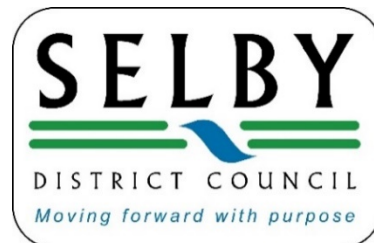


# Leeds City Region Statement of Common Ground

August 2018



## 1.0 Introduction

- 1.1 The Leeds City Region partner councils have prepared this Statement of Common Ground in response to the requirement as set out in the revised National Planning Policy Framework (NPPF) published on 24 July 2018.
- 1.2 The approach set out in this Statement of Common Ground is in accordance with the requirements within the Government's Planning Practice Guidance.

## 2.0 Geographical Area

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

### Parties

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

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



### 3.0 Governance Process

- 3.1 This Statement of Common Ground will be approved and kept under review by the parties as listed in Section 2.2 of the Statement.
- 3.2 The West Yorkshire Combined Authority Place Panel provides oversight on joint-working on planning matters, all Leeds City Region partner councils are represented on this panel. The functions of the Place Panel include evidencing compliance with the statutory duty to cooperate in relation to planning of sustainable development.
- 3.3 The Leeds City Region Statement of Cooperation for Local Planning (Revised 2018) sets out the cooperation process in the Leeds City Region.

### 4.0 Monitoring and Review

- 4.1 This Statement of Common Ground will be kept under review and maintained to reflect the most up-to-date and readily available information.

- 4.2 When updating this Statement the adoption of neighbouring, or overlapping, statements of common ground covering other geographical areas will be reflected.

## 5.0 Leeds City Region Joint Working on Planning Matters

- 5.1 As a polycentric city region there are centres of different economic strength in the Leeds City Region including Barnsley, Bradford, Halifax, Harrogate, Huddersfield, Selby, Skipton, Wakefield and York which surround the economic core of Leeds.
- 5.2 Interdependencies and commuting movements are complex and have resulted in a strong history of collaboration on spatial planning issues across the Leeds City Region. The polycentricity of the sub region has driven patterns of growth and our collective approach to planning. Our approach is to prepare complementary local plans that collectively reflect a shared ambition for inclusive and sustainable growth.
- 5.3 An interactive infrastructure map has been prepared in partnership with all Leeds City Region partner councils for the purposes of sharing spatial information on infrastructure and planned growth. The map provides a collective position on current (or emerging) local plan growth and spatial priority areas. It can also be used to identify / illustrate cross boundary matters and to consider infrastructure needs and inter-relationships between infrastructure types.
- 5.4 Collaboration on planning matters results in better planning outcomes and is undertaken between partner councils in the Leeds City Region for a number of reasons, including:
- The main functional trends and drivers for change that affect places operate at a spatial scale above local authority level. Housing markets, commercial property markets, labour markets, business agglomeration effects and supply chains, travel to work areas, utilities networks and water catchments for example do not stop at local authority boundaries. In the context of the Duty to Cooperate, understanding these greater-than-local trends and engaging with partners to identify and resolve issues is essential.
  - There is a collective interest across partner councils in the success of the most strategically important places of growth, regeneration and change, including growth corridors, that will drive the city region's economy. Local policy development cannot be undertaken in isolation, partner councils within the Leeds City Region are actively engaged in identifying and promoting / delivering strategic priorities.
  - Planning policy at a local authority level relies, to some extent, on an evidence base and technical work developed across local authority boundaries because the matters being considered have cross boundary implications. Examples of this include economic forecasts, population and household projections, analysis of opportunities and constraints relating to infrastructure, supply and demand for minerals and data analysis on waste arisings. All of these areas of policy will benefit from technical work based on a geography that is wider than the local authority level.

## 6.0 Planning for Housing in the Leeds City Region

- 6.1 The unique geography of the Leeds City Region determines that the partner councils have a close, but not dependent, relationship on each other for accommodating housing need.
- 6.2 The existing and emerging suite of Local Plans set out the approach to meeting local housing need. In development of these plans partner councils consider what the most sustainable local patterns of development are, undertaking local green belt reviews where necessary.
- 6.3 There are specific settlements and areas of open countryside where cross-boundary cooperation on the most effective and sustainable patterns of development are required. These areas are an ongoing focus for detailed Duty to Cooperate work on a bilateral basis between partner councils.
- 6.4 With regard to housing need all Leeds City Region Local Planning Authorities are planning for their own need within their own Local Authority boundaries. For the avoidance of doubt, based on current plan targets (some draft) there is no housing shortfall or distribution of unmet need required.
- 6.5 Collective housing need for the Leeds City Region:
- 11,314 dwellings per annum (dpa) (local assessment of housing need as at September 2017)
  - 10,777 dpa (national assessment of housing need – standard formula as at September 2017)

Cumulative housing targets for the Leeds City Region:

- 13,611 dpa (Local Plan targets at March 2018 – some draft)

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



## 7.0 Matters on Which Parties Agree

- 7.1 The following have been identified as matters on which the parties agree relating to the strategic matters of Inclusive Growth, Housing, Green belt, Employment, Transport, Minerals and Waste and Green and Blue Infrastructure.

### Inclusive Growth

Parties agree to:

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

### Housing

Parties agree to:

- 7) plan for 13,000 additional homes per year in the Leeds City Region up until 2031 as stated in the Leeds City Region SEP.
- 8) include the calculation of housing need figures based upon the Government's finalised methodology for calculating local housing need<sup>1</sup>, taking account of economic uplift / market conditions as necessary in preparation of local plans.
- 9) to plan for their own need within their own Local Authority boundaries taking account of housing market geographies as detailed in the shared evidence report 'Leeds City Region Housing Market Areas' (CURDS July 2016), as updated by local strategic housing market assessments.
- 10) use the plan making system to maximise delivery of affordable housing.

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<sup>1</sup> with the exception of local planning authorities submitting local plans for examination prior to 24<sup>th</sup> January 2019 (i.e. the revised NPPF transitional period).

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

### **Green belt**

Parties agree to:

- 13) undertake local reviews of green belt as required in preparing local plans.

### **Employment**

Parties agree to:

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

### **Transport**

Parties agree to:

- 16) support the delivery of objectives and targets in the emerging Transport for the North Strategic Transport Plan; West Yorkshire Transport Strategy 2040; North Yorkshire Local Transport Plan (2016-2045), Leeds City Region HS2 Growth Strategy (2018), West Yorkshire Low Emissions Strategy (2016 – 2021) emerging Sheffield City Region Transport Strategy (2018-2040), emerging West Yorkshire Rail Strategy (2018) and emerging Leeds City Region Connectivity Strategy.
- 17) support the safeguarding and delivery of critical strategic routes and collaborate across boundaries (including beyond the Leeds City Region) to make best use of inter-regional road, rail and water transport networks including for the purposes of freight movements and to enable use of the most sustainable modes.
- 18) plan for significant transport infrastructure in the Leeds City Region.
- 19) align funding opportunities to deliver strategic growth objectives to ensure that development plans are deliverable; with a particular focus on SPAs as identified in the Leeds City Region SEP and where significant growth is identified in emerging local plans.



- 20) maintain support for strategic transport infrastructure that directly underpins housing and employment growth, particularly where this enables allocations to be fully developed contributing to the supply of new homes and/or jobs.

### **Minerals and Waste**

Parties agree to:

- 21) sharing data / information both within and beyond the Leeds City Region on minerals and waste matters and to maintaining a shared, proportional evidence base including keeping up-to-date the West Yorkshire Waste Model (for relevant partner councils), undertaking regular waste capacity gap analysis and jointly preparing and aligning Local Aggregate Assessments (LAAs) on an annual basis.
- 22) review a joint position on safeguarding of wharves and rail sidings.

### **Green and Blue Infrastructure:**

Parties agree to:

- 23) reflect the commitments in the emerging Leeds City Region Green and Blue Infrastructure Strategy and Delivery Plan in local plans, supporting shared ambitions to improve green and blue infrastructure (particularly in areas of poor health and deprivation), to plan for water management on a catchment wide basis, including promoting natural flood management and to address the challenges presented by climate change.

8.0 Signatures

SIGNED by

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

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Signature  
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Title

SIGNED by

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for and on behalf of the Borough  
Council of Calderdale

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Signature  
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SIGNED by

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

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SIGNED by

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for and on behalf of Leeds City  
Council

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Signature  
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SIGNED by

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

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Signature  
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Title

SIGNED by

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for and on behalf of West Yorkshire  
Combined Authority

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Signature  
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SIGNED by

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for and on behalf of City of York  
Council

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Signature  
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SIGNED by

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for and on behalf Barnsley  
Metropolitan Borough Council

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for and on behalf Harrogate  
Borough Council

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for and on behalf Selby District  
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for and on behalf Craven District  
Council

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Signature  
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SIGNED by

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for and on behalf of North Yorkshire  
County Council

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Signature  
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## Appendix 1 – Leeds City Region Partner Councils Housing Requirements (as of March 2018)

Authority	Plan Requirement / Housing Need  (for illustration purposes only - July 2017)	Local Plan Requirement  (dwellings per annum) (March 2018 Update)	Notes on March 2018 Local Plan Requirement Update	Local assessment of housing need, based on most recent publically available document  (dwellings per annum) (source: DCLG, 14.9.17)	Indicative assessment of housing need based on proposed formula, 2016 to 2026  (dwellings per annum) (source: DCLG, 14.9.17)
Barnsley	1,100	1,134	Local Plan Submission (Stage 4 Work arising from Inspector's interim findings) 21,546 over the period 2014-2033	967 - 1389	898
Bradford	2,476	2,476	Core Strategy Adopted (July 2017) 42,100 over period 2013-2030	2,200	1,663
Calderdale	1,038	1,125	Local Plan Initial Draft - Consultation (July 2017) (946 dpa Annual Target excludes shortfall). Period 2017-2032	946 – 1,169	840
Craven	2012-2032 – 256 pa (5,120 over period)	257	Local Plan Publication Draft (Jan 2018) - 257 is the full Craven District, 230 is the requirement for the Plan area (excl. YDNP) Period 2012-2032	214	151

Harrogate	Uplifted to 610	669	Local Plan Publication Consultation (Jan 2018) 14,049 over period 2014-2035	669	395
Kirklees	1,630 (2013-2031)	1,730	Publication Draft Local Plan (Nov 2016) 1,730 houses required over period 2013-2031 (18 years, 31,140 in total). Local Plan allocates 21,324 over the plan period, after taking into account existing permissions, windfall etc.	1,730	1,707
Leeds	If the figures are reduced to 55,000 from 70,000 the change would be: 2,891 to 2016/17 then 3,700 thereafter (to 2028)	3,247	Core Strategy Selective Review - Consultation (Feb 2018): 51,952, Removes phasing, plan period 2017-2033.	3,660	2,649
Selby	450	450	Selby Local Plan (Oct 2013). 2015 SHMA states a housing need of 431, but an update to this is currently being updated	450	371
Wakefield	1,600 (plus 320 a year 2008-17)	1,600	No Change	1,524	1,033

## West Yorkshire Combined Authority

York	841	923	Local Plan Publication - Consultation (Feb 2018): ( <b>867</b> dpa Annual Target excludes shortfall of <b>56</b> dpa). Period 2017-2033	867	1,070
<b>Total</b>	<b>12,902</b> (excl. Wakefield Growth Point, assumes 2,891 for Leeds)	<b>13,611</b>		<b>11,314</b>	<b>10,777</b>

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

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All information correct at time of print (October 18)