



## Statement of Cooperation for Local Planning

Leeds City Region

**Final Version**

March 2016

Revision 4

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## Executive Summary

Leeds City Region Planning Portfolios Board has prepared this Statement of Cooperation for Local Planning to outline the practical steps that are being taken to meet the Duty to Cooperate; the purpose of the Statement is twofold:

- To set out processes and practical steps to be followed going forward, that will strengthen the Leeds City Region authorities' approach to collaborative working on planning;
- To outline the current collaborative work on strategic, cross-boundary planning issues ongoing within the Leeds City Region.

The Leeds City Region authorities, WYCA and the LEP have identified the following high level principles that will influence a joint approach to meeting the Duty to Cooperate:

- **Cooperation throughout the development plan process;**
- **Going beyond consultation;**
- **Taking a pragmatic approach;**
- **Responding to all requests to engage.**

The Planning Portfolios Board is committed to partnership working to ensure a joined-up approach to spatial planning including tackling cross-boundary issues and agreeing strategic priorities; the Portfolios Board has identified long-term priorities in an ambitious work programme.

This is the second revision of the Statement, the first was endorsed by the Leeds City Region Leaders Board at their meeting on the 1<sup>st</sup> July 2014 and by the WYCA at their meeting on the 18<sup>th</sup> September 2014. It is proposed that this Statement be revised annually.

## 1. Introduction

- 1.1 The Duty to Cooperate became a statutory requirement on the 15<sup>th</sup> November 2011; it is a legal duty on Local Planning Authorities and certain public bodies<sup>1</sup> to engage constructively, actively and on an on-going basis to maximise the effectiveness of Local Plan preparation relating to strategic cross boundary matters.
- 1.2 The Leeds City Region is the functional economic area made up of the local authority districts of Barnsley, Bradford, Calderdale, Craven, Harrogate, Kirklees, Leeds, Selby, Wakefield, York and North Yorkshire County Council<sup>2</sup>. The Leeds City Region partnership of local authorities has a long history of collaboration on spatial planning and economic issues and has well-established partnership arrangements; formerly through the wider Yorkshire and Humber Regional Assembly partnership which informed the development of the Regional Spatial Strategy for Yorkshire and the Humber (RSS) and currently through voluntary arrangements between the Leeds City Region authorities (such as the Strategic planning Duty to Cooperate Group) and through governance arrangements which incorporate the West Yorkshire Combined Authority (WYCA), Leeds City Region Partnership Committee and Leeds City Region Enterprise Partnership (LEP).
- 1.3 Leeds City Region Planning Portfolios Board has prepared this Statement of Cooperation for Local Planning to outline the practical steps that are being taken to meet the Duty to Cooperate; the purpose of the Statement is twofold:
- To set out processes and practical steps to be followed going forward, that will strengthen the Leeds City Region authorities' approach to collaborative working on strategic planning;
  - To outline the current collaborative work on strategic, cross-boundary issues that is ongoing within the Leeds City Region on strategic planning.

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<sup>1</sup> Environment Agency, Historic England, Natural England, Civil Aviation Authority, Homes and Communities Agency, Clinical commissioning groups, National Health Service Commissioning Board, Office of Rail Regulation, Integrated Transport Authority, Highways England (including the Secretary of State).

<sup>2</sup> NYCC, the eleventh local authority, is a planning authority in respect of minerals and waste only, but also a strategic infrastructure provider in relation to the District Councils of Craven, Harrogate and Selby.

- 1.4 This Statement of Cooperation sets out the legislation and guidance relating to the Duty to Cooperate. It outlines the Leeds City Region Duty to Cooperate process including best practice examples. The Statement also provides details of the current governance structures in place within the Leeds City Region to support collaborative working; it includes details of the Leeds City Region strategic context and the current agreed priorities.

## 2. Legislation and Guidance

- 2.1 The Localism Act (2011) and the National Planning Policy Framework requires local planning authorities specifically to cooperate with other planning authorities, public bodies and stakeholders on strategic matters affecting two or more planning areas.

### The Localism Act 2011

- 2.2 The key legislation governing the Duty to Cooperate is the Planning and Compulsory Purchase Act 2004 as amended by the Localism Act 2011. Section 33A of the 2004 Act requires local planning authorities to “.....engage constructively, actively and on an on-going basis.....” with other local planning authorities, County Councils and other prescribed public bodies when preparing development plan documents and other local development plan documents. The Duty to Cooperate also includes supporting activities, such as the preparation of the evidence base.
- 2.3 The Duty to Cooperate should be applied to any “strategic matter” related to the preparation of the document. A strategic matter is defined as “sustainable development or use of land that has or would have a significant impact on at least 2 planning areas including (in particular) sustainable development or use of land for or in connection with infrastructure that is strategic and has or would have a significant impact on at least two planning areas” (section 33A (4) (a)). The aim of such cooperation is to maximise the effectiveness of the documents. It is worth noting that whilst Combined Authorities are not specified as organisations to which the duty applies, they would undoubtedly fall within the definition of “other bodies” carrying out the activities in ss33A relating to “strategic matters”.
- 2.4 Regard must also be had, under section 33A (9) and regulation 4(2), to the activities of Local Enterprise Partnerships as they relate to the Local Plan and supporting activities. Local Enterprise Partnership means a body, designated by the Secretary of State, which is established for the purpose of creating or improving the conditions for economic growth in an area. As a LEPs is not an incorporated body, it is difficult to see how the legislation could be

applied to it or enforced against it, albeit there is no reason why its members would not endeavour to abide by the principles of the duty.

#### The National Planning Policy Framework

2.5 Paragraphs 178-181 of the National Planning Policy Framework (NPPF) provide guidance on planning strategically across local boundaries. Paragraph 181 states that:

*“Local planning authorities will be expected to demonstrate evidence of having effectively cooperated to plan for issues with cross-boundary impacts when their Local Plans are submitted for examination. This could be by way of plans or policies prepared as part of a joint committee, a memorandum of understanding or a jointly prepared strategy which is presented as evidence of an agreed position. Cooperation should be a continuous process of engagement from initial thinking through to implementation, resulting in a final position where plans are in place to provide the land and infrastructure necessary to support current and projected future levels of development”.*

2.6 Section 33A (6) of the Act adds legal weight to this guidance, requiring the Council to consider whether to prepare agreements on joint approaches to strategic planning, including whether to prepare joint local development documents with neighbouring local planning authorities.

2.7 Paragraph 178 of the NPPF also states that *“public bodies have a duty to cooperate on planning issues that cross administrative boundaries, particularly those which relate to the strategic priorities ...”* The NPPF (paragraph 156) states that such priorities should include strategic priorities to deliver:

- the homes and jobs needed in the area;
- the provision of retail, leisure and other commercial development;
- the provision of infrastructure for transport, telecommunications, waste management, water supply, wastewater, flood risk and coastal change management, and the provision of minerals and energy (including heat);
- the provision of health, security, community and cultural infrastructure and other local facilities; and
- climate change mitigation and adaptation, conservation and enhancement of the natural and historic environment, including landscape.

However the NPPF makes it clear that this list is not exhaustive.

NPPF applies to both local planning authorities and to the West Yorkshire Combined Authority as both have statutory functions and duties relating to priorities as listed above.

National Planning Policy Guidance

2.8 On March 6<sup>th</sup> 2014 the Government published the National Planning Policy Guidance (NPPG); it is available at the following link: [National Planning Practice Guidance](#). NPPG replaces a number of older guidance notes and complements the National Planning Policy Framework (NPPF). With regard to the Duty to Cooperate, NPPG confirms that the duty is the responsibility of local planning authority councillors and officers; leading discussion, negotiation and action to ensure effective planning for strategic matters in their Local Plans. The guidance also reiterates that it is not a duty to agree but that every effort should be made to secure the necessary cooperation on strategic cross boundary matters before a Local Plan is submitted for examination. Further guidance is also provided on circumstances where an authority will not cooperate.

Other Guidance Documents

2.9 As well as the PAS ‘Doing your Duty’ early practice paper (2013), other useful guidance documents include [‘A Simple Guide to Strategic Planning and the Duty to Cooperate’](#) (2011) produced by the Planning Advisory Service and in [‘Transition to the Localism Act and the NPPF’](#) (2012) produced by the Planning Officers Society. The processes described in this Statement make reference to the guidance, including directly addressing the following key messages from the PAS guidance.

PAS Guidance	Leeds City Region Approach
Utilise existing mechanisms / governance structures if they are useful vehicles which will help demonstrate cooperation.	Use of Leeds City Region Heads of Planning and Planning Portfolios Board established to provide a forum for discussion and agreement on strategic priorities / issues and now established as advisory groups of the WYCA and the LEP.
For key strategic issues, look to produce joint evidence with neighbouring authorities and / or prescribed bodies.	Examples of joint evidence that has been prepared includes the Kirklees, Wakefield and Calderdale Joint Strategic Flood Risk Assessment (see p21) and work on planning for housing including shared evidence relating to housing forecasts and projections

<p>Keep good and easily accessible (transparent) records of your engagement with neighbouring authorities and prescribed bodies so that it is easy to demonstrate cooperation.</p>	<p>Tools to demonstrate cooperation, to be used as appropriate, include the Duty to Cooperate Table, Duty to Cooperate Statements, the Strategic Economic Plan (SEP) Self-Assessment, Statements of Common Ground and Memorandums of Understanding (MoU).</p>
<p>The responsibility to respond to the Duty is not confined to Examination and cannot be 'retro-fitted'. It necessitates co-ordination and cooperation throughout all stages of plan preparation, planning for strategic projects and on to delivery and implementation.</p>	<p>Joint-working on strategic, cross-boundary issues will be undertaken throughout the development plan preparation process from early engagement through to consultation on draft plans and throughout implementation. As a minimum the Leeds City Region Planning Portfolios Board will be consulted at the draft plan stage to ensure democratic oversight and endorsement of Duty to Cooperate outcomes (see Figures 1 and 2).</p>

### 3 Leeds City Region Duty to Cooperate Process

- 3.1 The introduction of the Duty to Cooperate was an important change to the methodology of preparing Local Plans, it requires more than consultation with adjacent Councils; it requires cooperation in the preparation of plans and in the way in which plan provisions are arrived at in order to ensure that sustainable strategies are adopted and strategic issues are properly addressed; it is outcome focussed. The National Planning Policy Framework (NPPF) makes clear that cooperation should be a continuous process of engagement from initial thinking through to implementation. NPPG states that *“LPAs should bear in mind that effective cooperation is likely to require sustained joint working with concrete actions and outcomes. It is unlikely to be met by an exchange of correspondence, conversations or consultations between authorities alone”*. In determining whether the Duty to Cooperate has been fulfilled it is necessary to consider both the process that has been gone through and the outcomes. The objective is effective plan-making that recognises and responds effectively to matters identified in evidence that have implications both within and beyond the Plan area.
- 3.2 Since it became a statutory requirement on 15th November 2011, the Duty to Cooperate has been tested through the examination of Core Strategies and Local Plans nationally which have now progressed through to adoption; for examples of early practice on the Duty to Cooperate



PAS has produced a guide which is available at the following [link](#). For information on the status of Core Strategies and Local Plans within the Leeds City Region refer to Appendix B.

- 3.3 There is no definitive list of actions that constitute effective cooperation under the Duty to Cooperate as the actions will depend on local needs. NPPG states that, *“Cooperation should produce effective policies on cross boundary strategic matters. This is what local planning authorities and other public bodies should focus on when they are considering how to meet the duty.”* The issues that authorities choose to cooperate on and the method by which cooperation is undertaken is therefore at the discretion of the Local Planning Authority. This section of the Statement provides some high level principles on how Leeds City Region planning authorities intend to cooperate on strategic, cross-boundary issues and considers some of the options for documenting the process. All authorities will find methods of cooperation and documentation that are appropriate to their local circumstances.
- 3.4 Cooperation at different levels will be required (city region, county and district), the level at which engagement is required will be determined by the strategic issues identified. Local planning authorities are likely to be required to work in different groupings for different strategic matters.

#### High Level Principles

- 3.5 The Leeds City Region authorities, the WYCA and the LEP have identified the following high level principles that will influence a joint approach to meeting the Duty to Cooperate:
- **Cooperation throughout the development plan process:** the Duty to Cooperate is a statutory requirement for Local Plan preparation, implementation, ongoing monitoring and review; the Duty to Cooperate therefore applies throughout the development planning process.
  - **Going beyond consultation:** effective cooperation requires sustained joint working, identifying actions and achieving outcomes. Correspondence, conversations and consultations alone are not sufficient.
  - **Taking a pragmatic approach:** not all issues will require cross-boundary cooperation and the scale at which cooperation needs to take place to achieve the most effective outcomes will be dependent on the nature of the strategic matter.

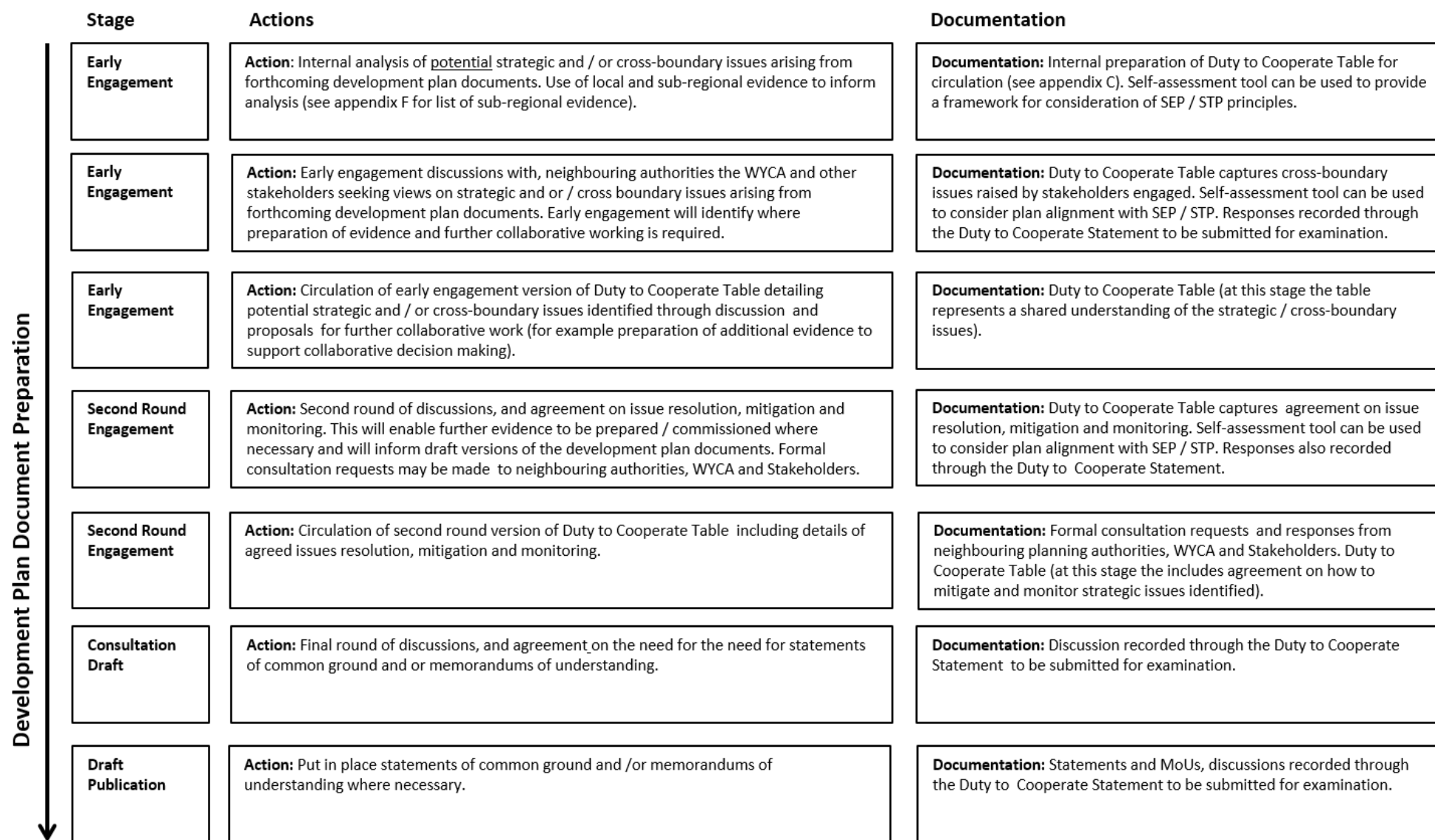
- **Responding to all requests to engage:** at a local level where planning authorities within the Leeds City Region partnership request input into their development plan process a response will be provided from other authorities in the partnership. It is acknowledged that a 'no comment' response is more valuable than no response.

The Leeds City Region Authorities, the WYCA and the LEP will apply these high level principles in the preparation of local and strategic plans.

#### Identifying and Addressing Strategic, Cross boundary Issues (officer led)

- 3.6 Figure 1 below captures key stages that planning authorities may go through to identify and address cross-boundary, strategic issues in preparing development plan documents. The diagram represents an outline example, intended to be used as a guide only, as the nature of collaboration will depend on the circumstances of the authority.
- 3.7 The process diagram illustrates that collaboration needs to be undertaken throughout the development plan process, it is important not to confine cooperation to any one point in the process. It also identifies that engagement in the early stages is essential in identifying the strategic cross-boundary issues. The activities that fall within the Duty to Cooperate include activities that prepare the way for or support the preparation of Local Plans this might involve joint research and evidence gathering to define the scope of the Local Plan, assess policy impacts and assemble the necessary material to support policy choices. The diagram identifies a series of actions that may be appropriate at different stages of plan preparation and for each stage possible methods of documenting collaborative working are identified.
- 3.8 It is important to note that the diagram only represents the collaboration through the plan making period, monitoring and reviewing progress on cross-boundary, strategic issues will be an on-going process beyond adoption of local development plans and throughout the policy implementation period.

Figure 1: Process Diagram - Identifying and addressing cross-boundary, strategic issues



### Duty to Cooperate Tools

- 3.9 The list of strategic priorities included in NPPF is not exhaustive; it is therefore at the discretion of the Local Planning Authority to determine which issues they consider to have cross-boundary, strategic implications. The Leeds City Region planning authorities have developed a Duty to Cooperate Table (template) to be used as a tool in identifying strategic, cross-boundary issues and in addressing these issues; the template includes a list of policy areas where cross-boundary issues are most likely to arise. The recommendation is that all of these policy areas are considered, in addition to any additional local priorities identified. The table can be used as a tool to assist with high-level scoping of strategic, cross-boundary issues, for the collation of responses when engaging stakeholders and to track issues throughout the plan preparation process; the tables are therefore live until the point of final submission of the development plan.
- 3.10 This Duty to Cooperate Table template was endorsed by the Leeds City Region Leaders' Board on the 6<sup>th</sup> December 2012. A copy of this template is included as Appendix C; the template has been used by Leeds City Council, Wakefield Council, Selby Council, Bradford Council and Kirklees Council and has been adapted by each planning authority to meet local needs.
- 3.11 Documentation of the actions undertaken to fulfil the Duty to Cooperate is essential as local planning authorities must demonstrate how they have complied with the duty at the independent examination of their Local Plans. NNPG states that authorities should submit robust evidence and that this could be in the form of a statement submitted to the examination. Evidence should include details about who the authority has cooperated with, the nature and timing of cooperation and how it has influenced the Local Plan.
- 3.12 Also included in Figure 1 as examples of documenting collaboration are Statements of Common Ground and Memorandums of Understanding (MoU). An example MoU is provided as Appendix I; the example is a framework for cooperation between South Pennine local authorities (including Kirklees, Calderdale and Barnsley within the Leeds City Region) with respect to strategic planning and development issues relating to renewable energy, in particular wind energy.<sup>3</sup> The MoU provides a good example of joint working to cover a strategic issue dominated by the geography of the landscape rather than administrative

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<sup>3</sup> The MoU has been signed by the following authorities: Barnsley, Burnley, Bury, Calderdale, High Peak, Hyndburn, Kirklees, Lancashire CC, Pendle, Rochdale and Rossendale.

boundaries. Authorities also report on on-going Duty to Cooperate compliance in their Annual Monitoring Reports.

**Application of the Duty to Cooperate in the Leeds City Region**  
**Wakefield Council: Site Allocations Document Preparation**

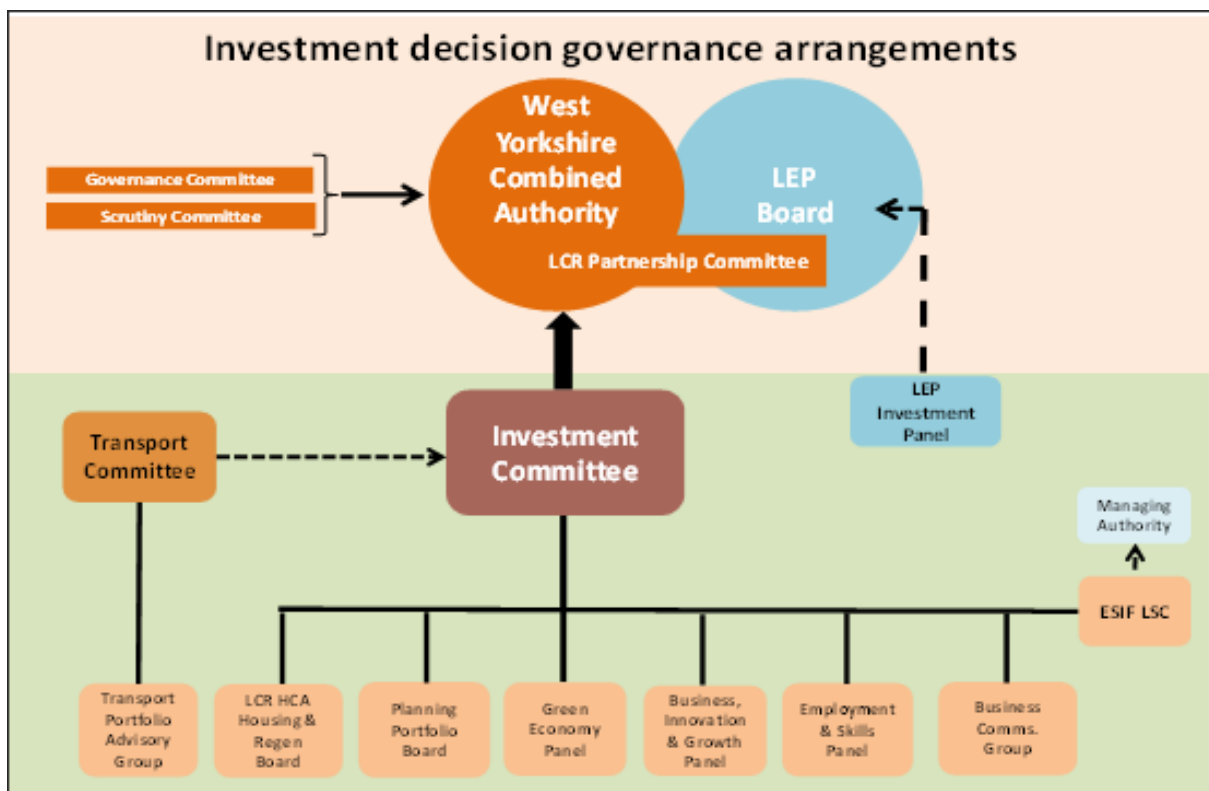
It was predicted at an early stage that there might be significant cumulative impacts on the strategic road network from the development of sites. Consultation with the Highways Agency on their preferred options indicated particular pressures on the motorway junctions along the M62. A joined up approach was agreed to model the potential impacts on the strategic road network using Wakefield's site allocations data and assumed growth from early versions of adjoining authorities' Core Strategies. This modelling indicated pressure on some motorway junctions which would need significant mitigation measures – the delivery and timing of which might represent essential infrastructure if growth in Wakefield was to be realised.

Further modelling on more refined options at a later stage of the Plan allowed the Council to take on board the issues evidenced by the modelling and also allowed the Highway Agency to consider their position in determining their priorities for improvements to the motorway junctions to increase capacity. The end result was an agreed position of impact, demonstrated by robust evidence, which led to agreed mitigation measures. These measures were then written into Wakefield's Development Plan and the Highways Agency were able to confirm that their document was sound.

Democratic Oversight and Endorsement of Duty to Cooperate Outcomes (member led)

- 3.13 The sub-regional partnership arrangements have an important role to play in supporting Local Planning Authorities in meeting the Duty to Cooperate. Planning authorities are required to engage in a co-ordinated process for securing sustainable development and resolving strategic issues, the Leeds City Region structures and activities support this process.

3.14 The Planning Portfolios Board is one of a series of advisory panels and boards within the sub-regional governance structure, a diagram of the structure and descriptions of the function of the boards and panels is provided at Appendix E. The Planning Portfolios Board has Councillor representation from each Local Planning Authority (and Senior Officer support), it also includes a Chief Executive lead. It was established specifically to provide political oversight on strategic planning matters<sup>4</sup> and the Duty to Cooperate, advising the WYCA Partnership Committee and Leeds City Region Enterprise Board on appropriate actions that could / should be taken in respect of these planning matters. Appendix F provides the full Terms of Reference for the Planning Portfolios Board.



3.15 Collaboration on planning matters is currently supported at three specific levels through the following key groups:

- Leeds City Region Planning Portfolios Board (Members and Chief Officers)
- Leeds City Region Heads of Planning (Chief Officer Level)
- Strategic Planning (DTC) Group (Local Plan Lead Officer Level)

<sup>4</sup> Strategic Planning is defined as ‘sustainable development or use of land that has or would have a significant impact on at least two planning areas, including (in particular) sustainable development or use of land for or in connection with infrastructure that is strategic and has or would have a significant impact on at least two planning areas’ (Localism Act, 2011).

Leeds City Region spatial planning matters are also reported to the Leeds City Region Directors of Development Group and Leeds City Region Chief Executives' Group as required.

3.16 As the core function of the Planning Portfolios Board is to provide political oversight on strategic planning matters the Board is well-positioned to advise on strategic, cross-boundary issues within local development plans. The Planning Portfolios Board was established November 2013 and a number of development plans have been presented to the Board for discussion. These arrangements have been formalised and all Leeds City Region authorities now formally consult the Planning Portfolios Board at draft plan stage as a minimum.

3.17 In addition to Local Authorities Both the WYCA and the LEP have a role to play in the Duty to Cooperate:

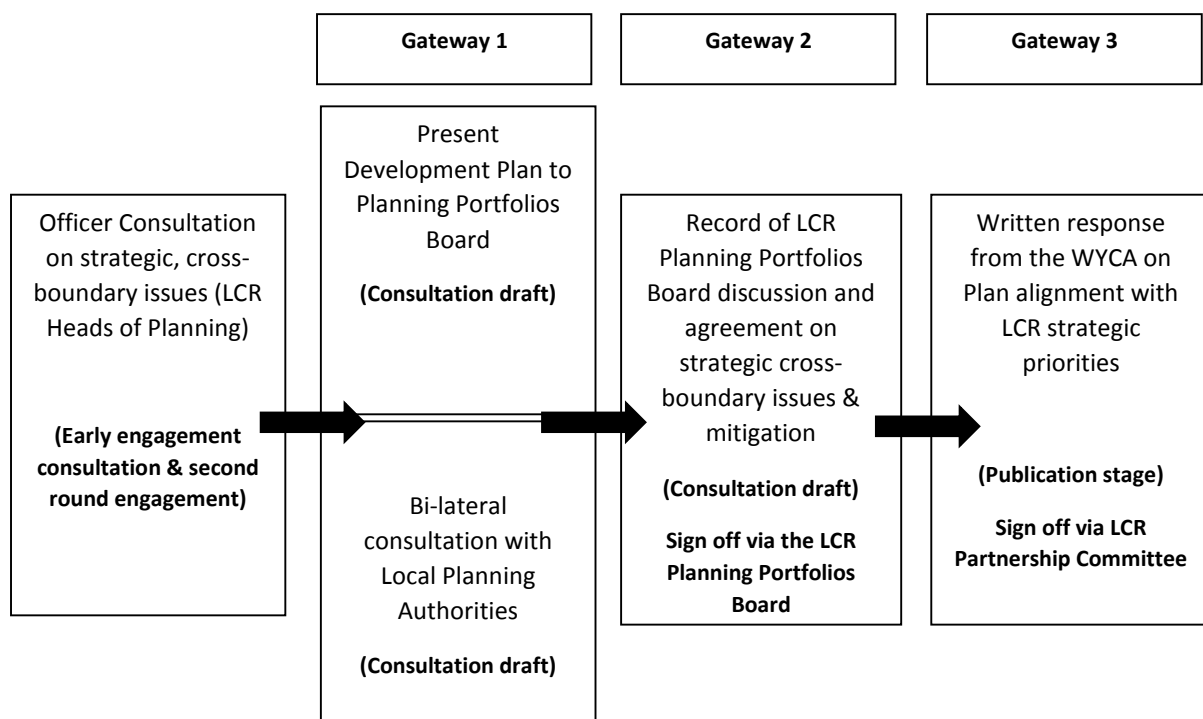
The WYCA:

- The WYCA prepares strategic plans, for example the SEP and the Single Transport Plan. The formulation and implementation of the WYCA's statutory Single Transport Plan represents cooperation at a high level on strategic schemes between the five West Yorkshire Districts and WYCA. This is a process that has evolved since 2008.
- As noted in paragraph 2.3 Combined Authorities are not specified as organisations to which the duty applies, but they fall within the definition of "*other bodies*" carrying out the activities relating to "*strategic matters*". The WYCA will continue to follow current guidance in the preparation of strategic plans and will apply the high level principles of this Statement. The WYCA will also liaise with neighbouring sub-regional bodies on cross boundary issues and issues of strategic importance.
- The WYCA will engage with all Leeds City Region authorities in plan preparation on both economic development and transport matters, where an authority does not fall within West Yorkshire this will be undertaken under the remit of the Leeds City Region Partnership Committee. Engagement will include both informal consultation at early engagement and consultation draft stages, a self-assessment form is available as a tool to support this process, see appendix D. At publication draft stage, following receipt of a self-assessment template and at the request of the LPA, a formal written response can be provided from WYCA on alignment with strategic priorities (both transport and economic development matters).

The LEP:

- The LEP prepares strategic plans, for example the Strategic Economic Plan (SEP), therefore as noted in paragraph 2.4 the LEP is not an incorporated body but there is no reason why its members would not endeavour to abide by the principles of the duty in preparing strategic plans. It has been agreed that the Leeds City Region LEP will continue to follow current guidance in the preparation of strategic plans and will apply the high level principles of this Statement. The LEP will also liaise with neighbouring sub-regional bodies including LEPs on cross boundary issues and issues of strategic importance.
- Local Planning Authorities and others are required to have regard to the activities of Local Enterprise Partnerships as they relate to the Local Plan and supporting activities, a tool has therefore been developed to support authorities in assessing Local Plan alignment with the SEP (see appendix D).
- As the LEP includes private sector representation the LEP will not engage in Local Plan preparation to maintain independence from the local planning process and to ensure there is no conflict of interest. (The WYCA will engage with all Leeds City Region authorities in plan preparation on both economic development and transport matters).

**Figure 2: Process Diagram – Democratic Oversight and Endorsement of DtC Outcomes**





- 3.18 The diagram above illustrates current process in place, they including both officer and member engagement and ensure that Leeds City Region level engagement is complementary to bi-lateral engagement.

**Application of the Duty to Cooperate in the Leeds City Region**  
**Leeds City Region: DtC Officer Group**

The Duty to Cooperate Officers Group was original convened in 2012 to enable an opportunity for planning issues to be raised at an early stage that may have cross boundary implications. Authorities are encouraged to liaise and share information in the meetings but also outside the formal meetings as well. These have continued to be a regular and ongoing series of meetings with agendas prepared and agreed in advance. The meetings are formally minuted and are timed to coincide with Leeds City Region Heads of Planning meetings and Leeds City Region Leaders Board and more recently Leeds City Region Planning Portfolio Board meetings, in order to enable matters to be escalated at the appropriate time if required.

The meetings provide an opportunity for joint authority working on specific evidence – through topics being raised at an early stage and the scope of the work to be undertaken. Through this process Leeds City Council for example, has been able to demonstrate compliance with the DtC legal requirement. As part of the Council’s evidence submitted for Core Strategy Examination, the City Council submitted a DtC background paper. This included a matrix schedule encapsulating comments received on the plan and the mitigation put in place. This provided a basis for comparison with the earlier DtC material presented at Pre-submission stage, documenting the influence on the DtC process through the changes subsequently presented.

## **4 Leeds City Region Strategic Cooperation**

- 4.1 There is a history of collaboration on spatial planning issues across the city region particularly since 2004 when work began on the Regional Spatial Strategy (RSS) for Yorkshire and Humber; the Yorkshire and Humber Plan was adopted in 2008. Following the revocation of the RSS

collaboration has continued between authorities on strategic planning in part to meet the requirements of the Duty to Cooperate, but more practically because collaboration is considered locally to be good practice and to result in better planning and planning outcomes. Leeds City Region level collaboration is undertaken for a number of reasons:

- 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 local authorities in the success of the most important places of growth, regeneration and change that will drive the city region's economy. Local policy development cannot be undertaken in isolation, authorities within the Leeds City Region are actively engaged in identifying and promoting / delivering strategic priorities.
- There is a clear value in using strategic spatial analysis to develop a policy framework that will support the process for the prioritisation and integration of investment in places across different funding streams and policy areas addressing the strategic aspects of what the Local Government Association has described as 'place based budgeting'. This will be particularly important in the context of significant reductions in funding over the next 3-5 years and as the City Region Enterprise Partnership and WYCA continue to more effectively join up its investment priorities across economic development, skills, innovation, transport and housing.
- Finally, planning policy at the district 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, transport, renewable energy, waste and minerals. Some of these areas of technical work will benefit from technical work based on a geography that is wider than the city region. The preparation of joint plans and evidence is an integral part of meeting the Duty to Cooperate.

#### The Leeds City Region Interim Strategy Statement

- 4.2 Following the revocation of the RSS the Leeds City Region authorities produced an Interim Strategy Statement. The purpose of the 2011 Statement was to provide an interim strategic context for both plan making and major development proposals. The Statement (2011) set out

that *'the authorities in the partnership continue to support the broad policy thrust of the former RSS and the principles of urban transformation contained in the Plan' [The Yorkshire and Humber Plan, 2008]*'. The Statement identifies a list of policies that authorities propose to adhere to from the approved RSS to ensure that the above principles were retained. The full Interim Strategy Statement is provided at Appendix A including the list of policies. The Statement was endorsed at the Leeds City Region Leaders Board meeting on Thursday 21<sup>st</sup> April 2011. This strategy is being kept under review.

#### The Leeds City Region Planning Charter and Consultation on Major Applications

4.3 In addition to collaboration on plan making the Leeds City Region is also working together on plan implementation. There are a number of processes in place relating to consultation on major planning applications:

- Leeds City Region Authorities will consult neighbouring authorities on major planning applications of cross-boundary significance, this includes consultation at pre-application stage where appropriate. This will be undertaken on an exceptions basis but consideration is being given to whether a threshold should be applied.
- The WYCA will provide consultation responses to planning applications relating to transport matters to West Yorkshire Authorities and to non-West Yorkshire authorities in the Leeds City Region where applications would have an impact on West Yorkshire.<sup>5</sup> Responses will provide comments and practical guidance (including recommendations relating to planning gain) to ensure that development proposals are aligned to and contribute to meeting the objectives of the Local Transport Plan / emerging Single Transport Plan and LPA transport policy.
- The WYCA will provide consultation responses on planning applications relating to economic development matters to all Leeds City Region authorities. Responses will

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<sup>5</sup> The WYCA has requested that LPAs consult on all major applications. In addition, WYCA has an interest in applications where development is:

- within 200 metres of the NGT alignment,
- adjacent to a bus or rail station;
- requiring the re-location of a bus stop or shelter;
- requiring the introduction of, or changes to, traffic signals;
- proposing the alteration or removal of existing bus priority infrastructure; or
- involving a new secondary school.

provide an assessment of alignment with the Strategic Economic Plan<sup>6</sup> WYCA / LEP investments or policy positions<sup>7</sup>. Responses will only be provided to Local Planning Authorities and on an exceptions basis such as at the request of a Local Planning Authority on applications of sub-regional or national significance.

- Consideration is being given to the WYCA becoming a statutory consultee on major planning applications.

4.4 A further example of collaborative work on implementation is the development of the Leeds City Region Planning Charter. This Charter sets out how the Local Planning Authorities and developers will work together to ensure that proposals for major new investments will be dealt with in an efficient and effective way throughout the city region. The Charter represents the first step towards creating a seamless service for investors wherever they choose to locate in the city region. The Charter was refreshed and re-launched in 2015. The current Charter is included at Appendix H.

#### Strategic Context and Agreed Priorities

4.5 The commitment of local planning authorities to work collaboratively with Combined Authorities and Local Enterprise Partnerships across their area is considered to be vital for the successful delivery of policies for strategic growth in Local Plans. An effective policy framework for strategic planning matters, including joint or aligned planning policies, is a fundamental requirement to support Local Planning Authorities in getting local plans in place and to support delivery. There is an existing policy framework in place in the Leeds City Region through the SEP; the economic plan of the LEP and WYCA, the vision and priorities of the SEP are summarised below.

4.6 The following is a summary of the Leeds City Region strategic policy framework.

#### The Leeds City Region Strategic Economic Plan (SEP)

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<sup>6</sup> E.g. Alignment with strategic priority locations: (Strategic Growth Centres, Strategic Housing Growth Areas, and Strategic Employment Sites) and priority sectors: (innovative manufacturing, financial and professional services, health and life sciences, low carbon and environmental industries, digital and creative industries and food and drink).

<sup>7</sup> Note: The Leeds City Region Enterprise Partnership will not provide consultation responses or letters of support on planning applications to maintain independence from the development management process and to ensure there are no conflicts of interest. As noted above, the WYCA will provide responses in relation to the SEP.

The Leeds City Region Strategic Economic Plan was influenced by emerging local development plan strategies and priorities. The Strategic Economic Plan updated the four LEP plan investment priorities (now referred to as the four strategic pillars):

1. Supporting growing businesses;
2. Developing a skilled and flexible workforce;
3. Building a resource smart city region;
4. Delivering the infrastructure for growth;

The Strategic Economic Plan also sets out complementary strategic targets to be achieved by 2021:

1. £5.2bn additional economic output beyond current projections
2. 62,000 extra jobs
3. £675m in benefits savings
4. Making the City Region a net contributor to the national economy

4.7 Priority 4 of the Leeds City Region Enterprise Partnership Plan and Strategic Economic Plan: Delivering the infrastructure for growth, provides the main context for collaborative work on spatial planning within the Leeds City Region. The long term ambition is: *“To build a 21st Century physical and digital infrastructure that enables us to reach our growth potential.”* The following key action areas are identified in the Plan:

- Ensure that **transport connectivity** provides the engine for growth by implementing our delivery plan from 2015-16. This includes:
  - **West Yorkshire plus Transport Fund** – 32 prioritised schemes delivered over 10 years to increase employment opportunities and economic growth, creating 20,000 jobs and increasing economic output by £2.4bn each year;
  - **DfT legacy schemes** – three ongoing major schemes: New Generation Transport, Leeds Inner Ring Road and Leeds Rail Growth Package for 2015-16 and beyond;
  - **Accelerated Growth programmes** – quickwin transport interventions targeted at strategic growth areas and network connectivity enhancements to generate additional GVA and jobs, and prepare the Leeds City Region to be HS2-ready;
- **Double house-building** particularly in strategic housing and employment growth areas, and deliver new affordable homes;

- **Bring forward development sites** that commercial investors will not currently finance through site decontamination, clearance and other upfront infrastructure works;
- **Deliver improvements to digital and green infrastructure** to accelerate further growth and investment.

4.8 There is however an ambition to further develop this policy framework. A Strategic Planning Review has been undertaken, the objectives of which were to:

- Support the 11 LCR authorities in developing and applying the Statement of Cooperation on local planning;
- Provide clarity on the role of CA / LEP on planning matters (important for transparency and for partners and the public to engage on strategic planning matters);
- Identify opportunities to strengthen joint-working arrangements and shared resources on planning matters including identifying potential cost savings and efficiencies;
- Identify whether there are gaps in our strategic planning approach in the LCR and recommend a way forward to address these gaps if required.

4.9 This review has made the following recommendations specifically relating to strategic planning policy:

- That a diagrammatic representation of Leeds City Region strategic spatial priorities to be prepared as a priority. This will illustrate the alignment between employment and housing growth opportunities and committed transport infrastructure investments to 2030.
- That at an appropriate time to reflect local plan cycles, a non-statutory joint investment framework / infrastructure plan be prepared that reflects emerging local plans across the city region. The framework should focus on growth opportunities, where to direct investment and safeguarding the environment.

## 5 Strategic Issues (thematic)

5.1 As recommended in the Interim Strategy Statement further work is being undertaken at a city region level to establish joint policy positions on spatial planning issues as a strategic context for emerging Local Plans. Both the strategies and plans being taken forward in the city region, as well as the research and analysis on a city-region-wide scale will provide a robust strategic framework upon which local planning authorities can draw in the preparation of local plans and can be used in demonstrating co-operation between neighbouring authorities. An overview of work (complete and proposed) on key areas of activity (transport, housing and

minerals and waste) is provided below, also included are a number of case study examples demonstrating collaborative working.

### Transport Infrastructure

- 5.2 The Leeds City Region has a strong history of collaboration on transport priorities; the following is a summary of the current partnership priorities and programmes. There are a number of strategic plans and programmes that set out transport's contribution to the economic well-being of the Leeds City Region, as well as impacts on the environment and people's quality of life. These plans and programmes include:
- Strategic Economic Plan (SEP);
  - Leeds City Region Transport Strategy;
  - Local Transport Plans (the statutory plans for transport in West Yorkshire, York, North Yorkshire and South Yorkshire);
  - West Yorkshire plus York Transport Fund.
- 5.3 The West Yorkshire Combined Authority is the Local Transport Authority (LTA) for West Yorkshire, City of York Council is the LTA for York, Barnsley falls within the South Yorkshire Transport Authority area and Selby, Craven and Harrogate within the North Yorkshire Transport Authority area. For West Yorkshire, the third Local Transport Plan (2011-26) was developed through extensive public and stakeholder engagement by the former Integrated Transport Authority, working with the five constituent District Councils. The 15 year Plan was adopted by all the partners in March 2011 and by the WYCA on 1 April 2014.
- 5.4 There have been significant developments since the West Yorkshire LTP 2011 – 2026 was adopted in 2011. The most significant of these are:
- The establishment of the WYCA on 1 April 2014;
  - West Yorkshire plus York Transport Fund 2014-24 – a £1.6bn programme of transport interventions;
  - The development of the Strategic Economic Plan 2015-21 as a bid to the Local Growth Fund. IP2 will need to be reviewed following the outcome of the Strategic Economic Plan bid in July 2014;
  - Development of High Speed 2 proposals and the need to ensure that benefits are spread across the wider city region area.

In view of these developments in West Yorkshire a Single Transport Plan (STP) is being developed that sets a clear strategy and context for future interventions. Under the Localism Act, 2011 the West Yorkshire Combined Authority has to comply with the Duty to Cooperate, the WYCA is applying the high level principles of this Statement and is using existing officer and member groups to address the Duty.

### Housing

- 5.5 Meeting housing needs is one of the most important functions of Local Plans. Failure to deal with it properly can have wide-ranging implications for the whole plan and can render the whole document unsound, this is a key issue for constituent Local Planning Authorities in the Leeds City Region who are seeking to progress their local plans to significantly boost housing supply to meet needs and support economic growth.
- 5.6 The NPPF requires that Councils should positively seek opportunities to meet the development needs of their area and that Local Plans should meet objectively assessed needs unless the adverse impacts of doing so would significantly and demonstrably outweigh the benefits. It states that every effort should be made objectively to identify and then meet housing needs, setting out a clear strategy for allocating sufficient land, taking account of the needs of the residential community. It is clear from national guidance that the Government places considerable importance on the need to encourage house-building to meet the national shortage<sup>8</sup>.
- 5.7 In this context the following work has been undertaken in Leeds City Region to provide a strategic context for LPAs and to provide shared, up-to-date evidence for local plan preparation:
- Three key pieces of work were commissioned in the latter part of 2013 to support the work of individual authorities on planning for housing specifically and to help in addressing the requirements of the Duty to Cooperate. The first addressed a common methodology for defining the objectively assessed need for housing and the second considered cross-boundary implications of housing markets and the third looked to establish a strategic position on housing growth. These pieces of work are complete but these documents will be kept under review to ensure the LCR shared evidence base remains up to date.

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<sup>8</sup> Extract from the Letter from the Planning Inspectorate to Kirklees Council, 26<sup>th</sup> April 2013.



- An updated Leeds City Region Housing and Regeneration Plan was completed in 2014 to inform the Leeds City Region Strategic Economic Plan submission and to update the housing and regeneration context and policy and investment priorities.
- Research was commissioned in 2013/14 to strengthen the Leeds City Region evidence base on housing affordability. The research sets out what affordability means in the city region in relation to a variety of income levels in different locations and provide an understanding of the strategic affordability needs and potential interventions required to meet these needs.
- A Housing Market Monitoring Report has been prepared (final report will be available summer 2015).

**Application of the Duty to Cooperate in the Leeds City Region**

**Kirklees, Wakefield & Calderdale Councils: Joint Strategic Flood Risk Assessment**

Wakefield's Core Strategy or Sites Allocation documents both needed to be informed by a robust assessment of flood risk, particularly as it this was needed to inform whether Wakefield was able to deliver strategic levels of growth or not. The major river catchment for Wakefield which could potentially prevent growth is the River Calder, and recognising the wider catchment of the river, work was commissioned alongside Kirklees and Calderdale Councils on a joint Strategic Flood Risk Assessment. The preparation of this closely involved the Environment Agency and the findings of the study were able to be agreed between all parties.

Wakefield Council used this data in their site selection process to avoid as far as possible development within the areas of highest probability of flooding. A positive outcome of this joint working was reflected in that consequently, little or no objections were raised to the Wakefield's Core Strategy or Sites Allocation documents on flood risk grounds.

Waste and Minerals

- 5.8 Advice and guidance produced by the Government seeks to move towards enhanced working between local authorities on areas of common interest to achieve sustainable development. The nature of minerals and waste developments mean that often there are implications beyond individual planning authorities' boundaries. Each of the unitary Local Authorities in the

region is a Minerals and Waste Planning Authority and is required to prepare minerals and waste plans, the high level principles of this Statement will be applied in preparing these plans.

5.9 As minerals and waste planning authorities, North Yorkshire County Council, the City of York Council and the North York Moors National Park Authority are producing a minerals and waste joint plan. The minerals and waste joint plan sets out planning policies for minerals and waste developments across all three areas which will guide decisions on planning applications up to 2030. It is estimated that the plan will be adopted October 2015.

5.10 In addition to minerals and waste plans:

- North Yorkshire County Council produced a position statement on waste in 2014, covering the Yorkshire and Humber area, this position statement is currently under review as there are significant cross-boundary issues associated with planning for waste in the Yorkshire and Humber region.
- The NPPF requires every mineral planning authority to carry out a Local Aggregate Assessment each year. A West Yorkshire Local Aggregates Assessment was prepared in 2014 and an update is currently being finalised in consultation with neighbouring Mineral Planning Authorities. A Local Aggregate Assessment for the North Yorkshire Sub-region was finalised in 2014. The LAA was prepared by North Yorkshire County Council, the City of York Council, the Yorkshire Dales National Park Authority, and the North York Moors National Park Authority.
- A Marine Aggregates Assessment was jointly commissioned by LCR authorities in 2013 to assess the potential to import marine sand and gravel from the North Sea into the region for distribution into all parts but especially the conurbation of west and south Yorkshire. The report was finalised in 2014 and forms part of the LCR shared evidence base. It includes a number of recommendations including safeguarding of rail sidings and wharves of relevance in plan preparation.

5.11 As referred to in paragraph 4.8 a Strategic Planning Review has been undertaken, two of the aims of this review were identify opportunities to strengthen joint-working arrangements and shared resources on planning matters including identifying potential cost savings and efficiencies and to identify whether there are gaps in our strategic planning approach in the LCR and recommend a way forward to address these gaps if required.

5.12 The following have been identified as further areas for joint working (including the preparation of joint policy positions and shared evidence):

- West Yorkshire authorities work towards a common methodology for accessibility assessments on transport, this would form an appendix to the Single Transport Plan.
- Leeds City Region authorities to use the Health Impact Checklist where it meets local need, with a longer-term ambition to develop a full Health Impact Assessment framework (HIA) that is fit for purpose (relating to development management).
- West Yorkshire authorities explore the potential opportunities and efficiencies of preparing Joint Waste and Minerals Plans.
- Leeds City Region authorities continue to prepare joint evidence on housing requirements and housing markets, and explore the opportunity to prepare joint strategic housing market assessments where appropriate.
- Leeds City Region authorities explore opportunities for enhanced joint working on flood risk and SUDs.
- Leeds City Region Authorities and the WYCA to consider further opportunities for preparing joint evidence to support local plans and potentially inform strategic policy positions, taking advantage of cost-efficiencies and aligning evidence. Planning policy areas that have been initially suggested include waste and minerals, fracking, retail and transport.

5.13 The following have been identified as further areas for resource-sharing:

- Explore the potential for West Yorkshire/ Leeds City Region wide procurement frameworks to support cost savings and efficiencies (e.g. framework relating to commissioning of local evidence, such as for retail, viability and housing market area assessments).
- West Yorkshire authorities to put in place and implement a partnership agreement relating to sharing of resources for planning applications and appeals on minerals and waste matters.
- Continue to explore formalised joint working arrangements relating to Building Control in the Leeds City Region, cross-boundary working has commenced and is in a trial period offering support and operational capability to ensure service resilience particularly during busy periods.

- Continue to jointly fund major cross boundary studies and evidence gathering, where appropriate.

These commitments will be taken forward by the LCR Planning Portfolios Board and Transport Portfolios Advisory Group as appropriate.

## **Appendix A: Interim Strategy Statement**

### **LEEDS CITY REGION INTERIM STRATEGY STATEMENT**

**21 April 2011**

#### **Background**

In July 2010 the government revoked the approved Regional Spatial Strategy for Yorkshire and the Humber. This decision has been contested through the courts with the result that currently, the RSS remains part of the Development Plan albeit with some uncertainty regarding the weight to be attached to it in decision making. In these circumstances there is considerable uncertainty surrounding the strategic policy framework for spatial planning in the Leeds City Region which addresses those matters that are 'bigger than local' and require collaboration between the Planning Authorities in the City Region.

The Government published the Localism Bill in December 2010 this includes a number of changes to the operation of planning legislation. As expected the Bill includes a 'duty to cooperate' on these strategic issues however this part of the Bill is likely to be subject to amendments and its operation will only become clear once the secondary legislation that gives effect to the duty is published. The Bill also deals with the revocation of regional strategies and associated with this in Clause 89 of the Bill is the revocation of orders that have saved policies from existing development plans (the revocation of saved policies may only apply to Structure Plan policy, a clarification is being sought on this). This will particularly affect those authorities who have yet to complete work on their Core Strategies. It is expected that this Bill will become an Act sometime later in 2011.

In the period before the Localism Bill becomes an Act there is a need for an interim strategy position to help manage the uncertainty on strategic policy and to make clear the continuing support for the policy principles in the RSS that support shared objectives across the City Region. Furthermore depending on the eventual content of the Act there may well be a longer period of time before the Local Planning Authorities can give effect to what ever procedures are put in place in the Act and to address the duty to cooperate and the potential gap created by the loss of previously saved policies

The City Region Partnership had been working on a city region strand for the wider Yorkshire and Humber Strategy that was being prepared by the Yorkshire and Humber Joint Board. This Yorkshire and Humber Joint Board was dissolved and its strategy work ceased following the general election. However the City Region decided that it is important to continue work across the city region on a strategy and investment plan that would bring greater coherence to policy and investment activities of the City Region Partnership and would support the development of the City Region Local Enterprise Partnership. The development of the interim strategy statement for spatial planning is seen as part of this wider strategy development activity.

#### **Proposed Interim Strategy Statement**

The 10 Local Planning Authorities in the City Region Partnership that are required to prepare LDF Core Strategies (NYCC the eleventh local authority is a planning authority in respect of minerals and

waste only) have all used the RSS as a starting point for their Core Strategies and support the urban transformation ambition that is at the core of the RSS. Where there are adopted Core Strategies (Harrogate and Wakefield) those documents have a strong policy relationship with the RSS. Authorities who have not yet reached that stage are reviewing the relevance of the RSS approach in their ongoing work on Core Strategies. All authorities recognise that the policies in the former RSS which articulate the urban transformation ambition, should provide the start point for an interim strategy statement. Along with policies that safeguard the environmental assets of the city region and the key spatial investment priorities that are set out in the already agreed city region strategies.

### **Policy approach in the strategy**

The authorities in the partnership continue to support the broad policy thrust of the former RSS and the principles of urban transformation contained in the Plan. To ensure these principles are retained the authorities propose to include the following policies from the approved RSS that address spatial principles in a City Region Interim Strategy Statement.

#### Spatial Principles

Policy YH1 Overall approach and key spatial priorities (as these apply to the Leeds City Region)

Policy YH2 Climate Change and Resource use

Policy YH3 Working Together (as this applies to the Leeds City Region)

Policy YH4 Regional Cities and sub-regional cities and towns

Policy YH5 Principal Towns

Policy YH6 Local service centres and rural (and coastal) areas (as these apply to the Leeds City Region)

Policy YH7 Location of Development

Policy YH8 Green Infrastructure

Policy YH9 Green Belt (as this applies to Leeds City Region)

#### Thematic Policies

To ensure that the city region's environmental assets are effectively safeguarded the following thematic policies from the RSS will be included in the City Region Interim Policy Statement.

ENV1 Development and Flood Risk

ENV2 Water Resources

ENV3 Water Quality

ENV6 Forestry, Trees and Woodland

ENV7 Agricultural Land

ENV8 Biodiversity

ENV9 Historic Environment

ENV10 Landscape

#### H4 Affordable housing

##### City Region thematic strategies

The strategy statement also captures the spatial implications of key strategic investment priorities in the city region, set out below. These priorities should be reflected in Core Strategies and other Development Plan Documents.

*Housing and Regeneration Strategy and Investment Plan* - This strategy and investment Plan has four Key Priorities for Investment:

- Accelerated strategic growth where investment will support the growth areas in Barnsley Wakefield and Calderdale
- Promoting eco living where investment will support the delivery of:
  - the four Urban Eco Settlements: Aire Valley Leeds, York Northwest, Bradford-Shipley Canal Road Corridor, and North Kirklees / South Dewsbury; and
  - the Leeds City Region Domestic Energy Efficiency Programme to eco-retrofit the existing housing stock across the city region.
- Delivering strategic urban renewal which will support the growth and regeneration ambitions in the Leeds-Bradford Corridor, Green Corridor and Kirklees A62 Corridor.
- Supporting rural economic renaissance in the Colne and Calder Valleys

*Leeds City Region Transport Strategy* - This strategy describes three broad spatial priorities for transport investment:

- Priority A transport links beyond the city region
- Priority B developing the roles of the sub regional cities and towns and priority areas for regeneration and housing growth
- Priority C strengthening the service roles of principal towns

*Leeds City Region Green Infrastructure Strategy* -The strategy:

- Identifies the value of green infrastructure assets and the case for investing in them
- Ensures green infrastructure complements other city region investment priorities
- Establishes the current priorities for green infrastructure investment
- Impels planning and housing policy work to support widespread improvements in green infrastructure

#### **Further Work to develop the Strategy**

Clearly, what is set out is an interim position and there will need to be further work in the context of the commitment to produce a broadly based but economic-led City Region Strategy and Investment Plan.

The RSS included policies on the quantum and distribution of development, which have not been addressed in the interim strategy statement. The local authorities within the city region partnership have all undertaken reviews of the evidence that underpins these policies as part of their plan-making activities. Those authorities that have undertaken reviews in the past 12-18 months have taken account of the local implications of the range of factors that have led to a dramatic slow down in rates of development. These local reviews have led to different conclusions regarding the

capacity of an area to deliver development. The partnership will work with individual authorities to help develop our collective understanding of the social and economic factors that are driving the need and demand for development, and the financial, economic and delivery factors that are restricting the ability to meet the need and demand for development. We will use our improved understanding of these factors in the development of a second iteration of the strategy statement that will examine quantum and distribution of development and is expected to form part of the wider economic led city region strategy.

All this work will contribute to a more rounded Strategy Statement

Leeds City Region Secretariat

Regional Policy Team

Leeds City Council

Civic Hall

Leeds

LS1 1UR



## Appendix B: Leeds City Region Development Plans' Status

(February 2016)

<b>Barnsley</b>	Core Strategy	Adopted Sept 2011
	Combined Local Plan	Additional consultation Autumn 2015, Publication Summer 2016
<b>Bradford</b>	Core Strategy	Publication Draft approved by Council Dec 2013
		Published for Representations Feb/March 2014
		Submission 2014, EIP March 2015, Main Mods Nov 15, Main Mods (2 <sup>nd</sup> Consultation) 20 <sup>th</sup> Jan
		CIL progressing to full Council.
	Site Allocations DPD	Process commencing in 2016.
<b>Calderdale</b>	Local Plan	Consultation on "Potential Sites and Other Aspects of the Local Plan" from Nov 2015 to end Feb 2016;
		Further ongoing engagement through 2016;
		Publication Draft for approval by end 2016;
		Submission and Examination early 2017;
		Adoption early 2018;
	CIL	CIL – PDCS consultation Nov-Dec 2015;
		CIL – DCS consultation mid 2016
		Submission later in 2016 – Adoption by end 2016 – date for bringing into effect not determined
<b>Craven</b>	Local Plan	Early engagement June / July 2013
		Consultation from 3 <sup>rd</sup> Nov on pre-publication draft
		Draft Local Plan 2016
<b>Harrogate</b>	Core Strategy	Adopted Feb 2009
	Sites & Policies DPD	Examination April 2014
	Local Plan	Summer 2015 consultation strategy for growth, consultation on sites early 2016, 3 year timetable (EIP 2016/17)
<b>Kirklees</b>	Local Plan	Early engagement and evidence gathering ongoing
		Early engagement period Dec 2014
		Draft Local Plan and CIL consultation November 2015 to 1 <sup>st</sup> Feb 2016 (extended), Publication expected Autumn 2016
	CIL	CIL consultation November 2015 to 1 <sup>st</sup> Feb 2016 (extended). Draft Charging Schedule expected Autumn 2016.
<b>Leeds</b>	Core Strategy	Examination Oct 2013 / May 2014
		Adopted Nov 2014
	Site Allocations	Exec Board July 2015, Consultation Autumn 2015
	CIL	Adopted Nov 2014, Implementation 6 <sup>th</sup> April 2015
	Natural Resources & Waste DPD	Minerals & Waste Plan adopted January 2013
<b>Selby</b>	Core Strategy	Adopted October 2013
		Legal challenge dismissed, case judge dismissed appeal, decision pending regarding seeking leave to Court of Appeal. Progressing to Supreme Court – Date TBC.
	PLAN Selby - Site Allocations and Policies Plan	Proceeding to Preferred Options consultation June 2016
	CIL	Adopted Jan 2016

<b>Wakefield</b>	Core Strategy & Dev. Policies	Adopted April 2009
	Central Wakefield Area Action Plan	Adopted 2009
	Waste	Adopted 2009
	Sites Specific Policies	Adopted Sept 2012
	Retail & Town Centre Local Plan	Early Engagement Consultation 2013; Draft Plan Consultation February 2015; Publication October 2015; Submission February 2016.
	Leisure, Recreation & Open Space Plan	Early Engagement Consultation 2013; Draft Plan Consultation February 2015; Publication October 2015; Submission February 2016.
	CIL	Draft charging schedule February 2015; Examination 6 October; Examiner's report November 2015; Adoption April 2016.
<b>York</b>	Local Plan	Publication draft consultation summer / autumn 2016
		Submission to the Secretary of State prior to Examination end of 2016 /early 2017
		Examination spring / summer 2017
		Adoption late 2017 / early 2018
<b>North Yorks</b>	Joint Minerals & Waste Plan NYCC NYNP & CYC	Preferred Options consultation completed January 2016. Publication draft expected Autumn 2016; Submission end 2016
	Marine Aggregates Study	Draft Nov 2013, Finalised May 14

## Appendix C: Duty to Cooperate Table Template

<b>Ref</b>	<b>Strategic Issue</b>	<b>Impact</b>	<b>Areas affected</b>	<b>Evidence</b>	<b>Resolution / Mitigation</b>	<b>Monitoring</b>	<b>Actions / Response</b>	<b>NPPF Para 156 link</b>
<i>Ref</i>	<i>Summary of the issue (the topics below all should be considered along with any other locally identified strategic priorities).</i>	<i>Description of why it is an issue for neighbouring authorities / stakeholders.</i>	<i>Details of the authorities / stakeholders affected by the issue.</i>	<i>Evidence to show there is an issue (including links to source documents)</i>	<i>Details of how the issue can be overcome or managed.</i>	<i>How the issue will be monitored including key indicators and trigger points</i>	<i>Agreed actions (including who lead &amp; timescale).</i>	<i>Relevant strategic priority in para 156</i>
	Housing							
	Employment							
	Retail leisure commercial							
	Physical Infrastructure: Transport							
	Physical Infrastructure: other							
	Minerals							
	Energy							
	Social Infrastructure							
	Climate Change							
	Natural Environment							
	Gypsies and Travellers							
	Waste							

## Appendix D: Strategic Economic Plan (SEP) Self-Assessment Template

### Self-Assessment – Local Plan Alignment with the Strategic Economic Plan and other relevant strategic documents

1. The SEP has 2 purposes:

- A growth plan – how best to use public and other funds, together with devolved powers, to promote growth, based on a strong and clear analysis of the local economy and the barriers/opportunities we face;
- An implementation and delivery plan – detailed proposals and information on projects/programmes, funding, management, monitoring and evaluation.

2. The 4 SEP strategic investment priorities are (see para 3.5 of the SEP, Part A, March 2014):

1. Supporting growing businesses
2. Developing a skilled and flexible workforce
3. Building a resource smart City Region
4. Delivering the infrastructure for growth

#### SEP ALIGNMENT (ALL LEEDS CITY REGION AUTHORITIES)

Strategic Priority	SEP Aspiration	SEP reference	Plan alignment with SEP	Local Plan reference	Comments / Further information
1. Supporting growing businesses	Enable private sector growth, based on innovation and exports	Section 3.6 P50			
	Attract inward investment into the Leeds City Region	Section 3.6 P10 & 50			
	Support and provide growth opportunities for priority sectors	Section 3.6 P26 & 50			

2. Developing a skilled and flexible workforce	Create more jobs and encourage job creation in better-paid occupations	Section 3.6 P27 & 66			
	Align skills and training investment to growth opportunities and sectors	Section 3.6 P27 & 66			
3. Building a resource smart City Region	Develop new energy infrastructure (including energy efficiency and energy generation)	Section 3.6 P27 & 79			
	Support delivery of low-carbon, decentralised energy generation including heat networks	Section 3.6 P10 & 79			
	Delivery of domestic retrofit, that supports Green Deal	Section 3.6 P10 & 80			
4. Delivering the infrastructure for growth	Accelerate housing growth	Section 3.6 P10 & 91			
	Increase provision of affordable homes	Section 3.6 P10 & 91			
	Upgrade digital infrastructure throughout <u>all</u> LCR (100% coverage)	Section 3.6 P91			
	Deliver a transformed transport system across the north	Section 3.6 P10			
	Capitalise on opportunities presented by HS2	Section 3.6			

		P18			
Spatial Priorities	Strategic Growth Centres	Section 3.4			
	Strategic Housing Growth Areas	Section 3.4			
	Strategic Employment Sites	Section 3.4			

SINGLE TRANSPORT PLAN ALIGNMENT (WY AUTHORITIES ONLY)

<b>STP Core Principle</b>	<b>STP Ambition</b>	<b>STP reference</b>	<b>Plan alignment with STP</b>	<b>Local Plan reference</b>	<b>Comments / Further information</b>
One system, high speed ready	Integration of all transport modes including high speed rail; easy access with quick, convenient connections				
Place shaping	Making towns and cities more attractive with a focus on road safety, air quality, image and health.				
Smart futures	Exploit technology to improve customer experience and assist effective management of the transport system.				
Inclusion	Provide a high level of access to public transport in urban areas with imaginative solutions in rural areas.				
Asset management	Manage the transport system to achieve maximum value for money and meets user needs.				

Smart futures	Exploit technology to improve customer experience and assist effective management of the transport system.			
Inclusion	Provide a high level of access to public transport in urban areas with imaginative solutions in rural areas.			
Asset management	Manage the transport system to achieve maximum value for money and meets user needs.			

## Appendix E: Leeds City Region Governance & Operational Groups

The Leeds City Region has worked in Partnership since 2004 when the Leaders of the eleven local authority partners decided that in addition to local economic policy and delivery based on administrative areas strategic economic policy and delivery would be best served by collaborating at the functional economic area level, The Leeds City Region Partnership is founded on collaboration, evidence based policy and implementation.

The establishment of the Leeds City Region Enterprise Partnership (LEP) has had the benefit of strengthening the partnership between the public and private sector. The LEP is an enabling partner with the aim of growing businesses within the City Region, and has provided opportunities by establishing a new relationship with government.

In addition to partnership working at the Leeds City Region Level, there is also a long history of joint working between the five West Yorkshire Authorities, this has now been formalised through the establishment of the West Yorkshire Combined Authority (WYCA). The establishment of the WYCA and the closer alignment of WYCA and LEP activities has seen an increased focus on delivery, focused around the shared economic plan (SEP) and the Growth Deal. The Leeds City Region authorities are all represented by the WYCA through the Leeds City Region Partnership Committee.

On strategic planning matters the following points are of relevance:

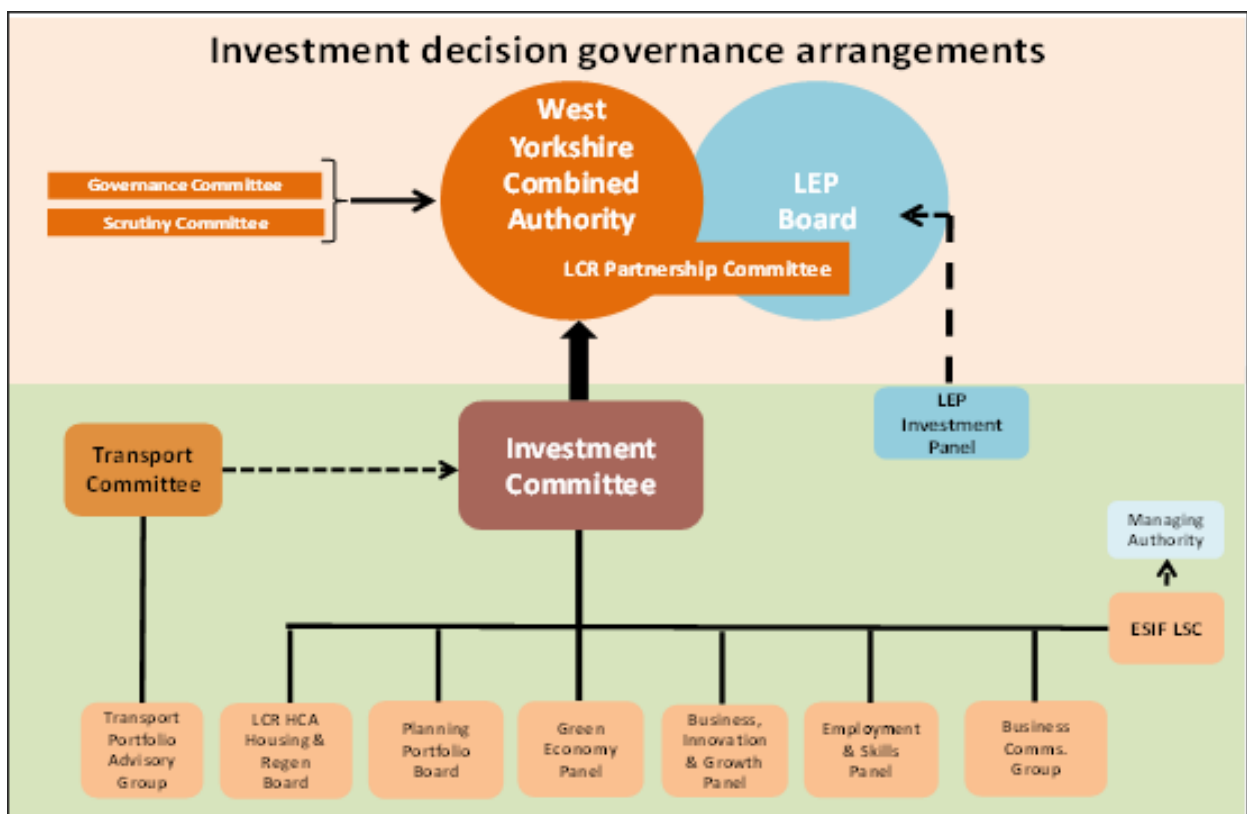
- The 10 local authorities in the Leeds City Region and North Yorkshire County Council are local planning authorities (LPAs). They are therefore empowered by law to exercise statutory planning functions. The WYCA is not an LPA and it is not considered that there is any need to change these current arrangements at this time. Any further consideration of this position will be taken forward in the course of post-election devolution discussions.
- WYCA is the accountable body for the LEP. The WYCA / Leeds City Region Partnership Committee / LEP Board, as appropriate, are the decision-making bodies with regard to non-statutory, joint policy / evidence on strategic planning matters.
- The Leeds City Region Planning Portfolios Board is the advisory group to WYCA and LEP with regard to strategic planning matters and the WY+York Transport Planning Advisory Group (TPAG) remains the transport planning advisory group to WYCA.
- It is not appropriate for the WYCA / LEP advisory groups to include private sector representation due to potential conflict of interest. Therefore, alternative arrangements should continue to be made to ensure private sector input into strategic planning activities at both the local and sub-



regional level. This includes representation on the Planning Reform Group and other private sector groups and organisations, as appropriate.

The following are key milestones for the Leeds City Region Partnership of authorities:

- Leeds City Region Concordat (2004)
- Establishment of the Leeds City Region Leaders Board (2007)
- Leeds City Region Multi Area Agreement with Government (2008)
- Leeds City Region Forerunner agreement with Government (2009)
- Establishment of the Leeds City Region Enterprise Partnership (2011)
- Leeds City Region LEP Plan (2011)
- Leeds City Region City Deal with Government (2012)
- Leeds City Region Enterprise Partnership Strategic Economic Plan (March 2014)



The diagram above provides an illustration of the Leeds City Region Governance Framework as it currently stands.

### The WYCA

The West Yorkshire Combined Authority, created on 1<sup>st</sup> April 2014, is a statutory body corporate for the geographical area which covers the constituent authority districts of Calderdale, Bradford,

Kirklees, Leeds and Wakefield. City of York and the LEP are also members of the Combined Authority as non-constituent members. At the first meeting of the Board on the 1<sup>st</sup> April 2014, York and the LEP were given significant voting rights. It is proposed that York becomes a constituent authority member of the Combined Authority, subject to the passage of a legislative reform order and local agreement.

The Combined Authority has been put in place by local agreement, and underpinned by local public and business support, in order to deliver the ambition of Councils and the LEP to oversee the long term delivery of public economic and transport investment, including the proposed Leeds City Region Economic Investment Fund set out in the City Deal, which includes the West Yorkshire Plus Transport Fund. Committees of the Combined Authority have been established for both transport and investment to oversee and advise on these two key functions with a view to further collaboration over the wider Leeds City Region area through the Partnership Committee.

#### The Leeds City Region Partnership Committee

The Leeds City Region Partnership Committee brings together the elected leaders of the 11 partner councils to take strategic decisions on behalf of the Leeds City Region. The Committee replaces the former Leeds City Region Leaders Board which was legally constituted as a Joint Committee since 2007 and governed by an annually agreed set of procedures and protocols, central to which is the principle of 'one member, one vote'. A key role of the Leaders Board has been to provide an overview and a level of continuity for strategic planning. The Partnership Committee will take on this role and will also set the direction of delivery on transport, housing, regeneration and the green economy in partnership with the WYCA and Leeds City Region Enterprise Partnership Board.

#### The LEP Board

The Leeds City Region LEP Board brings together the private and public sectors in a unique partnership to drive economic growth and competitiveness. The LEP is charged with directing its efforts to facilitating and creating the environment for economic growth. The LEP Plan expressly provides that the LEP and Leaders Board will work together to unlock the growth potential of the City Region economy by providing the cross-sector leadership required and developing a framework for delivery with partners. The LEP Plan provides that activity will be clearly aligned to achievement of the planned growth targets. It will also align with national priorities for sustainable economic growth and will build on local economic priorities. There is therefore a direct and substantive link between the activities of the LEP and strategic planning in the City Region.

The Leeds City Region Enterprise Partnership's recent Strategic Economic Plan submission to Government (March 2014) provides the most recent overarching strategic policy framework and investment priorities to drive and accelerate economic growth and competitiveness across the city region.

#### Business, Innovation and Growth Panel

The Business, Innovation and Growth (BIG) Panel will act as the designated body, on behalf of the Local Enterprise Partnership, (LEP) to devise objectives, in line with the LEP's economic strategy, to drive business growth in the Leeds City Region, focusing on international trade, inward investment, innovation, and supporting SME growth, to deliver against these objectives by commissioning and overseeing key projects and work programmes and to provide oversight with UKTI to the international trade and investment elements of the Leeds City Region Deal through its additional function as the Leeds City Region Joint Trade and Investment Board.

#### Employment and Skills Panel

The Employment and Skills Panel brings together policy-makers, delivery partners and employers in key business sectors. It works closely with the Leeds City Region Skills Partnership to achieve the LEP's aims. Research and analysis that has been commissioned by the Panel includes an analysis of the city region labour market (2013), a skills report and a skills plan (2013-15). The Employment and Skills Panel brings together employers in key sectors, skills providers, funding agencies, policymakers and local authority leaders. It works closely with the Leeds City Region Skills Network to better align skills provision to the needs of employers and to support delivery of the LEPs Skills Plan and priorities. The Panel has commissioned significant employer research to identify need in 2012, publishes an annual assessment of the city region labour market and has developed a Skills Plan (2013).

#### Leeds City Region HCA Board

The Leeds City Region Homes and Communities Agency (Leeds City Region HCA Board) is a joint board between the Leeds City Region Partnership and the Homes and Communities Agency. The Leeds City Region HCA Board oversees the delivery of strategic housing and regeneration policy and delivery of projects and programmes, as set out in the Housing and Regeneration Investment Plan and associated strategies. The Board is responsible for advising the Partnership on levels of housing and regeneration investment needed, and influences the distribution of HCA and other housing and regeneration investments across the City Region.

### Business Communications Group (BCG)

The BCG is responsible for communicating information about the LEP's work to the business community, and acts as an advisory group to the LEP Board about barriers to growth. The group includes representation from the Chamber of Commerce and the private sector.

### Green Economy Panel

The Leeds City Region Green Economy Panel sets direction and oversees delivery on the Smart Resources agenda, particularly in relation to low carbon and sustainable energy matters. The Panel's core objective is to achieve a substantial and continued decrease in carbon emissions, alongside an increase in GVA and employment. Panel members represent both the public and private sectors.

### The Planning Portfolios Board

The Planning Portfolios Board has Councillor representation from each LPA (and Senior Officer support), it was established specifically to provide political oversight on strategic planning matters and the Duty to Cooperate, advising the West Yorkshire Combined Authority, Leeds City Region Partnership Committee and Leeds City Region Enterprise Board on appropriate actions that could / should be taken in respect of these planning matters. The Board is tasked with providing political oversight for matters relating to the Partnership's role in supporting authorities in ensuring compliance with the legal requirements of the Duty to Cooperate.

### Transport Portfolio Advisory Group

The Transport Portfolio Advisory Group (TPAG) is made up of a senior Portfolio Members from each of the Transport Fund partner authorities (Bradford, Calderdale, Kirklees, Leeds, York and Wakefield) and the Chair of the Transport Committee.

The TPAG is responsible for advising on the development of the West Yorkshire Plus Transport Fund portfolio of projects and programmes, and ensuring their co-ordinated and prioritised investment. In particular the TPAG has responsibility for providing advice (to direct Officers and to inform the Combined Authority, Transport Committee and/or Investment Committee). The Group will also consider the requirements to carry out co-operation and co-ordination required in preparing District based LDFs. This will include advising on the requirements to consider land use development and transport investment on a cross boundary basis.

## **Appendix F: Terms of Reference: Planning Portfolios Board**

### **1.0 MEMBERSHIP**

- 1.1 The cabinet member who holds the responsibility for Strategic Planning and the Development Plan from each authority within the Partnership (or appropriate substitute).
- 1.2 The Head of Planning from each authority (or an appropriate substitute) may attend meetings in an advisory capacity.
- 1.3 The Chair and Deputy for the group shall be selected from amongst the membership. These roles shall rotate on a yearly basis

### **2.0 ROLE OF THE GROUP**

- 2.1 The proposed role of the Group is:

***To provide political oversight on strategic planning matters and the Duty to Cooperate, advising the WYCA, Leeds City Region Partnership Committee and Local Enterprise Board on appropriate actions that could / should be taken in respect of these matters.***

- 2.2 Strategic Planning is defined as any matter relating to sustainable development, infrastructure planning and land use planning that affects more than one local authority within the partnership. Some issues may also be reported to the Leeds City Region HCA Board as appropriate.
- 2.3 The group will in particular provide political oversight for matters relating to the Partnership's role in supporting authorities in ensuring compliance with the legal requirements of the *Duty to Cooperate* (S110 of the Localism Act).

### **3.0 FREQUENCY OF MEETINGS**

- 3.1 It is proposed that the group shall meet 4 times a year with meetings timed to enable matters to be taken to the Leaders Board and LEP Board in a timely fashion.

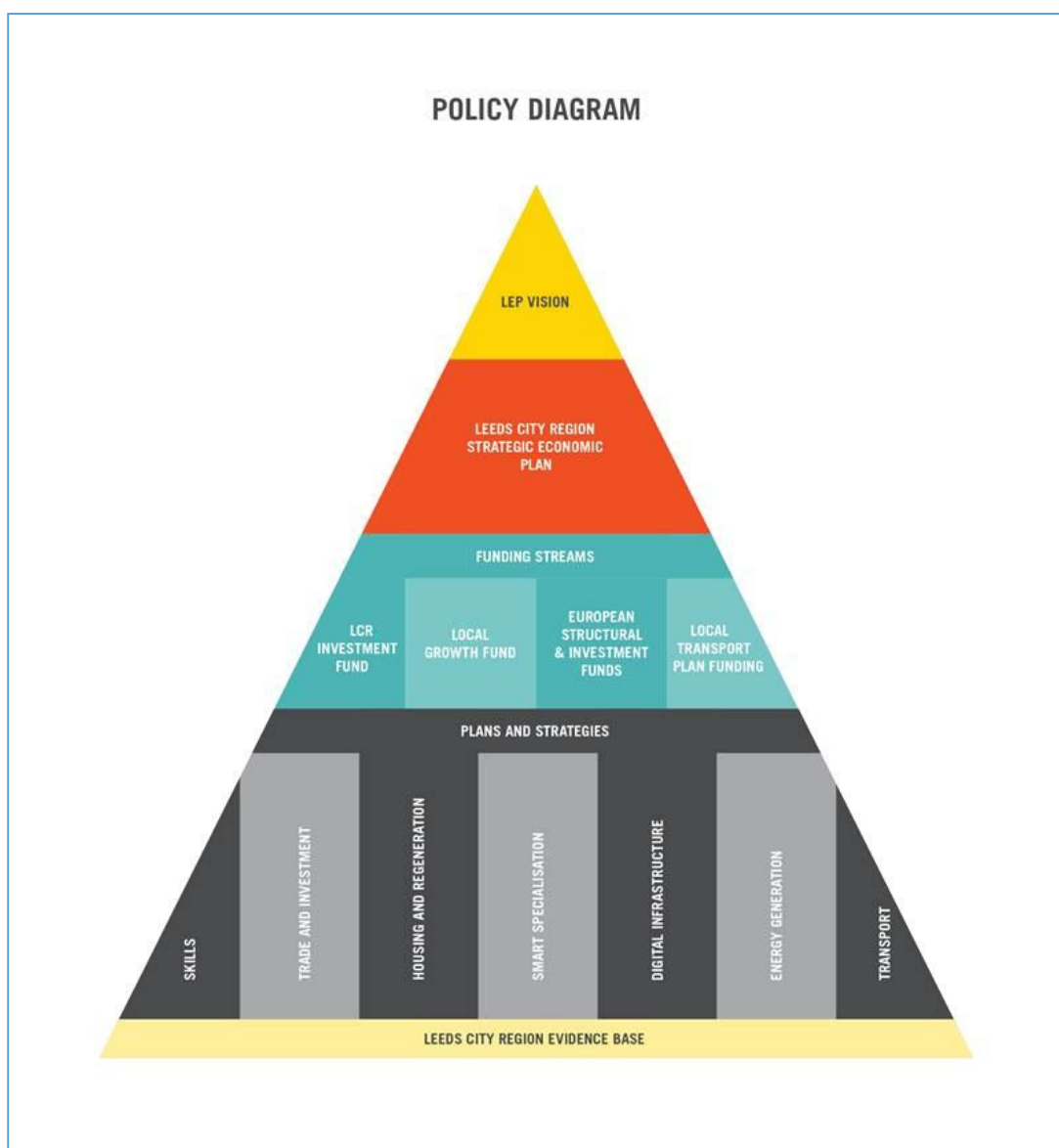
### **4.0 OFFICER SUPPORT**

- 4.1 The Leeds City Region Secretariat shall provide officer support with the lead for this support being the Head of Infrastructure and Investment.
- 4.2 The Leeds City Region Heads of Planning Group will provide the wider officer support undertaking tasks as requested by the Leeds City Region Planning Portfolios Group on strategic planning matters.
- 4.3 Agenda and papers will normally be circulated at least 7 days in advance of the meetings.

## Appendix G: Leeds City Region Evidence Base

### Introduction

Over the course of the 10 years of the Leeds City Region partnership, a robust and comprehensive evidence base has been produced. This has been continuously updated and refined, and has formed the basis for the suite of strategy documents (e.g. Housing and Regeneration Strategy and Investment Framework; Connectivity Strategy; Green Infrastructure Strategy; Skills Strategy etc.) and plans upon which Leeds City Region policy is based. These strategy and policy documents, summarised in the diagram below, have formed the basis of the interventions proposed in our Strategic Economic Plan.



- Additionally, as part of the Strategic Economic Plan process we have commissioned new work where we felt our evidence needed refreshing, or where there were gaps in our knowledge.
- The list below provides a synopsis of the key LEP policy, strategy and evidence documents and, where available, a link to an online version.

## Leeds City Region LEP Policy, Strategy and Evidence Documents

### Overarching strategy and policy documents

- [Strategic Economic Plan](#) - in which we set out our long-term vision and ambitions for the City Region economy. It also sets out what support we are asking for from the government to help us achieve this vision, in terms of both funding from the Local Growth Fund, and additional freedoms and flexibilities to give us the power to deliver on our ambition.
- [Leeds City Region European Structural and Investment Funds Strategy \(2014\)](#) - complements our SEP and describes local needs and opportunities, desired outcomes and the rationale for proposed projects and programmes for our ESIF strategy for 2014-20.
- **Leeds City Region Investment Plan (2013, not published)** - sets out the ways in which we envisage that public and private investment will play their part in achieving our vision as set out in the LEP Plan.
- [Leeds City Region City Deal \(2012\)](#) – our landmark deal with government giving the City Region and its partner local authorities greater control over spending and decision-making to ensure interventions are in line with what our economy needs.
- [Leeds City Region LEP Plan \(2011\)](#) - the LEP Board’s vision and strategy for growth across the City Region – was agreed in 2011 and sets the overall strategic parameters for our work.

### Thematic policies, strategies and evidence

- [Trade & Investment Plan \(2014, publication forthcoming\)](#) – details how the LEP intends to increase inward investment into and exports from Leeds City Region.
- [Housing & Regeneration Strategy \(2009, refreshed 2014\)](#) – a refresh of our 2009 Housing & Regeneration Strategy – sets the context for future investment decisions by recognising market conditions (where they relate to both challenges and opportunities) and strategy drivers.
- [Housing & Regeneration Investment Framework \(2010\)](#) – sets out the strategic investment priorities for major housing and regeneration schemes across the city region.
- [Leeds City Region Skills Plan \(2013\)](#) – sets out how the LEP intends to achieve its aim of creating a skilled and flexible workforce to support improved productivity and jobs growth.
- [Leeds City Region Labour Market Analysis \(2013\)](#) - presents the state of the City Region labour market within the context of its economy. It shows the key supply and demand side challenges, the strengths and weaknesses and prospects for growth.
- [West Yorkshire plus Transport Fund –a draft prospectus for change \(2013\)](#) - outlines our City Deal and provides a summary of the West Yorkshire plus Transport Fund schemes, explaining their job creation potential and contribution towards economic growth.
- [Digital Infrastructure Plan \(2012\)](#) – sets out how over the next 20 years the City Region intends to develop its digital infrastructure to maximise exploitation of digital communications technology and boost its economic competitiveness.
- [Advanced Manufacturing in Leeds City Region \(2012\)](#) - analysis of the advanced manufacturing sector in the City Region detailing the size and characteristics of the sector, and its prospects for growth.
- [Beyond Borders: Report on Leeds City Region Exports \(2012\)](#) – joint report with local Chambers of Commerce considering how to encourage more businesses to start exporting and support existing exporters in targeting new international markets. It includes the identification of potential new markets, and analysis of the barriers to exporting.

- [My Journey: West Yorkshire Local Transport Plan 2011-2026 \(2012\)](#) - outlines the West Yorkshire Local Transport Plan (LTP) for 2011 to 2026. The LTP is the statutory plan for transport in West Yorkshire and sets out the needs, ambitions and strategy over a relatively long period of time as well as detailed spending proposals in the first three years.
- [City of York Local Transport Plan 2011 – 2031 \(2011\)](#) - sets out the transport policies and measures that will contribute to the city's economic prosperity over the next 20 years, whilst meeting challenging national and local targets for reducing emissions.
- [Leeds City Region Mini-Stern Review \(2011\)](#) - reviews the cost and carbon effectiveness of a wide range of low carbon options. Explores the scope for their deployment, their associated investment needs, financial returns and carbon savings, and the implications for the economy and employment.
- [Leeds City Region Green Jobs report \(2011\)](#) - analysis of the green jobs sector in the City Region, including a summary of regional assets, renewable & low carbon energy capacity projections, existing green jobs, higher & further education sectors, growth opportunities and vulnerable sectors.
- [Leeds City Region Business Survey \(2011\)](#) – locally-commissioned survey of businesses across the City Region, providing analysis of business attitudes consistent with the National Business Survey.
- [Green Infrastructure Strategy \(2010\)](#) - analysis of the City Region's green infrastructure and natural assets, presenting a strategy focusing on how this green infrastructure can deliver our sustainable urban growth agenda.
- [Leeds City Region Transport Strategy \(2009\)](#) – identifies the main issues and priority challenges for transport in Leeds City Region, the wider policy and spatial outcomes that transport needs to support, and a framework for developing interventions.
- [Leeds City Region Key Sector Strategy \(2014, publication forthcoming\)](#) - identifies the key sectors which can play an important role in driving growth within the City Region, and the assets, leading businesses and opportunities within them.
- [Leeds City Region Smart Specialisation Strategy \(2014, publication forthcoming\)](#) - analysis of the City Region's innovation assets, strengths, weaknesses and opportunities, and sets out the City Region's strategy to drive greater levels of innovation and implement smart specialisation across the City Region.
- [Leeds City Region low carbon energy investment roadmap \(forthcoming\)](#) – analysis of the opportunities for low carbon energy generation in the City Region to define the LEP's investment priorities.
- [Leeds City Region Economic Assessment \(2014, publication forthcoming\)](#) – assessment of the economic situation across Leeds City Region, including analysis of trends over the past decade and comparison of economic performance against England and other areas.
- [West Yorkshire Local Aggregates Assessment \(2014\)](#) – Local Aggregate Assessment for West Yorkshire
- [North Yorkshire and York Local Aggregates Assessment \(2014\)](#) - Local Aggregate Assessment for the North Yorkshire Sub-region was also finalised and submitted to the (regional) Aggregates Working Party in May 2014.



**Appendix H: Leeds City Region Planning Charter for Major Investment Proposals (2015)**

# LEEDS CITY REGION PLANNING CHARTER FOR MAJOR INVESTMENT PROPOSALS

MARCH 2016



# THE CHARTER PLEDGE

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The Leeds City Region Enterprise Partnership (the LEP) has developed this charter which sets out how the local planning authorities and developers will work together to ensure that proposals for major new investments will be dealt with in an efficient and effective way throughout the Leeds City Region. The Charter represents the first step towards creating a seamless service for investors wherever they choose to locate in the City Region.

## Local authorities will:

- Work together to ensure and maintain a comprehensive and up to date Development Plan. This will:
  - Enable the delivery of the priorities in the Local Development Plan and the Strategic Economic Plan;
  - Provide certainty over development opportunities; and
  - Help inform investment decisions.
- The local authority will nominate a project co-ordinator to lead the process in conjunction with the developer. The local authority nominee will:
  - Agree with the developer a timetable and milestones for the application to deliver a decision in the shortest period of time practicable;
  - Set out requirements for consultation (internal and external) and work with the developer to ensure appropriate pre-application public consultation takes place;
  - Set out the local authority's aspirations for any legal agreement and land transactions;
  - Maintain a regular dialogue with the developer and ensure changes required by either the local authority or the developer are made promptly;
  - Work in partnership with customers and stakeholders to bring forward successful applications that deliver high quality sustainable development;
  - Work with customers to understand their business needs and development proposals to ensure that everyone involved understands scheme viability and deliverability; and
  - Undertake regular reviews, led by the local authorities, of the service we deliver in conjunction with customers giving all involved opportunity to shape future delivery.



**90% of major applications  
were approved in the  
Leeds City Region in 2014  
(English average 85%)**

# THE CHARTER PLEDGE

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## Developers will:

- Agree a project plan, including key stages and milestones, which take into account the need for discussion and review to take place, keeping the council informed of progress at all key stages;
- Undertake an urban design analysis to inform the evolution of the scheme and the subsequent development of the design and access statement;
- Engage in meaningful pre-application discussions, with adequate time allowed for the preparation of essential information and assessment proposals, including appropriate community consultation;
- Respond within the agreed timescales to requests for further information and/or revisions;
- Attend project meetings with relevant persons; and
- Submit a complete planning application with appropriate supporting information as agreed with the council, including a draft legal agreement where appropriate.

The LEP Board will receive regular reports on the performance of the agreement and will review it as required.

## For further information please contact the LEP:

**Colin Blackburn** (Head of Infrastructure and Investment)  
[colin.blackburn@westyorks-ca.gov.uk](mailto:colin.blackburn@westyorks-ca.gov.uk)

**Justin Wilson** (Spatial Planning Lead)  
[justin.wilson@westyorks-ca.gov.uk](mailto:justin.wilson@westyorks-ca.gov.uk)

0113 348 1819

# DEFINITIONS AND CONTACTS

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## What is a major investment proposal?

1. They are of major strategic significance in terms of one or more of the following; job growth, investment value and regeneration. Clearly the scale of this will be different in different parts of the City Region, for instance the scale of proposal that is strategically significant in Bradford or Harrogate would be different. Each authority will set out which applications will be subject to the charter; or
2. They are proposals that are eligible for large scale, time limited, public funds.

### Leeds City Region local authorities and lead officers for implementing the charter:

- Barnsley Joe Jenkinson, Head of Planning and Building Control  
E: [joejenkinson@barnsley.gov.uk](mailto:joejenkinson@barnsley.gov.uk) / T: 01226 774731
- Bradford John Eyles, Major Developments Manager  
E: [john.eyles@bradford.gov.uk](mailto:john.eyles@bradford.gov.uk) / T: 01274 432484
- Calderdale Richard Seaman, Development Manager  
E: [richard.seaman@calderdale.gov.uk](mailto:richard.seaman@calderdale.gov.uk) / T: 01422 392241
- Craven Ian Swain, Development Control Manager  
E: [iswain@cravenc.gov.uk](mailto:iswain@cravenc.gov.uk) / T: 01756 706465
- Harrogate Gary Bell, Chief Planner  
E: [Gary.Bell@harrogate.gov.uk](mailto:Gary.Bell@harrogate.gov.uk) / T: 01423 556542
- Kirklees Simon Taylor, Head of Development Management  
E: [Simon.Taylor@kirklees.gov.uk](mailto:Simon.Taylor@kirklees.gov.uk) / T: 01484 225006
- Leeds Martin Sellens, Head of Planning Services  
E: [martin.sellens@leeds.gov.uk](mailto:martin.sellens@leeds.gov.uk) / T: 0113 2478172
- Selby Richard Sunter, Lead Officer (Planning)  
E: [risunter@selby.gov.uk](mailto:risunter@selby.gov.uk) / T: 01757 705101
- Wakefield Judy Jones, Development Manager  
E: [jjones@wakefield.gov.uk](mailto:jjones@wakefield.gov.uk) / T: 01924 306621
- York Jonathan Carr, Head of Development Services and Regeneration  
E: [jonathan.carr@york.gov.uk](mailto:jonathan.carr@york.gov.uk) / T: 01904 551303 or 01904 551553

## **Appendix I: South Pennine Memorandum of Understanding on Renewable Technologies**

### **PURPOSE**

This Memorandum of Understanding establishes a framework for cooperation between South Pennine local authorities with respect to strategic planning and development issues relating to renewable energy, in particular wind energy. It is framed within the context of the Section 110 of the Localism Act 2011 and the duty to cooperate in relation to the planning of sustainable development. It sets out the way in which the authorities have, and will continue to, consult one another and work together on matters which affect the South Pennine area.

In line with the National Planning Policy Framework, particularly paragraphs 97 and 98, Planning Authorities will seek to take a positive approach to renewable energy development both in development planning and management. This will include taking opportunities to maximise strategic cross-border benefits as well as ensuring that any potential negative impacts are minimised or avoided.

### **PARTIES TO THE MEMORANDUM**

The Memorandum is agreed by the following Local Authorities:

*Insert names*

### **OBJECTIVES**

The Memorandum has the following broad objectives:

- To help secure a process and framework enabling a consistent strategic approach particularly to Wind Energy and also to other Renewable Energy issues as appropriate; including development management, strategic planning and monitoring between neighbouring local authorities
- To enable a sharing of information and views and, where appropriate, to facilitate joint working on strategic issues which affect more than one local authority area
- To facilitate joint research and procurement between neighbouring authorities
- To facilitate strategic cooperation and partnership on issues of shared interest with statutory consultees such as the Environment Agency, Natural England and English Heritage and other key consultees including planning, delivering, managing and mitigating renewable energy and its impacts

### **TOPIC ISSUES**

The principal topics where cooperation are considered to be valuable are:

- Effective and timely consultation on planning applications, EIA Screening Opinions and Environmental Scoping Reports of cross-border significance in the South Pennines and related areas
- Development of mutually consistent databases on planning applications to enable “cumulative impact” issues to be addressed particularly on wind energy but also other technologies
- Consistent application of landscape character assessments such as the “Julie Martin Study” (or successor documents); the Peak District National Park Landscape Strategy and Action Plan and,

as appropriate, other evidence base documents or cross-border landscape studies, when assessing planning proposals

- Joint procurement of evidence base documents and professional expertise where this would bring economies of scale and be mutually beneficial
- An approach to Planning Policy development and Development Management that takes into account as appropriate cross border effects on:
  - Landscape and visual impact
  - Cumulative impact
  - Historic landscape character
  - Ecology including flora, fauna and peat
  - Water supply, hydrogeology and flood risk
  - Recreational assets, bridleways and footpaths
  - Green infrastructure
  - Noise
  - Cultural and built heritage
  - Shadow Flicker
  - Socio-economic benefits
  - Access and grid connections
  - Telecommunications and radar
- Cooperation on planning issues relating to the implementation of renewable networks such as District Heating schemes; energy from waste or biomass particularly where these are identified in studies such as the Greater Manchester, Yorkshire and Humber, Lancashire and East Midlands Renewable and Low Energy Studies and have clear cross-border affects
- Joint working as appropriate on policy development and implementation relating to low carbon development including Allowable Solutions and Zero Carbon development
- Consultation on Local Plan policies and SPD's on renewable energy beyond immediate neighbours where proposals are innovative or of wider interest
- Support as appropriate at Planning Inquiries
- Information sharing on current "good practice" at local and sub-regional level

#### **MECHANISMS FOR COOPERATION**

- Regular meetings will be held (at least 3 times per year) with special meetings if necessary, such as when triggered by an application of major cross-border significance or other specific issues of common interest
- Renewable energy databases will be regularly updated and circulated in particular to inform Local Authority Monitoring Reports
- Consultations on wind energy planning applications, Screening Opinions and Environmental Scoping opinions with neighbouring planning authorities will occur in the following circumstances:
  - Affected neighbouring authorities where the Zone of Visual Influence shows an impact on land outside the host authority area
  - Where there are significant impacts on Recreational Trails of sub-regional or greater significance

- Consultations on non-wind renewable energy applications and Environmental Scoping Opinions will be considered on a case by case basis
- Liaison on development of Planning Policy documents and SPD's
- Sharing of development management policies and validation requirements to facilitate a standardised approach to planning applications across the South Pennines

## **LIMITATIONS**

The Local Authorities recognise that there will not always be full agreement with respect to all of the issues on which they have agreed to cooperate. For the avoidance of doubt, this Memorandum shall not fetter the discretion of any of the local authorities in the determination of any planning application, participation in evidence base studies or in the exercise of any of its statutory powers and duties.

Signed:

Organisation:

Position:

Date:

## **Annex One – Background Context**

### **BACKGROUND**

The South Pennine landscape straddles the borders of Greater Manchester, Derbyshire, Lancashire and North, West and South Yorkshire. Upland areas are particularly attractive for wind energy developments, ranging from very large wind farms to small individual turbines. While parts of the area such as the Peak District National Park, Forest of Bowland Area of Outstanding Natural Beauty and the South Pennine Special Protection Area/Special Area of Conservation are subject to national landscape or conservation designations substantial areas are not. Issues of cumulative visual impact from wind energy proposals are the major cross-border issue and were clearly identified in the "Landscape Capacity Study for Wind Energy Developments in the South Pennines" (2010) commissioned jointly from Julie Martin Associates by a number of authorities. There is a history of cross-border consultation on renewable energy dating back to the early 1990's through the Standing Conference of South Pennine Authorities (SCOSPA).

While wind power is the dominant cross-border energy issue other forms of renewable energy that are being developed in the area include solar power, biomass and small scale hydro. These can have localised cross-border impacts. Opportunities for development were identified in the jointly commissioned "Renewable and Low Carbon Energy Study" (Maslen 2010). Other separate studies exist for the East Midlands (LUC, CSE and SQW 2011) Greater Manchester (Aecom 2009), Lancashire (SQW/Maslen 2011/12) and Yorkshire and Humber Low Carbon and Renewable Energy Capacity Study (Aecom 2011).