over the last few years with increasing greenfield delivery compared to brownfield. We need to investigate how we can offer a higher level of support (resource, expertise, access to funding streams etc.) to assist Local Authorities, beyond that current funding streams of Housing Revenue Fund and Brownfield Housing Land Fund. This will enable Councils to produce sufficient weight of evidence to prioritise the planning for future housing growth on brownfield land in local plans. The implementation of the programmes within the Recommendations and Actions of this report should also give greater confidence in the deliverability of brownfield sites.

ACTION 5: Widening the Scope of Development Pipelines: Development Pipelines typically focus on larger sites of 3ha or more, due to the fact they provide greatest returns on site to unit ratio. However, there are significant levels of potential housing units on medium and small sized sites within the brownfield supply. Small problematic sites within urban areas are unlikely to

come forward independently, due to difficulties in demonstrating viability. With a greater focus on these smaller sites, (in combination with recommendations above) it will allow the Combined Authority and partners to start packaging up sites and scale up development activity. Through a scaled up programme of sites we can work with, support and build a stronger SME developer base whilst simultaneously tackle problem sites in urban areas. This could also allow the Combined Authority to start packaging up sites to form the basis of joint venture vehicles and entice greater commercial interest in range of opportunities.

Action 6: Enhanced working relationship with Northern Power Grid, Northern Gas Networks, Lead Local Flood Authorities, and the Coal Authority: Prioritising resources and funding to tackle constraints is key to bringing forward brownfield development. We need to establish a more focused response to tackling barriers to delivery on brownfield sites and targeting specific constraints. The constraints assessment of the brownfield housing supply revealed constraints related to ground conditions were the most prevalent. When examining this further, it was found that electric, gas and drainage utilities registered prominently across all sites within West Yorkshire. An enhanced working relationship with Northern Power Grid, Northern Gas Networks and Lead Local Flood Authorities would allow a greater understanding of the potential constraints and the ability to undertake works to divert or work around these assets at the very start of the development process. It would also be beneficial to utilities companies, giving them a better understanding of development pressures on their networks and where infrastructure investments may be required. Regarding closer working with the Coal Authority, this relates to tackling issues relating to brownfield land in areas of former coal mining. This is an especially pertinent issue within the Wakefield Local Authority area, which contains a significant proportion of sites impacted by former coal mine workings. This requires in-depth work to specific issues relating to these constraints and investigate long term solutions for the coal field areas. These 'ground conditions' constraints require specific and targeted funding streams for tackling identified issues and could also provide more focus for resources to expediate overcoming these barriers to delivery.

ACTION 7: Aligning Data Collection and Monitoring: We need to be smarter and work more closely in the gathering, sharing and use of data across the 5 West Yorkshire local authorities. There would be a positive advantage to enhance and align all monitoring processes across the LPAs within West Yorkshire, and allow for the greater sharing of best practice. As highlighted within the report, most LPAs do not appear to be monitoring brownfield affordable housing delivery on a site-by-site basis. This places severe limits on the ability to monitor type, tenure and location of affordable housing being delivered within each Local Authority area. Given the Mayor's housing pledge to deliver 5000 affordable and sustainable homes, there is a need to start collecting and monitoring data in smarter way, using a greater level of automation to allow us to get a more detailed picture of past and current delivery and then monitor projected future supply, but also reduce the resource intensiveness of data capture.



Report to: Place, Regeneration and Housing Committee

Date: 8 March 2022

Subject: **One Public Estate Programme- Meanwhile Use Report**

Director: Liz Hunter, Director Policy and Development

Author: Judith Furlonger, Policy Lead Housing

Is this a key decision?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Is the decision eligible for call-in by Scrutiny?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Does the report contain confidential or exempt information or appendices?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
If relevant, state paragraph number of Schedule 12A, Local Government Act 1972, Part 1:	
Are there implications for equality and diversity?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No

1. Purpose of this report

- 1.1 To obtain final approval for the Meanwhile Use Report prepared as part of the One Public Estate Programme and to invite Committee members to discuss and provide a view on the consultants recommendations which will inform how the report is taken forward.

2. Information

- 2.1 Vacant land and property can lead to a spiral of decline, acting as a magnet for antisocial behaviour and impacting on the costs to councils managing such space. As part of a wider approach to repurposing town centres and high streets, there is a case for creating space for temporary, transitional or meanwhile purposes for use by the cultural and creative sectors as well as business start-ups and local communities and voluntary groups.
- 2.2 In March 2019 the West Yorkshire One Public Estate (OPE) Partnership was awarded funding to explore and consider the role of public sector and use of public and private sector vacant space on a temporary basis, repurposing vacant land and buildings whilst awaiting longer term development for permanent use. Leeds based placemaking and regeneration consultancy

Creative Space Management (CSM) working in collaboration with East Street Arts (an arts charity also based in Leeds) was awarded the tender at the end of November 2019. Desk-based research was carried out to produce evidence of successful temporary use and to build a rationale for authorities to look for opportunities to expand local opportunities.

2.3 The initial report raised three key questions:

- What the enabling role of public sector is and what needs considering before temporary uses can be offered?
- How can public sector partners develop temporary use projects which can be delivered?
- How can we aggregate resources to maximise benefit and impact?

2.4 As temporary use became significantly more relevant following COVID-19 and the impact that was having on vacant public and private sector property in our towns and cities, a **second stage project** was commissioned to address the questions from the perspective of economic, social and cultural recovery post-COVID and as part of revitalising town centres via the Towns Deal. The project recognised that a more pro-active innovative approach was needed to revitalise failing locations and utilise the 'blank canvasses' that have appeared on our high streets. The project was endorsed by Place Panel and Directors of Development at project inception. In January 2021, following competitive tender, CSM was further commissioned to carry out the stage 2 study.

2.5 The final Meanwhile Use Report is attached (Appendix 1). The report highlights the approaches needed to effectively repurpose both public and private vacant spaces to reinvigorate urban centres and high streets. It focuses on bring to a regional level the emerging stories of our resilient and radical creative communities currently working with partners on meanwhile use projects.

2.6 The key findings address the challenge that change in towns, accelerated by Covid 19 impact, increasing both public and private sector vacant properties requires long-term strategic initiatives at a regional level which go beyond the temporary fix of meanwhile use. The project work was supported by the district colleagues who are concerned that capacity and resources are not simply targeted at temporary interventions which fail to address the same underlying problems. As a next step the Meanwhile Space report (Appendix 1) and resource pack (Appendix 2) proposes a sequence of potential actions for creating more sustainable and resilient places:

- Develop a regionwide initiative for Creative Action Zones
- Explore Creative Land Trusts as a regional delivery vehicle
- Develop a region wide cultural streets programme
- Coordinate and promote cultural urban destinations
- Deliver regionwide creative industries acceleration

2.7 As part of the project Creative Space has developed and is to host a public facing Meanwhile Use website (<https://www.meanwhilewy.co.uk/>) on the Combined Authority's behalf until June 2022. The web base includes shared information and platform for aggregating best practice and information/ brokerage resources available as a resource for local authorities and other stakeholder organisations. The aim will be to take the web- based resource in house depending on capacity needed to maintain content and update on a periodic basis.

2.8 The project has come to a close but further work and analysis could be developed to identify which recommendations to be taken forward in the report. Given helpful discussions with partners, the project is a good launch point to develop and support the Cultural Framework and the Mayor's pledge to support culture, creative industries and the arts. The report is a piece of work which supports economic repair, rebuilding high streets and supporting a sector that has been particularly impacted by the pandemic. The Committee are asked for their thoughts to feed into any future stages of the work.

3. Tackling the Climate Emergency Implications

3.1 Repurposing existing buildings, rather than demolition and rebuild, is an opportunity to reduce the region's carbon impact and create more sustainable places to work and live. Expanding options to live and work in towns will contribute to the reduction in carbon emissions by reducing travel to work.

4. Inclusive Growth Implications

4.1 By working together and sharing know-how, this project can coordinate and drive forward a region-wide response to post COVID recovery providing inclusive opportunities for developing and unlocking new skills. Increased low cost options provided by meanwhile use could enable young people and a broader range of communities to become engaged in their towns and for high streets to become less reliant on national retailers and more focused diverse range of independent home-grown creative and cultural sectors, start-ups and community groups.

5. Equality and Diversity Implications

5.1 Repurposing vacant properties in West Yorkshire towns and cities could be a conduit to supporting people of all socio-economic backgrounds, education levels and geographical locations to engage in the cultural and creative sectors and set-up start-up businesses. The web site content to be hosted initially by Creative Space until June 22 will offer accessibility and functionality to comply with Web Content Accessibility Guidelines (WCAG 2.1). If the web base is taken in house as part of a Combined Authority resource, accessibility will be improved to a higher standard to match enhanced accessibility offered through Combined Authority web- based material.

6. Financial Implications

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

7. Legal Implications

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

8. Staffing Implications

8.1 There are no staffing implications directly arising from this report but additional resource maybe required if the Creative Space hosted web based content is taken in house into the Combined Authority web site in June 22.

9. External Consultees

9.1 The draft report has been reviewed by District partners and referenced as part of the Supporting Creative Business Models report presented to Culture, Arts and Creative Industries Committee on 18 January 22.

10. Recommendations

10.1 To invite Committee to discuss and provide a view on the consultants recommendations which will inform how the report is taken forward.

10.2 That the Committee notes and approves the final report.

11. Background Documents

11.1 [Leeds City Region Cultural Framework](#)

12. Appendices

Appendix 1: CSM Meanwhile Report

Appendix 2: WYCA Resource Pack



MEANWHILE USE

West Yorkshire

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Executive Summary

This report and an associated programme of work has been commissioned by West Yorkshire Combined Authority, funded through the One Public Estate (OPE) programme. The purpose is to review and apply the recommendations of the previous OPE funded 'Public Assets, Temporary Use' (2020) project from the perspective of economic, social and cultural recovery post-COVID-19. It also aims to encourage local authorities' meanwhile use of vacant buildings to support business, culture and regeneration. Alongside this report, the project has involved creating a promotional website to act as a focus for meanwhile projects across West Yorkshire and a resource pack to assist local authorities when working with partners on delivering relevant projects.

Following our work with the districts over the course of 2021, it has become clear that the need to strategically develop meanwhile uses has occurred because empty buildings, shops and offices are symptomatic of social and economic change. We have explored some of the underlying reasons for those changes both in this report and its predecessor.

Simply addressing these symptoms with short-term projects, whilst helpful, has a number of disadvantages. In fact, if you look carefully at the long-term initiatives being taken in many of the town centres (take Halifax, Wakefield and Huddersfield for example) all of these local authorities have invested in or are actively developing cultural facilities which will deliver highly engaged programmes of events to attract multiple audiences. Culture (in its broadest sense) is becoming a fundamental function for how people experience and get value from their urban centres.

Examples elsewhere in the UK that are explored in this report demonstrate how other Combined Authorities are seeking to address similar initiatives at regional level. Indeed in West Yorkshire there are highly relevant examples of initiatives that have operated across multiple districts and whilst these were culturally focused, utilising resources from Arts Council and European Regional Development Funds, it would seem pragmatic to consider regionally-focused activity in the context of the Combined Authority, both as a funding conduit and a way of increasing the combined capacity of the districts to step up the scope and level of delivery.

The following are therefore alternative approaches that West Yorkshire Combined Authority should evaluate, not simply to address the proliferation of empty spaces in our town centres but to undertake actions and initiatives that address the causes of these problems. It is clearly feasible to try to aggregate solutions for temporary use of public sector buildings as well as private sector owned retail units, offices or other sites, but the suggestions we have made go considerably beyond this. The heart of the challenge lies in the importance of creating more sustainable and resilient places and this will not be achieved through a temporary fix or a short-term solution.

The potential actions that we propose as next steps resulting from this work are:

- Develop a regionwide initiative for Creative Action Zones

- Explore Creative Land Trusts as a regional delivery vehicle
- Develop a regionwide cultural streets programme
- Coordinate and promote cultural urban destinations
- Deliver regionwide creative industries acceleration

Each one of these can include workstreams dedicated to reducing under-utilised spaces and assets and to animating and attracting new footfall to areas where the over-supply of retail has resulted in dead or sterilised locations. The intention is to deploy meanwhile and interim use as a tool for long term change and for this reason the above proposals seek to address some of the economic and social issues underlying the structural change affecting our town centres.

Develop a regionwide Creative Action Zone initiative

Our work across the districts reveals a very high level of adoption of culture as a tool for town centre re-animation. Therefore, it is logical to seek to consolidate and build on this and, combined with a clear focus on tech, digital and creative industries, develop initiatives that are part of a regionwide strategy and will act as a stimulus to coordinate additional interventions across the subregion. This approach will:

- Stimulate and support creative industries across West Yorkshire
- Generate destination focused cultural programmes and events
- Ensure that high streets (large and small) play a centre-stage role in programming and events with local authorities able to define their own priorities and local themes
- Specifically address under-performing units and buildings
- Deliver a three-year programme that enables medium term planning and scope to generate sustainability

The project would require a combination of capital and one-off revenue funding for the three-year project from multiple sources and has potential (by being at regional scale) to attract considerable additional private sector investment and sponsorship.

Explore Creative Land Trusts as a regional delivery model

A Creative Land Trust operating either at West Yorkshire regional level or for designated partners would specifically help locations where the objective is to transform larger vacant buildings (such as former department stores or town halls) into locations where there is market failure. This form of intervention by a non-profit distributing asset owner, working to achieve regeneration, social and cultural impacts, can also overcome local capacity issues (not just of local authorities but other potential stakeholders) to deliver new functions that support regeneration objectives.

A Creative Land Trust has the potential to operate across a wide remit, addressing over-performing locations (such as locations where property prices and the demand for residential development is impacting on opportunities for stimulating start-up businesses) as well as

(more commonly across West Yorkshire) locations where there is market failure and buildings and sites are sterilised, blighting further investment and contributing to a cycle of neglect and under-performance.

The Creative Land Trust model would require capital funding to enable it to acquire, invest in and manage assets to achieve clearly defined economic and cultural objectives. By being regional, it is more likely to be able to achieve economies of scale that will ensure long-term sustainability, reflect the strong regional connections between urban centres and provide a collaborative resource base that will have strong marketing and communication leverage. It will also have potential to leverage future funding and to scale up its operation to ensure that its regeneration objectives can be sustained.

Develop a regionwide ‘cultural streets programme’

The meanwhile use project has been concerned with addressing over-supply of retail and the restructuring of many of the region’s high streets, a process accelerated by the global pandemic. Local authorities such as Kirklees, working closely with University of Huddersfield, have successfully initiated activity to provide artists’ studio and gallery spaces (Temporary Contemporary) and, during 2021, Bradford has initiated two new projects that will focus on animating parts of their city centre with curated and participatory cultural projects.

Across all the local authorities that have participated in the meanwhile use project, there is recognition that there is significant scope to attract new users, participants and ‘audiences’ as part of a strategy to re-energise locations that are experiencing severe market failure with empty shops and less active business locations. In some areas it may not be possible to attract occupiers for empty premises even for temporary periods but, nevertheless, the shopfronts can provide a backdrop for public art or for temporary hubs for regular weekend programming and interventions. This demonstrates that meanwhile use is not necessarily the only way to reactivate high street locations. There needs to be more systematic programming and activity of public spaces as part of a cohesive plan to attract participants and end users.

Coordinating this at regional level would significantly improve the capacity of local authorities to deliver specific initiatives harnessing local talent and addressing specific challenges in their local centres. What will work in Dewsbury may not be appropriate for Hebden Bridge and the purpose of a multi-annual programme should both facilitate delivery and create opportunities for cross-over marketing that will add to the scale and impact of what can be delivered.

Requiring a combination of capital and revenue funding, a one / two-year programme of cultural animation coordinated across the region which specifically focuses on high streets, on empty premises and on low-footfall, could increase take-up of empty premises, attract new audiences, drive-up footfall and lever new marketing and communications opportunities. The initiative also has the potential to be delivered as a specific theme or work package within a wider regional initiative (such as a Creative Action Zones initiative) or as a stand-alone project

Coordinate and promote cultural urban destinations

It has become evident that many of the districts have invested significant resources in establishing their own cultural identity reflecting the towns and communities to whom they provide services. However, it is much harder for them to coordinate and market the mix of cultural, leisure and retail infrastructure that differentiate or complement these locations. As local authorities invest in initiatives to attract customers back to urban centres, these are rarely coordinated at regional level and given the strong transport links which exist between many of them, we see potential to invest in initiatives that celebrate the differentiating qualities of urban destinations across the area. The focus on high street regeneration, on attracting more independents to smaller shop units and on increasing support for local service providers means that the changing profile of these locations requires communication in a different way. They are no longer 'clone towns' with the same shops in each high street or urban centre. They are highly differentiated locations with specialist retailers, unique cultural organisations and multiple heritage and leisure alternatives for visitors.

Therefore, a project that celebrates the differences and unique qualities of West Yorkshire's towns and destinations is a way of converting the energy and creative opportunities provided by multiple meanwhile initiatives into a communicable network of locations for day-visits and destination tourism. We see this principally as a communications platform, a social media and web strategy that generates promotional content to drive visits to local urban centres both to participate and experience the temporary projects and initiatives as well as the longer-term transition (new independent retailers and businesses), closely linked to local authority communications plans but providing an extra resource base to drive up awareness and to provide quantifiable benefits across the region.

Deliver regionwide creative industries acceleration

Now an established part of UK policy, the importance of stimulating creative industries remains a key part of our economy, not least because of the strong connections to high value sectors such as computer software, gaming and content production that form a very significant part of the high value growth sectors in our regional and national economy.

As a vital component of the sector, the arts remain a source of creativity, innovation and challenge as well as making an important contribution to mental health and wellbeing. Therefore, an initiative that seeks to work with local authorities to explicitly grow the sector; to provide co-ordinated business support and development advice and to try to bring more activity into our high streets and former retail locations both temporarily and on a long-term basis should be encouraged.

Focusing on existing hubs and working closely with local authorities to support them in addressing gaps in provision or specific market opportunities is potentially a three-to-five-year project to double the size of the sector across West Yorkshire. With particular focus in smaller town centres, rural market towns and under-performing locations such as Wakefield

and Bradford city centres, there is significant potential to attract capital and revenue funds to dramatically grow the number and scale of creative industries businesses across the region.

Implementation

It should be noted that all of the above suggestions are based on case studies emerging out of initiatives in other parts of the UK or from within West Yorkshire where there has been a strong tradition of innovation around regeneration and economic development. We recognise that these ideas go somewhat beyond a simple scaling up of meanwhile and interim use co-ordination and management. They do reflect the 'transition uses' articulated in the 2020 report¹ in that they see meanwhile use as part of a longer-term evolutionary process. All of the authorities that we have engaged with on the project understand this and are concerned that time, effort and resources are not simply targeted at temporary interventions which melt away, leaving the same underlying problems. It is equally an issue for the businesses, organisations and individuals that are inspired to try out their projects and activities in former shops, redundant transport hubs or supermarkets. They want to see long-term outcomes and the possibility of losing access to such spaces undermines their own plans and ambitions.

Such buildings and locations must become a stepping-stone for the ongoing reinvention of how these spaces are used with a new set of functions that will have sustainability and longevity. This requires coordinated action that goes beyond the mechanical reuse of buildings. It must have clear social, cultural and economic direction and in doing so is more likely to achieve the objectives of reinventing these places so that they have meaning and resonance in our increasingly digitally-focused lives.

¹ Public Assets, Temporary Use Creative Space Management / East Street Arts 2020

1 Introduction

1.1 Brief

This report has been commissioned by West Yorkshire Combined Authority, funded through the One Public Estate (OPE) programme. The purpose is to review and apply the recommendations of the 2020 OPE funded 'Public Assets, Temporary Use' project from the perspective of economic, social and cultural recovery post-COVID-19. The project seeks to support local authorities' meanwhile use of vacant buildings to support business, culture and regeneration.

The project was carried out between January and November 2021. The brief was developed in response to consultation with officers from the authorities to identify what practical tools and information would reduce obstacles to supporting more temporary use projects. The project includes three components (i) a public-facing website promoting work in the authorities and across the subregion (ii) a pack of online resources to aid officers in initiating projects (iii) this report, focussed on informing future policy recommendations.

1.2 Team

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

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

East Street Arts is the largest UK operator of meanwhile space for the creative industries outside of London. In West Yorkshire, East Street Arts has operated its meanwhile space for artists programme for ten years, accommodating over 500 artists in over 100 buildings. Locally, the not-for-profit organisation operates meanwhile space in Kirklees, Harrogate, Leeds, Bradford and Wakefield. In total, East Street Arts has supported over 20,000 artists to build sustainable careers, reinvented 500 temporary spaces, created 79 permanent studio spaces for artists, and developed a pop-up Art Hostel at the heart of Leeds' historic Kirkgate, kick-starting regeneration of the oldest street in the city.

1.3 Methodology

Desk-based research was used to produce evidence of successful temporary use and to build a rationale for authorities to look for opportunities to address local priorities. Evidence is gathered from open access academic research and commercially available data. A sub-regional workshop was held in April 2021 to propose and refine the brief for the project. For local perspectives, senior officers working in culture & place were interviewed. We are grateful for the help and support of the numerous officers engaged in supporting development of content for this report and the supporting website and resource materials.

2 Culture & economic development

Since the 1990s, it has been globally recognised that investment in culture, and more specifically the arts, has a quantifiable economic impact. A wide range of methodologies have been explored from multiple perspectives illustrating how the economic impact of investment in culture can be measured. In some cases, these tried to look at the multiplier impacts on associated industries as well as employment, skills and exports – whilst others (such as Richard Florida’s work) explored how cities could be classified in league tables reflecting their attractiveness to creative networks and individuals. The underlying idea is that whilst art and culture have their own inherent value and importance within society, there are other tangible benefits that provide a secondary rationale for investing in a wide range of cultural activities and initiatives. Such systems of evaluation have been varied both in quality and level of adoption, but what has become mainstream since this period is that many governments (at national and regional levels) now recognise the multi-layered social and economic benefits of investing in arts and culture.

Over the last twenty years, the UK Government has sought to develop a more consistent methodology and now regularly produces reports quantifying the scale of the sector and its economic value to the UK. The DCMS regularly commissions and publishes research on the economic performance of the sector (extracting data from outdated classification sources such as SIC codes), demonstrating that in 2019 (for example), culture added £34.6 billion to the national economy, contributing twice as much as sport and over double the value of agriculture to the UK economy.²

Consequently, over the last twenty years, Creative Industries have become progressively recognised as a key driver in the UK and many other global economies both for creating high quality and high value jobs but also for their potential to contribute to exports as a key component of the knowledge economy, underpinning many technology-driven sectors from digital publishing, entertainment media, music, games and other forms of content distribution.

² Contribution of arts and culture industry to the UK economy | CEBR ACE June 2020

The relevance of this project, considering the recommendations of the 2020 ‘Public Assets, Temporary Use Report’³, is that as a result of a sudden change in the vitality and dynamism of our urban and cultural infrastructure due to the impact of COVID-19, there needs to be an equally proactive response. A large number of publicly and privately owned assets on our high streets and on the edges of our town and city centres have been profoundly affected by the accelerated post-pandemic transition, and which will have to find new uses not just on a temporary basis but as permanently refreshed functions.

This restructuring of once-familiar locations and sectors is occurring now and is likely to be subject to continuing flux over the foreseeable future. Whilst this is a threat to the previously assumed status quo in terms of our assumptions about the functions of high streets and urban centres as well as our expectations about the role of arts and culture in our places, there is now a new landscape for economic regeneration and cultural development. The pandemic has both accelerated an inevitable transition (from physical to online retail) but also disrupted cultural participation in physical events on a scale that could not have been previously conceived.

2.1 Context post-pandemic

Following a period of stop-start lockdowns and the end of the furlough scheme, there appears to be a cautious sense of optimism in the face of potential increased occurrences of illness albeit with less hospitalisations. High Street tracking data produced by Centre for Cities shows that smaller retail centres such as Huddersfield and Wakefield are outperforming many other areas in the UK (top three for increased spend compared to pre-pandemic levels)⁴, albeit footfall is not performing so well. After a slow start, Leeds and Bradford are also beginning to see significant improvements in their performance but Leeds was historically one of the strongest performing core city centres and Bradford one of the weakest, reflecting that any interventions will need to overcome long-standing under-performance and not simply a post-pandemic quick fix.

But footfall and spend indicators do not necessarily reflect the actual (continuing) impact on our communities and town centres. The business disruption and loss of jobs has affected both large and small enterprises in a way that has not yet fully manifested itself. The Grimesy Report from June 2021 records that there have been 149 major retail failures since 2018 (including Carluccios, Top Shop and Zizzis) affecting 227,000 jobs and 11,500 shops.⁵ During the pandemic, online sales went from 20.2% of total retail sales to 32.8% in March 2021, having peaked at 36.4% in January 2021 at the start of the third national lockdown. With many independent businesses operating on a knife-edge (high levels of borrowing alongside

³ Public Assets, Temporary Use, Creative Space Management / East Street Arts, 2020

⁴ Centre for Cities <https://www.centreforcities.org/data/high-streets-recovery-tracker/>, October 2021

⁵ Against all Odds: We are still open – A Grimsey Review Research Paper. How independent Retail, Hospitality and Services Businesses have adapted to survive the pandemic, July 2021

disrupted trading performance), this represents a continuing challenge to viability which can have severe ramifications for reinvigorating a sense of place in our urban centres.

However, the post-pandemic context is much broader than an analysis of towns and cities and footfall. Buried within the 'recovery' data are new patterns of behaviour for which there is still limited quantitative data, but we (as operators of 25,000 sqm of workspace across major conurbations in the north of England), are seeing patterns of office occupancy at 50% of pre-pandemic levels. Thus whilst take-up in serviced offices for example, has in many cases almost returned to pre-pandemic levels, the actual number of people coming into work in those offices is about half of pre-pandemic levels.

This reduced density of occupation has implications for the amounts of people buying services during the working week particularly in larger towns and cities where previously high ratios of Grade A office provision tended to result in better performing town centres.⁶ In the future, other factors may result in new catalysts for local services and footfall. For example, proximity to meeting and collaboration venues where remote working team members and office-based colleagues can meet up or locations closer to public transport hubs making it easier to integrate remote and physical collaboration, may become more significant, replacing much larger conventional offices.

There have also been other profound changes to leisure and entertainment sectors, for example, cinema and film. Cinema exhibition as an inherently physical experience has been decimated by the impact of the pandemic. Whilst there are some signs of improvement partly as the result of the new James Bond movie (August to October 2021), admissions are still barely more than 35% of pre-pandemic levels⁷, with significant associated impacts on eating out and town and city centre footfall. Combined with the associated acceleration of the consumption of digital media distribution into the home (by the end of 2020, there were 32 million subscribers to the three most popular video streaming services in the UK).⁸ Even niche digital distribution operators such as MUBI (independent films) saw their subscriptions double during 2020 and there has been worldwide growth in computer gaming, with substantially increased sales of online streaming services as well as consoles.⁹

Another important factor has been the wider awareness of mental health and wellbeing. The impact from the pandemic has had a widely reported impact on people's resilience and ability to cope with enforced isolation. A report produced by the Mental Health Foundation, tracks the declining resilience between April and August 2020¹⁰. During this period there was also widespread recognition of the increased importance of public spaces (e.g. green spaces, parks,

⁶ <https://www.centreforcities.org/data/building-blocks-data-by-city/>

⁷ www.cinema.uk.org

⁸ Netflix, Amazon and Disney+ who now have more than double the number of subscribers to cable-TV providers such as Sky and Virgin.

⁹ Cultural and Creative Industries in the face of COVID-19: An economic impact outlook, June 2021, London

¹⁰ Mental Health Foundation in collaboration with University of Cambridge, Swansea University, University of Strathclyde and Queen's University Belfast.

improved air quality, safe spaces for cycling and recreation) that can make an active contribution to improving physical and emotional wellbeing. This too is part of the changing landscape for interventions in urban centres with new markets and clusters of pop-up retailers reflecting plants, planting and green spaces (e.g. Pollen Market in Sheffield¹¹, instigated following an urban greening programme in Castlegate, a failing former retail area on the end of the city centre) which are proving to be both commercially successful and attractive to urban populations in search of new ideas, wellbeing and inspiration.¹²

This challenging context is therefore already beginning to stimulate new patterns of behaviour and adapting the physical infrastructure and resources will be an integral part of the challenge to generating new activity, animating places and attracting new audiences to real-time, physical experiences in our town centres.

2.2 Regional snapshot

Across West Yorkshire there have (over the last twenty years) been multiple initiatives reflecting a highly innovative and culturally ambitious range of projects, festivals and activities that have sought to utilise and re-engage with redundant buildings and infrastructure. It is not a recent phenomenon and nor is it one that reflects any one successful methodology or approach. However, it should be noted that each era has brought its own challenges and realisations. The following are not intended to be catalogues of historic or current activity, merely a snapshot to illustrate how diverse each of the districts is and how meanwhile uses have taken diverse forms sometimes resulting in permanently reframed uses and sometimes simply closed down, recalled and applied in other parts of the region or the country.

Bradford

Bradford, like many fine industrial cities, has had to adapt to new uses for an extraordinary and diverse range of mills, factories and warehouses. From the vast expanse of Salts Mill to Little Germany or Manningham Mills, or the conversion of what was once the city's general post office into a leading arts centre, Kala Sangam, culture has played a key role in the transition of former retail and commercial uses into brand new functions that attract new audiences and engagement. During the current challenging period, the city has launched a 10-year cultural strategy (Culture is our Plan) and has been longlisted for City of Culture 2025 (shortlisting will take place in March 2022). They have specifically introduced a Creative High Streets Programme, Springback (a post-pandemic recovery initiative with strong cultural elements) and a pop-up animation programme, all of which will involve a wide range of meanwhile uses intended to help re-energise and re-animate urban centres across the city. Not restricted to the city centre, locations such as Keighley have also focused on community led arts activity and

¹¹ <https://www.pollenmarket.co.uk/>

¹² See Improving access to greenspace A new review for 2020 Public Health England 2020

these temporary uses are now resulting in the development of permanent assets based on a successful track record of engagement and delivery.¹³

Calderdale

With multiple pioneering projects that have seen temporary and then permanent conversions of locations such as Dean Clough and Piece Hall in Halifax, Calderdale is using creativity to support its Town Centre recovery and is initiating projects that will seek to reenergise its market hall and tackle empty shop units. Calderdale MBC is committed to exploring creative solutions to showcase artists work in new and surprising formats. The authority is working with members of CalderdaleCreates, Halifax Borough Market, Calderdale College and other partners to and develop existing projects further and identify new meanwhile locations in Halifax and across the valley.

Craven

Craven aims to find creative solutions for meanwhile use spaces and actively supports independently-led projects, with recent success in partnership with the Craven Arts Hub in the centre of Skipton. Craven is currently working with partners to find creative uses for a key vacant retail site in Skipton and exploring meanwhile use across the District linked to making Craven Museum fine art collections more visible. The council has previously supported the above visual arts charity to agree successful temporary use of the empty former TSB premises on High Street as a small studio and exhibition space and is keen to encourage new responses to these larger vacant buildings. Current project work is focussed on enabling further affordable studio and workshop space in vacant public sector assets and seeking to stimulate reuse of empty department store premises on the high street.

Kirklees

As one of the original European-funded Creative Towns, Huddersfield has a long-standing track record of innovation and economic diversification, developing pioneering workspace for cultural industries in its town centre and working closely with Huddersfield University across what were initially temporary uses to become permanent initiatives. More recently Kirklees has been building on its work around Temporary Contemporary, an initiative to provide artist studios, retail and exhibition space in an empty market and shopping centre. This highly successful intervention is continuing to deliver activity and, post-pandemic, the authority is exploring how this or equivalent initiatives could be deployed not just in Huddersfield but other locations such as Dewsbury and Batley which have also seen imaginative conversions of former textile mills into new leisure destinations.

¹³ <https://keighleycreative.org/>

Leeds

Over the last decade, Leeds has supported numerous independently-led meanwhile use projects. Notable successes achieved in partnership with East Street Arts and two of these projects have resulted in significant meanwhile interventions transitioning to become permanent long-term businesses based in city centre fringe areas (see Appendix B). In the wake of recent changes to the way people are using space and accessing retail, Leeds is now working with partners to address and activate vacant retail units across the city centre. As the city prepares the way for Leeds 2023, it is also exploring how meanwhile activity can help to seed new projects that will play a key role in this landmark year of culture.

Wakefield

Wakefield has established a vibrant creative community via its Creative Wakefield network and has seen in recent years increasingly inventive initiatives occur in vacant shops, the former market hall and in historic warehouses and factories adjacent on the waterfront of the River Calder where pop up events, shows and markets have complemented the award-winning Hepworth Gallery. With a world class Sculpture Park, created experimentally when Bretton Hall was home to an education college, the district is now the cornerstone of Yorkshire's Sculpture Triangle and with exceptional transport links to Leeds and across the region, the city is actively exploring how it can transition from market town to be both a cultural and creative industries destination.

2.3 Strengths & weaknesses

The following table reflects our analysis of some of the strengths and weaknesses across the West Yorkshire Combined Authority area. Following the online meeting with arts and cultural officers and subsequent follow-up conversations as well as work arising from the previous project workshop in 2020, it was clearly demonstrated that there were significant areas of expertise and good practice across the region.

All of the districts have developed Recovery Plans most of which feature issues relating to town centre re-activation and how to handle the patchwork of empty retail properties and reduced footfall, although the degree to which cultural regeneration is identified as a key resource does vary considerably.

Strengths	Weaknesses
Post-industrial restructuring meant that many of the districts have a rich heritage of innovative, temporary and transitional uses from one era to another. There is much to be learnt from this in re-looking at empty and under-utilised locations and how they can be re-energised.	The resources and capacity to deliver the changes that have occurred in the last 40 years have taken towns and districts in West Yorkshire much longer than in the south of UK (for example). The importance of levelling up reinvestment is to ensure that such a lag on reinvestment does not happen again.

<p>The districts have identified many unique local characteristics (e.g. contemporary visual arts in Kirklees, or destination cultural events in Leeds). Aligned with local cultural strengths in textiles, sculpture, technology, performance (for example), there is potential to build clearly differentiated creative resources as part of meanwhile uses transitioning to long-term re-purposing.</p>	<p>There is a lack of capacity for aggregated collaboration on marketing, strategic collaboration and region-wide audience development initiatives. The districts are operating at significantly lower resources than before as a result of continuing reductions of local authority budgets. This means that districts are much less able to resource and support new initiatives as they might have been at the end of the twentieth century.</p>
<p>The liveable scale of the urban centres (and close proximity of residential communities) across the region should provide sustainable opportunities for diversification of functions in formally retail only locations and many local authorities have identified potential projects to take advantage of the potential for more mixed uses including housing, leisure and more specialised, service-orientated retail.</p>	<p>This has been an exceptionally rapid period of change and the speed of adaption is extremely difficult to accommodate. Whilst additional, competitive funding is available, it requires time and effort to bring partnerships together and to develop effective proposals, in itself a resource intensive and challenging process that is (sometimes) wastefully duplicated across all the districts.</p>
<p>The very diverse range of arts and cultural organisations across the region and a rich supply chain of associated creative organisations and promoters means that there is a highly capable talent network which, subject to resources, can play a key role in assisting local authorities to support transformative uses.</p>	<p>A key challenge (articulated in multiple reports) is that there now needs to be less focus on new buildings and more on re-using and re-purposing existing infrastructure. The need to work towards net zero carbon targets is a key obligation and needs to be built into all initiatives to reanimate our urban centres, balancing economic regeneration with minimising environmental impact.</p>

2.4 Role of culture and creativity in regeneration

In the context of this report, it is evident that on-line retail will continue to grow and is highly unlikely to revert to physical other than boutique, specialist, leisure and experiential retail. It is widely predicted¹⁴ that independents will play an increasingly important role and that those businesses actively participating in the circular (local) economy are more likely to be sustainable in these locations. Combined with more flexible and less dense use of workspaces in town centres, this means that the context for activating our urban centres is radically different from what it was even five years ago.

There is much greater emphasis now being placed on experiential consumerism, where experience, skills and new ideas are instrumental in enriching our feelings rather than the

¹⁴ Local Data Company, 2021 <https://www.localdatacompany.com/blog/press-release-independent-retailers-more-resilient-than-national-chains>

objects that we purchase. As illustrated in 'Stuffocation: Living More with Less' which charts a move from possessions to experiences. "The big change to what I call experientialism is more about finding happiness and status in experiences instead."¹⁵ It is this trend that reinforces the importance of culture as a driver for change in which passive consumerism is no longer a model for our urban centres and where a more layered and complex set of interactions and experiences need to be discovered.

What appears to be required is a revitalised approach to urban locations which engages people, encourages them to participate, attracts multiple audiences at different times of day and during the week and which in many ways needs to be curated more like a cultural venue than a retail-led metropolitan destination where culture is merely one segment of a multi-faceted experience.

For the last fifteen years, many major shopping centres in the UK have increasingly relied on cultural events (and enhanced services) to attract new or repeat footfall into their facilities. Locations such as Westfield (East and West London), Meadowhall, Bluewater, Trinity Leeds, have all proactively promoted a diverse range of events, activities and participatory opportunities to more directly engage with shoppers and to provide them with experiences and a reason to revisit physical stores which otherwise would seem increasingly irrelevant in the face of home delivery and free returns.

With sophisticated programming these centres have used seasonality as a key engagement tool, wrapping cultural and engagement programmes around key retail seasons (Easter, back to school, Halloween, Christmas). What has been happening is that culture has already become a tool for these most commercial of operations and now that they themselves are threatened by further industrial change, it is logical that culture and creativity should play a much more assertive role in our town and city centres.

Our view is that in West Yorkshire there is a profound and wide-ranging recognition of this change. There are multiple examples where a new level of innovation is being applied not purely for the short-term but in recognition that long term creative investment will ultimately have the greatest impact on the necessary transformation and revitalisation of our urban centres ¹⁶.

From a policy perspective we now need to look at our urban centres as cultural and creative hubs because it is from these activities that new ideas, new content and new opportunities will emerge. It is from this approach that a re-invigorated community of independent businesses and service providers will be able to build new networks of customers, buying from them on-line and visiting their stores. Combined with actively curated events and activities and much greater recognition that our communities want independents, differentiated retailers and

¹⁵ Stuffocation: Living More with Less, Wallman, Penguin 2015

¹⁶ See £210 million 'cultural heart' investment for Huddersfield <https://www.examinerlive.co.uk/news/west-yorkshire-news/huddersfield-will-doomed-radical-cultural-22187458>

service providers to bring vitality and energy to their community centres, there is greater potential than ever for this transformation to be positive.

3 Combining cultural and economic development

3.1 Overview

This section profiles projects and initiatives from across the UK that relate to stimulating both cultural and economic development in West Yorkshire. All of them have some connection to reenergising underused or vacant space.

As this section demonstrates, elsewhere in the UK we are seeing the emergence of coordinated initiatives that support local councils to deliver local economic development from a distinctive local creative and cultural identity.

Over the last four years, the development of Creative Enterprise Zones in London has stimulated and harnessed ambitious plans and activity within individual London boroughs. These local creative sector development plans feature property interventions but go far beyond the built environment, providing a combined set of actions relating to people, place and economy. In late 2021, we see this approach being adopted by North Tyneside Combined Authority. Similarly, the development of a Creative Land Trust in London in 2019 is now producing longer-term approaches to the protection of affordable workspace for the creative sector and this too is being extended to other UK locations with Margate's future investment plan incorporating formation of a similar new vehicle. These examples demonstrate an array of initiatives and resources that are being deployed.

For West Yorkshire, these examples may uncover possibilities for more ambitious initiatives than previously envisaged but which address some of the underlying economic and social issues.

3.2 Creative Enterprise Zones

In 2017, Creative Enterprise Zones (CEZs) were developed as part of London's Cultural Plan, with grants offered to London boroughs to 'provide the conditions to help artists and creative businesses to put down roots in the areas they have helped regenerate'. 25 London boroughs applied for the full funding package and six were selected in 2018. The six winning CEZs span the disciplines and areas commonly grouped together as the Cultural and Creative Industries, each focussing on different specialisms e.g. fashion, advertising or the visual arts. The means by which these zones were 'mapped' is very varied (some are circles, some are irregular shapes or are focussed on a high street).

“They are unique in bringing together approaches to creating new affordable workspace, supporting culture at risk, offering business development and testing new approaches to policy, as well as leading the way in engaging communities in the zones’ work.”¹⁷

At the heart of CEZ’s is the idea of clustering or bringing together those with similar interests in an area to benefit from improved links to supply chains, customers or consumers, peer support and a shared knowledge base. Locating them in a geographical area can give the CEZ a sense of identity and helps engage those who already live and work in the locality with a renewed sense of purpose.

In practice, CEZ’s have stimulated waves of activity beyond the scope of what was originally envisaged. The requirement to develop distinctive local proposals helped to create an expression of the creative identities for individual boroughs. This developed into a focus for differentiated area branding and, over time, the attraction of further like-minded businesses. It also raised the profile of niche creative workspace within the individual borough councils, influencing briefs for mixed use development in local areas and creating a new pipeline of supply of creative-themed workspace.

A second call for new CEZ applications in London was made by the Mayor in July 2021 with six new zones expected to be announced in December 2021, to be created over the next two years.¹⁸

Below are some examples of projects across the boroughs that demonstrate the scope of activity that has spun out of CEZ activity in London.

Waltham Forest

The borough commissioned a feasibility study to form a CEZ based on the theme of growing the maker economy on Blackhorse Lane in 2017. This work established a mini-directory of the maker businesses in the area, effectively branding the borough as maker-friendly, and produced a vision that became adopted by the local authority at senior level and embedded within the planning, business support and housing agendas¹⁹. Flowing out of this work, Waltham Forest was named London’s (first) Borough of Culture 2019, securing funds in advance of this to press forward a range of projects to celebrate creativity, grow the maker sector, brand the area through public art, expand the provision of affordable workspace and generate meanwhile use opportunities.



¹⁷ Mayor of London, Enterprise Zones Prospectus 2021, p.4

https://www.london.gov.uk/sites/default/files/creative_enterprise_zones_prospectus_final_2021.pdf,

¹⁸ <https://www.london.gov.uk/press-releases/mayoral/mayor-to-invest-nearly-3m-in-creative-enterprise>

¹⁹ <https://www.walthamforest.gov.uk/content/blackhorse-lane-masterplan>

Hackney Wick & Fish Island

The Community Development Trust (CDT) is operating as a community-led social enterprise with a purpose to secure ownership of, or long-term leases on, building assets in perpetuity²⁰. The aim is to create active and valued cultural and community spaces as part of a diverse and sustainable economy. It aims to protect and manage spaces on behalf of the community to ensure that they are inclusive of, and relevant to, the neighbourhood. In May 2021 the CDT commissioned mapping of the major buildings of the area as the first stage to understanding which spaces to target for cultural and community uses.



Lambeth

International House, Brixton²¹ operates under a 'BuyGiveWork' structure; for every desk sold on commercial terms, one is given away rent free to support charities and social purpose organisations. The 70,000 sf building is split into five 'Buy Floors' and five 'Give Floors'. The Buy Floors house a range of occupiers from individual freelancers to a company with 100 employees. The Give Floors accommodate users at risk of displacement due to changing market conditions.



3.3 Culture & Creative Zones

In July 2021 North of Tyne Combined Authority instigated Culture and Creative Zones (CCZ) across the subregion, building on the positive momentum created by the North of Tyne Culture and Creative Investment Programme. The first phase of the project is seeking a proposal from each authority of an area to form a CCZ. Successful projects are to be supported with an initial investment of £500,000 to work up a business case and pilot activity. The projects must reflect collective priorities, ambitions and challenges specific to their localities.

The suggested scope of the CCZ's includes creation or adoption of workspace, offering business support to emerging and existing enterprises, creating financial incentives to appeal to sector

²⁰ <https://www.wickcdt.org/>

²¹ <https://www.httpspaceinternational.co.uk/>

audiences, exploring the changing role of places (e.g. high streets), enhancing skills, or creating new opportunities for community engagement. Each proposal must consider:

- Sustainability. Zones must have financial sustainability considered from the beginning, business cases must investigate the on-going revenue requirements for each Zone and develop proposals which seek to deliver financial self-sufficiency within five years of a Zone's launch. Business cases must provide a clear explanation of how the model will be sustained in future years.
- Additionality. Zones must add value to existing programmes, infrastructure and networks avoiding duplication and ensure that use of public funding is maximised.
- Partnerships. Zones offer an opportunity to consider how strategic partnerships are developed, sustained and grown. Proposals must consider how expertise in finance, HR, export, Intellectual Property and innovation is leveraged to the advantage of cultural and creative industries and whether Zones can act as a regional testbed for new forms of partnership working within the sector.²²

The combined authority, consisting of Northumberland County Council, Newcastle City Council and North Tyneside Council, will have active role in learning from the process of co-development and will support emerging workstreams that resonate beyond any one local authority to ensure that, where appropriate, economies of scale can be delivered throughout the programme.²³ After the initial phase, it is planned for proposals to be supported for up to 5 years, attracting investments from the DCMS Cultural Development Fund among others, and helping them to establish and become self-funding.

The first pilot CCZ was announced as Berwick, Northumberland in October 2021 and has a confirmed award of £500,000. It is anticipated the emerging project in Newcastle upon Tyne will be focussed on unlocking the potential of spaces above current retail centres on a key high street in the city centre, brokering between landlords of vacant property and creative end users to incentivise a mix of workspace and exhibition space.

3.4 Creative Land Trusts

The first Creative Land Trust (CLT) was established in London in 2019 with the ambition of providing artists with permanent and affordable space to work and create without the distraction and upheaval caused by temporary use. Their mission begins with a single, ambitious sentence:

Over five years we will secure 1000 studio spaces that otherwise wouldn't exist and make them available for studio providers to rent to artists and makers.²⁴

²² P.4 <https://www.northoftyne-ca.gov.uk/wp-content/uploads/2021/08/NTCA-Culture-and-Creative-Zone-Prospectus.pdf>

²³ P.7 <https://www.northoftyne-ca.gov.uk/wp-content/uploads/2021/08/NTCA-Culture-and-Creative-Zone-Prospectus.pdf>

²⁴ <https://creativelandtrust.org/about-us/>

In 2021 the CLT signed their first property in Hackney Wick on a 999-year lease, starting their portfolio with 33,000 sf at Stone Studios and appointing Cell Studios to manage the space. Their second property is Grade II listed Alice Billings House in Stratford, with a grant of £250,000 from Newham Council to convert the disused building into 30 studio spaces.

Alongside their work in supporting artists and creative networks with space, the CLT have positioned themselves as a gateway to reaching a diverse range of makers and creatives. In 2020 they were appointed to administer the Mayor of London's Creative



Workspace Resilience Fund via Greater London Authority, distributing £1.6m of funding directly to studios and organisations, 80% of which were led by women, people from a BAME background, the LGBTQ+ community or people with disabilities.

The CLT also commission research to support their work, initially around proving the value artistic communities can bring to an area in terms of increased community spirit and real estate value. In 2021 a piece of research was commissioned with King's University. From this they will create a framework by which the financial and non-financial benefits of providing studio space can be measured, with the aim of influencing developers to include creative spaces in their work.

Registered as a charity, Creative Land Trusts fall under the same umbrella as Community Land Trusts and are eligible to apply for funding streams not available to councils. The CLT act as owners of the spaces provided (either through purchase, long lease or asset transfer) and tender for a studio manager to oversee the day-to-day operation of the site. This approach supports specialist creative workspace providers and limits the scope of work that the CLT needs to directly manage.

Establishing a Creative Land Trust or other form of Socially Oriented Property Management Company (Soc-PMC) could enable a local or combined authority to take a portfolio approach to managing local assets with clearly defined, social and commercial goals, addressing affordability and targeting specific groups or locations. Assembling available assets under one property manager allows the operation to benefit from economies of scale. A council agrees a range of leases with the Soc-PMC, with a Service Level Agreement, guaranteeing income to the local authority and setting out the social and economic impacts to be delivered.²⁵ This enables access to charitable funding, with social impact reporting available for authorities to evidence the success of initiatives which feature in local or regional plans.

²⁵ <https://www.futureoflondon.org.uk/wp-content/uploads/delightful-downloads/2021/06/1088-FoL-Better-use-of-public-assets-FINAL-DIGITAL.pdf>, p.18

Expanding beyond London

Over recent years Margate has seen a growth in demand from the creative community, cemented by the arrival of Turner Contemporary in 2011. However, this popularity, alongside the resultant flock to the seaside from the pandemic, has led to the area outperforming other non-creative areas by 7%.²⁶ In autumn 2021 Margate Town Deal Board commissioned WorkWild Ltd and PRD Ltd to help set up a Creative Land Trust and provide a business case for operation. Funding is currently being pursued by the partnership as part of the Town Investment Plan.

The expansion of CLT's outside of London may lead to a flurry of such groups being established across the country as councils seek to provide longer-term assets that underpin the creative and cultural economy. These longer-term assets can either provide stepping-stones out of meanwhile space for creative end users or can be curated to provide a sequence of meanwhile opportunities in a protected long-term set of spaces. This overcomes some of the problems faced by artist studio operators such as East Street Arts where successful studios and galleries are established with a thriving network of enterprises, only for their lease to come to an end and the asset owner to commence redevelopment. Of course it may be that such private sector led investment will be welcomed in the absence of other operators or functions and the temporary use has fulfilled a valuable purpose. The point is that there should be options for those organisations who take many risks to establish new initiatives. They need to be confident of obtaining longer-term tenure. Equally a council may want to stimulate one kind of use over another (e.g. start-up space for creative industries rather than student accommodation).

3.5 Mixed use of former retail store: Rock House, Hastings

This nine-storey building in central Hastings has undergone a complete redevelopment in the past few years. The basement provides a café (most recently used as a community food hub during the pandemic), the ground floor is a co-working space with desks available to hire on a monthly rolling contract, four floors have a range of SMEs, creative companies and artisanal makers, two floors are given over to residential accommodation and the final three floors are still undergoing development.



²⁶ https://creativelandtrust.org/wp-content/uploads/2021/09/210047_210915_CreativeWorkspace_FinalReport_LowRes_Spreads-1.pdf, p.22

The ethos of Rock House is to provide ‘co-habitation’ space with co-housing, co-working, collaborative creative space. Those who live and work there must meet certain criteria of need, enthusiasm and contribution to the building and the wider community.²⁷

Working through a phased approach to repurposing the building means the community ethos can start from the first day and quality conversations can begin happening, rather than builders hoarding and constant works risking irritating those already living and working in the area. A café venue is included to enable the community to use the space as a social meeting place and provide means of interaction.

White Rock Neighbourhood Ventures Ltd (WRNV), own and manage Rock House, a partnership between Jericho Road Solutions, Meanwhile Space CIC and Heart of Hastings Community Land Trust. Having interest from each of these three areas (residential, artistic and community) means that collaborative decisions can be made which are to the benefit of all parties. With the Heart of Hastings CLT listed as the owner, access to charitable funding sources is possible and the property can be listed at affordable rents to avoid squeezing local people out of the area.

WRNV are now embarking on their second project to revitalise the Observer Building in Hastings, which has sat empty for 35 years. The redevelopment (granted planning permission in autumn 2020) will include:

- Alley level: 1066 CrossFit Gym and a brewery-
- Mezzanine: 11 shops/workshops
- Ground Floor: a cafe, 6 recording studios and a live room
- 1st Floor: 14 offices and co-working studios
- 2nd & 3rd Floor: 15 capped rent flats for those struggling to find housing
- 4th Floor: roof terrace and a bar
- A fully restored frontage, alley exterior and south-facing wall, constructed with sensitive, attractive and sustainable materials²⁸

3.6 How might these examples be applied to West Yorkshire

The examples described above provide an insight into how other regions and projects are tackling related issues. They illustrate how culture is playing an increasingly important role in both large scale regional development initiatives and in more complex projects to find appropriate uses for significant former department stores. Many of these projects have temporary uses as part of their delivery and, for those that are occurring post-pandemic, that will continue to be an important component as high streets and secondary retail zones experience increased churn.

²⁷ <https://www.rockhouse.org.uk/about/>

²⁸ <https://theobserverbuilding.org.uk/our-plans/>

But there are also other factors at play. Work patterns are changing with more people seeking to work closer to home, to work more flexibly (shared workspaces – not necessarily travelling to a major city every day) and more people wanting to actively support a local economy. Furthermore, we can see (from Section 2) that there is an impressive track record of delivery and capacity both within and outside local authorities which suggests potential to scale-up and increase the impact of what have been largely fragmented initiatives in the districts. There is now scope to scale up the level of creativity and capability with much more ambitious programmes, marketing and delivery both to better harness the diversity of our communities and to increase the levels of local engagement in our high streets and urban centres.

We understand that resources will be challenging and within the delivery suggestions outlined in Section 4, there are options that require different levels of funding; some more weighed to capital, others to revenue. The key point is that within each of these case studies there are specific, relevant opportunities for West Yorkshire. These can either be facilitated at regional level or they can be delivered by local authorities under the aegis of a joined-up intervention. In each of the proposed next step concepts, there is scope to build on initiatives already being taken by the districts and to aggregate them into something that could deliver considerably more than the sum of its parts.

4 Next steps: maximising regionwide impact

The suggested next steps are options or alternatives for West Yorkshire Combined Authority. Following our work with the districts it has become clear to us that the need to strategically develop meanwhile uses has occurred because empty buildings, shops and offices are symptomatic of social change, and we have explored some of the reasons for those changes in this report and in its predecessor.

Simply addressing these symptoms with sophisticated, short-term projects, whilst helpful, has disadvantages. The initiatives being taken in many of the town centres (Halifax, Wakefield and Huddersfield for example) demonstrate that authorities have invested in or are actively developing cultural facilities which will deliver highly engaged programmes of events to attract multiple audiences. Culture (in its broadest sense) is becoming a fundamental function for how people experience and get value from their urban centres.

We have also tried to reflect the extent of activity across the region that is specifically seeking to harness interim and meanwhile uses and its importance in re-instilling confidence and a sense of a more 'normal' post pandemic environment within our communities. However, it is recognised by those local authorities undertaking this work that there is barely the capacity to deliver further economic and cultural actions arising from them and that they are stretched to the limit to be able to sustain both short and long-term initiatives.

All of the ideas articulated below are predicated on initiatives that have a track record from other locations. Whilst some might seem challenging in terms of deliverability or ambition, our view is that West Yorkshire Combined Authority is in a unique position to act as a facilitator to support districts to accelerate recovery, to innovate and drive change and, in short, to help to make things happen by attracting resources and making the case to UK Government about the challenges across the region.

There are examples elsewhere in the UK (see Section 3) that demonstrate ways in which other Combined Authorities are seeking to address similar initiatives at regional level. Indeed, in West Yorkshire there are highly relevant examples of regional initiatives that have operated across multiple districts. Whilst these were culturally focused (utilising resources from Arts Council and European Regional Development Funds), it would seem pragmatic to consider regionally focused activity, both as a funding conduit and a way of increasing the combined capacity of the districts to step up the scope and level of delivery.

4.1 Regionwide creative action zones

Pioneered in London with six pilot projects, early activity demonstrated was that it was feasible to develop multiple initiatives focused on the unique characteristics of each Borough. This allowed districts to determine their own specialist themes. For example, Waltham Forest created a strong focus on artisans and making, based around existing facilities and set out to further build on existing clusters. Others (such as Croydon) were more focused on reanimating high streets albeit with strong creative enterprise components. A number of the successful awards covered multiple Boroughs (Hackney & Tower Hamlets for example) and working across Boroughs enabled these projects to aggregate resources and work collaboratively. West Yorkshire has also, in the relatively recent past, contributed to a regional and national co-ordinated cultural programme (Photo98) and Transpennine Arts Festivals between Liverpool and Leeds (1998, 2003 and 2008). These events attracted very substantial numbers of visitors to cities and towns over a wide area with high levels of local engagement from local communities (urban and rural).

Therefore, we believe that there is potential to develop a concept much more ambitious than simply a strategy to occupy and animate redundant spaces, ensuring that these under-utilised resources are part of a region-wide coordinated initiative that seeks to deliver multiple benefits.

- Stimulate and support creative industries across West Yorkshire.
- Generate destination focused cultural programmes and events.
- Ensures that high streets (large and small) play a centre-stage role in programming and events.
- Deliver a three-year programme that enables medium term planning and scope to generate sustainability.

- Deliver clear economic impact (jobs and business growth), tackling retail restructuring and illustrating how 'programming' (curating and management) of formerly retail-led functions can attract a new cohort of local independent businesses such as makers, artisans, artists, designers, performers and digital innovators.
- By operating at regional level it is possible to overcome capacity and delivery issues by establishing a delivery team that can co-ordinate and drive the initiative working closely with Local Authorities and providing resources and capacity to enable local priorities and needs to be addressed as part of the wider programme.

Our view is that whilst this is ambitious and challenging it has the potential to overcome competitiveness caused by initiatives such as City of Culture and develop something that plays to the specific strengths of the region and its communities. By including creative industries as a key element it is equally focused on business and enterprise providing an inspiring and regionally distinctive programme that would stand apart from any other region in the UK.

To explore the potential of the approach it would be necessary to commission a feasibility study and business model to provide clear budgets and an organisational structure (governance & executive delivery) to fully establish the investment requirements, quantify the benefits and the long-term impact as part of a business case. The three-year project would require a combination of capital and one-off revenue funding from multiple sources and has potential (by being at regional scale) to attract considerable additional private sector investment and sponsorship.

4.2 Creative Land Trusts

As illustrated in section 3, there are pioneering initiatives that are seeking to use the Community Land Trust model as a vehicle for attracting resources and capacity to provide long term ownership of redundant buildings. The key weakness with meanwhile use initiatives is that considerable resources (time and money) can be invested in properties that may ultimately find other uses or be developed by the asset owner (public or private sector), often benefiting from the renewed use and function delivered by the meanwhile use occupiers. Whilst this may be a desired outcome in some contexts (e.g. former edge of centre retail centres where the challenge is partly to achieve new, private sector investment in the assets), this can also be a barrier for delivering the longer-term transition to higher quality end-uses.

A Creative Land Trust operating either at West Yorkshire regional level or for designated partners would specifically help locations where the objective is to transform larger vacant buildings (such as department stores) into locations where there is market failure and where intervention by a non-profit distributing asset owner, working to achieve regeneration, social and cultural impacts, can overcome local capacity issues (not just of local authorities but other potential stakeholders) to deliver new functions that support regeneration objectives.

A Creative Land Trust also has the potential to operate across a wide remit, addressing over-performing locations (such as where property prices and the demand for residential

development is impacting on opportunities for stimulating start-up businesses) as well as (more commonly across West Yorkshire) locations where there is market failure and buildings and sites are sterilised, blighting further investment and contributing to a cycle of neglect and under-performance.

In a number of locations there are established artist workspaces which are vulnerable to asset-owners changing their approach and which limit the scope for long-term growth and investment (e.g. Westgate Studios in Wakefield and Bradford's Space Service²⁹). These could form the basis of an ambitious culturally led workspace operation across the region, identifying target assets (both in public and private sector ownership) and developing sustainable, long-term model to deliver new facilities, activity and life to these locations. In some places there may well be a case for more complex mixed-use schemes (such as in Hastings at Rock House, see section 3.5) which include residential and retail in addition to studios and gallery spaces. Locations such as Huddersfield have also seen projects such as Creative Lofts, adjacent to The Media Centre, deliver mixed use environments where there are strong crossovers between urban regeneration, cultural programming and new town centre living initiatives.

There is also evidence from a number of projects across the UK (and some within West Yorkshire) that such initiatives can be themed to focus on specific sectors, e.g. artists, makers, design or social enterprises and the voluntary sector. There should be scope for local authorities and stakeholders to reflect local priorities and to obtain the maximum impact from initiatives that will have a long-term (and therefore) stable benefit to the local community.

The Creative Land Trust would require capital funding to enable it to acquire, invest in and manage assets to achieve clearly defined economic and cultural objectives. By being regional, it is more likely to be able to achieve economies of scale that will ensure long-term sustainability, reflect the strong regional connections between urban centres and provide a collaborative resource base that will have strong marketing and communication leverage. It will also have potential to attract future funding and to scale up its operation to ensure that its regeneration objectives can be sustained.

To establish the feasibility for such an initiative, a business plan would need to be developed (ideally) identifying specific assets that local authority partners saw as having potential for becoming part of the Creative Land Trust. This could start with just one or two specific buildings and ideally these would be assets already in public sector ownership but where an aggregated, non-profit distributing ownership model is more likely to attract the necessary capital to invest in and reanimate these assets.

4.3 Culture Streets Programme: cultural animation on high streets

The meanwhile use project has been concerned with addressing over-supply of retail and the restructuring of many of the region's high streets, a process accelerated by the global

²⁹ A partnership between Brick Box and East Street Arts to provide studio spaces in Bradford City Centre

pandemic. Local authorities such as Kirklees, working closely with University of Huddersfield, have successfully initiated a project to provide artists' studio and gallery spaces (Temporary Contemporary) and during 2021 Bradford has initiated two new projects that will focus on animating parts of their city centre with curated participatory cultural projects.

Across all the local authorities that have participated in the meanwhile use project, there is recognition that there is significant scope to attract new users, participants and 'audiences' as part of a strategy to re-energise locations that are experiencing severe market failure with empty shops and less active business locations. In some areas it may not be possible to attract occupiers for empty premises even for temporary periods but, nevertheless, the shopfronts can provide a backdrop for public art or for temporary hubs for regular weekend programming and interventions. This demonstrates that meanwhile use is not necessarily the only way to reactivate high street locations but in addition that there needs to be more systematic programming and activity of public spaces as part of a cohesive plan to attract participants and end users.

Coordinating this at regional level would significantly improve the capacity of local authorities to deliver specific initiatives harnessing local talent and addressing specific challenges in their local centres. What will work in Dewsbury may not be appropriate for Hebden Bridge and the purpose of a multi-annual programme should both facilitate delivery and create opportunities for cross-over marketing that will add to the scale and impact of what can be delivered.

Requiring a combination of capital and revenue funding, a one / two-year programme of cultural animation coordinated across the region which specifically focuses on high streets, on empty premises and on low-footfall, could support local authorities to deliver coordinated initiatives through cultural engagement aimed at maximising impact from curating these locations intensively as part of a recovery plan. The aim should be to stimulate new uses that increase take-up of empty premises, attract new audiences, drive-up footfall and lever new marketing and communications opportunities. The initiative also has the potential to be delivered as a specific theme or work package within a wider regional initiative (such as a Creative Action Zone) or as a stand-alone project.

4.4 Co-ordinating cultural urban destinations

It has become evident that many of the districts have invested significant resources in establishing their own clear cultural identity reflecting the towns and communities to whom they provide services. However, it is much harder for them to co-ordinate and market the mix of cultural, leisure and retail infrastructure that differentiates these locations. As local authorities invest in initiatives to attract customers back to urban centres, these are rarely coordinated at regional level and given the strong transport links which exist between many of them, we see strong potential to invest in initiatives that celebrate the differentiating qualities of urban destinations across the area. The focus on high street regeneration, on attracting more independents to smaller shop units and on increasing support for local service providers

means that the changing profile of these locations requires communication in a different way. They are no longer clone towns with the same shops in each high street or urban centre. They are highly differentiated locations with specialist retailers, unique cultural organisations and multiple heritage and leisure alternatives for day visit and staycation destinations.

At locations across the UK such as Folkestone, Margate, Saltaire, Great Yarmouth, Derby and Whitby, a focus on creating a strong sense of an alternative place, attracting independents, makers and artists is helping to reframe their vitality and attractiveness as leisure destinations.

Therefore, a project that celebrates the differences and unique qualities of West Yorkshire's towns and destinations is a way of converting the energy and creative opportunities provided by multiple meanwhile initiatives into a communicable network of locations for day-visits and destination tourism. Whilst Welcome to Yorkshire provides a very strong brand to attract non-Yorkshire visitors, there is scope to reflect and communicate the rapidly changing profile of our urban centres to ensure that the energy and creativity of animation and engagement initiatives finds local audiences across the region and not simply from within the immediate town or community.

We see this principally as a communications platform, a social media and web strategy that generates promotional content to drive visits to local urban centres both to participate and experience the temporary projects and initiatives as well as the longer-term transition (new independent retailers and businesses), closely linked to local authority communications plans but providing an extra resource base to drive up awareness and to provide quantifiable benefits across the region.

4.5 Delivering regionwide creative industries acceleration

Now an established part of UK policy, the importance of stimulating creative industries remains a key part of our economy, not least because of the strong connections to high value sectors such as computer software, gaming and content production that form a very significant part of the high value growth sectors in our regional and national economy.

As a vital component of the sector, the arts remain a source of creativity, innovation and challenge as well as making an important contribution to mental health and wellbeing. Therefore, an initiative that seeks to work with local authorities to explicitly grow the sector; to provide co-ordinated business support and development advice and to try to bring more activity into our high streets and former retail locations both temporarily and on a long-term basis should be encouraged. In many cities in Europe, small offices and studios sit side by side with retailers and there is (now) much more scope to see that happen not least because it is easy to achieve from a planning perspective but also because with changing work patterns and better life-work balance, there is scope for many more small businesses to operate from local hubs and facilities rather than commuting into major cities Monday to Friday.

Focusing on existing hubs, providing support and working closely with local authorities to support them in addressing gaps in provision or specific market opportunities is potentially a three-to-five-year project to double the size of the sector across West Yorkshire. With particular focus in smaller town centres, rural market towns and under-performing locations such as Wakefield and Bradford city centre, there is significant potential to attract capital and revenue funds to dramatically grow the number and scale of creative industries businesses across the region.

This is not simply a question of providing workspace and start-up support but demands a co-ordinated team of advisors working with specific sectors to support companies to grow, addressing barriers to growth (e.g. export) and attracting and retaining talent. It would target scaling up locations where there are already strong or growing clusters (Leeds, Huddersfield, Bradford) and provide start-up support where there is a desire to build that capacity (e.g. Wakefield both in city centre and Tileyard North). It would also be important to map the clusters of businesses providing a much stronger awareness of the talent and capacity in the region which in itself acts as a driver to attract inward investment and to stimulate relocations around these clusters. At the moment, apart from national reports such as Tech Nation³⁰ there is not a strong sense of the creative, digital, tech and life-science clusters across the region, and yet in world leading locations such as Eindhoven³¹ they have established an exceptionally strong regional brand to reflect their clusters and this is providing a very strong identity for job creation and growth at the regional rather than local level.

4.6 Implementation

It should be noted that all the above suggestions are based on case studies emerging out of initiatives in other parts of the UK or from within West Yorkshire where there has been a strong tradition of innovation around regeneration and economic development. We recognise that these ideas go somewhat beyond a simple scaling up of meanwhile and interim use coordination and management. They do reflect the 'transition uses' articulated in the 2020 report³² in that they see meanwhile use as part of a longer-term, scoping initiative. All the authorities that we have engaged with on the project see this and are concerned that time, effort and resources are not simply targeted at temporary interventions which melt away, leaving the same underlying problems. It is equally an issue for the businesses, organisations and individuals that are inspired to try out their projects and activities in former shops, redundant transport hubs or supermarkets. They also want to see long-term outcomes as the possibility of losing access to such spaces undermines their long-term plans and ambitions.

Such buildings and locations must become a stepping-stone for reinvention of the spaces that they occupy and a new set of functions that will have sustainability and longevity and as such

³⁰ <https://technation.io/report2021/>

³¹ <https://brainporteindhoven.com/int/>

³² Public Assets, Temporary Use, Creative Space Management / East Street Arts 2020

this requires co-ordinated action that goes beyond the mechanical reuse of buildings. It has to have clear social, cultural and economic direction and in doing so will be more likely to achieve the objectives of reinventing these places so that they have meaning and resonance in our increasingly digitally-focused lives.

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Appendices

A. Bibliography

B. Leeds case studies

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Art Hostel | Leeds

Placemaking / Residential / Pilot Business

In 2016 Leeds Art Hostel was formed by East Street Arts in a derelict three storey building in Kirkgate, the oldest street in the city. Kirkgate was then a neglected and unattractive part of Leeds city centre with only minutes' walk from the central train station and a stones throw away from all major town centre activity and amenities.

The two-year long temporary project, delivered in premises owned by a private sector developer, was intended to test the business proposition whilst helping to encourage local neighbourhood regeneration.

The process of renovating the premises included commissioning artists to design each of the individual rooms and common areas in the hostel, producing a highly distinctive alternative for visitors and tourists. The 'boutique hotel on a budget' generated significant national and local media interest.

East Street Arts raised an investment package of £85,000 from various funding streams and sponsorships to renovate the building. The hostel provided 11 private rooms and 23 beds in mixed dormitories. For its first and second year of operation it was a commercial success, gaining profit on 62% occupancy rates.

Following the initial period at Kirkgate, the Art Hostel relocated to permanent premises in Magbate, Leeds, less than a mile away from Kirkgate. East Street Arts were successful in fundraising for this acquisition following the successful pilot and now have plans to replicate this model in various cities across the UK.

As a legacy, development of Kirkgate has markedly accelerated, a number of independent leisure and retail businesses have been attracted to neighbouring properties and East Street Arts was able to secure permanent premises for the business alongside its flagship visual arts studio space at St Patricks.



Leeds Print Workshop | Leeds

Maker space / Educational / Pilot Business

The Vicar Lane property stands at the edge of a future development site on the northern outskirts of the city centre. The street has good footfall and is one of the main arteries into and out of the city centre. Following significantly delayed development of the larger site, the property had stood for more than two years. It was first occupied for meanwhile use by Leeds Print Workshop in 2016.

Operated as a not-for-profit work cooperative, this was the first city centre space dedicated to printing that was open to seasoned printers and accessible to beginners. Running a programme of different types of printing sessions such as 'screen printing' to 'lino printing' and 'beginners bookbinding', it established itself as the place to go to develop printing skills.

The landlords, Hammerson, developers of the Victoria Gate shopping centre, were keen to contribute to the cultural landscape of Leeds with one of their properties awaiting development. It was occupied by Leeds Print Workshop through a letting agreement held by East Street Arts who negotiated the meanwhile space at a low cost via an intermediary landlord lease agreement.

There were significant financial setbacks for the project due to COVID-19 that forced them to close their doors, however they were able to secure some Arts Council funding that helped them facilitate a move to a new location. Since 2020 they are permanently located in East Street Arts' Patrick Studios.

Meanwhile use in the city centre offers a creative business a type of opportunity that doesn't exist in an out of town location. This allowed Leeds Print Workshop to build their brand, expand their membership and networks and prove the case for longer term premises.

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**West
Yorkshire**
Combined
Authority

Creative Space^{CSM}
Management

MEANWHILE USE

RESOURCE PACK
2021

How-to Guide

How to use this Meanwhile Use Resource Pack.

//01

Use this resource pack and the accompanying cloud-based Letting Agreements **Toolkit** to support your team to deliver creative meanwhile use projects.

//02

Simply follow the chapter links through to the toolkit folders and/or click on the pink hyperlinks to access individual resources.

//03

Or dive straight in and explore the West Yorkshire Meanwhile Use stories **[here](#)**.

From this resource pack you can download letting templates; save, store and share resources.

All featured resources have been collected to support you to deliver creative projects, stimulating culture and community across West Yorkshire, and are current as of September 2021.



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Practical Resources and Information





Letting Agreements

Introduction

Forming letting agreements for meanwhile use from scratch requires specialist knowledge.

This section aims to provide a number of template agreements written in plain English that can be used to give both landlords and occupiers clarity on letting terms.

They should help to speed up the contract process, which can take weeks if not months to complete following the agreement of the broad terms of a deal.

There are two sources for the letting agreement templates found on the following pages.

Model Meanwhile Use Leases

commissioned by UK government in 2012 to encourage occupation of empty premises by non-commercial occupiers.

Leases and accompanying Heads of Terms developed in 2012 by the Royal Institution of Chartered Surveyors (RICS) and the British Retail Consortium (BRC), specifically aimed at small retail businesses looking to take up empty units on the high street.



Model Meanwhile Uses

Three types of standard Meanwhile Use Lease:

- [Meanwhile Use Lease](#), to be used for direct lettings by landlords.
- [Meanwhile Use Intermediary Lease](#), to be used for lettings by a landlord to an intermediary, such as a Not-For-Profit organisation.
- [Meanwhile Use Sublease](#) for lettings by an intermediary to a temporary occupier (including sub-letting space to third parties).

These model leases were developed to simplify the process of forming letting agreements and to provide appropriate reassurance for landlords. They are intended to ease efforts to activate vacant retail premises and support town centre vibrancy. They have been drafted to be as user-friendly as possible and avoid technical legal terms. They have been adopted by Meanwhile Foundation and are therefore in common usage across numerous local authorities in the South East of England.

They were commissioned by the Department for Communities and Local Government's Meanwhile Project (drafted by lawyers Denton Wilde Sapte on DCLG's behalf). They may be used freely. Local Project adaptations can be made using the areas highlighted in the documents, and explained in the guidance notes. However, you will need to satisfy yourself that they are suitable for the letting in question, taking legal advice where appropriate.



Small Business Meanwhile Lease

These leases have been prepared by The Royal Institute of Chartered Surveyors (RICS) and are aimed at small High Street retail businesses to provide short-term contracts with no review or break clauses. They provide flexible terms and stable costs for small businesses and new ventures.

A Heads of Terms template document (2015) is linked below. It is intended to capture the main features of an agreement to let between Landlord & Tenant. This document sets out recommended Heads of Terms to precede and sit alongside the small business lease. [RICS Heads of Terms template](#)

There are two versions of the lease. The [first version](#) provides a lease term where the tenant has waived their right to automatic renewal of the lease at the end of their term as stated in the Landlord and Tenant Act 1954.

Excluding the renewal provision of the Landlord and Tenant Act 1954 means the landlord can regain control of their property at the end of the lease.

The [second version](#) is a lease that gives the tenant automatic renewal of the lease at the end of the term (as detailed within the Landlord and Tenant Act 1954 Part II section 24-28). This renewal provision is also known as 'security of tenure'.



License Agreements

A license gives the occupier or 'licensee', permission to only occupy within set parameters. It sits outside the Landlord and Tenant Act 1954 and is suitable for intermediary landlords or licensor, to sublet space to end users such as art collectives, artists, workshop users and community groups.

A plain English example of a licence agreement between an intermediary landlord and a studio holder can be found [here](#).

Contracting Out

The letting agreements above are either within the Landlord and Tenant Act 1954 or are 'contracted out'.

As background, "Contracting Out" is shorthand for the procedure to exclude a tenant's security of tenure i.e. the tenants right to renew its commercial lease at the end of the term.

Unless a commercial lease is contracted out, the 1954 Act will automatically give a tenant security of tenure, which protects the tenant's right to remain in occupation of the premises and its right to the grant of a new lease following the expiry of the existing lease.



When contracting out, the parties can agree that this protection is waived provided the lease grants a fixed term and these three steps are taken before the lease is granted:

1. The landlord serves a warning notice on the tenant, with specified content, explaining that the tenant's rights are being waived.
2. The tenant makes either a simple or a statutory declaration (witnessed by a solicitor) to acknowledge that it understands the consequences of contracting out. A simple declaration can only be made if the tenant has received the warning notice at least 14 days before the grant of the lease.
3. The lease includes an endorsement referring to the landlord's notice and the tenant's declaration and the parties' agreement that the relevant provisions of the 1954 Act are to be excluded from the lease.

Insurance



Insurance

Introduction

Damage to stock; having to close for repairs; a customer slipping over on your premises – anything that impacts on your business can be costly. Insurance cover can help to make sure your meanwhile business is protected.

This section explains the different types of insurance policy that may apply to your temporary project and provides contacts to insurance suppliers that specialise in meanwhile use.

Types of Insurance

Business premises insurance

Usually the landlords insurance will cover the building fabric, but it's important for a tenant to check this beforehand. Otherwise, if no cover is in place, the tenant could end up liable for any damage that occurs while they're occupying the space.

Business contents insurance

While business contents insurance isn't a legal requirement, it can protect the contents and fixtures of your pop-up, as well as any stock you have. Protecting your stock is essential with any retail venture, and no less so with a pop-up or meanwhile use business.



Employers' liability insurance

Employers' liability is a form of business insurance that's compulsory for firms that have one or more staff, so if you're planning on staffing your meanwhile operation, you'll need it. Employers' liability insurance helps you protect the interest of your employees and complements your business' health and safety procedures.

Public liability insurance

Public liability cover isn't a legal requirement but is a sensible precaution if your business involves contact with any third party - a person or entity that isn't an employee of your business. Otherwise, you could find yourself facing expensive legal action if anyone's injured within your pop-up. Public liability insurance is likely to be a condition imposed by any landlord for renting you space on a short-term basis. It covers a business / event / building – for costs from legal action if they are found liable for death or injury, loss or damage of property or loss of earnings resulting from negligence.



Insurance Suppliers

Most mainstream insurance policies are only available for 12-month minimum periods but there are some specialists that provide short-term cover that is designed specifically for meanwhile occupiers.

[Popupspace](#) is a specialist insurance for meanwhile use and is especially created to insure short term temporary pop-ups such as eateries, shops or other events. It covers all the business insurance needs and is underwritten by Aviva. Insurance quotes can be obtained through the website.

[Hencilla Canworth](#) is an intermediary insurance company with a specialism in the arts. Founded in 1981 it has a long history of bespoke insurance solutions for artists and the arts. To apply or be eligible for cover as a creative with Hencilla Canworth an applicant must be a member of [A-N Artist Information Company](#).

Hencilla Canworth's [Showtime Performing Arts Insurance](#) is a bespoke insurance policy designed with practitioners of performance arts in mind. The policy has been created in conjunction with Hiscox Insurance. Cover is available to individual performers or acts all the way up to large scale production companies working in theatre, dance, music, and circus.

[Events Insurance](#) provides one off insurance for events that last up to 4 days. They have four key areas that they cover: Public Liability, Employers Liability, Event Equipment Insurance and Event Cancellation Insurance. For public liability the cover is £10million and for employers' liability cover is £5million.

Business Rates Mitigation



Business Rates Mitigation

Introduction

Business rates are one of the key drivers for meanwhile use around the country. In most cases, unlet empty properties (referred to as voids) attract business rates costs for property owners.

Agents that specialise in rates mitigation through meanwhile use have become more common in recent years, supporting landlords who are struggling with voids or planning longer-term redevelopment of their property.

Typically, agents that manage meanwhile lettings broker agreements between not-for-profit organisations and landlords to reduce business rates costs and share the savings between the landlord, the agent and the meanwhile occupier. This drives opportunities for short-term creative or charitable use of empty property.

Under current legislation ([The Non-Domestic Rating Unoccupied Property, England, Regulations 2008](#)) a commercial property can be unoccupied for three months before the landlord is liable to pay rates. For an industrial property, such as a warehouse, this period extends to six months. For listed properties, business rates are not payable for voids so the incentives for these landlords to make a property available for meanwhile use are limited.

Temporary use of commercial property for a minimum of six weeks is sufficient for the landlord to have three months without paying business rates once that occupation ceases so even relatively short lettings can generate significant savings for landlords.



Types of Rates Mitigation

There are four main types of temporary or meanwhile occupation for rates mitigation that are employed by landlords and specialist agents:

Property guardians

This approach provides occupation, protection and management of empty properties such as offices and shops. The guardians are selected through strict criteria and are often professionals. This form of temporary, licensed occupation saves the landlord 100% security costs and mitigation of business rates.

Intermittent occupation

This can involve minimum use and non-invasive use of the property temporarily such as storage or some other short-term use.

Exhibitions by charities

Savings of up to 95% per year on business rates can be made if exhibitions are held by arts charities through the year. Arts and creative organisations can make good use of this as a meanwhile use.

Charitable organisations

Leasing a commercial property to charitable organisation is advantageous to a landlord as a charity is entitled to 80% - 100% business relief. Landlords can also lower their costs through decreased insurance and security costs.



Calculation of Business Rates

Paid each month, business rates generally cost around 50% of the Rateable Value of a space. The Rateable Value is intended to be broadly equivalent to commercial rental value.

All commercial tenants pay business rates to the Government based on a local assessment of the space, so get in touch with the area's local authority to clarify what you can expect to pay in business rates.

Any property with a rateable value (RV) of £12,000 or less is exempt from business rates, while properties with an RV of between £12,001 and £15,000 benefit from a sliding relief rate.

For instance, if the rateable value is £13,500, your business rate bill is halved, while a property with a £14,000 rateable value sees business rates reduced by 33%.

Even if you obtain a second property, you can continue to enjoy business rate relief on your first property as long as none of your other properties have a rateable value above £2,899 and the total rateable value of all your properties is less than £20,000 (or £28,000 in London).

Licences and Permits



Licences and Permits

Introduction


In the UK, licences and permits are required for various types of business or activities carried out by individuals, community or art organisations, particularly around health and safety issues. Licences are issued by local councils and many are industry specific. For example if a pop up shop wants to play music in public it will need TheMusicLicense available from PPL PRS. If an event involves outside seating in a public space, a license for 'tables and chairs on the pavement' can be applied for from the local authority.

Other examples of licences relevant to meanwhile use:

[Street trading licence \(England and Wales\)](#)

[Permission to distribute leaflets \(England and Wales\)](#)

A search tool is available to identify all the types of licence that you may need for your meanwhile activity. To avoid incurring fines, go to [Licence Finder](#) on the government website and begin by describing your intended business activity e.g. 'retail'.



Temporary Events Notice (TEN) – Licensable activities

A TEN is for ad-hoc licensable events on unlicensed premises in England or Wales. A temporary event notice (TEN) application must be in place no later than ten clear working days before the event (not including the day notice is received or the day of the event).

If the premises where the event is to be held is in an area governed by two or more local authorities' applications must be made to each authority. A copy of the notice must be given to the police no later than ten working days before the event. Applicants must be 18 years or older to give a TEN and can give a maximum of five TENs per year. If the applicant is a personal licence holder, you can give a maximum of 50 TENs per year. The event must involve no more than 499 people at any one time and last no more than 96 hours with a minimum of 24 hours between events. Premises can have no more than 12 events per calendar year.

See [Temporary Events Notice \(England and Wales\) - GOV.UK \(www.gov.uk\)](https://www.gov.uk/guidance/temporary-events-notice-england-and-wales) for more information on temporary 'licensable activities'.

Absent Landlords



Absent Landlords

Introduction

There are commercial properties that will be sitting empty and neglected in town centres that have potential for meanwhile use. A property may be tenanted but the leasehold for the land may need renewal or extension by the freeholder.

Sometimes finding the freeholder for some of these properties can present a challenge.

An absentee landlord can be a company/local authority or corporate body, or an individual that owns or rents out real estate but is not an owner occupier. The call for a national register for all UK landlords in the private sector, was rejected by the government in 2019.

Attempts by local authorities to collaborate with an absent property owner whose building is prime for

meanwhile use or sits within a designated zone for regeneration, can delay future plans for that area.

Involving private and local authority property asset managers is an essential component in place making programmes.

The types of entities that typically own commercial properties are private individuals, or small to large property companies. Types of ownership has changed from mainly large pension funds and financial institutions owning these property assets; however, it is true to say that private ownership is mixed.

Most commercial properties are managed by property agents who are often the first port of call but may not have all the answers needed.



Steps to find an absent landlord

Land Registry

[HM Land Registry](#) is a simple and low-cost place to look for property ownership. With an address, and post code, the freehold maybe easy to identify through obtaining an official copy of the register. At times both the freehold and the leasehold information may be available. The cost of an online a copy of the register is £3 per request. A title register is £7.

As well as the owners name and address, the information on the register may contain any charges or mortgages linked to the property.

Real estate agents and property managers

Most commercial properties will be managed by a property agent or property manager. These agents are employed to manage the asset, lettings, leases, rent collection and to reduce rental voids for the owners. Engaging with the agent is a very useful route to their client when needing to get responses about the property.

Some agents may be reluctant to give out information about their client which can depend on their contracted relationship with the freeholder, so it is wise to be clear about the purpose of the request for information. It might be that you ask the agent to pass a letter or email to the client to avoid any possible breaches of data protection. Please seek legal advice on this issue.



Companies House

Looking for owners via [Companies House website](#) is another way to find absent landlords. If the name of the business is a limited company, director names and addresses can be found on the register.

Local authority planning department

Information about an address and property owner is likely to be stored within the Local Planning Authority (LPA) records. Planning applications for changes in property use or building adjustments that have been approved or denied will be documented with the LPA. The owner or the applicant and an address will be listed and should give the information needed. Records go back a number of years so older long held properties will be on the website.

Commercial property databases

There are a small number of good quality online property databases that can often provide details about a property. CoStar is one such provider that monitors the market and provides property professionals with property data and insights. This includes purchase costs, floorplans and often the name of the freeholder. Another commercial database is Nimbus Maps analysing both residential and commercial properties. Both databases require online sign ups with the option to pay a subscription for full access to the services on offer.

Meanwhile Use Case Studies

Meanwhile Stories

Explore a [collection of stories](#) featuring creative meanwhile use projects that build community, animate place and re-purpose space.



MEANWHILE USE RESOURCE PACK
PRODUCED BY CREATIVE SPACE MANAGEMENT FOR
WEST YORKSHIRE COMBINED AUTHORITY
SEPTEMBER 2021

**West
Yorkshire**
Combined
Authority

Creative Space
Management 

Report to: Place, Regeneration and Housing Committee

Date: 8 March 2022

Subject: **Transport Fund Review 2021**

Director: Melanie Corcoran, Director of Delivery

Author: Lynn Cooper, Portfolio Lead

Is this a key decision?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Is the decision eligible for call-in by Scrutiny?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Does the report contain confidential or exempt information or appendices?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
If relevant, state paragraph number of Schedule 12A, Local Government Act 1972, Part 1:	
Are there implications for equality and diversity?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No

1 Purpose of this report

- 1.1 This report details the process and outcomes of the annual review of the Transport Fund 2021 and sets out recommendations for revised project allocations and over-programming.

2 Information

Background

- 2.1 The West Yorkshire plus Transport Fund commenced on 1 April 2015 and is now in its seventh year of operation. It is a £1 billion programme funded as follows:

Funding Source	Funding £(m)
Transport Fund Gainshare (agreed as part of the Growth Deal)	600
Department of Transport - Majors	183
West Yorkshire Match Fund (borrowing funded through Transport Levy)	217
Total	1,000

- 2.2 The original funding programme included 33 named projects each with an allocated sum of funding which totalled £1.27 billion based on prices in 2012. It consists of both individual projects and projects within operational/delivery programmes which include the Corridor Improvement Programme, Station Gateways Programme and the Rail Parking Package. The total number of projects in the programme has now increased to 124 projects, up from 118 projects at this time last year. This is as a result of the development of projects within operational programmes or individual projects that have been phased. A couple of new projects were also added in following a call for projects in 2017 (approved in 2018), these are the Leeds Inland Port and City Connect Phase 3.
- 2.3 The Transport Fund is now reviewed annually, this is the third full review. The main purpose of the review is to consider requests for additional funding with the aim to manage the level of over-programming on the programme. The Investment Committee previously agreed to fix a baseline grant allocation for each project and further that increases to this amount should only be given in line with the following principles and exceptional circumstances (Investment Committee 8 June 2021):
- (i) A project that experiences a change in design standards or where new regulations need to be implemented, a review of scope options and value engineering needs to take place. Once all options have been explored, the project will be considered for additional funding through the Assurance Process.
 - (ii) All projects need a comprehensive QRA risk register that includes extraordinary risks. Other exceptional risks (where they are unforeseeable) will be considered for additional funding through the Assurance Process if value engineering and a scope option review has taken place.
 - (iii) All projects should continually review overall risk to project delivery. If the overall risk to delivery is very high, a review of the viability of the project needs to take place in partnership with the Combined Authority.
 - (iv) All projects must demonstrate value for money. Where costs are increasing, value engineering must be evidenced, and other sources of funding explored before further funding will be considered.
 - (v) New guidance or regulations must be included in project development at the strategic outline case and outline business case stages in the assurance process.
 - (vi) Inflation must be included in project budget costs.
 - (vii) VAT needs to be understood and factored into project costs where relevant.

Review 2021

- 2.4 The Transport Fund Review 2021 commenced in November 2021 following a Place, Regeneration and Housing Committee workshop on 18 November 2021. The review sought any requests for additional funding in line with the criteria outlined in 2.3 above as well as updated timetable information for each project (this allows changes to be made to business case submission dates without the requirement for individual change requests).
- 2.5 The requests received for additional funding for projects have been split into four categories:
- Requests for increased allocations that fit with the exceptional criteria
 - Requests for increased funding where the project is within an operational programme
 - Requests for increased funding that are not recommended for approval
 - Requests for increased funding which may fit with exceptional criteria but where funding requirements and fit with criteria have not been finalised at this time.

Requests for increased allocations that fit with the exceptional criteria

- 2.6 The following are recommended for approval:
- Calder Valley Line - Elland Station – increase of £3.29 million due to change in design regulations
 - York Programme – The partnership agreement with York City Council agrees that a maximum of £85 million should be available for the York element of the Transport Fund programme. The current provision available within the Transport Fund is £84.1 million it is therefore proposed that additional provision of £0.9 million is included to ensure the full amount of funding is available in accordance with the York Partnership Agreement (note York City Council pay a transport levy towards this as do other partner councils).
- 2.7 The following requests for funding have been highlighted in the review and have already been approved through the Governance process:
- Harrogate Road New Line – request for additional funding of £1.15 million due to exceptional circumstances approved at Finance, Resources and Corporate Committee on 6 January 2022
 - Leeds City Centre Network (LCCN) and Interchange Package - Armley Gyratory – request for an increase of £1.47 million by reallocating funding within the LCCN Programme, approved at Finance, Resources and Corporate Committee on 6 January 2022.
Note this is a reallocation within the LCCN package rather than an increase in the overall package allocation.
- 2.8 Total additional funding: £5.34 million

Requests for increased funding from projects within an operational programme

2.9 The Investment Committee at its meeting on 7 January 2021 agreed that 'each operational programme board will consider requests for changes to funding allocations. Any changes to indicative funding allocations will be reported back to the Investment Committee'. The following projects seeking additional funding are included within operational programmes and have been referred to the relevant Programme Boards.

- **Corridor Improvement Programme (CIP)**
 - Bradford - A6177 Great Horton Road - Horton Grange Road
Additional £0.43 million reflecting cost estimate at full business case
 - **Bradford - A6177 Thornton Road - Toller Lane**
 - Additional £0.68 million, changes are as a result of compulsory purchase order costs being more than expected and design changes as a result of legislation / standards and interface with Transforming Cities Fund
 - Kirklees - A62 Smart Corridor additional £1.70 million due to higher than expected tender price and increased provision for risk. The CIP Board have confirmed an increase of £0.85m to the indicative approval to be funded from the CIP programme contingency.
 - Kirklees - Holmfirth Town Centre additional £1.2038 million, the proposed cost increase allows for changes to scope to take on board feedback received through the consultation and additional costs associated with utilities diversions. The CIP Board have confirmed an increase of £1.2038m to the indicative approval to be funded from the CIP programme contingency
 - Kirklees - Huddersfield Southern Corridors
Potential shortfall of £2.46 million to support re-design to include LTN 1/20 guidance. The CIP Board have confirmed an increase of £1.248m to the indicative approval to be funded from the CIP programme contingency.
 - Leeds - Fink Hill
£2.17 million returned to the CIP programme following announcement of Levelling Up Funding contribution towards the scheme
- **Rail Station Car Parking**
 - Guiseley - Additional £0.37 million, scheme is currently at pre-costed design stage. The Programme Board have considered the request and the indicative approval will not be increased at this point. There will be opportunities at outline business case and full business case to demonstrate the case for additional costs.
 - Moorthorpe - Additional £0.33 million. Estimated scheme costs have increased following change to industry design standards relating to car park gradient. The Programme Board have

considered the request and this can be accommodated within existing programme contingency.

- **Transformational Programme**

Unallocated £2.45 million funding within the Transformational Programme will be indicatively allocated subject to approval through assurance framework to support:

- Transformational - Wakefield Transport Model (50% contribution) £0.60 million
- Transformational - West Yorkshire Strategic Transport Model £1.85 million

Requests for increased funding that are not recommended for approval

2.10 The following requests for additional funding are not recommended for approval:

- **A6110 Leeds Outer Ring Road**

Additional £2 million due to increased Statutory Utilities estimates increased to £2.50 million for the Elland Road South (ERS) phase one element.

- **LCCN and Interchange Package**

Alternative funding sources are to be explored for an increase to the overall programme allocation of £3.87 million to support:

- Leeds City Centre Network and Interchange Package
- Leeds City Centre Network and Interchange Package - Infirmary Street
- Leeds City Centre Network and Interchange Package - Meadow Lane

- **LCCN and Interchange Package - Regent Street**

Request for additional £6.9 million does not meet the criteria for additional funding

- **Mirfield to Dewsbury to Leeds (M2D2L) – Additional £1.72 million**

Projects not recommended for approval at this time

2.11 The following projects have been identified with the potential to require additional funding that may fit with the exceptional circumstances. These funding requirements have not been finalised at this time and requests for further funding will be addressed at a later date when further details are available:

- **A629 (Phase 5) - Ainley Top into Huddersfield**
- **CityConnect Phase 3 Huddersfield Town Centre**
- **Corridor Improvement Programme: Wakefield - A638 Doncaster Road**

Organisational Overhead and Programme Management Costs

- 2.12 In 2021 the Combined Authority reconsidered its methodology for recovery of organisational overhead against the capital funding programmes. The agreed methodology is that 3% will now be charged against the total spend of each project. A provision for this has now been included in addition to the indicative sum for each project rather than taking away any of the indicative sum already agreed (which could seriously affect project delivery). When the Transport Fund was developed in 2012 to 2014 no provision was included within programme for either the organisational overhead or the direct staffing costs of managing the programme. Therefore, adding a provision in at this stage will require additional over-programming as follows:

Organisational Overhead to support the delivery of capital schemes –
charged at 3%. Provision made for £22.23 million

Programme Management Costs - £8.30 million

Transport Fund Over-programming

- 2.13 When the Programme was submitted to Government in 2014 the level of over-programming at that time was £227 million. The Investment Committee at its meeting in January 2021 agreed to over-programme the Transport Fund up to £115.34 million. The recommended increases in this report will have a combined impact of increasing over-programming to £151.20 million.
- 2.14 The purpose of over-programming is to manage risk within the programme and to provide certainty of funding allowing projects to progress. The Transport Fund includes funding to support risk within each project (quantified risk assessment and contingency across projects currently totals £98 million). Furthermore a number of projects which are still being developed may change or not progress in the current form given recent changes in strategic priorities and consideration given to tackle the climate emergency. The over-programming will be actively managed down to reduce the value of the programme to the £1 billion in total by the end of programme.

3 Tackling the Climate Emergency Implications

- 3.1 While there are no climate emergency implications directly arising from this report, projects within the Transport Fund are challenged on achieving a reduction in carbon through creating a mode shift to public transport and active travel. As a result projects within the Transport Fund focus on providing improved public transport and active travel infrastructure.

4 Inclusive Growth Implications

- 4.1 Projects within the Transport Fund provide transport improvements to deprived neighbourhoods and hard to reach groups to enable access to employment, opening up land for housing development, access to leisure and improvement to health and wellbeing.

5 Equality and Diversity Implications

5.1 Projects within the Transport Fund improve access to public transport and active travel for accessible groups.

6 Financial Implications

6.1 Financial implications are contained within the body of the report.

7 Legal Implications

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

8 Staffing Implications

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

9 External Consultees

9.1 No external consultations have been undertaken.

10 Recommendations

10.1 That the Place, Regeneration and Housing committee approves:

- (i) The proposed revised funding allocations as set out in Appendix 1 and detailed in paragraphs 2.6 and 2.10;
- (ii) The revised programme dates for each project as set out in Appendix 2;
- (iii) The increase in over-programming on the Transport Fund from £115.34 million to £151.20 million

11 Background Documents

11.1 There are no background documents referenced in this report.

12 Appendices

- Appendix 1 – Transport Fund Review 2021 Finances
- Appendix 2 – Transport Fund Review 2021 Schedules

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Scheme	Indicative Funding (£M)	Approved Funding (£M)	Funding Requested Above Indicative Allocation (£M)	Movement within Programme (£M)	Requested Indicative Funding Allocation (£M)	Recommendation to CA			
						Recommended change to indicative allocation	Revised allocation (excluding PAN charges)	Uplift for PAN charges @3%	Revised allocation including PAN charges
A6110 Leeds Outer Ring Road	3.000	0.596	2.000	0.000	5.000	0.0000	3.0000	0.080	3.080
A62 to Cooper Bridge Corridor Improvement Scheme	69.300	0.965	0.000	0.000	69.300	0.0000	69.3000	1.621	70.921
A629 - Programme	1.871	0.000	0.000	0.000	1.871	0.0000	1.8710	0.000	1.871
A629 (Phase 1A) - Jubilee Road to Free School Lane	8.640	8.640	0.000	0.000	8.640	0.0000	8.6400	0.000	8.640
A629 (Phase 1B) - Elland Wood Bottom to Jubilee Road	28.119	11.480	0.000	0.000	28.119	0.0000	28.1190	0.705	28.824
A629 (Phase 2) - Halifax Bus Station	0.405	0.405	0.000	0.000	0.405	0.0000	0.4050	0.000	0.405
A629 (Phase 2) - Halifax Town Centre	47.840	5.844	0.000	0.000	47.840	0.0000	47.8400	1.236	49.076
A629 (Phase 4) - Ainley Top	25.920	7.085	0.000	0.000	25.920	0.0000	25.9200	0.707	26.627
A629 (Phase 5) - Ainley Top into Huddersfield	13.300	4.418	0.000	0.000	13.300	0.0000	13.3000	0.326	13.626
A641 Bradford - Huddersfield Corridor	75.540	2.129	0.000	0.000	75.540	0.0000	75.5400	2.097	77.637
A650 Hard Ings Road (Phase 1) - Hard Ings Road Only	9.334	9.334	0.000	0.000	9.334	0.0000	9.3340	0.022	9.356
A650 Tong Street	20.000	2.715	0.000	0.000	20.000	0.0000	20.0000	0.565	20.565
Aire Valley - Leeds Integrated Transport Package (Phase 1) - Aire Valley	8.640	9.597	0.000	0.000	8.640	0.0000	8.6400	0.000	8.640
Aire Valley - Leeds Integrated Transport Package (Phase 1) - Aire Valley	0.340	0.000	0.000	0.000	0.340	0.0000	0.3400	0.000	0.340
Bradford Forster Square Station Gateway	17.320	3.671	0.000	0.000	17.320	0.0000	17.3200	0.504	17.824
Bradford Interchange Station Gateway (Phase 1)	5.650	0.293	0.000	0.000	5.650	0.0000	5.6500	0.159	5.809
Bradford to Shipley Corridor	47.900	3.979	0.000	0.000	47.900	0.0000	47.9000	0.694	48.594

Scheme	Indicative Funding (£M)	Approved Funding (£M)	Funding Requested Above Indicative Allocation (£M)	Movement within Programme (£M)	Requested Indicative Funding Allocation (£M)	Recommendation to CA			
						Recommended change to indicative allocation	Revised allocation (excluding PAN charges)	Uplift for PAN charges @3%	Revised allocation including PAN charges
Calder Valley Line - Elland Station	2.640	0.700	0.000	0.000	2.640	0.0000	2.6400	0.063	2.703
Calder Valley Line - Elland Station (Combined Authority)	17.360	1.435	3.290	0.000	20.650	3.290	20.6500	0.486	21.136
Castleford Growth Corridor Scheme	7.270	2.239	0.000	0.000	7.270	0.0000	7.2700	0.209	7.479
Castleford Station Gateway	2.836	2.836	0.000	0.000	2.836	0.0000	2.8360	0.003	2.839
CityConnect Phase 3 Canals - HNC Phase 2	0.643	0.643	0.000	0.000	0.643	-0.0085	0.6345	0.019	0.653
CityConnect Phase 3 Canals - Leeds Liverpool Shipley	1.057	1.057	0.000	0.000	1.057	-0.0074	1.0496	0.031	1.080
CityConnect Phase 3 Castleford to Wakefield Greenway Phase 4	0.357	0.357	0.000	0.000	0.357	-0.0041	0.3529	0.001	0.353
CityConnect Phase 3 Castleford to Wakefield Greenway Phase 4 (Combined Authority)	0.015	0.015	0.000	0.000	0.015	0.0000	0.0150	0.000	0.015
CityConnect Phase 3 Combined Authority Development	0.520	0.380	0.000	0.000	0.520	0.0000	0.5200	0.006	0.526
CityConnect Phase 3 Cooper Bridge	1.862	0.350	0.000	0.000	1.862	-0.0178	1.8442	0.049	1.894
CityConnect Phase 3 Huddersfield Town Centre	1.291	0.180	0.000	0.000	1.291	-0.0154	1.2756	0.022	1.298
CityConnect Phase 3 Leeds	6.355	6.355	0.000	0.000	6.355	-0.0696	6.2854	0.032	6.317
CityConnect Phase 3 Leeds Development	0.148	0.148	0.000	0.000	0.148	0.1227	0.2707	0.003	0.274
CityConnect Phase 3 West Yorkshire Combined Authority	1.100	0.500	0.000	0.000	1.100	0.0000	1.1000	0.000	1.100
Clifton Moor Park and Ride	0.000	0.000	0.000	0.000	0.000	0.0000	0.0000	0.000	0.000
Corridor Improvement Programme - Bradford - A6177 and Cutler Heights	10.010	0.670	0.000	0.000	10.010	0.0000	10.0100	0.297	10.307
Corridor Improvement Programme - Bradford - A6177 Great Horton Road - Cross Lane (12)	0.390	0.390	0.000	0.000	0.390	0.0000	0.3900	0.004	0.394

Scheme	Indicative Funding (£M)	Approved Funding (£M)	Funding Requested Above Indicative Allocation (£M)	Movement within Programme (£M)	Requested Indicative Funding Allocation (£M)	Recommendation to CA			
						Recommended change to indicative allocation	Revised allocation (excluding PAN charges)	Uplift for PAN charges @3%	Revised allocation including PAN charges
Corridor Improvement Programme - Bradford - A6177 Great Horton Road - Horton Grange Road (15)	4.457	0.949	0.000	0.430	4.887	0.0000	4.4570	0.105	4.562
Corridor Improvement Programme - Bradford - A6177 Thornton Road - Toller Lane (10)	12.010	0.947	0.000	0.681	12.691	0.0000	12.0100	0.324	12.334
Corridor Improvement Programme - Bradford - A650 Shipley Airedale - A647 Leeds Road	0.000	0.000	0.000	0.000	0.000	0.0000	0.0000	0.000	0.000
Corridor Improvement Programme - Calderdale - A58 - A672 Corridor	4.947	4.947	0.000	0.000	4.947	0.0000	4.9470	0.121	5.068
Corridor Improvement Programme - Calderdale - A629 North - Orange Street	6.100	0.600	0.000	0.000	6.100	0.0000	6.1000	0.177	6.277
Corridor Improvement Programme - Calderdale - A646 - A6033 Corridor	3.988	3.988	0.000	0.000	3.988	0.0000	3.9880	0.095	4.083
Corridor Improvement Programme - Kirklees - A62 Smart Corridor	7.500	7.500	0.000	1.700	9.200	0.8500	8.3500	0.187	8.537
Corridor Improvement Programme - Kirklees - A629 - Fenay Lane	7.500	0.600	0.000	0.000	7.500	0.0000	7.5000	0.223	7.723
Corridor Improvement Programme - Kirklees - Holmfirth Town Centre	3.970	0.890	0.000	1.200	5.170	1.2038	5.1738	0.103	5.277
Corridor Improvement Programme - Kirklees - Huddersfield Southern Corridors	10.420	2.534	0.000	2.456	12.876	1.2480	11.6680	0.235	11.903
Corridor Improvement Programme - Leeds - A58 Roundhay Road	9.530	1.259	0.000	0.000	9.530	0.0000	9.5300	0.276	9.806
Corridor Improvement Programme - Leeds - A61N Scott Hall Road	0.849	0.849	0.000	0.000	0.849	0.0000	0.8490	0.012	0.861
Corridor Improvement Programme - Leeds - A660 Headingley Hills	0.826	0.826	0.000	0.000	0.826	0.0000	0.8260	0.016	0.842
Corridor Improvement Programme - Leeds - Dawsons Corner	14.480	2.607	0.000	0.000	14.480	0.0000	14.4800	0.395	14.875
Corridor Improvement Programme - Leeds - Dyneley Arms	1.980	0.775	0.000	0.000	1.980	0.0000	1.9800	0.040	2.020
Corridor Improvement Programme - Leeds - Fink Hill	5.428	0.919	0.000	2.171	3.257	-2.171	3.2570	0.079	3.336
Corridor Improvement Programme - Wakefield - A638 Doncaster Road	6.300	0.560	0.000	0.000	6.300	0.0000	6.3000	0.184	6.484

Scheme	Indicative Funding (£M)	Approved Funding (£M)	Funding Requested Above Indicative Allocation (£M)	Movement within Programme (£M)	Requested Indicative Funding Allocation (£M)	Recommendation to CA			
						Recommended change to indicative allocation	Revised allocation (excluding PAN charges)	Uplift for PAN charges @3%	Revised allocation including PAN charges
Corridor Improvement Programme - Wakefield - A639 Park Road	0.570	0.570	0.000	0.000	0.570	0.0000	0.5700	0.013	0.583
Corridor Improvement Programme - Wakefield - A650 Newton Bar	8.635	8.635	0.000	0.000	8.635	0.0000	8.6350	0.246	8.881
Corridor Improvement Programme - Wakefield - Owl Lane	0.054	0.075	0.000	0.000	0.054	0.0000	0.0540	0.000	0.054
Corridor Improvement Programme (Phase 1)	0.008	0.008	0.000	0.000	0.008	0.0000	0.0080	0.000	0.008
Corridor Improvement Programme (Phase 2)	0.650	0.650	0.000	0.000	0.650	0.0000	0.6500	0.003	0.653
Corridor Improvement Programme (Phase 3)	4.398	0.000	0.000	2.171	6.569	-1.131	3.2672	0.174	3.441
Glasshoughton Southern Link Road	5.968	5.968	0.000	0.000	5.968	0.0000	5.9680	0.011	5.979
Halifax Station Gateway	10.600	2.165	0.000	0.000	10.600	0.0000	10.6000	0.271	10.871
Harrogate Road - New Line	8.812	8.812	0.000	0.000	8.812	0.0000	8.8120	0.059	8.871
Huddersfield Station Gateway	10.050	0.115	0.000	0.000	10.050	0.0000	10.0500	0.000	10.050
LBA Connectivity Package	1.785	1.785	0.000	0.000	1.785	0.0000	1.7850	0.000	1.785
LBA Parkway	0.650	0.650	0.000	0.000	0.650	0.0000	0.6500	0.015	0.665
LBA Surface Access Programme	67.565	0.000	0.000	0.000	67.565	0.0000	67.5650	1.518	69.083
Leeds City Centre Network and Interchange Package	7.900	5.274	1.854	0.000	9.754	-1.472	6.4280	0.133	6.561
Leeds City Centre Network and Interchange Package - Armley Gyratory	40.500	3.580	1.472	0.000	41.972	1.472	41.9720	1.201	43.173
Leeds City Centre Network and Interchange Package - Infirmary Street	8.900	8.900	0.287	0.000	9.187	0.0000	8.9000	0.010	8.910
Leeds City Centre Network and Interchange Package - Meadow Lane	9.500	9.500	0.253	0.000	9.753	0.0000	9.5000	0.285	9.785

Scheme	Indicative Funding (£M)	Approved Funding (£M)	Funding Requested Above Indicative Allocation (£M)	Movement within Programme (£M)	Requested Indicative Funding Allocation (£M)	Recommendation to CA			
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Leeds City Centre Network and Interchange Package - Regent Street	12.000	12.000	6.900	0.000	18.900	0.0000	12.0000	0.000	12.000
Leeds ELOR and North Leeds Outer Ring Road	90.330	90.330	0.000	0.000	90.330	0.0000	90.3300	0.681	91.011
Leeds Inland Port	3.170	0.000	0.000	0.000	3.170	0.0000	3.1700	0.000	3.170
Leeds Station Gateway - Leeds Integrated Station Masterplan	0.400	0.400	-0.040	0.000	0.360	-0.040	0.3600	0.000	0.360
Leeds Station Gateway - New Station Street	1.591	1.591	0.000	0.000	1.591	0.0000	1.5910	0.005	1.596
M62 Junction 24A	0.060	0.070	0.000	0.000	0.060	0.0000	0.0600	0.000	0.060
Mirfield to Dewsbury to Leeds (M2D2L)	12.500	1.270	1.716	0.000	14.216	0.0000	12.5000	0.359	12.859
Parking Extensions at Rail Stations (PEARS)	0.000	0.138	0.000	0.000	0.000	0.0000	0.0000	0.000	0.000
Rail Parking Package - Apperley Bridge	1.200	0.113	0.000	0.000	1.200	0.0000	1.2000	0.033	1.233
Rail Parking Package - Ben Rhydding	2.080	0.150	0.000	0.000	2.080	0.0000	2.0800	0.061	2.141
Rail Parking Package - Fitzwilliam	0.492	0.492	0.000	0.000	0.492	0.0000	0.4920	0.000	0.492
Rail Parking Package - Garforth	1.129	1.129	0.000	-0.152	0.977	-0.152	0.9770	0.000	0.977
Rail Parking Package - Guiseley	6.970	0.143	0.000	0.367	7.337	0.0000	6.9700	0.208	7.178
Rail Parking Package - Hebden Bridge	0.884	0.884	0.000	0.000	0.884	0.0000	0.8840	0.013	0.897
Rail Parking Package - Mirfield A	0.220	0.220	0.000	0.000	0.220	0.0000	0.2200	0.000	0.220
Rail Parking Package - Moorthorpe	1.040	0.906	0.000	0.330	1.370	0.3300	1.3700	0.028	1.398

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Rail Parking Package - Mytholmroyd	3.952	3.952	0.000	-0.355	3.597	-0.355	3.5970	0.011	3.608
Rail Parking Package - Normanton	2.314	2.314	0.000	0.000	2.314	0.0000	2.3140	0.069	2.383
Rail Parking Package - Outwood	2.660	0.200	0.000	0.000	2.660	0.0000	2.6600	0.073	2.733
Rail Parking Package - Outwood (Combined Authority)	0.010	0.010	0.000	0.000	0.010	0.0000	0.0100	0.000	0.010
Rail Parking Package - Shipley	2.550	0.000	0.000	0.000	2.550	0.0000	2.5500	0.077	2.627
Rail Parking Package - South Elmsall	0.605	0.605	0.000	0.000	0.605	0.0000	0.6050	0.000	0.605
Rail Parking Package - Steeton and Silsden	4.631	4.631	0.000	0.000	4.631	0.0000	4.6310	0.131	4.762
Rail Parking Package (Phase 1)	2.923	1.711	0.000	0.177	3.100	0.177	3.1000	0.043	3.143
Rail Parking Package (Phase 2)	20.571	2.016	0.000	0.000	20.571	0.000	20.5710	0.359	20.930
South East Bradford Access Road	46.300	1.304	0.000	0.000	46.300	0.000	46.3000	0.885	47.185
Station Gateways - Programme	5.830	0.000	0.000	0.040	5.870	0.040	5.8700	0.000	5.870
Thorpe Park Station	10.050	1.436	0.000	0.000	10.050	0.0000	10.0500	0.286	10.336
Transformational - A6120 Leeds Northern Outer Ring Road Improvement	0.393	0.393	0.000	0.000	0.393	0.0000	0.3930	0.000	0.393
Transformational - Bradford Interchange Station Gateway (Phase 2)	0.512	0.512	0.000	0.000	0.512	0.0000	0.5120	0.011	0.523
Transformational - Bradford Transport Model	0.367	0.367	0.000	0.000	0.367	0.0000	0.3670	0.001	0.368
Transformational - Kirklees Transport Model	0.167	0.167	0.000	0.000	0.167	0.0000	0.1670	0.000	0.167
Transformational - LCR Inclusive Growth Corridor Plans	2.430	2.395	0.000	0.000	2.430	0.0000	2.4300	0.017	2.447

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Transformational - Leeds Transport Model	0.406	0.500	0.000	0.000	0.406	0.0000	0.4060	0.004	0.410
Transformational - NE Calderdale Transformational Programme Study	0.400	0.400	0.000	0.000	0.400	0.0000	0.4000	0.004	0.404
Transformational - North Kirklees Orbital Route Feasibility Study	0.288	0.248	0.000	0.000	0.288	0.0000	0.2880	0.002	0.290
Transformational - Programme	2.446	0.000	0.000	-2.446	0.000	-2.446	0.0000	0.000	0.000
Transformational - South Featherstone Link Road Feasibility Study	0.196	0.284	0.000	0.000	0.196	0.0000	0.1960	0.000	0.196
Transformational - Wakefield Transport Model	0.000	0.000	0.000	0.600	0.600	0.600	0.6000	0.000	0.600
Transformational - West Yorkshire Mass Transit	4.600	2.041	0.000	0.000	4.600	0.000	4.6000	0.000	4.600
Transformational - West Yorkshire Strategic Transport Model	0.000	0.000	0.000	1.846	1.846	1.846	1.8460	0.000	1.846
Transformational - York Northern Outer Ring Road Dualling Feasibility Study	0.295	0.295	0.000	0.000	0.295	0.0000	0.2950	0.000	0.295
Transforming Cities Fund Development Funding	0.000	0.000	0.000	0.000	0.000	0.0000	0.0000	0.000	0.000
Wakefield City Centre Package (Phase 1) - Kirkgate	5.556	5.556	0.000	0.000	5.556	0.0000	5.5560	0.000	5.556
Wakefield City Centre Package (Phase 2) - Ings Road	4.530	0.880	0.000	0.000	4.530	0.0000	4.5300	0.131	4.661
Wakefield Eastern Relief Road	37.593	37.593	0.000	0.000	37.593	0.0000	37.5930	0.000	37.593
West Yorkshire Integrated UTMC	0.450	0.450	0.000	0.000	0.450	0.0000	0.4500	0.001	0.451
West Yorkshire Integrated UTMC (Phase A) - Bradford	0.692	0.632	0.000	0.000	0.692	0.0000	0.6920	0.002	0.694
West Yorkshire Integrated UTMC (Phase A) - Calderdale	0.467	0.351	0.000	0.000	0.467	0.0000	0.4670	0.014	0.481
West Yorkshire Integrated UTMC (Phase A) - Kirklees	0.537	0.587	0.000	0.000	0.537	0.0000	0.5370	0.006	0.543

Scheme	Indicative Funding (£M)	Approved Funding (£M)	Funding Requested Above Indicative Allocation (£M)	Movement within Programme (£M)	Requested Indicative Funding Allocation (£M)	Recommendation to CA			
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West Yorkshire Integrated UTMC (Phase A) - Leeds	1.594	1.514	0.000	0.000	1.594	0.0000	1.5940	0.042	1.636
West Yorkshire Integrated UTMC (Phase A) - Wakefield	0.693	0.760	0.000	0.000	0.693	0.0000	0.6930	0.017	0.710
West Yorkshire Integrated UTMC (Phase B)	1.225	1.225	0.000	0.000	1.225	0.0000	1.2250	0.021	1.246
West Yorkshire Integrated UTMC (Phase B2)	0.840	0.840	0.000	0.000	0.840	0.0000	0.8400	0.025	0.865
West Yorkshire Integrated UTMC (Phase C)	0.555	0.555	0.000	0.000	0.555	0.0000	0.5550	0.012	0.567
West Yorkshire Integrated UTMC Monitoring and Evaluation	0.080	0.080	0.000	0.000	0.080	0.0000	0.0800	0.002	0.082
West Yorkshire Plus Transport Fund Delivery	5.110	0.000	8.290	0.000	13.400	8.290	13.4000	0.000	13.400
York - Programme	0.000	0.000	0.908	0.000	0.908	0.9080	0.9080	0.000	0.908
York Castle Gateway	4.600	0.355	0.000	0.000	4.600	-3.500	1.1000	0.138	1.238
York Central - TF	24.447	0.947	0.000	0.000	24.447	0.0000	24.4470	0.705	25.152
York Northern Outer Ring Road - Future Phases	0.000	0.000	0.000	0.000	0.000	0.0000	0.0000	0.000	0.000
York Northern Outer Ring Road - Phase 1 (Wetherby Road)	3.852	3.866	0.000	0.000	3.852	0.0000	3.8520	0.000	3.852
York Northern Outer Ring Road - Phase 2 (Monks Cross)	0.000	0.000	0.000	0.000	0.000	0.0000	0.0000	0.000	0.000
York Northern Outer Ring Road - Phase 3	0.000	0.000	0.000	0.000	0.000	0.0000	0.0000	0.000	0.000
York Outer Ring Road - Great North Way Roundabout	1.400	0.000	0.000	-0.400	1.000	-0.400	1.0000	0.005	1.005
York Outer Ring Road Dualling - A19 to A64 Little Hopgrove - TF	36.625	9.019	0.000	0.400	37.025	3.900	40.5250	0.961	41.486
York Station Gateway	12.873	4.585	0.000	0.000	12.873	0.0000	12.8730	0.334	13.207

Scheme	Indicative Funding (£M)	Approved Funding (£M)	Funding Requested Above Indicative Allocation (£M)	Movement within Programme (£M)	Requested Indicative Funding Allocation (£M)	Recommendation to CA			
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Total	1116.484	382.255	26.930	6.874	1150.288	12.4880	1128.972	22.230	1151.202
Bradford - Projects	132.346	26.144	0.000	0.000	132.346		132.346		134.572
Bradford - Partnership	54.688	8.694	0.000	1.111	55.799		54.688		56.191
Bradford - Total	187.034	34.838	0.000	1.111	188.145		187.034		190.762
Calderdale - Projects	186.059	35.178	0.000	0.000	186.059		186.059		190.804
Calderdale - Partnership	29.142	13.151	0.000	0.000	29.142		29.142		29.886
Calderdale - Total	215.201	48.329	0.000	0.000	215.201		215.201		220.689
Kirklees - Projects	95.160	6.723	1.716	0.000	96.876		95.160		97.466
Kirklees - Partnership	44.035	13.621	0.000	5.356	49.391		47.304		48.132
Kirklees - Total	139.195	20.344	1.716	5.356	146.267		142.464		145.598
Leeds - Projects	180.770	139.777	12.766	0.000	193.536		180.770		183.160
Leeds - Partnership	53.556	20.545	0.000	-1.804	51.752		51.315		52.478
Leeds - Total	234.326	160.322	12.766	-1.804	245.288		232.085		235.637
Wakefield - Projects	60.917	52.236	0.000	0.000	60.917		60.917		61.269
Wakefield - Partnership	19.600	11.576	0.000	0.600	20.200		20.200		20.733
Wakefield - Total	80.517	63.812	0.000	0.600	81.117		81.117		82.002
York - Projects	83.797	18.772	0.908	0.000	84.705		84.705		86.848
York - Partnership	0.295	0.295	0.000	0.000	0.295		0.295		0.295
York - Total	84.092	19.067	0.908	0.000	85.000		85.000		87.143
Partnership	176.119	35.543	11.540	1.611	189.270		186.071		189.370
	0.000	0.000	0.000	0.000	0.000		0.000		0.000
Partnership - Total	176.119	35.543	11.540	1.611	189.270		186.071		189.370
TOTAL - PROJECTS	915.168	314.373	26.930	1.611	943.709		926.028		943.488
TOTAL - PARTNERSHIPS	201.316	67.882	0.000	5.263	206.579		202.944		207.714
GRAND TOTAL	1116.484	382.255	26.930	6.874	1150.288		1128.972		1151.202

Scheme	Indicative Funding (£M)	Approved Funding (£M)	Funding Requested Above Indicative Allocation (£M)	Movement within Programme (£M)	Requested Indicative Funding Allocation (£M)	Recommendation to CA			
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A629	126.095	37.872	0.000	0.000	126.095		126.095		129.069
Individual Project	565.903	189.698	16.204	0.000	582.107		574.891		584.813
CityConnect	13.348	9.985	0.000	0.000	13.348		13.348		13.511
Corridor Improvement Programme	125.000	41.748	0.000	6.467	131.467		125.000		128.309
Leeds City Centre Network and Interchange Package	78.800	39.254	10.766	0.000	89.566		78.800		80.428
Rail Parking Package	54.231	19.614	0.000	0.367	54.598		54.231		55.337
Station Gateway	54.277	11.071	-0.040	0.040	54.277		54.277		55.219
Transformational	12.500	7.602	0.000	0.000	12.500		12.500		12.539
UTMC	7.133	6.994	0.000	0.000	7.133		7.133		7.276
York Central Access Road and Station Access Improvements	37.320	5.532	0.000	0.000	37.320		37.320		38.359
York Northern Outer Ring Road	41.877	12.885	0.000	0.000	41.877		45.377		46.343
Overall Total	1116.484	382.255	26.930	6.874	1150.288		1128.972		1151.202

Scheme	Strategic Assessment		Strategic Outline Case		Outline Business Case		Full Business Case		Approval to Proceed / Full Business Case with Finalised Costs		Delivery		Delivery Closure		Financial Closure	
	Submission	Approval	Submission	Approval	Submission	Approval	Submission	Approval	Submission	Approval	Start on Site	Close on Site	Submission	Approval	Submission	Approval
A6110 Leeds Outer Ring Road	-	-	-	-	01/06/22	31/08/22	-	-	-	-	-	-	-	-	-	-
A62 to Cooper Bridge Corridor Improvement Scheme	-	-	-	-	-	28/02/22	01/04/24	30/06/24	01/07/24	31/08/24	01/09/24	30/09/26	01/10/26	30/11/26	01/01/27	28/02/27
A629 (Phase 1A) - Jubilee Road to Free School Lane	-	-	-	-	-	-	-	-	-	-	-	-	01/03/22	30/04/22	01/03/23	30/04/23
A629 (Phase 1B) - Elland Wood Bottom to Jubilee Road	-	-	-	-	-	-	-	-	-	-	-	31/03/23	01/04/23	31/05/23	01/04/24	31/05/24
A629 (Phase 2) - Halifax Bus Station	-	-	-	-	-	-	-	-	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
A629 (Phase 2) - Halifax Town Centre	-	-	-	-	-	-	-	-	01/10/22	30/11/22	01/02/23	31/05/26	01/06/26	31/07/26	01/06/27	31/07/27
A629 (Phase 4) - Ainley Top	-	-	-	-	-	-	01/10/22	31/12/22	01/08/23	30/09/23	01/12/23	31/05/25	01/06/25	31/07/25	01/06/26	31/07/26
A629 (Phase 5) - Ainley Top into Huddersfield	-	-	-	-	-	-	01/08/22	31/10/22	01/11/22	31/12/22	01/01/23	31/03/25	01/04/25	31/05/25	01/07/26	31/08/26
A641 Bradford - Huddersfield Corridor	-	-	-	-	01/03/22	31/05/22	01/06/23	31/08/23	01/09/23	31/10/23	01/11/23	31/12/25	01/01/26	28/02/26	01/01/27	28/02/27
A650 Hard Ings Road (Phase 1) - Hard Ings Road Only	-	-	-	-	-	-	-	-	-	-	-	-	01/03/22	30/04/22	01/03/23	30/04/23
A650 Tong Street	-	-	-	-	-	-	01/05/25	31/07/25	01/08/25	30/09/25	01/11/25	30/11/27	01/12/27	31/01/28	01/12/28	31/01/29
Aire Valley - Leeds Integrated Transport Package (Phase 1) - Aire Valley Park and Ride	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Bradford Forster Square Station Gateway	-	-	-	-	-	-	01/01/23	31/03/23	01/04/23	31/05/23	01/06/23	31/07/24	01/09/24	31/10/24	01/09/25	31/10/25
Bradford Interchange Station Gateway (Phase 1)	-	-	-	-	01/05/22	31/07/22	01/08/22	31/10/22	01/11/22	31/12/22	01/01/23	31/05/24	01/06/24	31/07/24	01/06/25	31/07/25
Bradford to Shipley Corridor	-	-	-	-	-	-	01/12/23	01/02/24	01/04/24	01/05/24	01/08/24	01/12/26	01/01/27	28/02/27	01/01/28	28/02/28
Calder Valley Line - Elland Station	-	-	-	-	-	-	01/12/22	28/02/23	01/01/23	01/03/23	01/03/23	30/08/24	01/09/24	30/11/24	01/12/27	31/12/27
Castleford Growth Corridor Scheme	-	-	-	-	-	-	01/01/23	31/03/23	01/07/23	31/08/23	01/09/23	01/12/24	01/02/25	28/02/25	01/03/26	31/05/26
CityConnect Phase 3 Canals - HNC Phase 2	-	-	-	-	-	-	-	-	-	-	-	30/06/22	01/09/22	31/10/22	01/01/23	28/02/23
CityConnect Phase 3 Canals - Leeds Liverpool Shipley	-	-	-	-	-	-	-	-	-	-	-	30/06/22	01/09/22	31/10/22	01/01/23	28/02/23
CityConnect Phase 3 Castleford to Wakefield Greenway Phase 4	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
CityConnect Phase 3 Cooper Bridge	-	-	-	-	-	-	01/09/22	30/11/22	01/12/22	31/01/23	01/02/23	31/01/25	01/02/25	28/02/25	01/05/25	30/06/25
CityConnect Phase 3 Huddersfield Town Centre	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
CityConnect Phase 3 Leeds	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Corridor Improvement Programme - Bradford - A6177 and Cutler Heights	-	-	-	-	01/03/22	31/05/22	01/12/22	28/02/23	01/03/23	30/04/23	01/06/23	31/05/24	01/07/24	31/08/24	01/07/25	31/08/25
Corridor Improvement Programme - Bradford - A6177 Great Horton Road - Cross Lane (12)	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Corridor Improvement Programme - Bradford - A6177 Great Horton Road - Horton Grange Road (15)	-	-	-	-	-	-	-	-	-	28/02/22	01/05/22	31/08/23	01/10/23	30/11/23	01/10/24	30/11/24
Corridor Improvement Programme - Bradford - A6177 Thornton Road - Toller Lane (10)	-	-	-	-	-	-	01/08/22	31/10/22	01/11/22	31/12/22	01/01/23	31/01/24	01/03/24	30/04/24	01/03/25	30/04/25
Corridor Improvement Programme - Calderdale - A58 - A672 Corridor	-	-	-	-	-	-	-	-	-	-	01/11/21	31/05/23	01/06/23	31/07/23	01/06/24	31/07/24
Corridor Improvement Programme - Calderdale - A629 North - Orange Street	-	-	-	-	-	28/02/22	01/05/23	31/07/23	01/09/23	31/10/23	01/11/23	30/11/24	01/12/24	31/01/25	01/10/25	30/11/25
Corridor Improvement Programme - Calderdale - A646 - A6033 Corridor	-	-	-	-	-	-	-	-	-	-	-	31/05/23	01/06/23	31/07/23	01/06/24	31/07/24
Corridor Improvement Programme - Kirklees - A62 Smart Corridor	-	-	-	-	-	-	-	-	-	-	-	31/01/23	01/02/23	31/03/23	01/05/23	30/06/23
Corridor Improvement Programme - Kirklees - A629 - Fenay Lane	-	-	-	-	-	-	-	-	-	-	01/10/22	31/03/24	01/05/24	30/06/24	01/08/24	30/09/24
Corridor Improvement Programme - Kirklees - Holmfirth Town Centre	-	-	-	-	-	-	01/09/22	30/11/22	01/01/23	28/02/23	01/03/23	31/12/23	01/02/24	31/03/24	01/05/24	30/06/24
Corridor Improvement Programme - Kirklees - Huddersfield Southern Corridors	-	-	-	-	-	-	-	-	01/09/22	31/10/22	01/01/23	31/03/24	01/05/25	30/06/25	01/08/26	30/09/26
Corridor Improvement Programme - Leeds - A58 Roundhay Road	-	-	-	-	-	-	01/01/23	31/03/23	-	-	-	-	-	-	-	-
Corridor Improvement Programme - Leeds - A61N Scott Hall Road	-	-	-	-	-	-	01/10/22	31/12/22	-	-	-	-	-	-	-	-

Scheme	Strategic Assessment		Strategic Outline Case		Outline Business Case		Full Business Case		Approval to Proceed / Full Business Case with Finalised Costs		Delivery		Delivery Closure		Financial Closure	
	Submission	Approval	Submission	Approval	Submission	Approval	Submission	Approval	Submission	Approval	Start on Site	Close on Site	Submission	Approval	Submission	Approval
Transformational - Bradford Interchange Station Gateway (Phase 2)	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Transformational - Bradford Transport Model	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Transformational - Kirklees Transport Model	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Transformational - LCR Inclusive Growth Corridor Plans	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Transformational - Leeds Transport Model	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Transformational - NE Calderdale Transformational Programme Study	-	-	01/02/22	30/04/22	-	-	-	-	-	-	-	-	-	-	-	-
Transformational - North Kirklees Orbital Route Feasibility Study	-	-	01/04/21	30/06/21	-	-	-	-	-	-	-	-	-	-	-	-
Transformational - South Featherstone Link Road Feasibility Study	-	-	-	-	01/11/22	31/01/23	-	-	-	-	-	-	-	-	-	-
Transformational - West Yorkshire Mass Transit	-	-	-	31/03/22	-	-	-	-	-	-	-	-	-	-	-	-
Wakefield City Centre Package (Phase 1) - Kirkgate	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Wakefield City Centre Package (Phase 2) - Ings Road	-	-	-	-	01/08/22	31/10/22	-	-	-	-	-	-	-	-	-	-
Wakefield Eastern Relief Road	-	-	-	-	-	-	-	-	-	-	-	-	01/04/22	31/05/22	01/04/23	31/05/23
West Yorkshire Integrated UTMC	-	-	-	-	-	-	-	-	-	-	-	31/03/22	01/05/22	31/07/22	01/08/23	30/09/23
West Yorkshire Integrated UTMC (Phase A) - Bradford	-	-	-	-	-	-	-	-	-	-	-	31/03/22	01/04/22	31/05/22	01/04/23	31/05/23
West Yorkshire Integrated UTMC (Phase A) - Calderdale	-	-	-	-	-	-	-	-	-	-	01/08/22	31/08/22	01/01/23	28/02/23	01/01/24	28/02/24
West Yorkshire Integrated UTMC (Phase A) - Kirklees	-	-	-	-	-	-	-	-	-	-	-	31/03/22	01/05/22	31/07/22	01/08/23	30/09/23
West Yorkshire Integrated UTMC (Phase A) - Leeds	-	-	-	-	-	-	-	-	-	-	-	31/05/22	01/06/22	31/08/22	01/09/22	31/10/22
West Yorkshire Integrated UTMC (Phase A) - Wakefield	-	-	-	-	-	-	-	-	-	-	-	31/07/22	01/01/23	28/02/23	01/01/24	28/02/24
West Yorkshire Integrated UTMC (Phase B)	-	-	-	-	-	-	-	-	-	-	-	31/03/23	01/04/23	31/05/23	01/07/23	31/08/23
West Yorkshire Integrated UTMC (Phase B2)	-	-	-	-	-	-	-	-	-	-	-	31/03/23	01/04/23	31/05/23	01/07/23	31/08/23
West Yorkshire Integrated UTMC (Phase C)	-	-	-	-	-	-	-	-	-	-	-	31/03/23	01/04/23	31/05/23	01/07/23	31/08/23
West Yorkshire Integrated UTMC Monitoring and Evaluation	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
York Castle Gateway	-	-	-	-	-	-	01/04/22	30/06/22	01/07/22	31/08/22	01/10/22	31/12/23	01/11/23	31/12/23	01/11/24	31/12/24
York Central - TF	-	-	-	-	-	-	-	-	01/02/22	31/03/22	01/04/22	30/06/25	01/07/25	31/08/25	01/07/26	31/08/26
York Northern Outer Ring Road - Phase 1 (Wetherby Road)	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
York Northern Outer Ring Road - Phase 2 (Monks Cross)	-	-	-	-	-	-	-	-	-	-	N/A	N/A	N/A	N/A	N/A	N/A
York Northern Outer Ring Road - Phase 3	-	-	-	-	-	-	-	-	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
York Northern Outer Ring Road - York Outer Ring Road - Great North Way Roundabout	-	-	-	-	-	-	01/06/25	31/08/25	01/02/26	31/03/26	01/09/26	28/02/27	01/09/27	31/10/27	01/09/27	31/10/27
York Outer Ring Road Dualling - A19 to A64 Little Hopgrove - TF	-	-	-	-	-	-	01/09/22	30/11/22	01/04/23	31/05/23	01/06/23	31/07/25	01/02/26	31/03/26	01/02/28	31/03/28
York Station Gateway	-	-	-	-	-	-	-	-	01/07/22	31/08/22	01/11/22	31/01/25	01/08/25	30/09/25	01/02/28	31/03/28

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Report to: Place, Housing and Regeneration Committee

Date: 8 March 2022

Subject: **Leeds Public Transport Investment Programme (LPTIP) Review 2022 – Part Three**

Director: Melanie Corcoran, Director of Delivery

Author(s): James Bennett, Programme Manager

Is this a key decision?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Is the decision eligible for call-in by Scrutiny?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Does the report contain confidential or exempt information or appendices?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
If relevant, state paragraph number of Schedule 12A, Local Government Act 1972, Part 1:		
Are there implications for equality and diversity?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No

1 Purpose of this report

- 1.1 This report covers the third review of the Leeds Public Transport Investment Programme (LPTIP) and sets out recommendations for managing the different financial elements of the Programme.
- 1.2 This report follows on from the Part one report which was presented to and approved by Investment Committee on the 7th January 2021, which covered the Bus Infrastructure package and programme management elements. The Part two report was presented to and approved by Investment Committee on the 4th March 2021, and covered the Bus Delivery and Rail Package elements.
- 1.3 This review provides an update on all aspects of the LPTIP Programme, including where changes to scheme approvals are required. It should be noted that full spend of the DfT grant of £173.5m is forecast.
- 1.4 A LPTIP Review Part 4 is planned to take place following the end of the Financial Year (FY) 2021/22 to allow for any further changes in the final months of the Programme.

2 Information

Background

2.1 The Leeds Public Transport Investment Programme (LPTIP) commenced in 2017. This is a £183.4 million programme using devolved Department for Transport (DfT) funding supplemented with contributions from Leeds City Council and the Combined Authority. The £183.4 million of investment is being monitored through the Combined Authority's assurance process.

2.2 The funding contributions which are monitored through the Combined Authority's assurance process are as follows:

Funding Source	Amount (£) million
Department for Transport	173.50
Leeds City Council	8.93
Combined Authority	0.97
Total	183.4

2.3 This Programme aims to support economic growth by unlocking transport constraints, improve public transport journey times, reliability and usage and improve health outcomes by reducing overall transport emissions.

2.4 The original aims of the Programme, as set out in 2017, were to contribute towards the doubling of bus patronage over a 10-year period in a manner which contributed to carbon reduction by encouraging modal shift away from the private car and supporting inclusive growth by making it easier to access education, employment, and public services.

2.5 Covid-19 caused a significant reduction in demand for public transport during the pandemic and is expected to have a long term impact on travel behaviours. The West Yorkshire Bus Improvement Plan (BSIP) submitted to the DfT in 2021 has established a provisional target to improve bus patronage by 15% over 2019 levels by 2025, increasing to 30% over 2019 levels by 2030. LPTIP benefits realisation will be measured against the BSIP 2025 target pending calibration of longer term post pandemic modal targets with the Council.

2.6 The Programme seeks to create:

- A world-class connected city, that allows seamless end to end public transport journeys internationally, nationally, regionally, and locally.
- An ambitious city, that attracts and plans for inclusive growth.
- A smart city that embraces innovative technology to efficiently use, manage and maintain the transport network.
- A people-focused city, with well-connected neighbourhoods and a city centre that is easily accessible for everyone.

- A healthy city, that allows more people to walk, cycle and be more active, with reduced traffic and emissions to create cleaner air.
- 2.7 The Programme is split into three separate packages plus an overall programme management element:
- Bus Infrastructure package
 - Bus Delivery package
 - Rail package
 - Programme Management

3 Overall Programme Update

- 3.1 LPTIP has been successful in developing an aspirational package of projects from development through to delivery in under four years. LPTIP is fully committed to the funding allocation from the DfT and is focused on maximising the usage of the total funding package to ensure maximum grant uptake and to fulfil the objectives of the Programme.
- 3.2 Through discussion with the DfT the initial deadline for delivery of 31 March 2021 was extended. The current Programme timeframe is derived from the DfT requirement that schemes were contractually committed by the 31 March 2021 and substantially complete by 31 March 2022. The Programme is expected to end in quarter 3 of financial year 2022/23.
- 3.3 The Programme is on track to spend all DfT funding by 31 March 2022. Any funding spent after this date will utilise the Combined Authority and LCC's local contributions.
- 3.4 The schemes within LPTIP that are progressing beyond development are now either in the delivery phase or complete. The majority of the schemes will complete construction in the FY 21/22, with a small number of schemes due to complete early in FY 22/23. Where schemes do continue beyond FY 21/22, they will expend any DfT grant monies by the end of FY 21/22 and then be funded in the latter stages by local contributions.
- 3.5 An overview of the scheme and programme approvals through the CA to date is included as Appendix 1.
- 3.6 An overview of the outputs agreed with DfT at the Strategic Outline Case stage is included as Appendix 2. This also shows the achievements to date by the Programme against these outputs.
- 3.7 The Programme shows the successful partnership working between the Combined Authority and Leeds City Council, as well as key stakeholders such as Bus Operators, in delivering a package of interventions for the medium and long term. The schemes within LPTIP add up to more than their constituent parts and will contribute to transformational change for public transport and active travel in Leeds.

- 3.8 The completion of LPTIP schemes provides a key contribution towards reviving public transport usage following the easing of Covid-19 lockdown regulations. The communications campaigns and behavioural change measures undertaken for the Programme have integrated with wider messages on returning to public transport to ensure coherent messaging.
- 3.9 Given the nature of the Programme, scheme allocations will be amended during Q4 FY 21/22 where underspends or scheme delays will lead to spend into FY 22/23. These allocation changes will allow for full utilisation of the DfT funding. Any spend into FY 2022/23 will be covered by either LCC or WYCA local contribution.
- 3.10 A programme level report is being compiled in partnership between LCC and CA officers that will reflect on the successes and difficulties that have been encountered through the Programme, with particular reference to the original strategic outline case and the aims and intentions for the investment. This report will look at each project's outputs within the Programme.
- 3.11 Work is ongoing to establish the detail of the requirements of Monitoring & Evaluation (M&E) across the Programme. Reviews of programme outcomes will be undertaken at 1 year and 5 years post completion. The outcomes to be monitored include bus patronage, customer satisfaction, bus journey times, and air quality. This element of the programme will be key to demonstrating the successes of the funding investment.
- 3.12 M&E costs have been split out from the Bus Delivery package and are presented in Appendix 1 as spend after the end of FY 21/22. Where any spend occurs after this date the CA and LCC local contributions will be utilised. Further clarity on the activities for M&E will be presented within LPTIP Review Part 4.
- 3.13 The Delivery Closure phase of the Programme is now underway. A Delivery Closure Report will be submitted into the CA's Assurance Process for the majority of schemes. These reports will reflect on the outputs of the scheme against its investment, as well as any lessons learned.

4 Proposed revisions to the Bus Infrastructure, Bus Delivery, and Rail Packages

- 4.1 The costs across all LPTIP packages have been reviewed through a series of Global Finance meetings which have taken place over the last 18 months. These meetings scrutinised the spend and forecast on all projects within the Programme, to ensure full spend of the DfT funding. This has resulted in changes to the scheme budgets within the Bus Delivery and Rail packages and the reduction overall of the package budgets.
- 4.2 The Bus Infrastructure package costs have also been reviewed through these meetings and the package budget has increased from some of the scheme budget reductions within the Bus Delivery and Rail packages.

4.3 The proposed revisions to the scheme approvals within all packages is outlined in Appendix 1.

5 Tackling the Climate Emergency Implications

5.1 There are no direct climate emergency implications arising from this report, however the LPTIP programme aims to encourage public transport and active travel usage and will provide new and improved infrastructure throughout Leeds to enable this.

6 Inclusive Growth Implications

6.1 The LPTIP programme will improve connectivity throughout Leeds, improving transport links to places of employment, education, and leisure. The programme provides public transport and active travel improvements to some of the city's deprived neighbourhoods and for hard to reach groups.

7 Equality and Diversity Implications

7.1 Projects within LPTIP improve access to public transport and active travel for accessible groups. The Bus Infrastructure package of projects improves the public transport and active travel infrastructure throughout Leeds. The Bus Delivery package is delivering a range of projects to encourage modal shift to public transport, through making this mode more accessible to new users, and those in harder to reach groups.

8 Financial implications

8.1 Financial implications are included within the body of the report.

9 Legal implications

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

10 Staffing implications

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

11 External consultees

11.1 No external consultations have been undertaken.

12 Recommendations

12.1 The Place, Housing and Regeneration Committee approves:

- (i) The reprofiled project and package budget approvals, as set out in Appendix 1.
- (ii) That the Combined Authority issues an addendum to the existing Funding Agreement with Leeds City Council for the LPTIP Corn Exchange scheme.

13 Background documents

13.1 None.

14 Appendices

14.1 Appendix 1 – LPTIP existing and proposed scheme/ programme approvals

14.2 Appendix 2 – LPTIP Programme outputs

Appendix 1 – Detailed Package costs and proposed approvals

Table 1A – Forecast Funding Profile - Detailed

			Timing of spend for Revised Approval	
Project	Previous Approval £	Revised Approval £	To 31/03/2022	Post 31/03/2022
Bus Infrastructure Package				
A660 Holt Lane	1,150,000	1,150,000	1,150,000	
A660 Signals	733,000	733,000	733,000	
A660 Hyde Park Corner	167,000	167,000	167,000	
A660 Residuals/Uni & Innovation	175,000	175,000	175,000	
A660 Headingley Hills	819,000	819,000	819,000	
A61N Eastern Arm	4,413,000	3,897,116	3,897,116	
A61N King Lane	522,000	522,000	522,000	
A58 Beckett Street	1,779,000	1,420,000	1,420,000	
A58 York Street	593,000	593,000	593,000	
A58 St Peters Street	385,000	385,000	385,000	
A647	14,027,000	14,027,000	14,027,000	
A61S	18,037,000	18,037,000	18,037,000	
A65 Signals	956,000	956,000	956,000	
Stourton Park & Ride	35,676,000	35,676,000	35,676,000	
Elland Road Park & Ride	6,310,000	6,310,000	6,310,000	
Headrow Gateway	22,456,000	22,456,000	22,456,000	
Corn Exchange Gateway	14,209,000	15,921,022	15,921,022	
Alwoodley Park & Ride	916,000	916,000	916,000	
Woodhouse Lane Gateway	90,000	90,000	90,000	
Albion Street Gateway	87,000	87,000	87,000	
Sub - Total Bus Infrastructure Package	123,500,000	124,337,138	124,337,138	nil
Bus Delivery Package				
Ph1 Transport Hubs & Connecting Communities	4,260,000	3,670,000	3,670,000	
Ph2 Transport Hubs & Connecting Communities	3,091,000	2,880,435	2,880,435	
Ph3 Transport Hubs & Connecting Communities	66,000	61,830	61,830	
Digital Hubs / Door to Door Transport	789,000	295,456	295,456	
East Leeds DRT	1,160,000	1,160,000	1,160,000	
Real Time Phase 1	1,740,000	1,701,111	1,701,111	
Real Time Phase 2	5,760,000	5,243,360	5,243,360	
Leeds Bus Station	5,645,000	6,107,500	6,107,500	
Network Navigation	1,800,000	1,534,245	1,534,245	
Low Emissions (CBTF) / Retrofit	820,000	820,000	820,000	
Low Emissions (Stourton)	877,000	598,170	598,170	
Bus Delivery Monitoring & Evaluation	£0	155,755		155,755
Sub - Total Bus Delivery Package	26,008,000	24,227,862	24,072,107	155,755
Rail Package				
Accessibility (RAP)	426,259	426,259	426,259	
New Pudsey	481,710	440,000	440,000	
White Rose	5,000,000	5,000,000	5,000,000	
Thorpe Park	3,800,000	3,800,000	3,800,000	
LBA Parkway	5,000,000	5,000,000	5,000,000	
Leeds Rail Station	4,221,000	4,221,000	4,221,000	
New Station Street	529,000	529,000	529,000	
Princes Square	250,000	250,000	250,000	
Sub - Total Rail Package	19,707,969	19,666,259	19,666,259	nil

Programme Management				
Assurance - CA	780,990	780,990	780,990	nil
Programme Management - CA	761,080	761,080	668,080	93,000
Package Management – CA	0	0	0	nil
PR Comms & Marketing – CA	140,216	140,216	140,216	nil
Legal Management - CA	2,562	2,562	2,562	nil
Finance Management – CA	0	0	0	nil
PAN costs - CA	1,003,141	1,003,141	1,003,141	nil
Behavioural Change	0	0	0	nil
Monitoring & Evaluation - CA	216,513	216,513	176,513	40,000
CA Management Costs – Sub Total	2,904,502	2,904,502	2,771,502	133,000
LCC – Management Costs – Sub Total	2,652,994	2,652,994	2,652,994	nil
Sub- Total Programme Management	5,557,496	5,557,496	5,424,496	133,000
Total LPTIP Budget	174,773,465	173,788,755	173,500,000	288,755

Table 1B – Forecast Funding Profile – Summary

Project	Previous Approval £	Revised Approval £	To 31/03/2022	Post 31/03/2022
Bus Infrastructure Package	123,500,000	124,337,138	124,337,138	nil
Bus Delivery Package	26,008,000	24,227,862	24,072,107	155,755
Rail Package	19,707,969	19,666,259	19,666,259	nil
Programme Management	5,557,496	5,557,496	5,424,496	133,000
Total LPTIP Budget	174,773,465	173,788,755	173,500,000	288,755

Appendix 2 - LPTIP Programme outputs

Output agreed with DfT after SOC submission	Achieved to date
A "turn up and go" High Frequency Bus Network across the city, with enhanced frequencies in the early evening.	The Network Navigation scheme has defined the High Frequency Network within Leeds, as well as delivering enhancements to over 2,000 bus stops to help customers identify different bus routes.
A fleet of 284 new buses, offering enhanced comfort, free Wi-Fi, audio visual information systems and device charging facilities	Bus Operator match funding was also leveraged at the start of the Programme, to enhance the delivery of schemes. To date two thirds (189 of 284) of the new ultra-low emission, clean air zone compliant buses provided by First West Yorkshire as part of their commitment to LPTIP are in operation. This figure includes nine electric buses in service on the East Leeds/City Centre loop service 5 and a further five electric double deck buses in service on the Stourton Park & Ride service.
Affordable, simpler fare structure, which encourages bus travel, especially amongst people under 25. There will be easy to use options to pay for travel before, during and after the journey using mobile devices.	Some operators have adjusted their fares, but this decision is out of the CA's control. The new franchising powers under the Mayor's remit will allow for some more control over this.
Customers will be able to plan journeys, pay for travel and obtain up to the minute travel information using their mobile devices.	This project was delivered by the CA through another funding stream.
All buses travelling through the city centre will meet the latest ultra-low emissions standards by 2020.	189 new ultra-low emission, clean air zone compliant buses have been provided by First West Yorkshire as part of their commitment to LPTIP. First has reconfirmed its commitment to providing a further 95 buses however they have been delayed due to the effects of the pandemic on the bus manufacturing industry.
New bus park & ride facilities to the north and south of the city and a further expansion at Elland Road	The new 1,200 space Park & Ride facility at Stourton has been delivered through LPTIP and it's the UK's first solar-powered Park & Ride. The existing Park & Ride at Elland Road was expanded through LPTIP funding, providing an additional 585 spaces and a new link road to the site for the bus service. Plans have been advanced for a Park & Ride at Alwoodley Gates, with planning and design work funded through LPTIP. The LPTIP programme enabled development of the extension of the Temple Green Park & Ride site before the Getting Building Fund was identified as a suitable funding stream for that project.
Investment in a number of key corridors to reduce bus journey times and improve bus service reliability: - A61/A639 South: To provide a high-quality bus priority corridor from the Stourton park & ride into the city centre. - A61 North: A series of bus priorities which address traffic hotspots, building on the existing Guideways in North Leeds. - A660: Improving bus journey times by investing in the Lawnswood roundabout - A58 North East: Investment at key traffic hotspots to improve bus journey times along the corridor - A647: Bus priority through the congested A647, linking to the park & ride expansion at New Pudsey railway station.	<p>The A61 South is being delivered through LPTIP, providing new bus lanes, bus priority measures, junction improvements and dedicated walking and cycling facilities. This route is used by the electric buses on the Stourton Park & Ride service. This scheme will complete in February 2022.</p> <p>The A61 North has been delivered through LPTIP, with improvements to bus prioritisation and complementary walking and cycling measures along the corridor.</p> <p>Two schemes have been delivered on the A660. The A660 Signals scheme implemented a new signal control strategy and the delivery of some new signal assets between Headingley and Weetwood. The A660 Holt Lane scheme provided a new signalised junction at the intersection of Holt Lane/A660 Otley Road in Adel. Further works on the A660 have been developed through LPTIP and are now pipeline schemes for future funding streams.</p> <p>The A58 St Peters scheme was delivered through LPTIP, providing a new vehicle egress at Leeds Bus Station. The A58 Beckett Street and York Street schemes have been identified as pipeline schemes and have received development funding through LPTIP to enable them for a future funding stream.</p> <p>The A647 scheme is currently in delivery and due to complete in July 2022. This scheme will deliver bus prioritisation, walking and cycling improvements and a new bus lane along sections of the A647 between Armley Gyratory and the Leeds Road Gyratory. Improvements will also be made to the Ledgard Way junction. Development funding has also been provided through LPTIP for the New Pudsey rail car park extension, which will now be delivered through the West Yorkshire plus Transport Fund.A58</p>
Real time passenger information displays at bus stops in communities throughout Leeds	The Real Time Information programme is still in delivery. Phase 1 is now complete and installed 490 screens at shelters with an existing power supply. Phase 2 is in delivery and due to complete in March 2022, the scheme is on track to deliver a further 500 pole mounted real time screens throughout Leeds.
Carrying out a consultation led review of connectivity throughout the Leeds district and with funds available for community led transport projects	Extensive public consultation has been undertaken through the LPTIP Programme by LCC and the CA. A dedicated Communications Board was established within the Programme governance. Communications and marketing has become central to the progress of the programme by ensuring consultation and engagement with key stakeholders.

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Report to: Place, Regeneration and Housing Committee

Date: 08 March 2022

Subject: **Broadband Contract Three - Update**

Director: Melanie Corcoran, Director of Delivery

Author: John Pilkington, Programme Manager

Is this a key decision?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Is the decision eligible for call-in by Scrutiny?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Does the report contain confidential or exempt information or appendices?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
If relevant, state paragraph number of Schedule 12A, Local Government Act 1972, Part 1:	3
Are there implications for equality and diversity?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No

1 Purpose of this report

- 1.1 To provide members of the committee with an update on delivery of Superfast West Yorkshire and York Broadband, Contract Three.

2 Information

Background

- 2.1 An update was provided to the Place, Regeneration and Housing Committee on 25 November 2021 on the progress of Superfast West Yorkshire and York Broadband Contracts Two and Three. As noted in the report, Contract Two with Openreach has now completed and has commenced its formal closedown through the Broadband UK (BDUK) external assurance process. Contract Three with Quickline Communications is currently scheduled to complete deployment of infrastructure in June 2022. This report provides a further update on the progress achieved by the end of December 2021.
- 2.2 The Broadband Contract Three programme is contractually expected to deliver access to superfast services to 1,565 businesses in specified rural areas of West Yorkshire and York. Access to 5,571 homes is also to be achieved in parallel. By 31 December, Quickline had delivered access to 480 businesses

and 1,809 premises in total. A further update on progress can be found in **Exempt Appendix 1**.

- 2.3 The technical solution initially deployed by Quickline is Fixed Wireless Access (FWA). It uses a wireless base station which is mounted on masts or buildings near the premises, instead of using copper or optical fibre to connect premises. The connection performance is designed to be more stable and predictable because the equipment is in a fixed location. Using FWA means that the structure deployed will have a greater reach and by default a greater catchment area.
- 2.4 Change Request CR001 to the contract has now been signed by Quickline and the Combined Authority. This change allows Quickline to utilise 5G frequencies as well as FWA to deliver the infrastructure solution. Use of this technology enables them to cover more premises at a further range from fewer masts, as well as increasing speeds to those premises served. This revised solution enables a range of technologies to be used which will prolong the longevity of the network build investment and serves to future proof the infrastructure with Gigabit capability.

3 Tackling the Climate Emergency Implications

- 3.1 The provision of superfast broadband access has the potential to reduce travel-to-work patterns into urban centres and other employment locations and reduce pressures in morning peak time commuting due to increased opportunities for home and/or flexible working. This will in turn reduce regional carbon emissions by reducing the need to travel to work.

4 Inclusive Growth Implications

- 4.1 9% of the premises targeted by the Broadband Contract Three programme are in socially deprived areas. The programme supports digital inclusion through enhanced access to superfast broadband, in particular access to increasingly digitised public services by residents in deprived and/or digitally excluded communities.
- 4.2 As part of the tendering process for the contract, Quickline committed to a range of social value obligations focussed on training and employment opportunities, which are being monitored.

5 Equality and Diversity Implications

- 5.1 The programme:
- (i) Supports enhanced digital inclusion through enhanced access to superfast broadband, in particular access to increasingly digitised public services by residents in deprived and/or digitally excluded communities.

- (ii) Addresses a lack of digital access in some of the hardest to reach urban, semi-urban and/or rural properties.
- (iii) Supports an increase in skilled people and better jobs, by allowing greater access to online courses and job searches.
- (iv) Digital infrastructure will contribute to wider and better access to further education (FE) and training including flexible and off-site learning opportunities.

6 Financial Implications

6.1 £6.898 million has been awarded by the Department for the Environment and Rural Affairs (DEFRA) to the Combined Authority for the delivery of the Broadband Contract Three programme and the specified outputs (1,565 business premises).

6.2 The total cost of the programme is £9.110 million, comprising:

- (i) DEFRA capital - £6.898 million
- (ii) Quickline capital contribution - £1.464 million
- (iii) Combined Authority Revenue £0.748 million (Broadband Enabling Technology (BET) – A refund from an earlier infill satellite technologies programme' of £0.472 million, Business Rate Pool £0.2 million, Local Authority contribution if required up to £0.076 million)

6.3 A further update on progress can be found in **Exempt Appendix 1**.

7 Legal Implications

7.1 The information contained in **Appendix 1** is exempt under paragraph 3 of Part 1 to Schedule 12A of the Local Government Act 1972 as it contains information relating to the financial or business affairs of any particular person (including the authority holding that information). It is considered that the public interest in maintaining the content of the appendices as exempt outweighs the public interest in disclosing the information as publication could prejudice current and future decision making.

7.2 The Combined Authority has entered into a grant funding agreement with DEFRA for £6.898 million for the delivery of the Broadband Contract Three programme and the specified outputs (1,565 business premises). The Combined Authority has subsequently entered into a contract with Quickline for the delivery of the specified outputs within a given timeframe.

7.3 A further update can be found in **Exempt Appendix 1**.

8 Staffing Implications

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

9 External Consultees

- 9.1 A partnership programme board is in place to oversee the operational elements of the Broadband Contract Three programme and is kept regularly updated on progress. The Programme Board is comprised of the West Yorkshire Combined Authority as Accountable Body and local partner council officer representatives from the five West Yorkshire authorities and York, together with Building Digital UK (BDUK) as the national delivery body.
- 9.2 Regular meetings are held with DEFRA as external funding body for the programme.

10 Recommendations

- 10.1 The Committee notes progress to date on the Broadband Contract Three Programme as highlighted in section 2 above and the further update in **Exempt Appendix 1**.

11 Background Documents

- 11.1 None.

12 Appendices

- 12.1 **Exempt Appendix 1** – Broadband Contract Three progress update

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