

# **CALDERDALE LOCAL PLAN**

## **DUTY TO COOPERATE STATEMENT**

### **INCORPORATING**

### **STATEMENTS OF COMMON GROUND**

**Calderdale Metropolitan Borough Council**

**January 2019**



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## **1. Background**

- 1.0 The duty to cooperate was created in the Localism Act 2011 (Section 110), and amends the Planning and Compulsory Purchase Act 2004. It places a legal duty on local planning authorities, county councils in England and public bodies to engage constructively, actively and on an ongoing basis to maximise the effectiveness of Local and Marine Plan preparation in the context of strategic cross boundary matters. The intention of the legislation is that the duty is carried out before councils make formal decisions on plans, with those decisions taking account of the outcome of the co-operation process. Whilst the duty to cooperate is not a duty to agree local planning authorities are to make every effort to secure the necessary cooperation on strategic cross boundary matters before they submit their Local Plans for examination.
- 1.1 The former National Planning Policy Framework published in 2012, explained what the duty meant with further details provided in the accompanying National Planning Practice Guidance. This guided the approach to the duty to cooperate for the majority of the Local Plan's preparation (up to completion of the Publication version of the Local Plan). On 24<sup>th</sup> July 2018, the Government published a revised version of the National Planning Policy Framework (NPPF) which updated the explanation of the duty to cooperate and introduced the requirement for statements of common ground to document any cross boundary matters being addressed and progress on these. The approach to be followed is set out in subsequent updates to the Planning Practice Guidance (September 2018). This Duty to Cooperate Statement therefore presents a record of the joint working undertaken during the preparation of the Local Plan along with a number of Statements of Common Ground.
- 1.2 The National Planning Practice Guidance lists the other public bodies, in addition to local planning authorities, subject to the duty to cooperate by being prescribed in the Town and Country Planning (Local Planning) (England) Regulations 2012 as amended by the National Treatment Agency (Abolition) and the Health and Social Care Act 2012 (Consequential, Transitional and Saving Provisions) Order 2013. These bodies are:
- the Environment Agency
  - the Historic Buildings and Monuments Commission for England (known as Historic England)
  - Natural England
  - the Mayor of London
  - the Civil Aviation Authority
  - the Homes and Communities Agency
  - each clinical commissioning group established under section 14D of the National Health Service Act 2006
  - the National Health Service Commissioning Board
  - the Office of Rail Regulation
  - Transport for London
  - each Integrated Transport Authority
  - each highway authority within the meaning of section 1 of the Highways Act 1980 (including the Secretary of State, where the Secretary of State is the highways authority)
  - the Marine Management Organisation

- 1.3 These organisations are required to cooperate with local planning authorities, county councils that are not local planning authorities and the other prescribed bodies. These bodies play a key role in delivering local aspirations, and cooperation between them and local planning authorities is vital to make Local Plans as effective as possible on strategic cross boundary matters. The bodies should be proportionate in how they do this and tailor the degree of cooperation according to where they can maximise the effectiveness of plans.
- 1.4 The National Planning Practice Guidance is clear that cooperation should take place throughout Local Plan preparation, it is important not to confine cooperation to any one point in the process. Local planning authorities and other public bodies need to work together from the outset at the plan scoping and evidence gathering stages before options for the planning strategy are identified. Cooperation should continue until plans are submitted for examination and beyond, into delivery and review.
- 1.5 Failure to demonstrate compliance with the duty to cooperate at the Local Plan examination cannot be corrected after the Local Plan has been submitted for examination. The most likely outcome of a failure to demonstrate compliance will be that the local planning authority will withdraw the Local Plan.
- 1.6 This Duty to Cooperate Statement is current as of January 2019, and will continue to evolve to reflect any new areas of joint working and the progress being made on existing areas of joint working. The current position in relation to the preparation of Local Plans in neighbouring districts is set out in Appendix 1.

## **2. The Approach to Cooperation**

- 2.1 Discussions with relevant local planning authorities have taken place throughout the preparation of the Local Plan with many of these arrangements in place during preparation of the Local Development Framework prior to the Council's decision to pursue the single Local Plan approach in 2015. These discussions have taken the form of formal meetings of official local authority groupings and meetings with individual local authorities and other public bodies. In some cases it was agreed that there was no need for joint working but it would be prudent to keep this under review, in other cases clear advantages were identified in preparing evidence jointly whilst in a limited number of cases cross boundary working on specific issues proved the most appropriate means of preparing and implementing respective Local Plans.

### **Cooperation within the Leeds City Region**

- 2.2 The formal groupings fall under the Leeds City Region Local Enterprise Partnership and include:
- Strategic Planning (Duty to Cooperate) Group which is an officer level group addressing detailed aspects of strategic planning across the City Region.
  - Heads of Planning Group which is a senior officer level group that oversees and approves the work of the Strategic Planning Group.
  - Place Panel which is a group of cabinet spokespeople or portfolio holders with responsibility for planning. The Group approves the work and outcomes of the Strategic Planning Group and if necessary forwards these to the other senior and chief officer groups for approval such as the Chief Executives Board and the Leaders Board.

- 2.3 The Leeds City Region Local Enterprise Partnership is made up of eleven planning authorities with responsibility for strategic planning matters. These are shown on Map 1 and include:
- Barnsley Metropolitan Borough Council
  - City of Bradford Metropolitan Borough Council
  - Calderdale Borough Council
  - Craven District Council
  - Harrogate District Council
  - Kirklees Council
  - Leeds City Council
  - North Yorkshire County Council
  - Selby District Council
  - Wakefield City Council
  - City of York Council
- 2.4 The five West Yorkshire authorities together with York, the business sector (through the Leeds City Region Local Enterprise Partnership) and the former Transport Executive (Metro) form the West Yorkshire Combined Authority. Its aim is to deliver an outstanding economy with better connectivity and amongst other work it is responsible for the preparation of the West Yorkshire Transport Strategy and helping to deliver the LCR Strategic Economic Plan.
- 2.5 Numerous meetings and other exchanges have taken place with the authorities in the Leeds City Region. These range from formal meetings held at regular intervals such as those of the Strategic Planning (Duty to Cooperate) Group, Heads of Planning Group and Place Panel. This is exemplified in Table 1 where the dates of the Strategic Planning (Duty to Cooperate) Group are shown (from 2014 onwards).

**Table 1: Meetings of Strategic Planning (Duty to Cooperate) Group**

<b>2018</b>	<b>2017</b>	<b>2016</b>	<b>2015</b>	<b>2014</b>
30/1/18	30/1/17	26/1/16	27/1/15	22/1/14
27/3/18	4/4/17	29/3/16	31/3/16	19/3/14
29/5/18	30/6/17	31/5/16	26/5/16	21/5/14
31/7/18	26/9/17	26/7/16	28/7/15	23/7/14
27/9/18	21/11/17	4/10/16	29/9/15	23/9/14
27/11/18		29/11/16	24/11/15	25/11/14

- 2.6 Meetings have also been held with individual local authorities within the Leeds City Region (LCR) as deemed necessary in order to inform one another of plan progress and identify any planning issues requiring cross border cooperation. These specifically include the neighbouring local authorities of Bradford and Kirklees as shown in Table 2. This list is not necessarily exhaustive and other meetings have taken place which are not referenced here.

**Table 2: Summaries of Meetings with Local Authorities within the LCR**

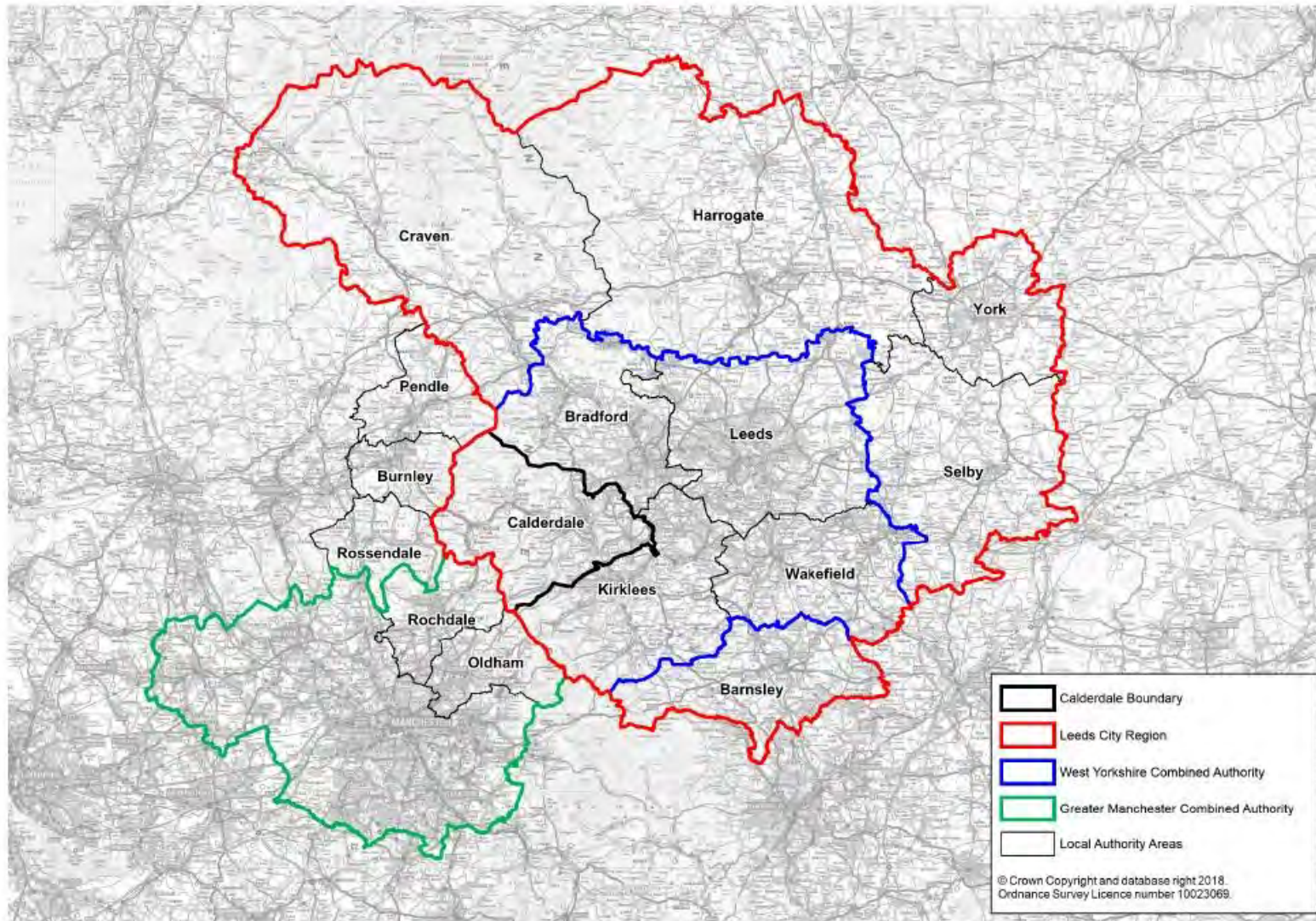
Local Authority	Meeting Date	Summary of Issues Discussed	Outcome
Bradford	22/1/18	<ul style="list-style-type: none"> <li>- Housing requirement figures/methodologies and site allocations</li> <li>- Related infrastructure issues</li> <li>- Gypsy and Traveller provision</li> <li>- Employment provision including sites</li> <li>- Wind energy development</li> <li>- Green Belt Methodology for assessing importance of Green Belt</li> </ul>	Both authorities to continue monitoring issues discussed to determine if any joint working required.
	3/10/17	<ul style="list-style-type: none"> <li>- Calderdale's LCR Template DTC Table</li> <li>- Green Belt</li> <li>- Potential Allocations at Shelf</li> <li>- Traffic and Transportation including commuting issues</li> <li>- Education</li> <li>- Landscape/Environment including SPA/SAC</li> <li>- Renewable Energy</li> <li>- Minerals and Waste</li> <li>- Air Quality</li> </ul>	Both authorities to continue monitoring issues discussed to determine if any joint working required.
Kirklees	12/10/18	Cross boundary transportation issues	Calderdale to commission consultants to prepare technical note disaggregating Calderdale and Kirklees traffic growth impacts at agreed locations (see WSP Technical Note 11).
	23/7/18	Junction 25 Spatial Priority Area	Discussions ongoing
	2/7/18	Junction 25 Spatial Priority Area	Discussions ongoing
	7/6/18	Junction 25 Spatial Priority Area	Discussions ongoing
	11/12/17	SE Calderdale /N Huddersfield Delivery Plan Scoping Report/Cross boundary working	Discussions ongoing
	30/10/17	Cross boundary planning issues	Discussions ongoing
	21/9/16	<ul style="list-style-type: none"> <li>- Cooper Bridge land allocation</li> <li>- A statement of common ground</li> <li>- Transportation and WYTF Updates</li> <li>- Economic/Enterprise Zone Updates</li> </ul>	Both authorities to continue monitoring issues discussed and pursue statement of common ground.
	22/5/15	<ul style="list-style-type: none"> <li>- Cross boundary implications of allocations</li> <li>- Transport assessments and modelling</li> <li>- SFRA update</li> <li>- Wind energy developments</li> </ul>	Both authorities to continue monitoring issues discussed to determine if any joint working required.
	27/3/15	- Kirklees SHMA	Outputs and Housing Market noted
	17/3/15	<ul style="list-style-type: none"> <li>- Housing requirements</li> <li>- Minerals</li> <li>- SPA/SAC/SSSI</li> </ul>	Both authorities to continue monitoring issues discussed to determine if any joint working required.
	25/9/14	Joint Calderdale/Kirklees/Wakefield SFRA	Progression of SFRA
	13/1/14	Joint Calderdale/Kirklees/Wakefield SFRA	Progression of SFRA

### **Cooperation with authorities outside the Leeds City Region**

- 2.7 To the west of Calderdale lie the Greater Manchester Combined Authority and Lancashire County Council and their constituent local authorities of Oldham and Rochdale and Burnley,

Rossendale and Pendle respectively. These are shown on Map1. Various communications have taken place with these authorities as summarised in Table 3.

**Map 1: Area Covered by Duty to Cooperate Statement**





**Table 3: Communications with Authorities outside the Leeds City Region**

<b>Local Authority</b>	<b>Meeting Date</b>	<b>Summary of Issues Discussed</b>	<b>Outcome</b>
<b>Greater Manchester Combined Authority</b>	30/1/19 (upcoming event)	- Statement of Common Ground Event by Greater Manchester Combined Authority and including: <ul style="list-style-type: none"> <li>• Update on GMSF</li> <li>• Transport</li> <li>• Environment</li> <li>• Site Selection</li> </ul>	Completion of SOCG by GMCA
	13/7/18 (email)	- Housing Provision	Request from GMCA to determine if Calderdale could accommodate any of its housing need. Response by Calderdale declining this request.
	Early 2017 (telephone conference)	- Early stages of Spatial Strategy (with both Calderdale and Kirklees) - Evidence Base	Both authorities to continue monitoring issues discussed to determine if any joint working required and exchange any relevant evidence.
<b>Oldham</b>	19/7/18	- M62 development sites (Northern Gateway) and potential impact on air quality - Upgrade to Calder Valley Line - Flood prevention (tree planting in uplands) - Green Infrastructure - Renewable Energy - Biodiversity and SPA/SAC - Landscape character	Both authorities to continue monitoring issues discussed to determine if any joint working required and exchange any relevant evidence.
<b>Rochdale – hosting of meeting of Greater Manchester Authorities</b>	1/2/18	- Approach and implications for neighbouring authorities - Landscape - Green Belt - Green Infrastructure - M62/Railway/Canal - Kingsway Development	Cross boundary implications with Calderdale minimal but authorities to continue monitoring relevant matters to determine if any joint working required.
<b>Lancashire County Council</b>	-	Previously the opening of the Todmorden Curve but now completed	Cross boundary implications minimal but Calderdale to continue monitoring to determine if any areas of common interest.
<b>Burnley</b>	-	Joint Burnley and Pendle SHMA Presentation and Workshop	Outputs noted/no implications for Calderdale as not part of same housing market
<b>Pendle</b>	-	Joint Burnley and Pendle SHMA Presentation and Workshop	Outputs noted/no implications for Calderdale as not part of same housing market
<b>Rossendale</b>	6/7/18	- Housing and Employment - Minerals and Waste - Education provision - Health provision - HRA and SPA/SAC - Gypsies and Travellers	Both authorities acknowledge lack of cross boundary relationships but exploring education capacities in area adjacent administrative boundary. Any HRA/SPA issues to be addressed through south Pennines Renewables Group.

## Cooperation with other Bodies

- 2.8 Various communications including meetings have been held with other organisations as summarised in Table 4. Some of these are expanded upon in the following section concerning joint evidence bases.

**Table 4: Communications with Other Bodies/Groups**

Organisation	Input to Local Plan Process	Outcome
Yorkshire and Humber Aggregates Working Party	Regional Assessments	Local Aggregates Assessment
South Pennines Renewable Energy and Landscape Group	<ul style="list-style-type: none"> <li>- Renewable energy</li> <li>- Landscape character</li> </ul>	Joint evidence bases
Environment Agency	Policy wording and site selection	Local Plan reflects requirements of EA
Historic England	Policy wording and site selection including joint site visits	Local Plan reflects requirements of HE
Lower Valley Commissioning Team Brighouse and District GPs	Exchange of information regarding distribution of site allocations and location/capacity of General Practices. Informed Infrastructure Delivery Plan.	Ongoing discussions to enable CCG to match provision of GP practices with increase and location of new housing provision.
NHS Calderdale Clinical Commissioning Group Governing Body	Ensuring CCG is fully knowledgeable of proposals in Local Plan and involved in supporting delivery of these including updates to Infrastructure Delivery Plan.	Ongoing discussions to ensure coordination of proposals in Local Plan with planning of health infrastructure by CCG. Preparation of a paper on Health and Wellbeing that that was considered and agreed by the CCG Governing Body in December 2018.
Highways England	Policy wording and site selection	Local Plan reflects requirements of HE
Natural England	Policy wording/site selection/HRA	Local Plan reflects requirements of NE

## 3 Joint Evidence Gathering

- 3.1 There are a number of policy areas with potential cross boundary implications and where the geography makes a common evidence base the most appropriate approach. In some cases this has influenced the commonality between policies in the Calderdale Local Plan and those in the Local Plans of neighbouring authorities. Some of this evidence gathering commenced at the time the Council was pursuing the Local Development Framework approach and has continued since the decision to adopt a single Local Plan. The areas of joint evidence gathering are presented below. All of the evidence underpinning the Local Plan can be found on the Council's website. This has provided opportunities to comment on the evidence base and particularly during the formal Local Plan consultation stages.

### South Pennines Wind Energy and Landscape Studies

- 3.2 A number of South Pennine local planning authorities came together to form the South Pennines Wind Energy Group as a response to the pressure for this type of development

with its cross border implications for the South Pennine Landscape. A Memorandum of Understanding was prepared and signed by a number of the South Pennine Authorities in 2013 and can be found at Appendix 2. The Group has recently evolved to cover broader landscape and environmental issues with the original Memorandum of Understanding updated to reflect these changes and transformed into a Statement of Common Ground, a copy of which can be found in Section 5. Current areas of discussion include the proposed South Pennines Regional Park and a possible joint Visitor Management Plan to address concerns relating to recreational impacts on the South Pennines SPA/SAC/SSSI. The issue of recreational pressure and the need to manage this threat has been highlighted in a number of Habitat Regulations Assessments undertaken by constituent local authorities in preparing their Local Plans.

- 3.3 Several studies have been undertaken on behalf of South Pennine Authorities to address the impact of wind turbines on the landscape given their cumulative effects and cross boundary impacts. An initial study was undertaken in 2010 and extended in a further study in 2014. A separate study undertaken in 2013 addressed the impact of wind turbines up to 60m in height. Whilst the local authorities involved in individual studies varied, overall the authorities of Barnsley, Blackburn, Burnley, Bury, Calderdale, Hyndburn, Kirklees, Pendle, Rochdale and Rossendale jointly commissioned the studies. Further details are provided in the Renewable and Low Carbon Energy Technical Paper produced by the Council. As part of this work a common database and web mapping tool of wind turbines was developed by Land Use Consultants on behalf of several South Pennine Authorities who are required to keep the database up-to-date.
- 3.4 Several of the authorities also commissioned the Renewable and Low Carbon Energy Study undertaken by Maslen Environmental to assess the potential for Renewable and Low Carbon Energy in the constituent local authorities. Details are provided in the Renewable and Low Carbon Energy Technical Paper.

### **Gypsy and Traveller Accommodation Assessment**

- 3.5 A Joint Gypsy and Traveller and Travelling Showperson Accommodation Assessment covering both Calderdale and Kirklees local authority areas was undertaken by Arc<sup>4</sup> with separate reports published for each district. Further research carried out by LeedsGATE, a members' organisation for Gypsy and Traveller people in West Yorkshire, was employed in the Study to sensitivity test alternative household numbers for Gypsies and Travellers. This joint approach produced a common evidence base enabling any cross border movement of Gypsies and Travellers to be identified. It also ensured that the relevant policies in the two districts' respective Local Plans were based on a common methodology.

### **Strategic Flood Risk Assessment (SFRA)**

- 3.6 The Calder Catchment Strategic Flood Risk Assessment (SFRA) was undertaken by JBA Consulting. This work was jointly commissioned between Calderdale Council, Kirklees Council and Wakefield Council to provide an updated flood risk assessment for the Calder Catchment. The SFRA process included working with planning, flood management and drainage officers from Calderdale, Kirklees and Wakefield to agree the approach and ensure consistency, and also with the Environment Agency to utilise their expertise and ensure the approach taken in the document met their requirements. The Environment Agency confirmed in writing on 25th August 2016 that they found the Calder Catchment Level 1 SFRA to be acceptable.

## **Transport**

- 3.7 Highways England conducts ongoing strategic modelling of the Strategic Road Network and attends the Strategic Planning (Duty to Cooperate) Group to provide updates. At a more local level consultancy firm WSP has updated the Calderdale Strategic Transport Model in order to explore the implications of the Local Plan land allocations on transport networks both within and beyond the borough (in relation to Bradford and Kirklees). Further work by WSP has provided the evidence to support work on the Calderdale element of the West Yorkshire + Transport Fund and the planned transport improvements which form part of a wider programme of work to transport infrastructure involving neighbouring districts.

## **Regional Economic Intelligence Unit**

- 3.8 The Council commissioned Lichfields consultants to undertake an Employment Land Study (2018). The Study included an assessment of the need for new employment land in the Borough over the Plan period, and suggested a portfolio of sites that could meet the requirement. The Combined Authority Regional Economic Intelligence Unit was pivotal in providing data for consideration in the assessment. Data for a number of scenarios for future economic growth was extracted from the Regional Econometric Model (an employment forecasting model managed by WYCA which provides a comprehensive and consistent data set for local authorities in the Leeds City Region).

## **Calderdale Local Plan Site Allocations Methodology**

- 3.9 As part of the preparation of the Local Plan the Council produced a draft Site Allocations Methodology in February 2015, and following consultation upon this document refined the approach to the assessment of sites in order to reflect the comments submitted. A site allocations methodology was produced in April 2015 which was used to assess the sites as part of the 'Potential Sites and Other Aspects of the Local Plan' Consultation. The methodology was further revised for the 'Local Plan Initial Draft' and finally for the 'Local Plan Publication Draft' reflecting internal and external consultees approaches to assessing sites. These internal and external consultees included prescribed bodies (for DTC purposes) such as the Environment Agency, Historic England and Natural England. Their views influenced both refinements to the methodology and the selection of the most appropriate sites for allocation.
- 3.10 The West Yorkshire Combined Authority also assisted with assessing sites against a range of accessibility criteria using access modelling. The Council provided the draft allocations to WYCA at each stage of Local Plan preparation to assist with their work in the City Region.
- 3.11 Following consultation on the Publication version (Regulation 19) of the Local Plan some of the statutory bodies, including the Environment Agency, have suggested a number of minor modifications in order to improve the effectiveness of certain proposals in the Local Plan. The Council will indicate to the Inspector appointed to examine the Plan that it is mindful to accept such changes.

## **4. Joint Working by Policy Area**

- 4.1 The identification of cross boundary policy issues and how these are to be addressed at the Leeds City Region level is documented in the template developed by Leeds City Region Authorities and attached to this document as Appendix 3. This completed template was discussed at the LCR strategic Planning (Duty to Cooperate) Group Meeting held on 30<sup>th</sup> June 2017, whilst those of other authorities in the City Region were presented and discussed at other meetings. This section addresses joint working under the relevant policy areas of the Local Plan with all relevant organisations including local authorities within and beyond the

LCR and other prescribed bodies. Specific agreements have been reached with the neighbouring authority of Kirklees due to the proximity of each districts' growth locations. These include a statement of common ground which is presented in Section 5 of this document.

#### **Housing Market Areas and Objectively Assessed Housing Need**

- 4.2 The Calderdale Strategic Housing Market Assessment demonstrates that Calderdale is a predominately self-contained housing market, albeit with linkages to other areas. Therefore the Local Plan aims to accommodate all the objectively assessed needs identified for housing within Calderdale. A similar approach of meeting their own needs is being taken by neighbouring authorities negating the need to consider this matter further. Prior to reaching this position the Greater Manchester Combined Authority did explore whether or not Calderdale and other neighbouring authorities could accommodate some of its housing need due to the pressure on its Green Belt. Given that there is no relationship with housing markets in the Greater Manchester area this request was formally declined. Not only would additional housing necessitate further Green Belt releases in Calderdale but would make it very difficult to justify the exceptional circumstances for such an approach given the limited housing market linkages. The Greater Manchester Combined Authority has subsequently determined to meet its own housing requirements.
- 4.3 Regarding Gypsies and Travellers and Travelling Showpeople the fact that Calderdale and Kirklees undertook a joint study is reported in Section 3 above. This did not however, extend to accommodating any identified needs beyond those specific to the individual local authorities. No requests have been received from other authorities to make provision for some of their need, nor did they raise any objections to the approach being followed by Calderdale in its Initial Draft Local Plan. In response to the decision by Calderdale to revise its Local Development Scheme and include the allocation of a site for Gypsies and Travellers in a separate and subsequent Development Plan Document the views of neighbouring authorities were sought (August 2018). A complete set of responses was not received but of those provided two had no objections to this approach and one did have some concerns. The neighbouring authority of Kirklees stated that it had no fundamental concerns with this approach as long as Calderdale remained committed to addressing the likely accommodation needs of travellers through the production of the proposed Development Plan Document. Rossendale, whilst questioning the legality of this approach, considered this may be ameliorated if there was a tight time-scale for the Development Plan Document. However, its own Gypsy and Traveller Accommodation Assessment did not show any significant links between Rossendale and Calderdale and therefore whatever approach Calderdale takes will not impact on Rossendale. Leeds, whilst acknowledging local authorities are free to approach their Local Plans in a number of ways to suit their local priorities, did raise some concerns. These included the fact that delaying allocations for Gypsies and Travellers could lead to cross boundary impacts and unauthorised encampments both in Calderdale and neighbouring authorities, and specifically in Leeds, given the ease of access provided by the M62 corridor between the authorities. They also referenced the fact that the Strategic Planning (Duty to Cooperate) Group agreed each planning authority within the City Region will plan to meet its own Gypsy and Traveller need through their Local Plans with this approach only really working if all local authorities implement it in a timely fashion. Deferring the Gypsy and Traveller element of the Plan would also miss the opportunity to manage the needs of competing land uses effectively across the district. The Council is cognisant of these issues and work will commence on the Gypsies, Travellers and Travelling Showpeople DPD in 2020, once resources are available following the adoption of the Local Plan.

### **Economic Development**

- 4.4 The Local Plan primarily recognises the economic role Calderdale plays within the Leeds City Region where the approach to economic development across the Leeds City Region is underpinned by the support provided by each Council for the Leeds City Region LEP objectives as set out in the LCR Strategic Economic Plan
- 4.5 Calderdale also acknowledges the important, although lesser role, it plays in relation to the Greater Manchester and wider area. This does not, however, extend to employment provision to serve those districts immediately west of the Pennines. Whilst such discussions have taken place with some neighbouring authorities, such as Rossendale, to determine whether Calderdale should take some of their employment requirement, it is agreed that this is not an appropriate way forward. Amongst other issues are the fact that this would impact on the Green Belt in Calderdale assuming appropriate sites could be found whilst the more accessible locations tend to be in the western part of Rossendale.

### **Transport**

- 4.6 The wider cross boundary implications relate to the Strategic Road Network (M62 Motorway) and the upgrade (electrification) of the Calder Valley Railway Line. Planned developments in other districts such as the Northern Gateway in Oldham district will impact on the M62 motorway and could potentially have implications for other junctions along this route as well as create air quality concerns requiring monitoring. Both councils are monitoring the situation and will share any relevant evidence. The upgrade to the Calder Valley Line is supported by relevant districts. More local issues in relation to neighbouring Kirklees are discussed in Section 5.

### **Landscape and Renewable Energy**

- 4.7 A number of South Pennine local planning authorities came together to form the South Pennines Wind Energy Group as a response to the pressure for this type of development with its cross border implications for the South Pennine Landscape. A Memorandum of Understanding was prepared and signed by a number of the South Pennine Authorities in 2013 and can be found at Appendix 2. The Group has recently evolved to cover broader landscape and environmental issues with the original Memorandum of Understanding updated to reflect these changes and transformed into a Statement of Common Ground, a copy of which can be found in Section 5 of this document. Current areas of discussion include the proposed South Pennines Regional Park and a possible joint Visitor Management Plan to address concerns relating to recreational impacts on the South Pennines SPA/SAC/SSSI. The issue of recreational pressure and the need to manage this threat has been highlighted in a number of Habitat Regulations Assessments undertaken by constituent local authorities in preparing their Local Plans. Such work will inform future policy development across the constituent local authorities. As reported in Section 3 a number of joint evidence base studies have been undertaken.

### **Water Quality and Flooding**

- 4.8 As referenced in Section 3, a joint Flood risk Assessment was undertaken with Kirklees and Wakefield since these authorities also fall within the Calder catchment. The outputs from this Study are reflected in the Policies in the Local Plan and taken into account when assessing potential site allocations. This work was also supported by a more detailed Level 2 Flood Risk Assessment undertaken by JBA consulting using data from the Environment Agency. Any implications for development in Calderdale causing flooding downstream in Kirklees were thus taken into account. Initiatives such as appropriate planting in the uplands

("Slowing the Flow") to reduce run-off are being pursued by both Calderdale and neighbouring authorities such as Oldham.

- 4.9 In terms of water quality the Local Plan through its policies and their monitoring seeks to assist the Environment Agency in meeting its targets for water quality as set out in the Humber River Basin Catchment Management Plan. The requirements in the Local Plan for developments to incorporate a Sustainable Drainage Systems approach as recommended by consultees including Natural England will not only help to reduce the risk of flooding but also assist in increasing biodiversity if they are planned to incorporate ecological measures.

### **Natural Environment**

- 4.10 Both the West Yorkshire Ecology Service and Natural England have provided comments in relation to the policies in the Local Plan and the land allocations enabling a wider than local view to be taken as to the significance of ecological assets within Calderdale. This is particularly the case in relation to the South Pennines SPA/SAC/SSSI which covers several local authority areas including Kirklees, Bradford, Burnley and Oldham. Natural England supported the approach taken in the Initial Draft Local Plan through its policies to protecting this area and to the Habitats Regulations Assessment undertaken on the Initial Draft Local Plan. Natural England has raised a limited number of issues in relation to the Habitats Regulations Assessment for the Publication version of the Local Plan following its release in August 2018 and the Council is working with Natural England to resolve these. One issue, recreational pressures on the SPA/SAC/SSSI, has also arisen in relation to other local authorities' Habitat Regulations Assessments. In order to address such concerns the South Pennine Authorities Renewables and Landscape Group is currently exploring the possibility for joint working by all relevant authorities and Natural England to address this issue.
- 4.11 Following on from the Leeds City Region Green Infrastructure Study (2010) consideration is now being given to a Strategic Approach to Green and Blue Infrastructure at this spatial level and Calderdale will be involved in this process. One of the objectives of the strategy is reducing flood risk at a regional level.

### **Historic Environment**

- 4.12 Historic England has influenced the Local Plan through contributions to the Local Plan policies and through input to the site selection process, particularly in advising of those sites requiring a Heritage Impact Assessment. In responding to the Publication Draft of the Local Plan Historic England, whilst making a number of detailed comments, are generally satisfied with the policies and site allocations included in the Plan.

### **Air Quality**

- 4.13 The West Yorkshire Authorities have jointly produced the West Yorkshire Air Quality Technical Guidance and the West Yorkshire Low Emissions Strategy in consultation with Public Health England in order to reduce harmful emissions and improve air quality. This work is reflected in the Local Plan policy on Air Quality and in the land allocations assessments, including referencing the above documents where mitigation measures are required. WSP in their transport modelling for the Local Plan also considered key air quality elements providing evidence able to be utilised in further strategic work on air quality. One example of this is demonstrating the impact of increased traffic levels along the M62 on the South Pennines SPA/SAC/SSSI, a matter raised by Natural England in response to the Habitats Regulations Assessment published alongside the Publications version of the Local Plan.

## **Minerals and Waste**

- 4.14 Calderdale is a member of the Yorkshire and Humber Aggregates Working Party (YHAWP) and attends meetings of the group. The issues raised have helped to inform the production of the West Yorkshire Local Aggregates Assessment (LAA). Additionally the five West Yorkshire Local authorities have agreed to prepare a joint west Yorkshire LAA. Coordination of this LAA has been by Bradford Council with data supplied by each of the MPAs. The information provided by the LAAs has informed the Local Plan. The five West Yorkshire MPAs continue to maintain close links with regard to minerals issues in general through the West Yorkshire Combined Authority (WYCA) which includes a lead minerals officer seconded from Bradford Council and funded by the five minerals planning authorities. A Memorandum of Understanding was agreed in 2015 to share resources across the region if and when required.
- 4.15 The Council is represented at the Waste Planning Officers Technical Advisory Board for the Yorkshire and Humber Region. Due to the nature of waste management, planning for waste facilities involves a strategic approach, since disposal and treatment arrangements often involve waste being transported across administrative boundaries. Whilst a West Yorkshire Waste Plan has not yet been prepared (due to difficulties relating to differing approaches and time-scales) discussions are ongoing with waste planning officers in neighbouring districts. In exchanging information with other waste planning authorities it is clear that those receiving significant levels of Calderdale's exported waste have sufficient capacity remaining in these sites.

## **Health**

- 4.16 Discussions with the various health bodies have taken place during the preparation of the Local Plan including a presentation to NHS Calderdale Clinical Commissioning Group in 2016, providing background to the Local Plan and the required inputs from such bodies. The Council has also been provided with the relevant NHS Calderdale Clinical Commissioning Group 5 year strategic plan. More recently the Health and Wellbeing Board Meeting of 9<sup>th</sup> August 2018 discussed the implications of the Local Plan. An item providing an update on the Single Plan for Calderdale and Calderdale Care reported that "Health Leaders" have agreed that the Lower Valley should be the next locality to start to implement Calderdale Cares, perhaps focussing on the implications of the Local Plan for health and social care services. Meetings have also been held with the Lower Valley Commissioning Team for Brighouse and District General Practices in order to discuss future provision of these services.
- 4.17 A report providing information on the Calderdale Local Plan and its policies in relation to the Health and Wellbeing Implications of the Calderdale Local Plan was presented to the meeting of the NHS Calderdale Clinical Commissioning Group Governing Body on 13<sup>th</sup> December 2018. It expanded upon the information set out in the Calderdale Infrastructure Delivery Plan and provided a clear narrative to demonstrate how the Local Plan will positively impact on the health and wellbeing of the population of Calderdale. It also addressed demographic change and the distribution of growth with specific reference to the number of health facilities including general practices, pharmacies and hospital provision. Reference was made to its effective policy framework and approach to master planning through which the provision of primary health and community care services will ensure communities are provided with the infrastructure they need. It concluded with a future model of cooperation between the Council as local planning authority and the CCG including agreed measures to ensure the NHS requirements are implemented. The paper is attached as Appendix 6 whilst Appendix 7 shows General Practice Surgery Catchment Areas. The



outcome of the meeting was that the Council as local planning authority and the NHS Clinical Commissioning Group will continue to work together. The minutes of the meeting recorded that:

*[The minutes will not be available until mid-February and will be included in updates to this Statement]*

- 4.18 Investigations were also made into the capacity of the Todmorden Health Centre in relation to a request from Rossendale Borough Council as to whether Calderdale had any spare health capacity and/or knowledge of cross border uses of health facilities eg Rossendale residents using Todmorden Health Centre. The NHS Clinical Commissioning Group advised that there was not any under-utilised health capacity whilst the number of patients from Rossendale who attended Calderdale and Huddersfield Foundation Trust facilities is small. This information was reported back to Rossendale Borough Council.

## **5. Statements of Common Ground**

- 5.1 As previously mentioned in this Statement work in a number of areas has led to the production of Statements of Common Ground. These range from covering the geographical area of the Leeds City Region where existing governance arrangements are in place to areas with similar landscape characteristics such as those found in the South Pennines. They also cover local authorities where adjacent development proposals are best addressed through a joint approach such as is the case for south-eastern Calderdale and north-western Kirklees. These SOCG are presented below and include:

- Leeds City Region Statement of Common Ground
- Statement of Common Ground between Calderdale and Kirklees Councils
- South Pennine Authorities Renewables and Landscape Group Statement of Common Ground

### **Leeds City Region Statement of Common Ground**

- 5.2 The West Yorkshire Combined Authority has prepared a Statement of Common Ground for the Leeds City Region supported by the Planning Advisory Service. This document is included below:

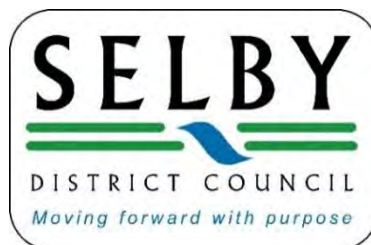
# Leeds City Region Statement of Common Ground

August 2018



LEEDS CITY REGION  
ENTERPRISE  
PARTNERSHIP

Working in partnership  
with the West Yorkshire  
Combined Authority



## 1.0 Introduction

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

## 2.0 Geographical Area

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

### **Parties**

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

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



### 3.0 Governance Process

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

### 4.0 Monitoring and Review

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

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

## 5.0 Leeds City Region Joint Working on Planning Matters

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



## 6.0 Planning for Housing in the Leeds City Region

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

Cumulative housing targets for the Leeds City Region:

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

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

## 7.0 Matters on Which Parties Agree

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

### **Inclusive Growth**

Parties agree to:

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

### **Housing**

Parties agree to:

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

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



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

## **Green belt**

Parties agree to:

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

## **Employment**

Parties agree to:

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

## **Transport**

Parties agree to:

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

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

## **Minerals and Waste**

Parties agree to:

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

## **Green and Blue Infrastructure:**

Parties agree to:

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

8.0 Signatures

SIGNED by

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

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Signature

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Title

SIGNED by

Councillor Daniel Sutherland

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



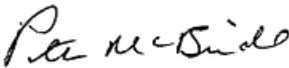
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Signature

Cabinet Member – Planning, Housing  
and Environment

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Title

SIGNED by  
Peter McBride

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



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Signature

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SIGNED by

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for and on behalf of Leeds City  
Council

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Signature

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SIGNED by

Councillor Mrs Denise Jeffrey

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



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Signature

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**SIGNED by**

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

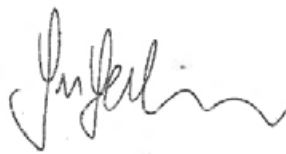
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**Signature**

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**Title**

**SIGNED by**

**Joe Jenkinson**

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



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**Signature**

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**Title**

**SIGNED by**

**Rebecca Burnett**

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**for and on behalf Harrogate  
Borough Council**



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**Signature**

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**Title**

**SIGNED by**

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**for and on behalf Selby District  
Council**

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**Signature**

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**Title**

**SIGNED by**

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**for and on behalf Craven District  
Council**


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**Signature**

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**Title**

**SIGNED by**

**Andrew Lee**

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**for and on behalf of North Yorkshire**



**County Council**

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**Signature**

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**Title**

**Additional Signatories**

**SIGNED by**

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

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**Signature**

.....  
**Title**

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

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

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

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

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

[westyorks-ca.gov.uk](http://westyorks-ca.gov.uk)

[@WestYorkshireCA](https://twitter.com/WestYorkshireCA)

[enquiries@westyorks-ca.gov.uk](mailto:enquiries@westyorks-ca.gov.uk)

+44 (0)113 251 7272

All information correct at time of print (January 19)

### **Joint Working between Calderdale and Kirklees Councils**

- 5.3 The proximity of growth locations in both Calderdale and Kirklees has given rise to the need to address certain strategic and cross boundary matters collaboratively. This has led to the production of a statement of common ground between the two authorities. A Statement of Common Ground was first signed by the Councils in 2016, in connection with the Kirklees Local Plan which is now approaching adoption. The most recent Statement of Common Ground is set out below. This is expected to be signed by both Councils shortly once discussions relating to additional evidence of cross-boundary traffic impacts have been concluded.
- 5.4 In addition to the SOCG Calderdale and Kirklees have designated a Regional Spatial Priority Area (SPA) around junction 25 of the M62 and prepared a joint memorandum of understanding in relation to this programme. An accompanying document setting out the Terms of Reference for the Steering Group, Programme Board and Working Groups has also been agreed. Both the Memorandum of Understanding and the Terms of Reference are expected to be signed shortly and drafts of both documents are included in Appendix 4 to this Statement. Further background to the sites allocated as Garden Suburbs in the Brighouse area (Calderdale Local Plan) is provided in Appendix 5.

## **DRAFT Statement of Common Ground between Calderdale and Kirklees Councils**

The proximity of growth locations in both Calderdale and Kirklees has given rise to the need to address certain strategic and cross boundary matters collaboratively. This has led to the production of a statement of common ground between the two authorities which further evidences how the Duty to Cooperate has been met. A Statement of Common Ground was first signed by the Councils in 2016 in connection with the Kirklees Local Plan which is now approaching adoption.

The boundary between Calderdale and Kirklees runs in an approximately East-West direction primarily following the M62 motorway. Whilst Calderdale generally lies to the North of the M62 and Kirklees to the South, there is a kink in the boundary that follows the A644 between junction 25 and the A62 at Cooper Bridge. The 'pan-handle' as it is often referred to presents particularly important strategic issues for both Councils.

It should also be noted that the Grade 2 Listed Kirklees Priory Estate straddles the boundary of the 'pan-handle', with the Grade 1 and 2\* Estate buildings being located within Calderdale.

The character of the M62 corridors varies from upland moors in the West to wooded valleys and towns in the East. Junctions 23, 24 and 25 of the M62 provide access to settlements on the North and South of the motorway, and there are also connections between settlements via the A629, A643, B6114, A641 and A644. There are cross boundary public transport links via bus and rail.

Calderdale and Kirklees have a jointly agreed aspiration for a Spatial Priority Area (SPA) to be identified around junction 25 of the M62 when the Leeds City Region Strategic Economic Plan is next refreshed. Partnership working is ongoing to make this a reality.

### **Joint working between Calderdale and Kirklees**

The aspiration for an SPA evolved from a long term dialogue between Calderdale and Kirklees that particularly focussed on the strategic issues and opportunities presented by the South East Calderdale and North East Huddersfield area. The quantum of development and infrastructure proposed across this part of the boundary area is regionally significant as well as being fundamental to the delivery of the councils' own visions for growth. The discussions therefore grappled with the interdependencies and synergies in this area and concluded that a more formalised approach to program governance was required, along with joint approaches to the identification of resources and the marketing of the area.

Pursuant to the above objectives Calderdale and Kirklees have been jointly awarded £170k from the Government's Planning Delivery Fund. The agreed approach to working and the intended outcomes have been incorporated into a memorandum of understanding between the Councils, signed by the respective portfolio holders. This SOCG should be read in conjunction with the MOU and is attached at Appendix 1.

### **Housing Market Areas and Objectively Assessed Need**

The geography of housing market areas for Calderdale and Kirklees (as set out in the respective Strategic Housing Market Assessments) is an agreed matter between the two authorities, which confirms that although there is some overlap along the boundary (most markedly in the South East Calderdale/North Huddersfield area) both authorities have predominately self-contained housing market areas. Both Local Plans are able to demonstrate sufficient housing land supply within their

own areas in order to meet objectively assessed needs. It is therefore an agreed matter between the two authorities that there is no requirement and no justifiable opportunities which would allow either authority to deliver any unmet housing needs for the other. This position does however require land to be released from the Green Belt within both Council areas.

## **Economic Growth**

The geography of functional economic market areas for Calderdale and Kirklees is an agreed matter between the two authorities, which confirms that both authorities are part of a wider Leeds City Region economic market area. The approach to economic development across the city region is underpinned by the support provided by each Council for the Leeds City Region LEP objectives as set out in the LCR Strategic Economic Plan.

Both the neighbouring Calderdale and Kirklees Local Plans demonstrate sufficient employment land supply to meet their own needs, although this does require land to be released from the green belt. It is therefore an agreed matter between the two authorities that there is no requirement and no justifiable opportunities which would allow either authority to deliver any unmet employment needs for the other. It is also an agreed matter that sufficient economic job capacity is forecast in the shared evidence regarding econometric modelling for the functional economic area and that the economic ambitions of both authorities will serve to complement the delivery of key strategic employment locations, including Clifton Business Park in Calderdale and Lindley Moor East and West in Kirklees.

## **Role and Function of the Calderdale/Kirklees Green Belt**

The Green Belt along the boundary between Calderdale and Kirklees forms part of the West Yorkshire Green Belt performing a key strategic Green Belt role and function as set out in national planning policy (preventing the coalescence of settlements between the two districts). Both Local Plans are promoting development within this Green Belt gap between Huddersfield and Brighouse/Rastrick, however it is an agreed matter that the Green Belt will still perform a strategic role and function and meet the purposes of including land in the Green Belt as set out in national planning policy.

Both Councils undertook Green Belt reviews to support their Local Plans. Whilst the reviews differed in their methodology, the Councils have discussed their respective approaches and agreed that they are fit for purpose.

## **Transport Infrastructure**

Both Calderdale and Kirklees Councils have assessed the implications of planned growth in their respective Local Plans for their own district's transport networks and they have shared this evidence to understand the implications of any cross boundary traffic movements. Based on the current evidence it is an accepted matter that there are no transport network issues that would create severe issues for the transport network as set out in national planning policy which cannot be accommodated or mitigated through interventions that are proposed as part of the West Yorkshire Plus Transport Fund.

A number of cross boundary transport schemes are currently being planned and jointly supported through the West Yorkshire Plus Transport Fund and other transport funding structures. Kirklees and Calderdale Councils have consulted Highways England throughout the Local Plan preparation process to identify sites that have the potential to significantly impact upon the strategic highway

network, and where measures to mitigate impacts may be necessary in light of committed schemes. It is agreed that both councils **will continue to work collaboratively** to promote the following schemes which aim to mitigate impacts on the transport network and assist with the delivery of growth:

- A629 Huddersfield to Halifax
- A641 Huddersfield to Bradford
- J24a M62
- Junctions 24 and 25 M62
- Corridor Improvement Package (CIP)
- Calder Valley Line improvements including the provision of a new station at Elland
- **Improved facilities for cyclists and walkers utilising existing and improved green corridors**

## **Growth Locations and Supporting Infrastructure**

Both Local Plans contain proposed land allocations which are significant in terms of scale and function and which have the potential to raise strategic, cross boundary issues due to their proximity to the Calderdale/Kirklees administrative boundary. The Key strategic land allocations in the Calderdale Local Plan with the potential to raise strategic, cross boundary issues for Kirklees are:

• **Woodhouse, Rastrick:** this is a strategic housing area which could accommodate over 1,200 homes and adjoins Bradley Wood. It is therefore in close proximity to the Bradley Road site in Huddersfield. It lies within the strategic Green Belt gap between Brighouse/Rastrick and Huddersfield, but development here does not lead to the merging or joining of settlements. It will require significant infrastructure intervention to ensure that it is delivered effectively. Utility infrastructure evidence suggests that both Councils will need to liaise closely with YEDL to reinforce local electricity substation infrastructure in the Brighouse area. This site is likely to need provision of a new primary school, which would be accommodated within the development.

• **Wakefield Road Business Park, Clifton, Brighouse,** (Part of M62 Enterprise Zone): This is a strategic employment area, which has been designated as an Enterprise Zone. It is considered to be complementary to the Cooper Bridge area in the Kirklees Local Plan and is already an employment allocation outside the Green Belt. The West Yorkshire Combined Authority has provided £5million to help unlock this site. The development of the Clifton site will have implications on Junction 25 of the M62 together with Cooper Bridge Road, for which work to understand the implications is underway.

• **Thornhills Lane, Clifton Brighouse:** This is a strategic allocation for housing and mixed development capable of accommodating over 1,900 homes. Its close proximity to Kirklees and the fact that it will be a Green Belt deletion raises cross boundary issues of relevance to Kirklees. It will require significant infrastructure interventions to enable it to come forward. Utility infrastructure evidence suggests that both Councils will need to liaise closely with YEDL to reinforce local electricity sub-station infrastructure in the Brighouse area. This site will require both a new primary and secondary school, which will be accommodated within the development.

These areas are subject to ongoing consideration and master planning for which Kirklees are a partner organisation.

Key site locations in the Kirklees Local Plan with the potential to raise strategic, cross boundary issues for Calderdale are:

**Land off Bradley Road, Huddersfield** (H1747 and H351): this is a strategic residential urban extension allocation close to the border with Calderdale which will require significant highway network improvements to ensure the site can be delivered. The site is also likely to generate significant vehicle movements although it is expected that the Kirklees Transport Model and the site specific transport assessment will indicate that planned mitigation measures will not lead to severe issues for the transport network as set out in national planning policy. The provision of a new M62 motorway junction (Junction 24A) is a key transport mitigation measure for this site and it is an accepted matter that this junction will assist the delivery of this site and planned growth to the north of this junction in Calderdale.

Both councils have encouraged Highways England to consider this issue through duty to cooperate activity. The allocation will require the provision of a new primary and secondary school which will prevent increased pressure on Calderdale school places. Utility infrastructure evidence suggests that both Councils will need to liaise closely with YEDL to reinforce local electricity sub-station infrastructure in the Brighouse area.

## **6. Conclusion and Commitment to Future Cooperation**

This statement explains how the requirement to meet the Duty to Cooperate has been approached and the outcomes of this cooperation including exploring whether or not there were any issues requiring joint working, joint commissioning of evidence to inform and underpin Local Plans, commenting on neighbouring Local Plans, incorporating comments from both neighbouring authorities and the prescribed bodies in the Local Plan and joint working on specific cross boundary issues. It represents the current position and the Council in remaining committed to effective cooperation, collaboration and coordination will review and update this statement of common ground as appropriate. Where it is currently agreed that joint working is not required the situation will be monitored as the preparation of Local Plans continues and as they are subsequently reviewed following adoption. In the case of the joint programme of work between Calderdale and Kirklees future iterations of this statement will report on the progress made in delivering the agreed objectives.

### **South Pennines Statement of Common Ground**

- 5.5 The Statement of Common Ground for the South Pennines Renewables and Landscape Group and referenced earlier in this Statement is presented below:

## **South Pennines Statement of Common Ground**

### **PURPOSE**

This Statement of Common Ground establishes a framework for co-operation between South Pennine local authorities with respect to strategic planning and developments relating to renewable energy, landscape and wider environmental, recreational, climate change and ecological issues. 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, especially as set out in the National Planning Policy Framework (NPPF) and Planning Practice Guidance (PPG) . 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 149-151 and 170-176 Planning Authorities will seek to take a positive approach to renewable energy development both in development planning and management. The landscape and environmental assets of the South Pennines are fundamental to its identity and Councils will work together with partners to protect and enhance these features. 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:

*Barnsley MBC*

*Burnley BC*

*Bury MBC*

*Craven BC*

*Calderdale MBC*

*High Peak BC*

*Hyndburn BC*

*Kirklees MBC*

*Lancashire CC*

*Oldham MBC*

*Pendle BC*

*Rochdale MBC*

*Rossendale BC*



## OBJECTIVES

The Statement of Common Ground has the following broad objectives:

- To help secure a process and framework enabling a consistent strategic approach to Renewable Energy issues as appropriate; including development management, strategic planning and monitoring between neighbouring local authorities
- To facilitate a strategic approach to landscape, ecological and climate change issues where these have cross-border significance
- 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 co-operation and partnership on issues of shared interest with statutory consultees such as the Environment Agency, Natural England and Local Nature Partnerships and other key consultees including planning, delivering, managing and mitigating development and its impacts

## TOPIC ISSUES

The principal topics where co-operation 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 existing 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
- Procurement and implementation of proposals identified in Local Plan Sustainability Appraisals and Habitat Assessments such as Visitor Management Plans
- 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, hydrology 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
- Co-operation 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
- Consultation on Local Plan policies and SPDs 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 CO-OPERATION**

- 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 renewable 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 renewable energy applications and Environmental Scoping Opinions will be considered on a case by case basis
- Liaison on development of Planning Policy documents and SPDs
- 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 Statement of Common Ground 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: Calderdale Metropolitan Borough Council

Position: Corporate Lead - Planning

Date: 29<sup>th</sup> November 2018

## **Annex One – Background Context**

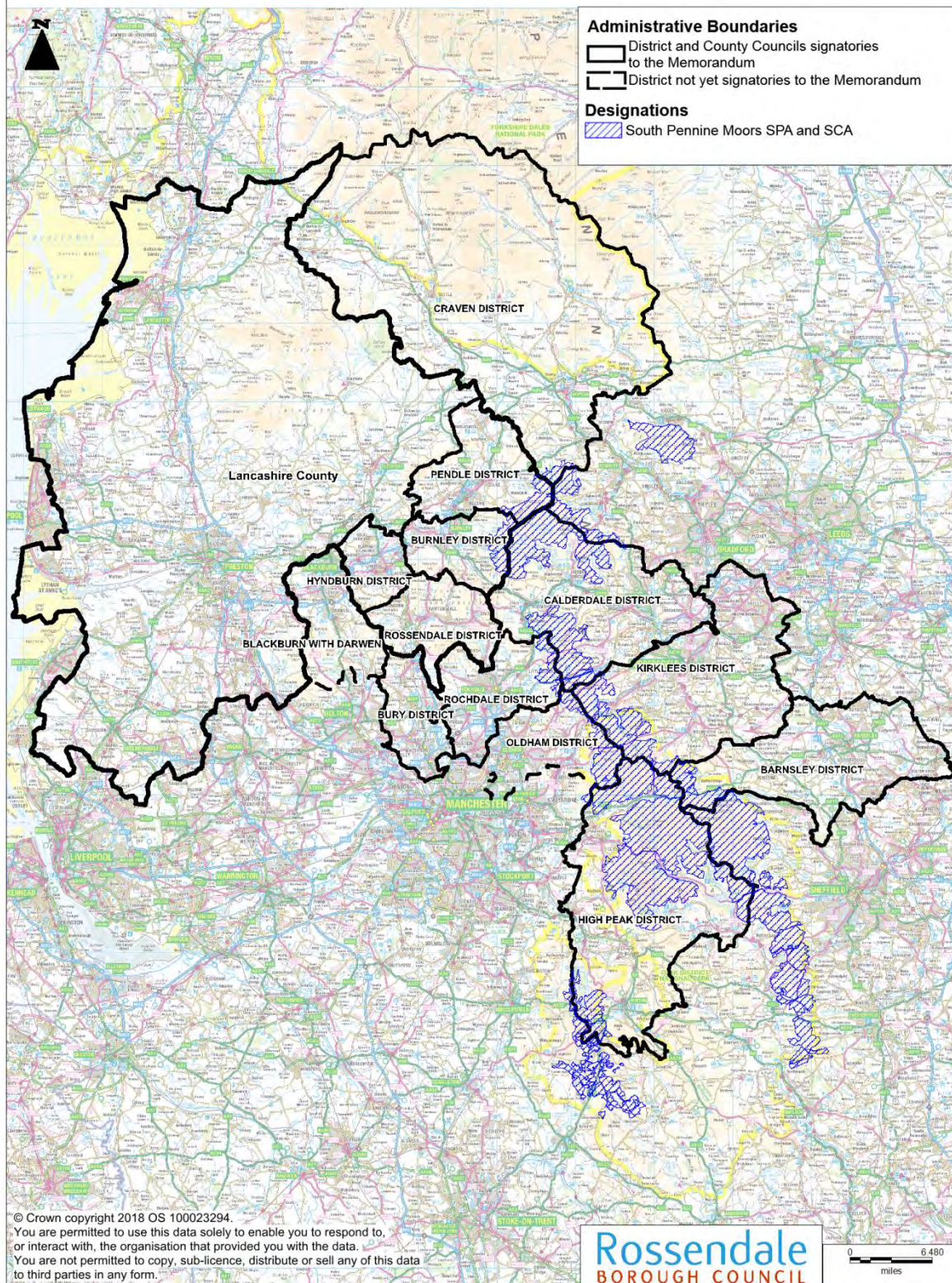
### **BACKGROUND**

The South Pennine landscape straddles the borders of Greater Manchester, Derbyshire, Lancashire and North, West and South Yorkshire. Upland areas are particularly attractive for renewable energy developments, ranging from wind farms to solar panels. 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 impacts from proposals are a major cross-border issue. There is a history of cross-border consultation dating back to the early 1990s through the Standing Conference of South Pennine Authorities (SCOSPA).

In the recent past, wind energy development has been the major driver for cross border co-operation. However, with changing government policy to onshore wind generation this has become of less significance. There are however recognised to be broader benefits of co-operation on issues affecting the areas upland and valley landscape, which is a highly valued recreational and environmental asset.



# **DISTRICT AND COUNTY COUNCILS PARTIES TO THE MEMORANDUM OF UNDERSTANDING ON RENEWABLE ENERGY**



## **6. Conclusion and Commitment to Future Cooperation**

- 6.1 This Statement explains how the requirement to meet the Duty to Cooperate has been approached and the outcomes of this cooperation including exploring whether or not there were any issues requiring joint working, joint commissioning of evidence to inform and underpin Local Plans, commenting on neighbouring Local Plans, incorporating comments from both neighbouring authorities and the prescribed bodies in the Local Plan and joint working on specific cross boundary issues. It represents the current position and the Council in remaining committed to effective cooperation, collaboration and coordination will review and update this Statement as appropriate. Where it is currently agreed that joint working is not required the situation will be monitored as the preparation of Local Plans continues and as they are subsequently reviewed following adoption. In the case of the joint programme of work between Calderdale and Kirklees future iterations of this statement will report on the progress made in delivering the agreed objectives.
- 6.2 The National Infrastructure Commission has recently (December 2018) announced the setting up a programme to assist local leaders in developing long-term strategies that link housing, transport and job opportunities. The West Yorkshire Combined Authority area is one of the city regions selected for the partnership which will provide expert advice and support as the region develops strategies to improve local transport connections, unlock job opportunities and deliver new homes. Calderdale will fully play its role in this city region wide initiative, the outcomes of which will be reported in future iterations of this Statement.



## APPENDIX 1

### THE STATUS OF LOCAL PLANS AND CORE STRATEGIES AND OTHER DEVELOPMENT PLAN DOCUMENTS IN NEIGHBOURING AUTHORITIES

**Table A1: Status of Development Plan Documents (DPDs) Within Neighbouring Authorities**

Authority	TYPE OF PLAN				Housing Requirement
	Core Strategy	Land Allocations	Single/Combined Local Plan	Other DPDs	
<b>Bradford</b>	Adopted 2017	In preparation		Several in Place : <ul style="list-style-type: none"> <li>Bradford City Centre AAP Adopted December 2017</li> <li>Shipley and Canal Road Corridor AAP Adopted December 2017</li> <li>Bradford Waste Management DPD – Adopted October 2017</li> </ul>	See the Leeds City Region Statement of Common Ground in Section 5 of this Document
<b>Kirklees</b>	Withdrawn 2013		At Examination		See the Leeds City Region Statement of Common Ground in Section 5 of this Document
<b>Greater Manchester Combined Authority</b>			Spatial Strategy in Preparation: Initial Consultation October 2016 to January 2017; Further consultation anticipated on Draft Greater Manchester Spatial Framework January 2019		To be set out in Draft Greater Manchester Spatial Framework
<b>Oldham</b>	Joint Core Strategy and Development Management Policies DPD	Site allocations DPD stalled	Local Plan review underway: Regulation 18 Consultation Summer 2017; Issues and Options Stage	<ul style="list-style-type: none"> <li>Greater Manchester Joint Waste Plan Adopted April 2012</li> <li>Greater Manchester Joint Minerals Plan – adopted April 2013</li> </ul>	Future requirement to reflect distribution in Greater Manchester Spatial Framework (See housing figures in GMSF (2019))

Authority	TYPE OF PLAN				Housing Requirement
	Core Strategy	Land Allocations	Single/Combined Local Plan	Other DPDs	
	Adopted November 2011		due Summer 2019		
<b>Rochdale</b>	Adopted October 2016	Allocations DPD: Regulation 18 Consultation July to August 2017; Regulation 19 Consultation anticipated Summer 2019.		<ul style="list-style-type: none"> <li>Greater Manchester Joint Waste Plan Adopted April 2012</li> <li>Greater Manchester Joint Minerals Plan – adopted April 2013</li> </ul>	Core Strategy target of 460 dwellings per annum 2012 - 2028 (Land Allocations Plan to consider Greater Manchester Spatial Framework requirements)
<b>Pendle</b>	Adopted December 2015	Preferred Options Consultation expected 2019; Submission and adoption expected 2020		<ul style="list-style-type: none"> <li>Bradley Area Action Plan – Adopted June 2011</li> </ul>	Core Strategy states total of 5,662 or 298 dwellings per annum.
<b>Burnley</b>			Adopted July 2018	Gypsy and Traveller Site Allocations DPD underway - Summer 2018	2012 - 2032 requirement for 3880 net additional new dwellings or an indicative average of 194 dwellings per annum.
<b>Rossendale</b>	Adopted November 2011	Commenced but Withdrawn February 2016	In preparation: Regulation 18 Consultation July to October 2017. Regulation 19 Consultation summer 2018. Submission expected February 2019		2019 - 2034 requirement for 3,180 net additional dwellings equating to 212 dwellings per annum.
<b>Lancashire County Council</b>				Minerals and Waste Plan Adopted March 2009; Consultation on Minerals and Waste Local Plan Review 2018	

## **APPENDIX 2**

### **SOUTH PENNINES MEMORANDUM OF UNDERSTANDING**

#### **South Pennine Memorandum of Understanding on Renewable Technologies**

##### **PURPOSE**

This Memorandum of Understanding establishes a framework for co-operation 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 co-operation 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 co-operation 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
- Co-operation 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 CO-OPERATION**

- 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: Calderdale Metropolitan Borough Council

Position: Head of Planning and Highways

Date: 10<sup>th</sup> June 2013

## **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).

## APPENDIX 3

### LEEDS CITY REGION DUTY TO COOPERATE TEMPLATE

Table A2: Calderdale Local Plan Duty to Cooperate Table

Ref	Strategic Issue	Impact	Areas/bodies affected	Evidence (Updated)	Resolution / Mitigation	Monitoring	Actions / Response	NPPF Para 156 link
<i>Ref</i>	<i>Summary of the issue</i>	<i>Description of why it is an issue for neighbouring authorities</i>	<i>Details of the authorities 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 is to lead &amp; timescale)</i>	<i>Relevant strategic priority in para 156</i>
<b>1</b>	<b>HOUSING</b>							
1a	Scale and location of new housing land allocations. LATEST approach includes using the new Standard Methodology – thus 840dpa.	Calderdale proposes to make provision to meet its own housing needs rather than relying on neighbouring authorities to take some of its need. It is the consequences of accommodating this scale of growth for Green Belt and Infrastructure that affects neighbouring authorities rather than direct provision.	Bradford and Kirklees	Calderdale Strategic Housing Market Assessment (SHMA) 2018;  LCR Population and Household Studies including Objectively assessed need methodology and housing market areas;  Use of the new Standard Methodology.	None in relation to exporting direct housing provision.  Neighbouring LCR authorities meeting their own need.  Request from Greater Manchester to determine if any of its needs could be met in Calderdale. Rejected as meeting own needs a challenge with these already impacting on Green Belt and	Monitoring of planning permissions and completions and published in the annual Authority Monitoring Report;  Finalised list of land allocations	No direct action required as Calderdale and neighbouring districts meeting own housing need;  Monitoring of new evidence including LCR work on objectively assessed need and housing markets	Homes needed

Ref	Strategic Issue	Impact	Areas/bodies affected	Evidence (Updated)	Resolution / Mitigation	Monitoring	Actions / Response	NPPF Para 156 link
<i>Ref</i>	<i>Summary of the issue</i>	<i>Description of why it is an issue for neighbouring authorities</i>	<i>Details of the authorities 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 is to lead &amp; timescale)</i>	<i>Relevant strategic priority in para 156</i>
					Infrastructure. SHMA only showed marginal links with housing market areas in Greater Manchester.			
1b	Scale and location of new housing land allocations	Proposed location of significant amounts of housing in eastern Calderdale around Brighouse, including settlement extensions, will impact on function of Green Belt and particularly affect Kirklees who have a similar approach to meeting housing needs creating a cumulative impact.	Bradford and Kirklees	Calderdale Green Belt Review (2016);  SHLAA/Local Plan site assessment analysis.	Agreement over siting/scale/detail & release of allocations	Joint consideration of land allocations near district boundary with Bradford and Kirklees;  Monitoring of housing completions.	Minimise need for Green Belt land under exceptional circumstances by using non Green Belt land that is deliverable and suitable.  Statement of Common Ground between Calderdale and Kirklees	Homes needed
1c	Providing for Gypsies and	Lack of provision could potentially	Bradford, Kirklees and potentially	Joint Traveller Needs Assessment	Relevant quantum of provision for	Number unauthorised	Future alignment with methodology	Homes needed

Ref	Strategic Issue	Impact	Areas/bodies affected	Evidence (Updated)	Resolution / Mitigation	Monitoring	Actions / Response	NPPF Para 156 link
<i>Ref</i>	<i>Summary of the issue</i>	<i>Description of why it is an issue for neighbouring authorities</i>	<i>Details of the authorities 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 is to lead &amp; timescale)</i>	<i>Relevant strategic priority in para 156</i>
	Travellers and Travelling Showpeople	lead to unauthorised encampments in neighbouring authorities including on Green Belt land	wider including other local authorities in the Leeds City Region	with Kirklees (2015);  West Yorkshire Gypsy and Traveller Study 2008	both permanent and transit needs.	encampments;  Pitches provided;  Alignment of methodology with approaches in LCR	and approaches within LCR;  Providing for the need identified in the Joint Traveller Needs Assessment.	
	<b>EMPLOYMENT /COMMERCIAL</b>							
2a	Scale and location of land for employment	Calderdale is a self-contained economic geography and TTWA;  Provision in other areas may affect take up of employment allocations in Calderdale, particularly office out or town developments	Kirklees (in particular Cooper Bridge and Ainley Top), Bradford	Calderdale Employment Land Review (2018);  REM;  LCR Strategic Economic Plan;  LCR Employment Land Review	Provision of quality employment land allocations within Calderdale;  Employment provision in neighbouring areas and particularly in Kirklees at Cooper Bridge to meet the employment needs of Calderdale residents;  LCR Strategic Economic Plan to reflect wider role of proposals such as that at Cooper	Uptake of employment land allocations (Authority Monitoring Report);  Levels of out commuting to other employment opportunities;  Leeds City Region level employment research and reports.	Provision of quality employment land allocations within Calderdale;  Ensure large scale proposals in neighbouring authorities meet the employment needs of Calderdale residents and complement provision within Calderdale.	Jobs needed

Ref	Strategic Issue	Impact	Areas/bodies affected	Evidence (Updated)	Resolution / Mitigation	Monitoring	Actions / Response	NPPF Para 156 link
<i>Ref</i>	<i>Summary of the issue</i>	<i>Description of why it is an issue for neighbouring authorities</i>	<i>Details of the authorities 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 is to lead &amp; timescale)</i>	<i>Relevant strategic priority in para 156</i>
					Bridge in Kirklees;  Significant proposals such as Cooper Bridge in Kirklees to reflect the effects on Calderdale and the need to work together to overcome transport and heritage issues.			
2b	Scale & location of retail, leisure and other commercial development	Developments elsewhere could impact on Calderdale's ability to attract and retain floorspace & reduce its leakage	Bradford, Kirklees	Calderdale Retail Study 2016	Provision of high quality opportunities for retail and leisure developments.	Uptake of retail, leisure and other commercial allocations  (Authority Monitoring Report)	Selection of high quality opportunities for retail and leisure developments in the land allocations process.  Enhancement of town and other centres to provide an attractive and safe environment	Retail and leisure provision
<b>3</b>	<b>ENVIRONMENT</b>							
3a	Flood Risk and Water Quality	River catchment covers several	Kirklees, Wakefield	Joint Strategic Flood Risk	Consultation on land allocations	EA Flood Map Updates	Joint SFRA with Kirklees and	Climate change

Ref	Strategic Issue	Impact	Areas/bodies affected	Evidence (Updated)	Resolution / Mitigation	Monitoring	Actions / Response	NPPF Para 156 link
<i>Ref</i>	<i>Summary of the issue</i>	<i>Description of why it is an issue for neighbouring authorities</i>	<i>Details of the authorities 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 is to lead &amp; timescale)</i>	<i>Relevant strategic priority in para 156</i>
		authorities – development in one part can affect areas up or down stream		Assessment (SFRA) Calderdale/Kirklees /Wakefield (2008 and 2016)	Use of Sustainable Drainage Systems (SDS) and work of SDS approval body	Uptake of SDS	Wakefield now completed; Downstream effects of land allocations assessed as part of allocations process	Conservation and enhancement of the natural environment
3b	Renewable & Low Carbon Energy	Developments can both affect and be viewed across local authority boundaries including across wider areas eg wind turbines & development of hydro schemes	Bradford, Kirklees, Rossendale, Burnley, Rochdale, Oldham	Joint Landscape Capacity Assessment covering South Pennine Authorities (Julie Martin Associates, 2014)	Adherence to recommendation in Julie Martin study and South Pennine LAs MoU	GIS Mapping and database developed & hosted by Land Use Consultants (2014)	Maintenance of LUC database and mapping by participating LAs;  Timetable of Meetings involving South Pennine Authorities	Climate Change, Conservation and enhancement of natural environment
3c	Designated areas for biodiversity protection	European level designation South Pennine Moors SPA/SAC covers several LA areas with development in individual districts and the cumulative impacts of several districts having the potential to harm	Bradford, Kirklees, Natural England	Appropriate Assessment undertaken as part of the Local Plan process;  Birds Surveys;  Statutory consultee responses to the potential land allocations (Natural	Sensitive siting of allocations to reduce potential for impacts;  Managing access to the Moors	Bird surveys already assessing current impacts;  Visitor numbers and recreational use of the Moors	Possible MoU with all districts containing parts of the South Pennines SPA/SCA and Natural England to set down an agreed approach to protecting this designated site. To include agreed buffer distances	Conservation and enhancement of natural environment



Ref	Strategic Issue	Impact	Areas/bodies affected	Evidence (Updated)	Resolution / Mitigation	Monitoring	Actions / Response	NPPF Para 156 link
<i>Ref</i>	<i>Summary of the issue</i>	<i>Description of why it is an issue for neighbouring authorities</i>	<i>Details of the authorities 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 is to lead &amp; timescale)</i>	<i>Relevant strategic priority in para 156</i>
		this important site.  Nearby developments will erode important habitats and feeding grounds particularly with greater numbers of people using the Moors for recreational purposes		England, West Yorkshire Ecology Service)			and levels/density of development at specified distances.	
3d	Heritage Assets	Presence of historic assets may preclude allocations eg proposals in Kirklees at Cooper Bridge on Kirklees Hall	Bradford, Kirklees, English Heritage	Register of Listed Buildings, Conservation Areas, ancient monuments and historic gardens;  Site specific assessments eg Cooper Bridge (Kirklees)	No allocations having an adverse impact on historic assets unless appropriate mitigation can be achieved as per NPPF Guidance.  Presentation of detailed evidence on impacts and mitigation to neighbouring authorities.	Full compliance with mitigation measures where required as evidenced in land allocations documents.	Detailed studies of impacts and mitigation on historic assets in neighbouring districts.  Input from neighbouring authority in whose area the historic asset lies and Historic England.	Historic environment
3e	Landscape	Visibility of	Bradford, Kirklees,	Julie Martin Study	Appreciation of	None specifically	Discussions with	Conservation

Ref	Strategic Issue	Impact	Areas/bodies affected	Evidence (Updated)	Resolution / Mitigation	Monitoring	Actions / Response	NPPF Para 156 link
<i>Ref</i>	<i>Summary of the issue</i>	<i>Description of why it is an issue for neighbouring authorities</i>	<i>Details of the authorities 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 is to lead &amp; timescale)</i>	<i>Relevant strategic priority in para 156</i>
		developments across South Pennines Landscape	Oldham Rochdale Rossendale Pendle	(2014);  LUC Landscape Study (2016)	visibility of land allocations in the wider landscape (beyond the district boundary) and removal from list of potential allocations or inclusion of required mitigation measures	but reflected in final list of land allocations	neighbouring authorities for highly visible potential allocations	and enhancement of the natural and historic environment including landscape
3f	Air Quality	Growth will potentially further reduce air quality over a wider area	Bradford, Kirklees	Number of Air Quality Management Zones in Calderdale due to impacts of pollution associated with traffic.	Growth to ensure air pollution is not worsened through measures to restrict the use of the private car and provision of sustainable alternatives such as public transport, cycling and walking;  Appropriate use of Green Infrastructure to mitigate against any air pollution;	Monitoring by Environmental Health	Land allocations to be informed by air quality modelling of cumulative cross border effects;  Inclusion of appropriate mitigation measures in developments including their location.	Climate change mitigation and adaptation, conservation of the natural environment

Ref	Strategic Issue	Impact	Areas/bodies affected	Evidence (Updated)	Resolution / Mitigation	Monitoring	Actions / Response	NPPF Para 156 link
<i>Ref</i>	<i>Summary of the issue</i>	<i>Description of why it is an issue for neighbouring authorities</i>	<i>Details of the authorities 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 is to lead &amp; timescale)</i>	<i>Relevant strategic priority in para 156</i>
					Location of land allocations;  Density and design/layout of developments			
3g	Green Belt	Strategic function of Green Belt	LCR, Bradford, Kirklees	Calderdale Green Belt Study 2016;  Proposed site allocations including settlement extensions;  Redrawing of boundary in Local Plan	In removing land from the Green Belt under exceptional circumstances to meet housing and employment needs liaison with neighbouring authorities to ensure strategic function of Green Belt not compromised  Minimise amount of Green Belt land required for growth through detailed consideration of sites outside the	AMR  Local Plan Allocations	Continued liaison with neighbouring authorities and the implications for the Green Belt in their Local Plans;  Of particular relevance is the strategic gap between Calderdale and Kirklees due to both authorities considering settlement extensions;  The strategic function of the wider Green Belt across the city	Homes and Jobs needed and provision of infrastructure

Ref	Strategic Issue	Impact	Areas/bodies affected	Evidence (Updated)	Resolution / Mitigation	Monitoring	Actions / Response	NPPF Para 156 link
<i>Ref</i>	<i>Summary of the issue</i>	<i>Description of why it is an issue for neighbouring authorities</i>	<i>Details of the authorities 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 is to lead &amp; timescale)</i>	<i>Relevant strategic priority in para 156</i>
					Green Belt.		region will not be addressed until the next generation of development plans when greater alignment of timescales between authorities could be achieved.	
4	<b>INFRASTRUCTURE</b>							
	<b>SOCIAL INFRASTRUCTURE</b>							
4a	Education Provision	Potential impact on school places in neighbouring authorities, particularly where large allocations are near the district boundary	Bradford, Kirklees	School planning evidence Infrastructure Delivery Plan	Planning for education provision	Education Departments' school place planning	Sharing of modelling evidence;  Requirement for school provision in settlement extensions at Brighouse	Infrastructure provision
4b	Health Provision	Housing growth potential to increase need for more health facilities/provision	Bradford, Kirklees, NHS England, Public Health England, Clinical Commissioning Groups	Heath Impact Assessments/Strategies;  JSNAs;  Calderdale Joint	Provision of additional health infrastructure	None currently?	Informing/Discussing/Modelling growth proposals with NHS and clinical commissioning groups	Provision of Health Infrastructure

Ref	Strategic Issue	Impact	Areas/bodies affected	Evidence (Updated)	Resolution / Mitigation	Monitoring	Actions / Response	NPPF Para 156 link
<i>Ref</i>	<i>Summary of the issue</i>	<i>Description of why it is an issue for neighbouring authorities</i>	<i>Details of the authorities 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 is to lead &amp; timescale)</i>	<i>Relevant strategic priority in para 156</i>
				Wellbeing Strategy?				
	<b>TRANSPORT</b>							
4c	Pressure on Strategic Highway Network;  Potential new M62 Junction 24a;  Other investment	Potential for disruption of traffic flows and capacity on M62	Highways Agency	Highways Agency's Modelling Outputs;  District Transport Assessment by WSP;  Ongoing modelling	Local Transport Plan (LTP)/West Yorkshire Transport Fund Plus investment;  Reflecting comments from Highways Agency in site selection process;  Potential new M62 Junction 24a;  Other investment	AMR?	Provision of data to Highways Agency to facilitate transport modelling;  Ensure mitigation required by Highways Agency reflected in site allocations document under specific sites	Provision of Infrastructure for Transport
4d	Pressure on Local Road Network	Increase in number of vehicles on local road network causing disruption to traffic flows	Bradford, Kirklees	Local Transport Modelling by WSP;  Urban Dynamic Model;  SDG Work	West Yorkshire Transport Fund Plus schemes in Calderdale – A629 and A641 corridors plus potential new M62 Junction 24a;  Other investment?	AMR	Liaison and sharing of data and modelling with adjoining highway authorities;  Joint transport modelling with neighbouring authorities;	Provision of Infrastructure for Transport

Ref	Strategic Issue	Impact	Areas/bodies affected	Evidence (Updated)	Resolution / Mitigation	Monitoring	Actions / Response	NPPF Para 156 link
<i>Ref</i>	<i>Summary of the issue</i>	<i>Description of why it is an issue for neighbouring authorities</i>	<i>Details of the authorities 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 is to lead &amp; timescale)</i>	<i>Relevant strategic priority in para 156</i>
							Joint consideration of appropriate mitigation measures for site allocations in affected areas	
4e	Provision of new railway infrastructure	Proposed new station at Elland will affect journey times between Halifax and Huddersfield	Kirklees		Increase frequency of trains?	AMR	Assess any implications for changes to rail patronage with Kirklees and any risks to increased travel by car	Provision of Infrastructure for Transport
	<b>UTILITIES</b>							
4f	Pressure on services provided by utilities caused by growth.	Land allocations in Calderdale may put pressure on utilities infrastructure affecting timing of development in neighbouring areas	Yorkshire Water, Northern Gas Networks, YEDL	Infrastructure Delivery Plans;  Utility responses to proposed site allocations	Management & phasing of development to reflect asset management plans of utility providers	Infrastructure Delivery Plan	Reflect concerns of utility providers in site allocations (appropriate mitigation and timing of release) and taking account of proposals in neighbouring districts	Provision of infrastructure for telecommunications, water supply, wastewater and energy (including heat)
	<b>GREEN INFRASTRUCTURE</b>							
4g	Provision of Green Infrastructure	Management of growth to	LCR Authorities	LCR GI Strategy assisted by Natural	Identification of areas under threat	Application of relevant green	Continued liaison with neighbouring	Climate change mitigation &

Ref	Strategic Issue	Impact	Areas/bodies affected	Evidence (Updated)	Resolution / Mitigation	Monitoring	Actions / Response	NPPF Para 156 link
<i>Ref</i>	<i>Summary of the issue</i>	<i>Description of why it is an issue for neighbouring authorities</i>	<i>Details of the authorities 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 is to lead &amp; timescale)</i>	<i>Relevant strategic priority in para 156</i>
		understand and prevent/mitigate adverse impacts on strategic corridors and assets as well as harnessing the benefits of green infrastructure to ameliorate the effects of growth in neighbouring districts	AGMA;  Rossendale;  Local nature partnerships	England;  Emerging green networks/corridors in neighbouring districts.	and sharing of data;  Identify and establish green networks/corridors across authority boundaries with particular emphasis on growth areas.	space standards for informal recreation;  Monitoring of any losses/degradation of corridors/networks as part of Local Plan Monitoring (published in AMR)	authorities;  Reflect strategic green infrastructure links with neighbouring authorities in Local Plan;  Input to emerging Local Nature Partnerships	adaptation, conservation & enhancement of natural & historic environment, including landscape. Provision of health infrastructure and other local facilities
	<b>MINERALS AND WASTE</b>							
	Minerals	Cross boundary movement of aggregates and stone and their importance for developments further afield;  Environmental effects of mineral workings near district boundary	Bradford, Kirklees,	Local Aggregates Assessment for West Yorkshire	Regional/Sub regional liaison on mineral matters through Yorkshire and Humber Aggregates Working Party and LCR	Sub regional aggregates monitoring through Yorkshire and Humber Aggregates Working Party annual report.	Liaison through the regional minerals meetings (Yorkshire and Humber Aggregates Working Party);  Allocations in Local Plan to meet Calderdale's obligations for aggregates and stone;	Provision of minerals

Ref	Strategic Issue	Impact	Areas/bodies affected	Evidence (Updated)	Resolution / Mitigation	Monitoring	Actions / Response	NPPF Para 156 link
<i>Ref</i>	<i>Summary of the issue</i>	<i>Description of why it is an issue for neighbouring authorities</i>	<i>Details of the authorities 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 is to lead &amp; timescale)</i>	<i>Relevant strategic priority in para 156</i>
							Inclusion of Mineral Safeguarding Areas in Local Plan	
	Waste Management	<p>Cross boundary movement of waste and potential disposal in neighbouring authorities;</p> <p>Issues over potential new waste allocations in Swalesmoor for Calderdale and Bradford. Initial 'Issues and Options' Waste Allocations paper identified potential new sites at Swalesmoor, although significant concern over potential cumulative impacts.</p>	<p>Adjoining local authorities, Environment Agency;</p> <p>Specifically Bradford; any future allocations over and above the existing operational sites at Swalesmoor would increase traffic movements of waste between Calderdale and Bradford</p>	Waste Data Evidence Report - Update 2016.	Initial 'Issues and Options' paper considered sites which were identified by a boundary line around the entire ownership; subsequent consultations on waste allocations will refine (reduce) the amount of land identified for future waste allocations.	<p>AMR;</p> <p>Regional Waste Technical Advisory Body;</p> <p>Waste Data Report Updates.</p>	Continued liaison with regional and other waste groups.	Provision of infrastructure for Waste management



**APPENDIX 4**  
**CALDERDALE AND KIRKLEES REGIONAL SPATIAL PRIORITY AREA**  
**PROGRAMME**

## APPENDIX 4A

# **DRAFT MEMORANDUM OF UNDERSTANDING BETWEEN CALDERDALE COUNCIL AND KIRKLEES COUNCIL IN RELATION TO THE PROPOSED J25 REGIONAL SPATIAL PRIORITY AREA**

Memorandum of Understanding between Calderdale Council and Kirklees Council In relation to the proposed J25 Regional Spatial Priority Area (October 2018)

### **1. INTRODUCTION**

This Memorandum of Understanding describes the joint working approach to be adopted by Calderdale Council (“Calderdale”) and Kirklees Council (“Kirklees”) with regards to:

- (i) The championing, designation and promotion of a South East Calderdale & Kirklees Regional Spatial Priority Area centred around Junction 25 of the M62, (as set out in Appendix 1), and
- (ii) The planning and delivery of all associated infrastructure, housing and economic activity within the Regional Spatial Priority Area as required to achieve the joint ambition of Calderdale and Kirklees Councils.

### **2. BACKGROUND**

Kirklees and Calderdale have significant cross boundary relationships, as recognised in the Leeds City Region (“LCR”) Strategic Economic Plan by the LEP.

Calderdale and Kirklees share a boundary broadly along the M62 motorway which forms a key strategic transport route across the region and provides a focus of economic activity for both authorities. Both Calderdale and Kirklees are currently preparing Local Plans proposing significant growth in the cross-boundary area astride the M62 motorway corridor which is mostly focused in the vicinity of Junction 25.

The emerging Kirklees Local Plan identifies key sites in this area including housing at Bradley and Fixby (Huddersfield) and Moor View (Mirfield) and key employment sites at Cooper Bridge, Moor View and Bradley. The emerging Calderdale Local Plan identifies key sites for delivery in the South East Calderdale area including Thornhill and Woodhouse garden suburb housing sites and employment sites at the regionally significant Clifton Enterprise Zone and also to the west of Huddersfield Road in Rastrick. The indicative diagram in Appendix 1 summarises the main areas of growth around junction 25 of the M62.

Both Councils have significant transport infrastructure pipeline projects for delivery by 2026 as part of the West Yorkshire Combined Authority’s (WYCA) West Yorkshire Plus Transport Fund (WY+TF), which entail significant investment in road corridors forming part of the LCR Key Route Network and rail infrastructure improvements between the two districts. Key transport infrastructure improvements in this area (some which require further funding) include the A62 to Cooper Bridge scheme (to be partially developed within Calderdale’s boundary), A641 corridor improvements from Bradford to Huddersfield via Brighouse, a new Junction 24a and improvements to walking and cycling networks. Close-working will be required at the planning and operational level to achieve these improvements. To reflect the importance of the area around Junction 25 of the M62, a South East Calderdale and Kirklees Regional Spatial Priority Area has been proposed by both Councils which includes the major developments for housing and employment as well as significant planned transportation and other key infrastructure improvements.

Kirklees and Calderdale are seeking to work together to champion the ambitions of both Councils' economic and housing growth agenda in this Regional Spatial Priority Area, promoting the role of the Area in meeting key objectives and ambitions within the LCR. This should facilitate the securing of further regional and national funding. In doing so, the Councils will work collaboratively together as far as is reasonably practicable. This includes developing a joint delivery programme, articulating the economic benefits of the Area, committing to joint working as named partners on key infrastructure projects and ensuring funding from joint bids is spent in the Regional Spatial Priority Area in a way which benefits both parties.

This includes working collaboratively when liaising with key stakeholders such as WYCA, Highways England, Homes England, Historic England, Network Rail and others as deemed appropriate by the Programme Board and Steering Group. By working together, the Councils aim to promote the role of the Regional Spatial Priority Area within the LCR, expedite an increase in economic development and housing delivery, delivery of enhanced transport connectivity and other key infrastructure improvements between the two districts around J25 and to facilitate collaboration with other key stakeholders.

### **3. OBJECTIVES**

The parties have agreed to co-operate on the terms set out in the schedule of this MOU with a view to achieving these Objectives. The parties confirm that they will act at all times in good faith towards the other to give effect to the spirit and intent of this MOU. If either party comes into the possession of any facts, knowledge or information that may assist in the satisfaction of the aspirations of either of them regarding the Objectives, it is to disclose such information to the other party, unless that information is already known to the other party or is commercially sensitive or is information which that party is bound to keep confidential.

If any circumstances arise during the term of this MOU that were not evident at the date of this MOU and not provided for in this MOU, each party agrees with the other that such circumstances are to be dealt with and resolved in such manner as operates between them for fairness and, so far as is possible, without detriment to the interests of either party. For the avoidance of doubt the parties agree not to do anything to ransom the other party in relation to their respective objectives.

### **4. NO PARTNERSHIP OR AGENCY**

Nothing in this MOU is intended to constitute or may be interpreted as constituting a partnership between the parties or constitute one party the agent of the other party. The parties are not to do or allow anything to be done by which one party is or may be represented as the partner or agent of the other party unless this is agreed in writing by the parties.

### **5. CONFIDENTIALITY**

Neither of the parties are, without the prior written consent of the other not to be unreasonably withheld or delayed, knowingly to disclose or publish or permit or cause to be disclosed or published any details of this MOU, provided that this provision shall not apply to any disclosures required under the Freedom of Information Act 2000 ("FOIA") and the Environmental Information Regulations 2004 (SI 2004/3391) ("EIRs").

### **6. FREEDOM OF INFORMATION**

The parties acknowledge that each council is subject to the requirements of the FOIA and the EIRs and shall assist and co-operate with each other (at their own expense) to enable the parties to comply with their respective information disclosure requirements.

## **7. NON-FETTER**

Nothing in this MOU shall in any way fetter or compromise or in any other way interfere with the exercise by the parties of their statutory functions, duties and powers and the Council's statutory obligations set out in Section 123(2) of the Local Government Act 1972 and Section 3(1) of the Local Government Act 1999, and other relevant enabling powers. Either party may terminate this MOU with immediate effect by service of written notice on the other party.

## **8. STATUS OF THIS MOU**

Except for the provisions set out in clauses 4 – 7 (inclusive) this MOU is not intended to be legally binding and no legal obligations or legal rights shall arise between the parties from this MOU. The parties enter into this MOU intending to honour all their obligations.

## **9. CONTACT ARRANGEMENTS**

- The officer point of contact for Calderdale shall be the Council's Assistant Director – Strategic Infrastructure or such other officer as shall be notified to Kirklees by Calderdale.
- The officer point of contact for Kirklees shall be the Head of Strategy and Design or such other officer as shall be notified to Calderdale by Kirklees.

## **SCHEDULE**

The parties shall establish a Programme Board and Steering Group to oversee the delivery of the Objectives. Both parties shall be active members of the Programme Board and Steering Group and use reasonable endeavours to facilitate and provide relevant attendees. Through these and associated working groups including partnership with other stakeholders, the parties shall work to promote the South East Calderdale & Kirklees Regional Spatial Priority Area and facilitate development including:

### Commitment to joint working

- Working collaboratively to champion the designation of the Regional Spatial Priority Area within the LCR Strategic Economic Plan, and promoting associated economic growth and inward investment (see Appendix 1)
- Establishing a detailed delivery programme including phasing information for development sites and planned infrastructure within the Regional Spatial Priority Area
- Commitment to undertaking work to ascertain the economic benefits of the Regional Spatial Priority Area and how this contributes to the LCR outcomes. This includes using this evidence to promote the Regional Spatial Priority Area and the joint ambition of Calderdale and Kirklees Councils to increase the Area's profile within LCR and beyond to assist in attracting inward investment.
- Co-ordination of political Portfolio Holder briefings to highlight the benefits of the Regional Spatial Priority Area at an early stage and ensure lead members are informed throughout the process.
- Working collaboratively to influence the forward work programmes of other bodies, including WYCA, Highways England, Homes England, Historic England, Network Rail and the Canals & Rivers Trust.

- Sharing new ideas for elements of the programme within the Regional Spatial Priority Area and exploring these collectively to enable constructive feedback and assess implications for the Regional Spatial Priority Area as a whole.

#### Commitment to infrastructure delivery

- Commitment to joint working to identify the optimal mix of infrastructure requirements necessary to facilitate the combined growth proposed in both Councils' domains in the Regional Spatial Priority Area subject to the adoption of Local Plans. This includes:
  - (1) Working together to actively pursue infrastructure improvements covering some or all of the following programme workstreams to facilitate the planning and delivery of key sites in the Regional Spatial Priority Area:
    - Education
    - Health
    - Housing
    - Workforce Development
    - Sustainable Urban Drainage/ Flooding
    - Utilities
    - Community/ Cultural Facilities
    - Stewardship
  - (2) Working together to actively pursue funding and working as named partners on jointly funded cross-boundary transport infrastructure schemes to facilitate the delivery of key sites in the Regional Spatial Priority Area including (amongst others):
    - A641 improvements along the Bradford to Huddersfield Corridor, including Brighouse, Bailiff Bridge
    - A62 Smart Corridor and A62 to Cooper Bridge improvements (with the latter including in both authorities' Infrastructure Delivery Plans)
    - Provision of a new M62 Junction (J24a)
    - Commitment to investigating improvements to walking and cycling network links between Calderdale and Kirklees within the Regional Spatial Priority Area, including Cooper Bridge to Brighouse and other improvements linking housing, jobs, retail and rail connections.
    - Support for rail infrastructure improvements
- Joint working to highlight the benefits of a collective approach to planning and delivery in this Area, including identifying funding gaps and presenting the scale and ambition of delivery to WYCA/LEP. This includes highlighting the importance of key infrastructure provision in the short, medium and longer term. This is particularly important where the delivery of the full capacity of the sites identified requires infrastructure improvements. Such work will also help to support the case for existing and future WY+TF schemes with cross-boundary implications in the Regional Spatial Priority Area.

### Commitment to spending funding from joint bids in a way which has joint benefits

- Commitment to ensuring funding from joint bids is spent in a way which has benefits for both Calderdale and Kirklees and the communities in the Regional Spatial Priority Area and beyond.
- Although the marketing of the benefits of the development in this Area should take precedence, supporting detailed technical work in both districts where this contributes to meeting the other objectives set out in this MOU.
- Commitment to producing a rolling 12 month resource plan to determine the funding requirements in the Regional Spatial Priority Area.

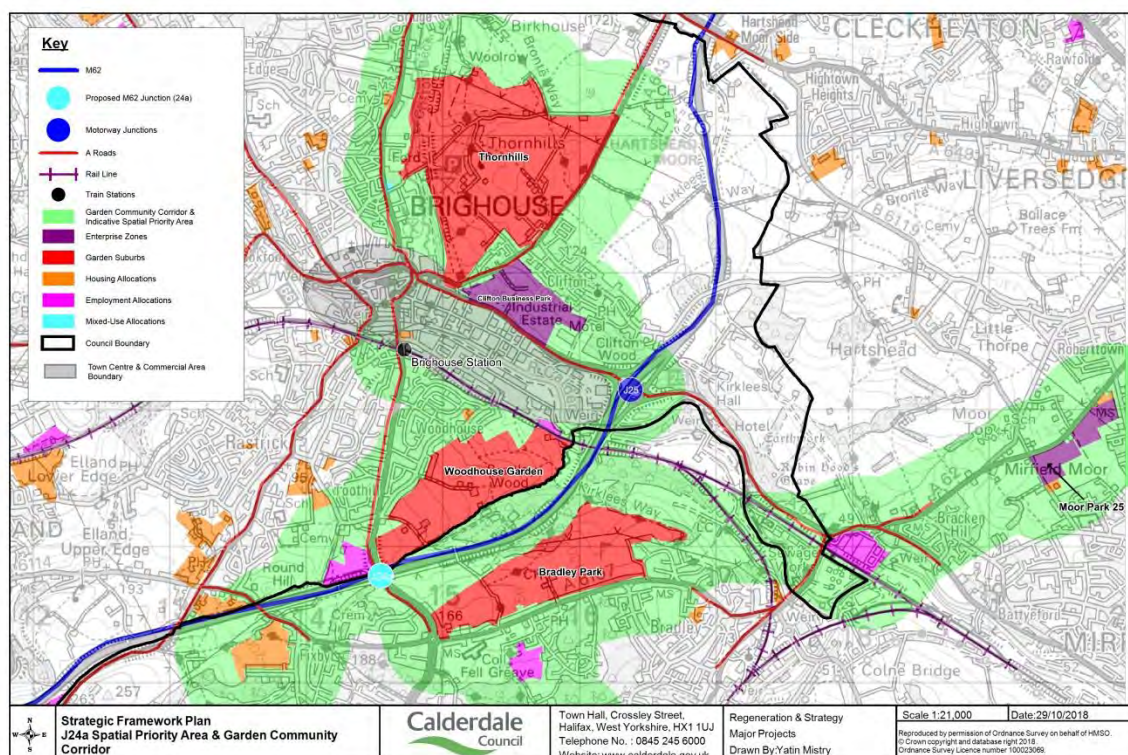
Signed (Kirklees)

Signed (Calderdale)

Date:

Date:

### Appendix 1 – Strategic Framework Plan J24a Spatial Priority Area and Garden Community Corridor



**APPENDIX 4B**  
**STEERING GROUP, PROGRAMME BOARD AND WORKING GROUPS DRAFT**  
**TERMS OF REFERENCE**



**DRAFT**

**CALDERDALE & KIRKLEES**  
**REGIONAL SPATIAL PRIORITY AREA**  
**PROGRAMME**

**Steering Group, Programme Board and Working  
Groups**  
**Terms of Reference**

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## Document Management – Governance Arrangements

### Document Location

The source of the document will be found at this location: T:\Corporate Projects\SE Calderdale\ Programme Management Products

### Revision History

Version	Date	Revision date	Summary of Changes
0.1	04/05/2018		Initial draft for CMBC comment
0.2	<i>tbc</i>		Draft version 0.2 for KMBC comment
0.3			Final Draft for Steering Group approval

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### Reviewers

This document requires the review by the following people:

Reviewer name	Title/ Responsibility	Date	Version
Steven Lee	Assistant Director Strategic Infrastructure (CMBC)	04/05/18	0.1
Robert Summerfield	Corporate Lead for Major Projects (CMBC)	04/05/18	0.1
Richard Seaman	Corporate Lead for Development Management (CMBC)	04/05/18	0.1
Simon Taylor	Head of Strategic Investment	<i>tbc</i>	0.2
Mathias Franklin	Group Leader - Development Management	<i>tbc</i>	0.2

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### Approvals

This document must be approved by the following people:

Name	Title	Date	Version
Steven Lee	Assistant Director Strategic Infrastructure (CMBC)		
Paul Kemp	Service Director – Place, Economy and Culture (KMC)		

### Document Control:

The controlled copy of this document is maintained by CMBC in the Major Projects T:\ corporate network and KMBC (location tbc). Any copies of this document held



outside of these areas, in whatever format (eg. paper, email attachment) are considered to have passed out of control and should be checked for currency and validity.

**Author:**

Richard Spensley - Programme Manager  
(Major Projects, Regeneration & Strategy Directorate, Calderdale Council)

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## 1. Purpose

The purpose of this document is to set out the respective Terms of Reference for the Calderdale and Kirklees Regional Spatial Priority Area (RSPA) Programme Steering Group, Programme Board and the subordinate Working Groups that separately cover South East Calderdale and Kirklees areas. Taken together, these three forums are designed to provide a cohesive framework for effective decision making, approvals, management, reporting and assurance within the Programme Environment domain (section 6 summarises), and will be set up in line with the Memorandum of Understanding between Calderdale Metropolitan Borough Council and Kirklees Metropolitan Council on cross-boundary activity.

The Terms of Reference will be approved by the Steering Group and disseminated to the Programme Board members and subordinate Working Groups.

## 2. Strategic Context

Calderdale and Kirklees share a significant geographical boundary bisected by the M62 motorway. The communities of the two districts regularly cross and re-cross this boundary for work, leisure and other commuting purposes.

A geographical area has been identified around Junction 25 of the M62 motorway which both authorities consider has the potential to become a significant provider of homes and jobs benefitting the Leeds City Region (LCR). The aim is to champion this area as a Spatial Priority Area within the City Region Strategic Economic Plan (SEP). Currently the area has a mixed character of existing residential communities, employment centres and under-utilised and undeveloped land.

To underpin this joint ambition and overarching strategic vision both emerging Local Plans identify significant housing and job growth within this future Regional Spatial Priority Area.

**Kirklees Publication Draft Local Plan** – is at a very advanced stage. The first stages Local Plan Examination in Public process have been completed with the adoption scheduled for later in 2018. Within the portion of the Kirklees geographic area identified as part of the future Regional Spatial Priority Area, there are two significant and adjoining housing sites planned to deliver 2000 new homes during the plan period. In addition in close proximity is a significant 45 hectares employment site which will deliver in excess of 3000 new jobs. Also, within the area is the Moor View mixed use site that contains further housing and an employment site. This has the benefit of planning permission and is also part of the Leeds City Region, West Yorkshire Enterprise Zone initiative.

**Calderdale's Draft Local Plan** – identifies an even large number of housing sites within the future Spatial Priority Area totalling in excess of 3300 houses together with 25 hectares of new employment land (which is also part of the Leeds City Region, West Yorkshire Enterprise Zone initiative) that is capable of delivering upwards of 1300 new jobs.

Within the future Regional Spatial Priority Area both Councils are working collaboratively but also in partnership with other key partners, stakeholders and funders including the Leeds City Region Local Economic Partnership (LEP), West Yorkshire Combined Authority (WYCA), Department of Transport/Highways England and Historic England. This collaboration and partnership working will be instrumental to achieving the Programme's strategic vision through the realisation of associated benefits and outcomes via the delivery of a regionally significant quantum of housing and employment (one of the most significant 'offers' in the Leeds City Region and Yorkshire).

Key to this will include the promotion and marketing of the future Regional Spatial Priority Area as a key driver for economic growth, investment and housing across the Leeds City region. This work will be undertaken in partnership with the West Yorkshire Combined Authority (WYCA).

In parallel with this there is presently also a focus on the provision of new and improved strategic infrastructure, in particular a variety of transport interventions funded through the West Yorkshire Plus Transport Fund (WY+TF) initiative.

To this end, currently work is being progressed on various cross boundary infrastructure schemes including:

- A641
- A62 'Smart Corridor'
- A62 to Cooper Bridge Scheme

As well as supporting the release of the housing and employment opportunities, these schemes will also aim to manage and reduce traffic congestion, provide improved opportunities for public transport, improve air quality, enhance the public realm and facilitate improved infrastructure for active travel modes including the provision of associated facilities for pedestrians and cyclists.

Detailed feasibility work will inform the scope of the programme, including prioritised projects, phasing and other interventions that in turn will deliver the envisaged transformational change across the spatial priority area. The outputs of the feasibility work and described outcomes and benefits will be captured in a programme blue print and an associated projects dossier.

### **3. Steering Group - Terms of Reference**

#### **a. Role and Responsibilities**

The Steering Group is the sponsoring forum for the programme. It comprises nominated political representatives and senior managers from both Calderdale and Kirklees Councils. As well as championing the programme, its primary role is to ensure the on-going, overall alignment of the programme with the strategic direction of the two sponsoring local authorities. This role includes making programme related investment decisions and providing top level endorsement of the rationale, objectives and benefits of the programme in relation to all other strategic initiatives that comprise both local authorities' broader business portfolios.

The key responsibilities of the Steering Group specifically include the following:

- Appointing, advising and supporting the Senior Responsible Officer (SRO) role which is a member of the Steering Group, and who will chair the Programme Board. The SRO is accountable for the programme, ensuring that it meets its objectives and realises the expected benefits. For the purposes of this programme, the SRO role will be vested in two senior managers representing each of the sponsoring local authorities
- Providing and ensuring the continuing organisational context for the programme, including resolving any strategic or directional issues
- Providing continued commitment and endorsement in support of the programme at the strategic/ corporate level and also publically
- Authorising the programme mandate and subsequently authorising the programme definition. This will variously include the Programme Vision, Blue Print/ Target Operating Model, associated Projects Dossier and any relevant business cases that may be required throughout the programme lifecycle
- Participating in end of stage reviews and approving progression to subsequent programme stages. This includes authorising the continued progress of the programme against the strategic objectives and expected benefits

- Authorising delivery and sign off at the closure of the programme
- Authorising funding for the programme

#### **b. Accountabilities**

The Programme Steering Group interfaces with and reports into established Calderdale and Kirklees Councils' governance arrangements, as well as other Leeds City Region Enterprise Partnership (LEP)/ West Yorkshire Combined Authority governance arrangements, all of which comprise the Operating Environment. This interface is summarised in Section 6 (Governance Arrangements – Schematic). In this respect, whilst each member of the Steering Group will be individually accountable to the Chair of the Steering Group in the context of their involvement in the strategic direction and delivery of the programme, individual members will also be accountable to their respective decision making bodies that sit within the Operating Environment. That is to say, either Calderdale or Kirklees Councils, and where relevant also to the LEP/ WYCA in terms of the governance roles that Steering Group members may also have in relation to these organisations.

#### **c. Membership – pending**

#### **d. Meeting**

- i. **Frequency** – Steering Group meetings will be held as a minimum every 3 months alternating between the Calderdale and Kirklees Council offices in Halifax and Huddersfield. More frequent meetings may also be held from time to time depending on programme requirements at the time and in line with fulfilling its main responsibilities. The Chair in consultation with the SRO role will determine when any additional meetings may occur.
- ii. **Agenda** – An agenda will be approved by the Chair (or whomever he/she delegates this to) and distributed as a minimum 3 days prior to the meeting. The standing agenda for the meeting is attached in sub-section e. below. The meeting will be minuted and actions and decisions recorded for tracking purposes. When the Chair is unable to attend the meeting, the meeting will either be re-scheduled or the Chair will nominate a deputy for that meeting.
- iii. **Quorum** – The Steering Group will be quorate when it is attended by the Chair (or his/her nominated deputy) and X members of the total membership, which must include at least X members each from Calderdale and Kirklees Councils.
- iv. **Tenure** – The role and composition of the Steering Group will be reviewed annually, or at significant events or stages in the programme lifecycle/ sponsoring organisations' governance structures.
- v. **Inputs** – The Programme Manager will produce consolidated status/ highlight reports that will be distributed as a minimum 3 days prior to the meeting along with any other papers for discussion at the meeting. There will also be a process in place to enable any escalated issues, risks or any other matters arising to be raised at the Steering Group for discussion. The Chair, in consultation with the SRO role, will determine what issues or matters arising will be discussed at the Steering Group meeting.
- vi. **Outputs** – The minutes, actions/ decisions of the meeting, once approved by the Chair, will be distributed to Steering Group members and stored in the programme document

management system (Calderdale Council's Major Projects T:\ corporate network folder). Actions from the meetings will be allocated to named individuals and the progress and status of them tracked by the Programme Manager. Action owners (or a nominated representative) will be expected to report back on the actions at the Steering Group meetings where required by the Chair.

- vii. **Openness and Confidentiality** – Through continual review and approval of a programme stakeholder engagement and communications strategy, the Steering Group will ensure wider involvement from the stakeholder community of the key business items being considered by the Steering Group.

Where appropriate, an agreed summary of the meeting minutes may be published.

For reasons of probity and commercial sensitivity, members are required to treat all documents as confidential where appropriate and lawful. The status of all documents circulated will be clearly indicated in line with established classification protocols.

#### e. Standing Agenda Items

Item	Content	Lead	Paper Ref	Status	Guide Time
1	Welcome and Introduction	Chair			
2	Minutes and Actions from previous Steering Group meeting	Chair	tbc	For approval	tbc
3	Matters arising/ issues	Chair	Verbal	For discussion	tbc
4	Operating Environment Update	SRO	Verbal	For information	tbc
5	Calderdale Highlight update	SRO (or Programme Manager)	tbc	For discussion	tbc
6	Kirklees Highlight update	SRO (or Programme Manager)	tbc	For discussion	tbc
7	Programme Controls: escalated risks/ issues, consolidated programme plan	SRO (or Programme Manager)	tbc	For discussion	tbc
8	Any other business	All	Verbal	Verbal	tbc
9	Date, time/ location of next meeting	Chair	Verbal		

## 4. Programme Board – Terms of Reference

### a. Role and Responsibilities

The prime role of the respective South East Calderdale and Kirklees Programme Boards is to drive the programme forward and ensure the delivery of stated outcomes and benefits. Its members will provide resource and specific commitment to support the SRO role that is accountable for the successful delivery of the programme. The Programme Boards report to the SRO role who may in turn delegate some responsibilities and actions to Programme Board members whilst maintaining overall accountability. Programme Board members will take the lead in supporting the authority and control of the SRO role over the programme as a whole, including ensuring the appropriate co-ordination across the work streams, projects and any other activities that comprise the programme.

Members of the Programme Boards are individually answerable to the SRO role for their areas of responsibility and delivery within the programme, which are likely to include the following:

- Ensuring the programme delivers within its agreed boundaries ie. stated benefits, outcomes and associated programme outputs/ deliverables. This will include assuring the continuing integrity of the benefits realisation plan
- Reviewing programme direction to ensure it remains aligned with the strategic/ corporate objectives that pertain to organisations functioning within the overarching Operating Environment
- Resolving strategic and directional issues between projects, which need the input and agreement of senior stakeholders to ensure the progress of the programme
- Maintaining focus on the development, maintenance/ alignment and achievement of the Programme Blue Print/ Target Operating Model and other associated key programme products, including the Projects Dossier
- Approving any relevant business case/s throughout the programme life cycle
- Reviewing status/ highlight reports and monitoring progress against a consolidated Programme Plan and subordinate area based plans/ schedules (including any associated critical path/ dependencies), to ensure that the programme is delivering within agreed time, quality, risk and cost requirements
- Approving any changes or exception plans
- Defining acceptable risk threshold/s, assessing and managing programme level risks and issues, specifically any rated at red/amber and ensuring mitigation plans are in place and being actively progressed. In this regard, ensuring best practice programme controls have been established and the programme is managing risks and issues that will minimise the impact on the delivery of the programme
- Agreeing a programme stakeholder engagement and communications strategy, thereby ensuring a broad stakeholder involvement into the programme
- Ensuring that appropriate assurance is performed on the programme and any associated work streams or projects

## **b. Accountabilities**

The Programme Boards interface with the Steering Group through the SRO role who is also a member of that Group. The SRO role has overall accountability for the programme and its success by providing clear leadership and direction throughout its life, and by creating and consistently communicating the programme's Vision. In line with the SRO's overall accountability, other key responsibilities include securing investment, maintaining the interface with key stakeholders, monitoring key strategic risks facing the programme, instigating assurance and other audit reviews where necessary, and maintaining alignment of the programme with the strategic direction of both Calderdale and Kirklees Councils.



Given the SRO's high level of accountability, those selected to be Programme Board members must be able to contribute and support the programme with comparable levels of authority, commitment and ability.

The Programme Boards interface with and reports into established Calderdale and Kirklees Councils' governance arrangements, as well as other Leeds City Region Partnership (LEP)/ West Yorkshire Combined Authority governance arrangements, all of which comprise the Operating Environment. This interface is illustrated in Section 6 (Governance Arrangements – Schematic). In this respect, whilst each member of the Programme Board will be individually accountable to the SRO role (who is also Chair of the Programme Board), individual members will nevertheless also be accountable to their respective decision making bodies that sit within the Operating Environment. That is to say, either Calderdale or Kirklees Councils, and where relevant also to the LEP/ WYCA in terms of the governance roles that Programme Board members may also have in relation to these organisations.

**c. Membership – pending**

**d. Meeting**

- i. **Frequency** – Programme Board meetings will be held as a minimum every month alternating between the Calderdale and Kirklees Council offices in Halifax and Huddersfield. Due to the interface with the Steering Group, including the upwards reporting of programme status highlights and any escalations, the timing of Programme Board meetings should be carefully co-ordinated and take place prior to Steering Group meetings. More frequent meetings of the Board may also be held from time to time depending on programme requirements at the time. The Chair (who is also the SRO) will determine when any additional meetings may occur.
- ii. **Agenda** – An agenda will be approved by the Chair (or whomever he/she delegates this to) and distributed as a minimum 3 days prior to the meeting. The standing agenda for the meeting is attached in sub-section e. below. The meeting will be minuted and actions and decisions recorded for tracking purposes. When the Chair is unable to attend the meeting, the meeting will either be re-scheduled or the Chair will nominate a deputy for that meeting.
- iii. **Quorum** – The Programme Board will be quorate when it is attended by the Chair (or his/her nominated deputy) and X members of the total membership, which must include at least X members each from Calderdale and Kirklees Councils.
- iv. **Tenure** – The role and composition of the Programme Board will be reviewed annually, or at significant events or stages in the programme lifecycle/ sponsoring organisations' governance structures.
- v. **Inputs** – The Programme Manager will produce consolidated status/ highlight reports that will be distributed as a minimum 3 days prior to the meeting along with any other papers for discussion at the meeting, including risk and issues logs, and a consolidated programme plan/ schedule. There will also be a process in place to enable any escalated issues or any other matters arising to be raised at the Programme Board for discussion. The Chair will determine what issues or matters arising will be discussed at the Programme Board meeting.

- vi. **Outputs** – The minutes, actions/ decisions of the meeting, once approved by the Chair, will be distributed to Programme Board members and stored in the programme document management system (Calderdale Council's Major Projects T:\ corporate network folder). Actions from the meetings will be allocated to named individuals and the progress and status them tracked by the Programme Manager. Action owners (or a nominated representative) will be expected to report back on the actions at the Programme Board meetings where required by the Chair.
- vii. **Openness and Confidentiality** – Through review and approval of a programme stakeholder engagement and communications strategy, the Programme Board will ensure wider involvement from the stakeholder community of the key business items being considered by the Programme Board.

For reasons of probity and commercial sensitivity, members are required to treat all documents as confidential where appropriate and lawful. The status of all documents circulated will be clearly indicated in line with established classification protocols.

#### e. Standing Agenda Items

Item	Content	Lead	Paper Ref	Status	Guide Time
1	Welcome and Introduction	Chair			
2	Minutes and Actions from previous Programme Board meeting	Chair	tbc	For approval	tbc
3	Matters arising/ issues	Chair	Verbal	For discussion	tbc
4	Operating Environment Update	Chair	Verbal	For information	tbc
5	South East Calderdale Highlight update	Programme Manager	tbc	For discussion	Tbc
6	Programme Controls: Risks/ issues, consolidated Programme Plan	Programme Manager	Tbc	For discussion	tbc
7	Proposed items for next Programme Board	Chair	Verbal	For approval	tbc
8	Any other business	All	Verbal	Verbal	tbc
9	Date, time/ location of next meeting	Chair	Verbal		

## 5. Working Groups – Terms of Reference

### **a. Role and Responsibilities**

As well as considering any issues concerning strategic dependencies and interfaces with the programme's overarching Operating Environment, the Programme Steering Group and respective Programme Boards are concerned primarily with programme-wide aspects that cut across the geographical areas of both sponsoring local authorities.

In contrast, the primary role of each of the two Working Groups will be to operate as forums designed to consider any programme, work stream/ project or other technical issues that specifically relate to their own geographical areas of interest. In this regard, the two Working Groups are not specifically designed to function as Project Boards providing governance and decision making at a sub-programme/ project level. Working Groups will however be focused on ensuring the outputs and activities specified in the associated Projects Dossier are being proactively delivered in order that the new capabilities set out in the Programme Blue Print are achieved.

There will be a discrete Working Group covering South East Calderdale and a separate Working Group covering Kirklees areas.

Although the two Working Groups cover discrete areas within the boundaries of the sponsoring local authorities, both Groups will be required to interface with each other on a regular basis depending on programme circumstances, particularly where there are work stream issues or other project related, technical activities that require cross boundary working and consideration.

Key responsibilities of the Working Groups are likely to include the following:

- Inputting into the preparation of feasibility and any related technical studies that will inform (i) the production of a Programme Blue Print/ Target Operating Model that clearly described the new capabilities to be achieved by the programme, and related outcomes and benefits, and (ii) the production of an associated Projects Dossier setting out key programme outputs/ projects
- Commissioning and monitoring the delivery of new projects to ensure alignment with the outputs specified in the Projects Dossier and associated Programme Plan/ schedules (including any interdependencies/ impacts on critical path)
- Reviewing any existing projects/ activities to ensure they are fully aligned with the emergent programme
- Monitoring project delivery and closure, ensuring projects deliver the capability in alignment with stated benefits and the dependencies with other projects
- Co-ordinating lessons learned exercises and ensuring lessons are disseminated across the programme at regular intervals/ programme stages
- Identifying potential new funding sources, co-ordinating the preparation and submission of funding bids, and monitoring the delivery of any successful bids against spending targets/ agreed outputs/ milestones
- Monitoring any risks and issues that impact the programme in respect of agreed or emerging projects, and ensuring effective management plans are in place
- Identifying and reporting upwards any project related exceptions (cost, resources, funding, quality, time, scope and benefits)
- Communicating and maintaining the engagement of stakeholders, ensuring their involvement where necessary and keeping them informed of progress and issues

### **b. Accountabilities**

Although the two Working Groups cover discrete geographical areas in South East Calderdale and Kirklees, both will be required to interface with each other on a regular basis depending on programme circumstances; particularly where there are work stream issues or other project related, technical activities that require cross boundary working and consideration.

The Working Groups interface with the Programme Board where specific outputs will be presented for discussion, action or decision. Similarly, issues or risks identified by Working Groups may from time to time also be required to be escalated to the Board.

Depending on future circumstances, Working Groups may also consider it necessary that any specific (and subordinate) project groups should also be set up. If so, it is expected that the activities of any such project groups will be required to report upwards into the programme, initially at the Working Group level, in order that activities can be monitored in line with the Working Group key responsibilities outlined earlier.

**c. Membership – pending**

**d. Meeting**

- i. **Frequency** – Working Group meetings will be held as a minimum every two weeks. Due to the interface with the Programme Board, including the upwards reporting of programme status highlights and any escalations, the timing of Working Group meetings should be co-ordinated to take place prior to Programme Board meetings. More frequent Working Group meetings may also be required depending on programme and project circumstances. The frequency and timing of these meetings will be at the discretion of the Chair of each of the Working Groups.
- ii. **Agenda** – An agenda will be approved by the Chair (or whomever he/she delegates this to) and distributed prior to the meeting. However, in order to avoid unduly restricting discussions at each of the Working Groups given the varying circumstances and broad range of issues and projects in each of the local authority areas, a standing agenda is not currently proposed for the meeting. Actions and decisions will nevertheless be recorded for monitoring, tracking and auditing purposes. When the Chair is unable to attend the meeting, the meeting will either be re-scheduled or preferably the Chair will nominate a deputy for that meeting.
- iii. **Quorum** – not applicable.
- iv. **Tenure** – The role of the Working Groups will be reviewed annually, or at significant events or stages in the programme lifecycle/ sponsoring organisations' governance structures to ensure it remains fit for purpose. The composition of the two Working Groups will vary reflecting the differing circumstances between the two local authority areas and also the nature of issues and projects being delivered at any one time in the programme lifecycle.
- v. **Inputs** – The Chair, in consultation with the Programme Manager, will determine what issues and projects will be discussed at the Working Group meeting. As a minimum and in line with the key responsibilities of the Working Group, updates will be required with regard to alignment with the programme plan/ schedule, and any project level risks and issues that are impacting on the programme. Any other papers or documents required for discussion at the meeting will be agreed by the Chair in advance.

- vi. **Outputs** – The actions/ decisions of the Working Group meeting, once approved by the Chair, will be distributed to Working Group members and stored in the programme document management system (Calderdale Council's Major Projects T:\ corporate network folder). Actions from the meetings will be allocated to named individuals and the progress and status then tracked by the Programme Manager. Action owners (or a nominated representative) will be expected to report back on the actions at subsequent Working Group meetings with a clear expectation that progress has been made to close out the action. Programme highlight/ status reports will be prepared and programme level risk and issues logs updated by the Programme Manager following Working Group meetings for upwards reporting to Programme Board in line with the meeting schedule.
  - vii. **Openness and Confidentiality** – For reasons of probity and commercial sensitivity, Working Group members are required to treat all documents as confidential where appropriate and lawful. The status of all documents circulated will be clearly indicated in line with established classification protocols.
- e. **Standing Agenda Items** – not applicable

## 6. Governance Arrangements - Schematic

The schematic diagram below illustrates the key working and decision making fora to support the programme.

Governance arrangements have been grouped into two interfacing domains:

- The Operating Environment – typically associated with strategic decision making and approvals, this is where the Programme interfaces with and reports into established Calderdale and Kirklees Councils' governance arrangements, and other Leeds City Region (LCR) Partnership/ West Yorkshire Combined Authority governance arrangements
- The Calderdale and Kirklees Regional Spatial Priority Area (RSPA) Programme – where the governance arrangements are dedicated to supporting the delivery of the Programme

### a. The Operating Environment

The Operating Environment domain comprises three interfacing elements: Calderdale Council, Kirklees Council and Leeds City Region Enterprise Partnership/ West Yorkshire Combined Authority functions.

- (i) *Calderdale and Kirklees Councils* – are the programme's sponsoring bodies and are ultimately accountable for the delivery and direction of the Calderdale and Kirklees Regional Spatial Priority Area Programme.
- (ii) *Leeds City Region Enterprise Partnership (LEP)* – is the enabling strategic partner with the overall aim of transforming the City Region by supporting growing businesses, developing a skilled workforce, increasing energy efficiency and improving infrastructure within the City Region. The LEP's Infrastructure Investment Framework is a key driver for the championing and establishment of a Calderdale and Kirklees Regional Spatial Priority Area as a focus for prioritising investment to maximise economic, housing and regeneration potential.

West Yorkshire Combined Authority (WYCA) – is the accountable body for the LEP and representing all City Region authorities. It ensures the focused delivery of the LEP's Strategic Economic Plan (SEP) and Growth Deal investment.

#### **b. The Calderdale and Kirklees Regional Spatial Priority Area (RSPA) Programme**

The Calderdale and Kirklees RSPA Programme related domain comprises two interfacing elements: programme governance and, programme and project management.

- (i) *Programme Governance* – High level programme direction, decision making and assurance functions ensuring the Programme delivers to time, cost and quality. Accountable to the Senior Responsible Officer (SRO) role, this element incorporates the overarching Programme Steering Group and subordinate Programme Board with prime responsibilities for driving the programme forward and ensuring its delivery within agreed programme boundaries.
- (ii) *Programme and Project Management* – Responsible for the delivery of component programme workstreams, projects and other technical activities, and ensuring all projects are delivered to agreed time, cost, quality and scope. This element incorporates two interfacing Working Groups (separately covering South East Calderdale and Kirklees). If required, subordinate project level groups may also be set up that report into the Working Groups.

#### **c. Programme Assurance**

Cutting across both the Operating Environment and Programme Environment domains, a number of bodies, groups and teams currently exist that are independent from the programme and which could potentially provide assurance level functions. Some or all of these may be used for example, at key stages in the programme lifecycle, at major decision points or focused on areas of greatest risk, to assure whether the correct standards, processes and procedures, quality and fit for purpose solutions are being achieved by the programme. It is anticipated that the SRO will consult with the Steering Group on the correct approach to programme assurance and ensure that an adequate assurance regime is in place.

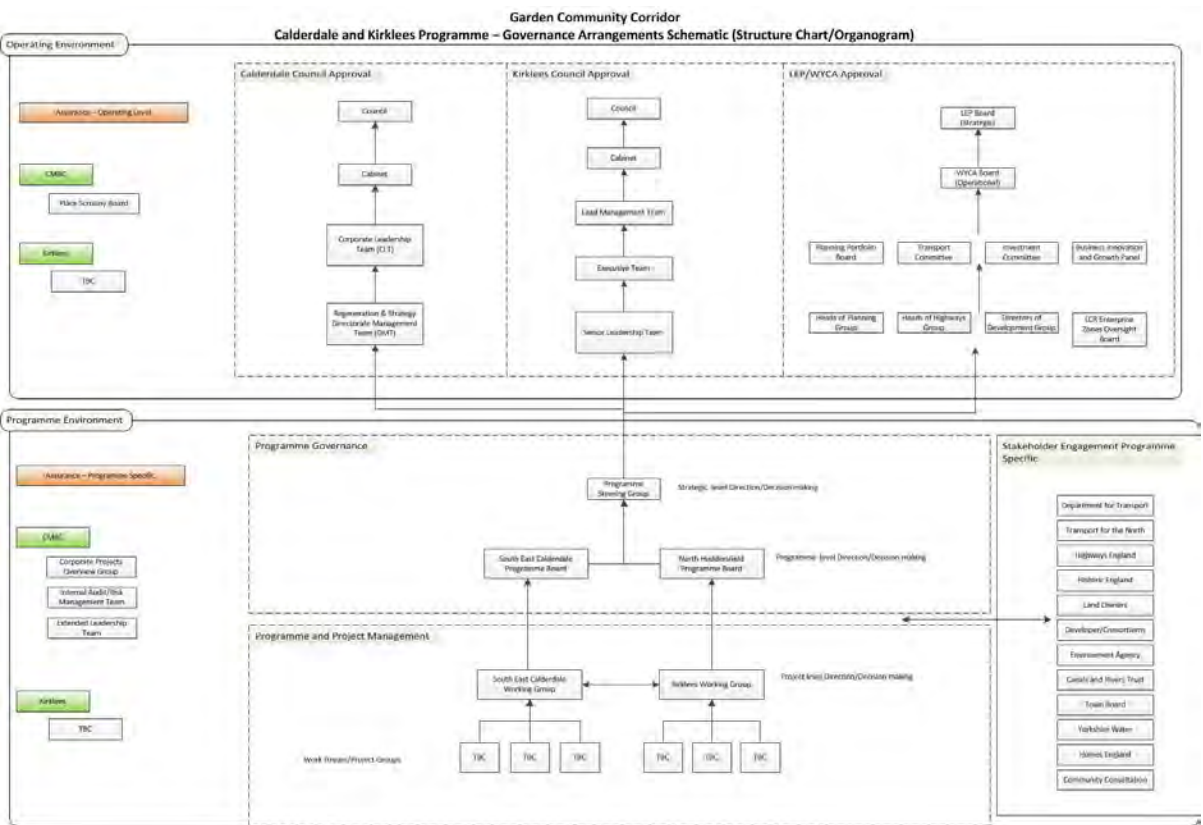
The schematic diagram below illustrates some of the assurance functions that currently exist.

#### **d. Stakeholder Engagement**

Amongst others, key external stakeholders will include Historic England and Highways England. Major landowners and developers/ consortiums are also expected to be included within this element. Other key stakeholders will be identified by the Programme.

The nature and frequency of meetings and other fora for engaging stakeholders will be refined in due course as part of the development of a programme level Stakeholder Engagement and Communications Management Strategy. In the meantime, existing meeting arrangements will continue to be used and will be informed by amongst others, the Calderdale 'Next Chapter' communications plan and brand.

Governance Structure Schematic – the structure illustrates programme governance arrangements



## **APPENDIX 5**

### **TECHNICAL NOTE: JUSTIFICATION FOR SOUTHEAST CALDERDALE GARDEN SUBURBS**

## **Calderdale Local Plan**

## **Justification for Southeast Calderdale Garden Suburbs**

**July 2018**



## **1. Introduction**

- 1.1 An important theme in consideration of the spatial distribution of housing development has been the relative merits of a larger number of more modest allocations ‘pepper-potted’ throughout the district versus a smaller number of large strategic allocations. This issue was explored at a number Local Plan Working Party meetings and at a series of public workshops in different locations around Calderdale.
- 1.2 The Garden Suburb approach to development is unprecedented in the history of Calderdale. In relation to this, the tightly drawn Green Belt boundaries, historically plentiful supply of previously developed land, and challenging topography have resulted in developments typically being smaller in scale. This has also enabled Calderdale to focus development into existing settlements and achieve a very high proportion of development on previously developed land.
- 1.3 Calderdale’s success has however resulted in its own challenges in terms of meeting our future housing requirements. In relation to these there are now relatively few deliverable and viable previously developed sites in sustainable locations that are capable of coming forward without public sector intervention (this is evidenced by our site assessments and the sequential approach that we have taken to site selection).
- 1.4 The preparation of the Local Plan has also resulted in particular concern about the need to coordinate the delivery of infrastructure effectively, and the challenges of managing the cumulative impact of smaller sites being brought forward.
- 1.5 In relation to this point, focusing development on a smaller number of strategic allocations is considered to offer a particular opportunity for sustainable development because such sites are of sufficient scale to provide a planned ‘garden village’ layout with enhanced local facilities and infrastructure. In this sense it is possible to manage and mitigate impacts in a more holistic manner.
- 1.6 Ultimately, it was concluded that Calderdale needs a balanced portfolio of sites in order to achieve an acceptable housing trajectory - smaller more straightforward sites that can deliver earlier; and larger, more transformational sites to achieve overall OANs and regeneration/infrastructure benefits.
- 1.7 The iteration of the Local Plan that Calderdale proposes to Publish includes two strategic housing allocations in Southeast Calderdale identified as the Thornhills and Woodhouse Garden Suburbs. The purpose of this document is to demonstrate the

rationale for this approach and explain why it has been concluded that these sites should progress rather than other options.

- 1.8 The merits of this approach have been explicitly recognised by paragraph 72 of the Revised National Planning Policy Framework (July 2018):

*The supply of large numbers of new homes can often be best achieved through planning for larger scale development, such as new settlements or significant extensions to existing villages and towns, provided they are well located and designed, and supported by the necessary infrastructure and facilities. Working with the support of their communities, and with other authorities if appropriate, strategic policy-making authorities should identify suitable locations for such development where this can help to meet identified needs in a sustainable way. In doing so, they should:*

*a) consider the opportunities presented by existing or planned investment in infrastructure, the area's economic potential and the scope for net environmental gains;*

*b) ensure that their size and location will support a sustainable community, with sufficient access to services and employment opportunities within the development itself (without expecting an unrealistic level of self-containment), or in larger towns to which there is good access;*

*c) set clear expectations for the quality of the development and how this can be maintained (such as by following Garden City principles), and ensure that a variety of homes to meet the needs of different groups in the community will be provided;*

*d) make a realistic assessment of likely rates of delivery, given the lead-in times for large scale sites, and identify opportunities for supporting rapid implementation (such as through joint ventures or locally-led development corporations)<sup>35</sup>; and*

*e) consider whether it is appropriate to establish Green Belt around or adjoining new developments of significant size.*

## **2. CONSIDERATION OF OPTIONS DURING REGULATION 18 STAGES**

### **Potential Sites and Other Aspects of the Local Plan (2015) (PSOALP)**

- 2.1 In the autumn of 2015 Calderdale undertook a Regulation 18 consultation on the PSOALP. For the purposes of potential housing allocations this consultation included sufficient land to provide in excess of 30,000 dwellings. At that stage in the process

the Council was deliberately casting a wide net in order to engage with stakeholders on a full range of different options.

- 2.2 The PSOALP consultation included what were at the time identified at 'Strategic Urban Extensions' (SUEs). Fourteen potential SUEs were identified, the locations of which are shown in Appendix 1 to this document. The site assessments are summarised below.

**LP1451**

**Land between, Bradley Wood and Woodhouse Lane, Rastrick, Brighouse.**

**63.00 ha**

**PROPOSED ALLOCATION:**

In 2016, the Council appointed consultants to undertake work to explore the potential of accommodating new homes in south eastern Calderdale. This involved identifying and considering constraints to development, and measures to mitigate these, including highways measures, provision of open space on site, protection of ecology, and provision of a new primary school to meet new and existing demand.

The work concluded that approximately 1223 new homes could be developed on this site.

The Council's preferred use is therefore a 'Garden Suburb'.

**LP1452**

**Land Between Dewsbury Road, Pinfold Land and New Hey Road, Rastrick**

**13.57ha**

**Site Filtered:**

This is a gently undulating greenfield site within the Green Belt, close to the M62 motorway. It is adjacent to the urban area on its eastern side, and there is also a working farm adjacent on its western boundary.

The site has good access to a range of local facilities and services, although it is further than 400m to a bus stop with a service at least every 30 minutes.

It has been suggested by Highways England that development of the site does not commence until later in the Plan period, so that cumulative impacts on the highway network can be mitigated.

Where committed schemes do not mitigate the impact of the development of the site, the development scheme may have to contribute or deliver other schemes.

Highways Development Management has commented that the frontage along Dewsbury Road (B6114) could provide a new access and with widening, Pinfold Lane could also provide access (two accesses would be required for a site of this size). A Right Turn Lane junction is likely to be needed on B6114 Dewsbury Road and there appears to be sufficient frontage to achieve this.

The site does have some ecological value, the pond and hedgerows on site are UK Biodiversity Action Plan Priority Habitats. The developable area has been amended to remove the pond. Any development proposal will need to take into account the location of hedgerows and integrate into the layout and design of development, or integrated landscaping/public open space.

Given the size of the site, a Flood Risk Assessment would be required in order to assess any risk of flooding and propose mitigation measures to reduce such risks. In addition, as this is a greenfield site, its development could increase run off and reduce surface water infiltration. Consideration should be given to the integration of green infrastructure to minimise any adverse impacts.

Given the constraints set out above - the working farm, high voltage overhead powerlines, ecology

and the close proximity to the motorway (which would require an appropriate buffer), the site is filtered and will not be taken forward as a site allocation.

**LP1453**

**Land off Lillands Lane, Brighouse**

**8.31ha**

**Site Filtered:**

This is a gently sloping greenfield site within the Green Belt, adjacent to the urban area. It is close to the railway line and Strangstry Local Wildlife Site to the north, with other greenfield sites to the east and south. The site has good access to a range of services and facilities, and is within 2km of a railway station.

The site is within Flood Zone 1, however, given the size and the greenfield status of the site, a Flood Risk Assessment would be required in order to assess any risk of flooding and propose mitigation measures to reduce such risks. The Flooding and Drainage Section of the Council considers the site developable subject to evaluation of existing drainage network and mitigation being secured. The Flooding and Drainage Section recommends green and blue infrastructure including SuDS and green roofs to reduce the infiltration rate of precipitation as well as provide storage for storm water run-off.

Development of the site should not commence until later in the Plan period due to cumulative impacts of development across the district on the strategic highway network. Highways England has suggested that development of this site not be commenced until completion of the Road Investment Strategy schemes programmed to start in the current roads period (2015/16 – 2019/20). Schemes include M62 J20-J25 Smart Motorway.

Highways Development Management have advised that the site is landlocked in isolation and depends on sites LP1472 & LP0893 being developed to provide access of a reasonable standard. Some access could be provided along Lillands lane but this would need upgrading and surfacing to adoptable standards with footways providing.

An overall Masterplan for site is required including potential traffic distribution through Brighouse and potential impact upon A641, A644 and SRN including M62 J25.

The site is in close proximity to Strangstry Wood Local Wildlife Site, and therefore West Yorkshire Ecology recommends a buffer of 20m to be removed from the developable area which has been applied to ensure that any development minimises impact on this ecological asset. The Council's Conservation Section (Ecology) recommends a further 10m buffer from the Wildlife Habitat Network to the South West and North East boundary of the site. The Ecology section indicates that there is likely to be adverse impact due to increased recreation on nearby LWSs.

However, it is likely that adverse ecological impacts can be mitigated through planting all buffers with locally native species rich neutral grassland and allow to naturally regenerate to woodland and providing mitigation for the increased recreational pressure on nearby LWSs. A SuDS scheme should take account of existing biodiversity and take the form of fen, marsh, wet grassland and standing water in basins.

The site is designated open space and the original boundary of the site included playing fields used by Rastrick High School. At the time of the 'Local Plan – Initial Draft' consultation the Calderdale Playing Pitch Strategy and Action

Plan 2017 found that there is some spare capacity at this site but that some facilities at the school are of poor quality. The Playing Pitches leased to Rastrick High School have been taken out of the potential allocation and developable area boundary to safeguard their continued use.

There are no impacts on heritage or archaeological assets.

The site falls within the Mineral Safeguarding Area for coal and stone, therefore, non mineral

development will be expected to investigate the potential for extraction of the mineral resource prior to development taking place. This is a requirement of Local Plan policy.

Environmental Health has commented that a stand off between the schools and housing would be required. They also state that some land contamination exists on site; therefore, Any development should be accompanied by an appropriate contaminated land assessment, with any mitigation measures identified. There could be a possible negative impact on Brighouse AQMA. Regard should be given to the West Yorkshire Low Emission Strategy which has been adopted by the Council. This gives guidance on good practice for mitigating air quality impacts.

The Green Belt parcel the site is located in performed well in the Green Belt Review satisfying 3-5 Green Belt purposes. However, when the site specific review was carried out the site scored poorly satisfying only 0-2 Green Belt purposes.

However, given the constraints, specifically site access and ecology, and having regard to the Council's housing need, the Local Plan's spatial strategy, the supply of more suitable and available sites elsewhere and the need to protect the Green Belt as far as possible, this site has been filtered.

**LP1454**

**Land to the West of Elland Bridge, Elland**  
**6.62ha**

**Site Filtered:**

This is a relatively flat greenfield site, within the Green Belt close to Elland Bridge. It is located on an island surrounded by water courses. Existing access through employment uses would be unsuitable for a residential use.

Removal of the site from the Local Plan process has been recommended on both flooding and ecology grounds.

It is therefore filtered and will not be taken forward as a site allocation.

**LP1455**

**Land at, Exley Lane, Halifax.**  
**60.09 ha**

**Site filtered:**

The development of this site would result in the merging of Elland and Halifax. Smaller areas of land making up this large site have been considered separately. This site is filtered and will not be taken forward as a potential site allocation.

**LP1456**

**Land Between Rochdale Road and Dean Lane, Sowerby Bridge**  
**21.19ha**

**Site Filtered:**

This site was considered for allocation as a Sustainable Urban Extension in the 'Potential Sites and Other Aspects of the Local Plan' consultation in 2015, along with 13 other areas identified as potential urban extensions.

The balance of evidence indicates that Brighouse and Rastrick will be the key focal points for new residential development. This is due to the availability of land and their relative sustainability, with fewer potential impacts on the important environmental designations in the west of the District.

Brighouse and Rastrick are close to the M62 and the border with Bradford and Kirklees. Brighouse as

a town is also likely to benefit from capacity improvements to the A641, A644 and potentially also a new M62 junction 24a which could all be delivered through the West Yorkshire + Transport Fund.

**LP1457**

**Land Between Burnley Road, Newland Road and Water Hill Lane, Warley, Halifax**

**58.72ha**

**Site Filtered:**

This site was considered for allocation as a Sustainable Urban Extension in the 'Potential Sites and Other Aspects of the Local Plan' consultation in 2015, along with 13 other areas identified as potential urban extensions. The balance of evidence indicates that Brighouse and Rastrick will be the key focal points for new residential development. This is due to the availability of land and their relative sustainability, with fewer potential impacts on the important environmental designations in the west of the District. Brighouse and Rastrick are close to the M62 and the border with Bradford and Kirklees. Brighouse as a town is also likely to benefit from capacity improvements to the A641, A644 and potentially also a new M62 junction 24a which could all be delivered through the West Yorkshire + Transport Fund. In addition, it is considered that development in this part of the Borough would lead to significant adverse impacts on Warley Conservation Area and other listed assets.

**LP1458**

**Land at Highroad Well Moor, Off Heath Hill Road, Highroad Well, Halifax.**

**95.41 ha**

**Site filtered:**

Large area of predominantly greenfield land currently situated within the designated green belt. The majority of the urban extension contains parcels which perform poorly when assessed against the five green belt purposes. Part of the land to the north west is however outside the green belt area of search, due to its remote location.

A large part of this area of relatively unimproved acid grassland/heath is included within the Wildlife Habitat Network. This includes parts of the golf course, which have additional scrub and woodland habitats. West Yorkshire Ecology has therefore removed these areas from the proposed allocation. The extension also contains a large area of open space including amenity green space and outdoor sports facilities which have been retained in the Open Space Study. The remainder of the land is West End Golf Course, an open and well used facility which, apart from LP0968 in the south east corner of the extension, has not been proposed as a site to consider.

For the above reasons it is considered that this urban extension should be removed from the process.

**LP1459**

**Land between Moor End Road, Hebble Vale Drive and Larch Close, Wheatley, Halifax**

**47.47ha**

**Site Filtered:**

This site was considered for allocation as a Sustainable Urban Extension in the 'Potential Sites and Other Aspects of the Local Plan' consultation in 2015, along with 13 other areas identified as potential urban extensions.

The balance of evidence indicates that Brighouse and Rastrick will be the key focal points for new residential development. This is due to the availability of land and their relative sustainability, with fewer potential impacts on the important environmental designations in the west of the District. Brighouse and Rastrick are close to the M62 and the border with Bradford and Kirklees. Brighouse as a town is also likely to benefit from capacity improvements to the A641, A644 and potentially also a new M62 junction 24a which could all be delivered through the West Yorkshire + Transport Fund.

**LP1460**

**Land between Shay Lane, Queensbury Road and Churn Milk Lane, Holmfild, Halifax**

**11.21ha**

**Site Filtered:**

This is a predominantly greenfield site located to the east of the Ovenden and within the Green Belt. The Green Belt parcel the site lies within fulfils 3-5 Green Belt purposes. Access to services is good, although the site lies further than 400m to a bus stop with a high frequency service, and further than 600m to a public open space.

The majority of the site lies within Flood Zone 1 but is at risk from surface water flooding, therefore a Flood Risk Assessment is required. There have been a couple of land drainage issues in the past in the close vicinity of the site, but development is considered suitable after a Flood Risk Assessment has been undertaken and investigations of the existing drainage network.

Development of the site is not considered to have an adverse impact on the strategic road network, however, Development Management Section have commented that site access is unachievable due to the topography of the site. They would require the landowner to demonstrate an access through a topographical survey and feasible layout drawing of access/junction.

The site falls within the Wildlife Habitat Network, and West Yorkshire Ecology have commented that the site provides good opportunities for connecting more species rich grassland to the north and south. They have recommended the retention of this link, with the western side probably less critical than that to the east, and therefore suggested that some land is removed from the developable area.

Development of the site is unlikely to have adverse impacts on heritage assets, however, there is an archaeological asset within the site. West Yorkshire Archaeological Advisory Service have therefore recommended that a predetermination archaeological evaluation is undertaken.

The site lies within the Mineral Safeguarding Area for both stone and coal. Non mineral development will be expected to investigate the potential for extraction of the mineral resource prior to development taking place. This is a requirement of Local Plan policy.

Although a number of constraints can be overcome through mitigation, the topography of the site means site access is not achievable. Highways Development Management have recommended that the site is filtered. It will therefore not be taken forward as a site allocation.

**LP1461**

**Land north of, Field Head Lane, Green Lane and Riley Lane, Illingworth, Halifax.**

**82.86 ha**

**Site filtered:**

The Council's Ecology Officer raises concerns that the site lies close to the SPA/SAC and a development of this size is likely to result in a significant increased disturbance due to recreation on

the designated features of the SPA/SAC.

This site includes a number of Grade II Listed Buildings including Scausby Hall, North Scausby Farmhouse and its adjacent barn and there is, in addition, a large group of Listed Buildings to the south of this area including Holdsworth House which is a Grade II\* Listed Building. The rural historic setting of these listed buildings is especially important.

Environmental Health raise concerns about noise from the several wind turbines in the area.

For this area to have progressed as an urban extension masterplanning would be required in order to address, amongst other matters, the issues above and the overall design and scale of development. It has therefore been determined that while the individual sites might come forward, this urban extension is less suitable than those that have been explored in the south east of the borough.

Therefore the site will not be put forward as a preferred urban extension.

**LP1462**

**Land between, Stanage Lane and Cooper Lane, Shelf, Halifax**

**36.29 ha**

**Site filtered:**

There are several wind turbines which may cause noise nuisance.

Non mains drainage and land contamination may be an issue on parts of the site and any working farm maybe affected.

Rights of Way cross the site and it is in a bat alert area.

Highways England point out that there is a risk that a capacity problem to M606 may emerge later in the Plan period; and if this proves to be the case, this site may need to fund or contribute to any necessary mitigation scheme.

Highways Development Management state that a significant masterplan with a site access strategy would be needed before progressing with any applications.

Concern has been expressed about the quantum of potential development in Shelf relative the size of the existing community, and the resultant impact on the character and identity of the village.

Therefore the site will not be put forward as a preferred urban extension.

**LP1463**

**Land between, Highmoor Lane and Bradford Road, Brighouse.**

**140.66 ha**

**PROPOSED ALLOCATION:**

In 2016, the Council appointed consultants to undertake work to explore the potential of accommodating new homes in south eastern Calderdale. This involved identifying and considering constraints to development, and measures to mitigate these, including highways measures, provision of open space on site, provision of green routes, protection of ecology, and provision of a new primary school and secondary school to meet new and existing demand.

The work concluded that approximately 1926 new homes could be developed on this site. The Council's preferred use is therefore a 'Garden Suburb'.



**LP1464****Land off Stoney Royd Lane, Todmorden****1.62ha****Site Filtered:**

This is a greenfield site within Todmorden and is designated as Open Space and Wildlife corridors in the RCUDP.

This site was considered for allocation as a Sustainable Urban Extension in the 'Potential Sites and Other Aspects of the Local Plan' consultation in 2015, along with 13 other areas identified as potential urban extensions. The balance of evidence indicates that Brighouse and Rastrick will be the key focal points for new residential development. This is due to the availability of land and their relative sustainability, with fewer potential impacts on the important environmental designations in the west of the District. Brighouse and Rastrick are close to the M62 and the border with Bradford and Kirklees. Brighouse as a town is also likely to benefit from capacity improvements to the A641, A644 and potentially also a new M62 junction 24a which could all be delivered through the West Yorkshire Transport Fund. Notwithstanding this, sites located within proposed urban extensions will be assessed on their individual merits.

West Yorkshire Ecology recommends that a proportion of the site be removed from the developable area since this site is close to the SAC/SPA and lies within the wildlife habitat network for grassland. Over 23% of the site falls within Flood Zone 3b, 12% within 3a and 13% in Flood Zone 2. The site also has 13% within a 1 in 30 year surface water flooding area. JBA has recommended that the site be withdrawn due to the overall flood risk.

Given the fluvial and pluvial floodrisk, it is recommended that the site is filtered and is not taken forward in the Local Plan. As a result, the site will not be allocated as a Sustainable Urban Extension.

**Strategic Vision for Southeast Calderdale (2016)**

- 2.3 The balance of evidence indicates that Brighouse and Rastrick will be the key focal points for new residential development. This is due to the availability of land and their relative sustainability, with fewer potential impacts on the important environmental designations in the west of the District. Brighouse and Rastrick are close to the M62 and the border with Bradford and Kirklees. Kirklees also has aspirations for significant residential and employment development immediately to the south of Calderdale's administrative boundary (at Bradley Hall and Cooper Bridge respectively). Brighouse as a town is also likely to benefit from capacity improvements to the A641, A644 and potentially also a new M62 junction 24a which could all be delivered through the West Yorkshire + Transport Fund.
- 2.4 LP1463 known as 'Thornhills Garden Suburb' and LP1451 known as 'Woodhouse Garden Suburb' were identified as the preferred options because they performed acceptably through the site assessment process and had the best relationship to the transport infrastructure improvements and employment development proposed at the Clifton Enterprise Zone. As indicated above consultants were commissioned to prepare the Strategic Vision for Southeast Calderdale (SVSEC).

- 2.5 The SVSEC set out a proposition for what could be achieved quantitatively and qualitatively on the Garden Suburbs. It also explored in more detail how the Garden Suburbs could relate to other emerging projects such as the A641 corridor improvements and the Clifton Enterprise Zone. The SVSEC also looked at how the requirement for school places could be met, and to this end space is identified that could accommodate secondary and primary schools in Thornhills Garden Suburb and a primary school in Woodhouse Garden Suburb.
- 2.6 Overall, the SVSEC exercise has provided the Council with reassurance that the Southeast Calderdale Garden Suburb approach is a deliverable and sustainable way to proceed.

### **3. Initial Draft of Calderdale Local Plan**

- 3.1 The two Southeast Calderdale Garden Suburbs were included in the Initial Draft of the Local Plan, which was subject to public consultation between August and October 2017. Whilst there was debate about the merits of the proposals during and after this consultation, strong evidence was not brought forward to suggest that the approach was ill-founded.

### **4. Cross-boundary planning**

- 4.1 According to the Government:

*Effective working across local authority boundaries is essential to plan for the delivery of housing, infrastructure and other strategic needs of communities; particularly where there is high housing pressure and areas are heavily constrained. Joint working is a statutory requirement under the duty to cooperate, introduced through the Localism Act in 2011, and the Government has recently consulted on the introduction of a statement of common ground to further encourage more and better joint working. Support under this section of the prospectus is offered to create additional capacity in local authorities for joint working to help achieve their ambitions for growth. (Planning Delivery Fund – Supporting joint working, high quality design and innovation, DCLG, December 2017)*

- 4.2 Junction 25 of the M62 that serves Brighouse is of strategic importance to both Calderdale and Kirklees Councils. In addition to the development identified in Calderdale, Kirklees Council is progressing a number of strategic housing and employment allocations on the South side of the M62. The two Councils believe that their respective aspirations for growth are complementary, and that the ultimate goal should be a Leeds City Region Spatial Priority Area centred on junction 25. To this end the Councils have been working together closely.

- 4.3 In March 2018 it was confirmed by the Ministry of Housing Communities and Local Government that a joint bid by Calderdale and Kirklees Councils to the Planning Delivery Fund for increased capacity to support joint planning had been successful. This will provide £170,000 to enable the councils to work together to develop further plans for infrastructure delivery across the South East Calderdale/North Huddersfield area.
- 4.4 The Southeast Calderdale Garden Suburbs should therefore be seen as part of an ambitious initiative by two Councils to deliver transformational growth and regeneration. Furthermore it can be seen that this approach is aligned with the Government's direction of travel on joint working.

## **5. Infrastructure, Master Planning and Delivery**

- 5.1 The Council's Infrastructure Delivery Plan (2018) includes an Appendix (5) that amplifies the infrastructure requirements for Southeast Calderdale. Furthermore separate papers have been/are being prepared relating to Health and Wellbeing, and Education infrastructure. The second two papers relate to the whole of Calderdale.
- 5.2 Policy IM7 of the Calderdale Local Plan Publication Draft (2018) sets out the requirements for the master planning of Strategic Sites (i.e. the two Garden Suburbs). The expectations of the policy are set out below:
- an indicative development layout and phasing and implementation plan;
  - high standards of design that respect the character of the landscape, heritage, adjacent and nearby settlements and built development, reflecting the urban to rural transition with appropriate boundary treatment;
  - make effective use of the site through the application of appropriate densities in terms of scale, height and massing, and its relationship to adjoining buildings and landscape;
  - create a strong sense of place, ensuring the proposed development makes a positive contribution to local character and distinctiveness;
  - plan for integrated development, providing for a mix of housing that addresses the range of local housing needs, and encourages community cohesion;
  - reduce the need for car use and encourage sustainable modes of travel, including provision for public transport, cycle routes, footpaths and bridleways, including the roll-out of 20mph zones across the
  - Borough;

- a network of permeable and interconnected streets and public spaces which also contributes to the security of the site through appropriate design;
- measures to mitigate the traffic impacts of the proposed development on the strategic and local road networks;
- An assessment of the impact of the development on existing and planned infrastructure, and identification of new infrastructure requirements resulting from the development;
- Measures to ensure timely delivery of new and improved infrastructure
- appropriate employment provision and community facilities to serve the new development (including local shops, community halls, schools and health facilities);
- accessible open space to meet identified local needs and/or increase accessibility to existing open spaces;
- a green infrastructure strategy, providing an integrated network of green spaces and space for water and associated habitat and biodiversity;
- facilitate opportunities for local/community led food production either through the provision of dedicated spaces such as allotments, growing space within dwelling curtilages or food based communal landscaping;
- appropriate measures to mitigate flood risk and ensure that the development is resilient to the potential impacts of climate change;
- assessment of the potential for energy efficient design including renewable energy schemes;
- demonstration of a good understanding and respect for the natural environment, its heritage assets and their setting both within the site and in the wider locality, whether designated or not, and include details of how the natural environment and heritage assets will be conserved and enhanced;
- a management plan should be produced as part of the master-planning process to demonstrate how infrastructure and community assets will be maintained and managed following completion of development;
- the Council will expect master-plans to demonstrate how the design will achieve enhanced public access to high quality open space.

## **6. Compliance with Revised National Planning Policy Framework (July 2018)**

- 6.1 Paragraph 72 of the Revised National Planning Policy Framework sets out five criteria for consideration of larger scale developments (i.e. such as the proposed Garden Suburbs). Each criterion is considered below in order to provide a basic check list against national policy:

**i. *Opportunities presented by existing or planned investment in infrastructure, the area's economic potential and the scope for net environmental gains;***

Southeast Calderdale is subject to transport investment through the West Yorkshire Plus Transport Fund. The Transport Fund will deliver the following benefits:

- Deliver significant journey time reliability benefits;
- Improve accessibility to key growth areas for housing and employment and facilitating economic development in the three districts (Calderdale, Kirklees and Bradford);
- Reduce congestion and improve journey time reliability on the A641/A644 for all modes to facilitate economic development;
- Increase the availability and use of sustainable transport modes (bus, cycle, walk);
- Improve public transport facilities and priorities;
- Safeguard and enhance the natural and built environment; and
- Delivered in cooperation with the adjacent investment projects managed by both Kirklees Council and Bradford Council.

In terms of progress, the Council are currently in the pre-feasibility prioritisation (scoping) stage of the project to identify the range, type and location of interventions required along the corridor in order to achieve the potential benefits.

**ii. *Their size and location will support a sustainable community, with sufficient access to services and employment opportunities within the development itself (without expecting an unrealistic level of self-containment), or in larger towns to which there is good access;***

The Garden Suburbs are well related to the thriving town centre of Brighouse; however, they will also provide the critical mass and scale to enable comprehensive master planning of community infrastructure. Brighouse and the wider Southeast Calderdale area is a key strategic location for employment. Most significantly in the context of the Local Plan, the Clifton Enterprise Zone is in very close proximity to the Thornhills site.

**iii. *Set clear expectations for the quality of the development and how this can be maintained (such as by following Garden City principles), and ensure that a variety of homes to meet the needs of different groups in the community will be provided;***

The Garden Suburbs will be master planned along the lines established through the Garden City principles. This is evident through the Council's Strategic Vision for Southeast Calderdale and the requirements of Policy IM7.

- iv.      *make a realistic assessment of likely rates of delivery, given the lead-in times for large scale sites, and identify opportunities for supporting rapid implementation (such as through joint ventures or locally-led development corporations);***

The Council has worked closely with the site promoters and used empirical evidence to inform the trajectory for delivery of development.

- v.        *consider whether it is appropriate to establish Green Belt around or adjoining new developments of significant size.***

The Council has completed a Green Belt review in connection with the preparation of the Local Plan. On adoption a new Green Belt boundary will be established around the Garden Suburbs.

- 6.2      It can be seen from comments above that the proposed Garden Suburbs are entirely consistent in principle with the Revised NPPF.

## **7.      Economic Viability, Affordable Housing and CIL**

- 7.1      The economic appraisal supporting the Local Plan establishes that the Garden Suburbs are economically viable propositions. Furthermore, discussions with parties promoting the sites indicate that there is an intention to meet the full affordable housing requirement of 25% (the commercial attraction of affordable housing is that enables a developer to sell a block of units to a single buyer).
- 7.2      The issue of CIL needs to be considered in the context of all infrastructure that is required to support the development, and the various mechanisms for providing that infrastructure. Through the IDP and related work the Council has a clear appreciation of infrastructure requirements and programs for its delivery are at various stages of development. In terms of funding, contributions will be made by the developers, funds such as the West Yorkshire plus Transport Fund, and the capital programs of statutory undertakers.
- 7.3      Funding from developers can be channelled through the CIL, Section 106 agreements, or indirectly through the requirements of planning conditions. Ultimately it is premature and unnecessary to come to a final conclusion on precisely which route or combination thereof is most appropriate; however, it is sufficient to say that developers will be expected to contribute to infrastructure at a rate that is at least equivalent to the full requirement of CIL. For this reason it is not proposed at this stage to set a different CIL rate for the Garden Suburbs.

## **8 Conclusion**

- 8.1 This document outlines the rationale for the Garden Suburb approach and explains why the two sites in Southeast Calderdale have been identified as the favoured options. Not only are these sites capable of being delivered in a manner that is acceptable from a planning policy perspective, but in addition they present unique opportunities for transformational growth and regeneration. Furthermore it can be seen that the approach the Council has taken is consistent with National Planning Policy.

## **APPENDIX 6**

### **HEALTH AND WELLBEING INFRASTRUCTURE SUPPORTING PAPER**

# **Calderdale Local Plan**

# **Health and Wellbeing Infrastructure Supporting Paper**

**November 2018**



## 1. Introduction

- 1.1 Local authorities' statutory responsibilities for public health services are set out in the *Health and Social Care Act 2012*. The Act conferred new duties on local authorities to improve public health. It abolished Primary Care Trusts and transferred much of their responsibility for public health to local authorities from 1 April 2013. From this date local authorities have had a new duty to take such steps as they consider appropriate for improving the health of the people in their areas.
- 1.2 National planning policy places Local Plans at the heart of the planning system, so it is essential that they are in place and kept up to date. Local Plans set out a vision and a framework for the future development of the area, addressing needs and opportunities in relation to housing, the economy, community facilities and infrastructure – as well as a basis for safeguarding the environment, adapting to climate change and securing good design. They are also a critical tool in guiding decisions about individual development proposals, as Local Plans are the starting-point for considering whether planning applications can be approved. It is important for all areas to put an up to date plan in place to positively guide development decisions.
- 1.3 As indicated above Local Plans provide the basis for determining planning applications. Whilst the process of preparing the Plan must demonstrate that each site is capable of being delivered in an acceptable manner, the detailed design of each development will be scrutinized at the application stage.
- 1.4 The Local Plan will last for 15 years and developments will naturally come forward at a rate that is staggered across this period. This reflects the fact that there is a substantial lead-in period before a site begins to deliver homes, before and after planning permission is granted. Furthermore market conditions and practical capacity mean that homes can only be delivered at finite rate. A major assumption for the Local Plan is that all the housing identified within the Publication version will be completed within the plan period to 2032/33. This will require significant uplift of completion rates than have generally been observed historically. However making this assumption allows other service providers and commissioners to identify where growth pressures will arise and plan accordingly.
- 1.5 Although the lifespan of the Local Plan is 15 years, Plans should be reviewed at least once every five years, and should then be updated as necessary. This means that the Plan will take into account changing circumstances affecting the area, including delivery rates, or any relevant changes in national policy.
- 1.6 The information contained within the Local Plan will enable bodies such as the NHS Calderdale Clinical Commissioning Group (CCG) to understand the scale, distribution and timing of growth over the next 15 years. This will enable them to plan the delivery of services and provide a basis for continuing partnership and cooperation with the Council and other organisations.
- 1.7 The absence of an up to date Local Plan will not necessarily prevent development from happening; however, in these circumstances the delivery of development will be

unpredictable and lack strategic direction. Without the policies and proposals of a Local Plan it is more difficult to resist ad-hoc and less desirable development. Furthermore opportunities to incorporate all necessary infrastructure into developments, including health, will be missed.

- 1.8 The preparation of this paper has been an iterative process and has incorporated feedback from the CCG.

## **2. Purpose of the Paper**

- 2.1 The purpose of this paper is to support the delivery of the development identified in the Local Plan and the implementation of its policies. The paper expands upon the information in the Calderdale Infrastructure Delivery Plan and provides a clear narrative to demonstrate how the Local Plan will positively impact on the health and wellbeing of the population of Calderdale.
- 2.2 As identified above, the Local Plan identifies land for development and sets policy criteria for assessing future planning applications. Both of these aspects are important from a health and wellbeing perspective. The former aspect requires consideration of the resulting new infrastructure requirements, whilst the latter presents an opportunity to help people to live healthier lives and therefore reduce the burden on stretched, existing infrastructure.
- 2.3 It is important that the Council and its partners have a shared understanding of how demographic change will influence the need for housing and associated infrastructure. Given the time horizon for the Local Plan and the changes that are occurring to the delivery of health and social care, this paper cannot be expected to set out concrete solutions. However, it will provide a foundation to inform future work and cooperation.
- 2.4 This paper reflects the shared ambition of Calderdale Council and the CCG to use spatial planning as vehicle to enhance the health and wellbeing of their communities.

## **3. The Local Plan and Health and Wellbeing**

- 3.1 The Local Plan starts from the premise that the built and natural environments are major determinants of physical and mental health and wellbeing. The planning system can therefore play an important role in facilitating healthy housing; active travel; a healthy environment; improved air quality; and vibrant neighbourhoods. Health, wellbeing and safety are major issues on the local and national planning, health and social care agendas, and as such are closely interrelated and dependent. Health is about more than simply access to medical treatment and associated services; supporting a healthy lifestyle, including routine activity and fitness for all ages, capabilities and interests through the built environment; it is also about living in a safe environment, feeling part of the community and being economically secure.

- 3.2 The Joint Strategic Needs Assessment (JSNA) produced by the Health and Wellbeing Board is an essential tool for understanding the health of the local population and is cross referred to as local evidence in the preparation of the Local Plan.
- 3.3 The Local Plan is supported by a Sustainability Appraisal (SA). The purpose of the SA is to inform the plan preparation process by appraising the Local Plan's objectives, policies, and allocations in relation to their sustainability, establishing their likely impacts, cumulative impacts, and the scope for mitigating any possible negative impacts.
- 3.4 The SA identifies human health as one of 16 sustainability issues. Under this heading a number of more detailed issues are then identified:
- Male Life Expectancy is significantly lower than the England average in 9 of 27 Middle Super Output Areas (MSOA);
  - Female life expectancy is significantly lower than the England average in 8 of the 27 MSOAs;
  - Life expectancy is significantly worse in central and northern Halifax for both males and females;
  - Infant mortality rates are slightly higher but not significantly so in Calderdale compared to the national rate;
  - In Calderdale, the percentage of those reporting bad or very bad health is around 6%. This is similar to the national average, and slightly lower than the regional average;
  - Calderdale has a number of Lower Super Output Areas (LSOA) within 20% of the most deprived areas of the country;
  - The majority of the worst performing LSOAs are located in Halifax and to the north of the town, with pockets of deprivation around the other main urban areas;
  - 8.7% of 4-5 year olds in Calderdale are overweight or obese - this is slightly lower than the national average;
  - 18.3% of 10-11 year olds in Calderdale are overweight or obese - again this is slightly lower than the national average;
  - Despite this there are areas of concern over obesity in Halifax (especially central and northern) and areas within the other main urban areas;
  - For adult obesity, Calderdale performs poorly, with the majority of MSOAs having above average obesity whilst all the main urban areas also have obesity above the national average;
  - Standardised mortality rates (SMRs) are significantly higher than the England average in some parts of central and northern Halifax.
- 3.5 The proposed local plan objectives, policies and allocations have been assessed against a series of SA objectives. The SA objective that is most relevant to this paper is:  
 “SA Objective 3. *‘To create and retain healthy, vibrant and inclusive communities’*.  
 Under this objective a number of decision making criteria for the Local Plan are set out:
- Will the proposal foster inclusive communities?
  - Will the proposal affect people’s sense of belonging, social support, and social interaction?

- Will the proposal affect people's opportunities to adopt healthy lifestyles, seek employment, access community organisations?
- Will the proposal increase access to unhealthy food (e.g. takeaways)
- Will the proposal reduce health inequalities?
- Will the proposal ensure a sustainable impact on wellbeing and health, and on tackling inequalities?

Building on these criteria a series of Indicators are identified:

- Population Growth / Change;
- Infant mortality rate: deaths up to 1 year per 1,000 live births;
- Standardised all age all-cause mortality rate;
- % of population experiencing bad or very bad health;
- Life expectancy at birth;
- School/Educational attainment;
- Healthy Life Expectancy;
- Smoking prevalence;
- Physical activity levels
- Premature death due to air quality;
- Public Health Outcomes Framework Physical activity indicator;
- Indices of deprivation indicator;
- % of obese children (reception age);
- % of obese children (year 6);
- % of obese adults.

3.6 The net effect of this approach is that for any given sustainability objective, the Council can justify the options that are being progressed through the Local Plan.

3.7 The SA approach is iterative and has informed the evolution of the Local Plan. Having regard to this, a chapter of the Plan is specifically dedicated to health and wellbeing, and it includes policies on

- The Health Impacts of Development (Policy HW1)
- Health Impact Assessment (Policy HW2)
- Wellbeing (Policy HW3)
- Safeguarding Community Facilities and Services (Policy HW4)
- Sustainable Local Food Production (Policy HW5)
- Hot Food Takeaways (including prohibition within 400m of the principal entry point to a school) (Policy HW6 – especially criterion i.) (see also the Council evidence base document '*The Impact on Health of Takeaway Fast Food Outlets*' -

<https://www.calderdale.gov.uk/v2/residents/environment-planning-and-building/planning/planning-policy/evidence-base/health-wellbeing>)

3.8 A number of other sections of the Local Plan have fundamental impacts on health and wellbeing. These include:

- **Addressing Climate Change** –ensuring the reduction of flood-risk, and carbon emissions, improving water quality, supporting sustainable transport networks, support for renewable and low carbon energy. (Policies CC1; CC2; CC3; CC6);
- **Infrastructure and Master planning** – ensuring the delivery of infrastructure including primary health care and community care services; safe sustainable travel; access to open space and recreation facilities; and blue/green infrastructure (Policies IM4; IM5; and IM7);
- **Housing** – affordability, housing for independent living (Policies HS4 and HS6);
- **Built environment** – High quality, inclusive design; safe and convenient access for all; public conveniences and baby facilities; landscaping including local food production (Policies BT1; BT3; BT4; BT5; BT6; and BT7);
- **Green Infrastructure and Natural Environment** - securing green infrastructure, protecting and extending access to recreational opportunities, protection of provision of allotments, Local Green Space (Policies GN1; GN2; GN6; GN7; GN8);
- **Environmental Protection** – pollution control including noise and air quality (Policies EN1; EN2; and EN3);

3.9 The policies identified above are ambitious and progressive and will contribute to achieving healthy, inclusive and safe places. The Local Plan will therefore be an important enabler for improved health and wellbeing across the population of Calderdale. Furthermore the master planning that will be intrinsic to the delivery of the sustainable growth identified in the Local Plan (see Policy IM7 *Master planning of Housing Sites*) will provide the mechanism to support the redesign of fit for purpose, place based health and wellbeing related services advocated by the Council, CCG and their other partners.

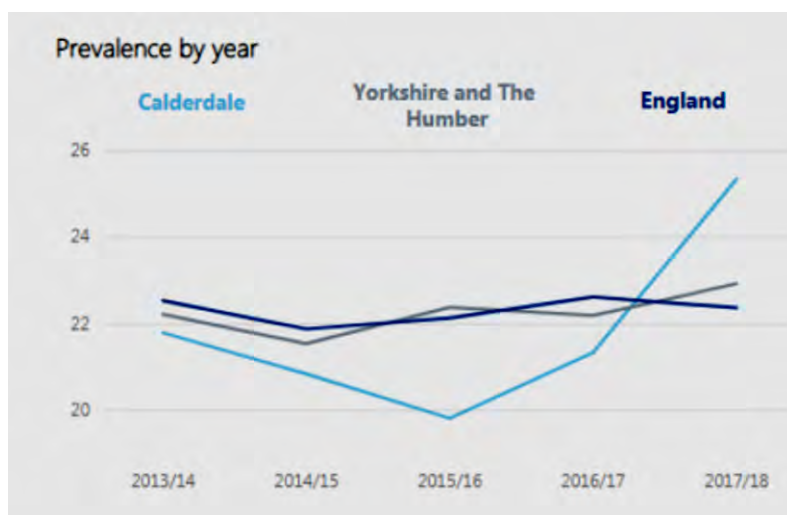
3.10 Calderdale Council and the CCG are in agreement that the planning policies identified above will contribute to the objective of helping people to live healthier and happier lives, with less reliance on the NHS. This objective is of increasing importance as public resources inevitably become more stretched. To achieve this, public health issues need to be tackled at source through the planning system. Furthermore health and wellbeing will only be tackled effectively if policies are drafted in terms that are clear and explicit (i.e. it will not be sufficient to rely on generic policy aspirations).

3.11 It is helpful to note that following publication of the Local Plan Sport England wished to offer its strong support to policies HW1 to HW3 of the Local Plan. Sport England observes that helping to improve levels of physical activity across communities is an increasingly important part of improving their overall well-being. SE considers that the policies recognise the role that the planning system can play in this. They also note that the use of Health Impact Assessments is a useful tool in understanding the health impacts of planning decisions at whatever scale.

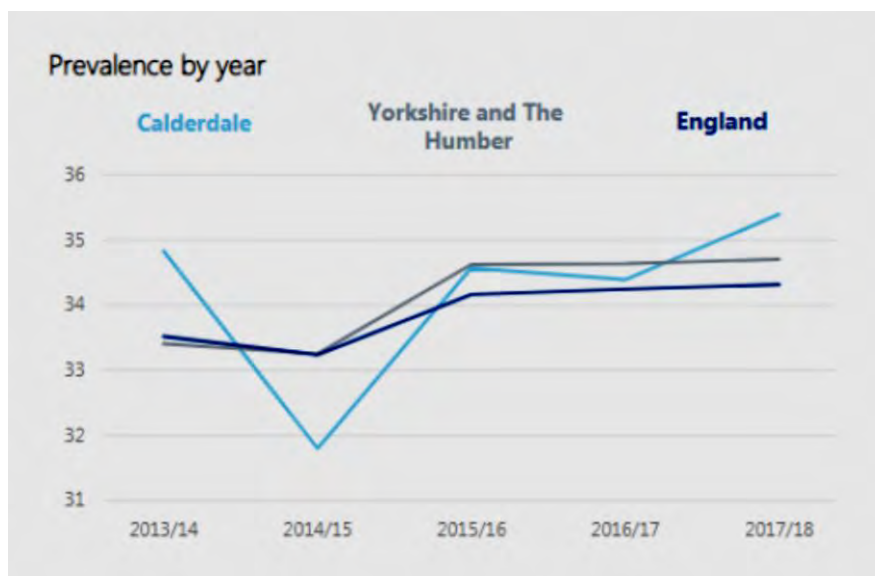
3.12 The response of the development sector to the Council's policies on health and wellbeing is that they are variously unjustified, too onerous and should either be deleted or reduced in the scope. Respondents also considered that the principles of health and wellbeing could be satisfactorily addressed through the general principles of good design and layout, without recourse to what they see as a prescriptive policy approach.

- 3.13 The response outlined in the paragraph above is disappointing. Moreover it is considered that it can be countered with evidence. Aside from the *Impact on Health of Takeaway Fast Food Outlets* evidence base document identified above, the Council has very recent statistics relating to an alarming worsening in obesity rates in Calderdale amongst children. This information is shown in the figures below:

**Figure 1 – Excess weight in reception class children 2013/14 to 2017/18**

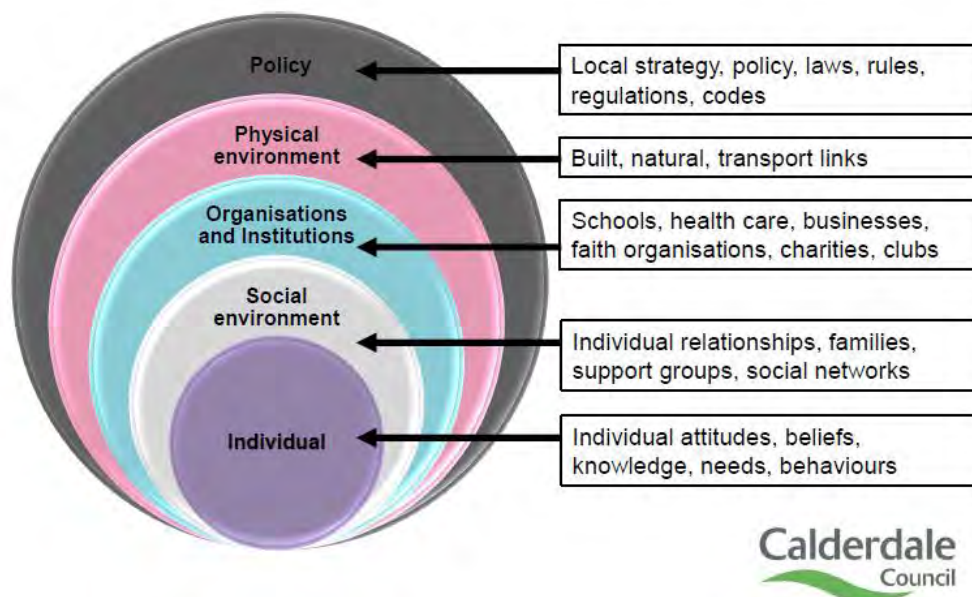


**Figure 2 – Excess weight in year 6 children 2013/14 to 2017/18**



- 3.14 Calderdale Council and the CCG consider that comprehensive action needs to be taken to reverse the increasing rates of obesity that will spread through the population as people move through the age cohorts. Within Calderdale a whole system approach is being taken to this issue, illustrated by figure 3 below. In this context the interventionist approach advocated by the Local Plan is considered to be justified.

**Figure 3 – Whole system approach to tackling obesity**



#### **4. Demographic Change and the Distribution of Growth**

- 4.1 National planning policy (see Revised National Planning Policy Framework, July 2018) establishes that Plans must be positively prepared, which means providing a strategy which, as a minimum, seeks to meet the area's objectively assessed needs. It is therefore fundamental that proposals brought forward through the Plan are based on an understanding of population and household forecasts.
- 4.2 The starting point for consideration of this issue is the overall demographic change (across the various population cohorts) that is projected to occur over the life of the Local Plan between 2018 and 2033.
- 4.3 Calderdale's objectively assessed need for new homes is 12,600 over the life of the Local Plan. This figure is largely driven by projected household growth, with an adjustment being made to account for relative affordability. Household growth is defined by the Office for National Statistics' household projections.

- 4.4 Household projections are driven by assumptions on future levels of fertility, mortality and net migration, and household formation behavior (i.e. how this population groups into household units). It is important to appreciate that household and population growth are related but separate concepts. Population growth is affected by the rates of birth, death and migration, which does in turn affect household growth. However, the latter is also influenced by factors such as divorce and separation, children moving out of the family home, and people moving from shared houses to their own homes.
- 4.5 The need for infrastructure is influenced by changes to the size and structure of the population and the location of households. The Office for National Statistics Projections for changes to Calderdale's population between 2014 and 2032 (published in 2016) showed an increase of about 18,000. Table 1 shows the updated position following the publication of the latest population projections in May 2018. In terms of total population growth it can be seen that the latest figures revise the figure downwards quite considerably to about 10,000. The differences between these figures show how forecasts vary through time.
- 4.6 It can be seen from Table 1 that overall growth masks important differences between the age ranges of population cohorts. In particular, the population cohort below the age of 65 grows more slowly and peaks before 2033, compared to the rapid and continual growth of the 65+ range.
- 4.7 Table 2 indicates how the Local Plan will distribute household growth through the various areas of Calderdale. Taken together the Tables indicate that the challenges facing primary health care and community infrastructure commissioners and providers are firstly an aging population and secondly a pattern of growth that is focused on the eastern part of Calderdale.

**Table 1 – Population Change 2016 – 2033 (based on ONS projections published May 2018)**

Age category	2016	2033	Net Change	Peak Year
0-3 (preschool)	10,309	9,423	-886	2016
4-18 (school)	38,268	38,308	+40	2024
18-65 (working)	125,020	121,486	-3,534	2019
66-89 (retired)	33,751	47,435	+13,684	2033
90+	1,721	2,675	+954	2033
Calderdale All ages	209,069	219,327	10,258	2033

**Table 2 – Distribution of household growth 2018-33**

Settlement	Existing Dwellings (2017/18)	Assumed New Housing	Assumed Total Housing at 2032	% change
Halifax	36,816	4,255	41,071	11.15%
Brighouse	16,395	4,968	21,363	30.3%
Elland /Greetland / Stainland /Holywell Green	10,003	821	10,824	8.21%



Todmorden	7,277	682	7,959	9.37%
Sowerby Bridge	6,812	551	7,363	8.08%
Hebden Bridge	4,630	168	4,798	3.62%
Mytholmroyd & Luddenden foot	4,977	139	5,116	2.79%
Ripponden & Rishworth	4,544	358	4,902	7.88%
Northowram & Shelf	4,404	700	5,104	15.89%
<b>Calderdale Total</b>	<b>95,858</b>	<b>12,642</b>	<b>108,500</b>	<b>13.19%</b>

- 4.8 The delivery of houses in response to the growth identified in the Tables above will occur over the life of the Local Plan; however, due to the lead-in times for newly allocated sites to start delivering finished homes, more modest amounts of development will occur during the earlier years of the Local Plan. This means that growth in demand for services will be staggered over the Local Plan's 15 year period.
- 4.9 The Government requires the Council to identify a five year supply of deliverable housing sites. The supply of housing land includes commitments (i.e. sites that already have planning permission), new allocations (i.e. the new sites that have been identified in the Local Plan) and windfalls (i.e. sites that come forward despite not being formally identified). The rate at which houses are expected to be delivered is called the trajectory. Calderdale Council has opted to take an approach which staggers the housing requirement. Table 3 shows the manner in which houses from the various sources of supply are expected to come forward through the life of the Local Plan.

**Table 3 – Housing Trajectory**

	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30	2030/31	2031/32	2032/33
Commitments	532	464	410	380	102										
Local Plan Allocations		231	545	740	815	797	859	770	799	738	767	608	667	671	453
Windfall Allowance				162	162	97	97	97	97	97	97	97	97	97	97
Annual Five Year Supply Requirement	560	560	560	910	910										
Cumulative Total	532	1227	2182	3464	4543	5437	6393	7260	8156	8991	9855	10560	11324	12092	12642
Housing Need	12600	12600	12600	12600	12600	12600	12600	12600	12600	12600	12600	12600	12600	12600	12600

## 5. The current provision position in Calderdale

- 5.1 Within Calderdale there are 25 General Practices with approximately 121 doctors, 33 dental practices, 40 pharmacies, 34 optometrists and one acute hospital foundation trust (CHFT) and one mental health trust (SWYPFT). There are approximately 220,200 people registered with a Calderdale GP. Calderdale Royal Hospital in Halifax and Huddersfield Royal Infirmary provide care to the Calderdale population. There are walk-in centres in Halifax and Todmorden.

- 5.2 Based on the figures above, each GP surgery serves an average population of approximately 8,500 people. Assuming the 2014 based population growth of about 18,000 over the life of the Local Plan, it is anticipated that approximately two further GP practices would be required by 2032. The latest ONS population projections indicate growth between 2016 and 2033 of around 10,200 persons, which is substantially lower than the previously projected population change of 18,000. If this were the case it would suggest a lesser requirement for new GP practices. This significant change in demographic projections indicates the uncertainties surrounding the planning of future facilities and services.
- 5.3 In order to assist in the consideration of future requirements in Southeast Calderdale, the Council has prepared a map that overlays the catchment areas of the GP practices with the proposed housing allocations. This map is attached at Appendix 1 [map to finalised].
- 5.4 Whilst the above paragraph sets out an indication of the level of increased provision that might be required, this is only a starting point and it should not be assumed that the physical construction of new facilities or the extension or refurbishment of existing facilities for example, are being advocated as the only solutions. Furthermore the situation is greatly complicated by the changing age structure of the population. In relation to this, the overall policy position in health and social care has begun to radically shift towards new approaches and models of commissioning and provision. Calderdale's joined-up response to this is outlined in the paragraphs below.

## **6. Calderdale Cares**

- 6.1 In the present climate of austerity and growing demand, the government advocates the integration of health and social care, in all areas of England, by 2020. Calderdale Council, the CCG and their other partners propose a realignment of community health services, primary care, public health and social care services for children and adults through *Calderdale Cares*.
- 6.2 Calderdale Cares is a jointly agreed, place-based framework for Health and Social Care in Calderdale that is underpinned by strong collaboration across the statutory and community sector and where organisations work together and share resources to deliver holistic person-centred support at a locality level. In a report to Calderdale Council's Cabinet in February 2018, the strategy is as set out below:

### **Stage 1**

The Health and Wellbeing Board's 'Single Plan' for Calderdale is a collective agreement of strategic aims, outcomes, measures and values that informs *Calderdale Cares*. It enshrines a whole system approach and places the Council at the forefront of a 'place based' approach that emphasises a shift toward locally-led and whole population focused, community based support.

All partners recognise the potential risks and challenges posed by this including recognition that both the Calderdale and Huddersfield NHS Foundation Trust (CHFT) and South West Yorkshire Partnership NHS Foundation Trust (SWYPFT) may require standardised operating procedures across their larger footprint.

A full review of borough wide community assets will be undertaken and will form the basis of future models of health and social care.

A scoping exercise will be undertaken identifying which Council and health services should be aligned. This will include a risk analysis and proposals for mitigating those risks.

In order to reduce duplication and ensure best value for each £ pound spent, joint commissioning by the Council and the CCG will be undertaken by an enhanced Integrated Commissioning Executive. The broader focus will reflect the whole population outcomes approach advocated by *Calderdale Cares* that will see the allocation of budgets to integrated services on the basis of local need.

A 'neighbourhoods' model will be established across the health and social care system as a basis for locality working. These areas should cover populations of up to approximately 50,000 and will manage whole population budgets.

After a 12-month period, a full review will measure the effectiveness of the new ways of working and identify improvements needed. This review will be considered by the Health and Wellbeing Board.

## **Stage 2**

By 2020, *Calderdale Cares* will be established as an alliance committed to delivering integrated community health, primary care and social care services with defined outcomes and accountabilities.

In-scope services will be delivered through local neighbourhoods, all of which will have identified budgets to meet the health needs of their population.

Governance arrangements for joint commissioning and overseeing service provision will be fully established with continued strategic oversight by the Health and Wellbeing Board, with clear accountabilities for each aspect of delivery.

The enhanced Integrated Commissioning Executive will play a pivotal role in driving the continued integration process – removing the purchaser/provider split and commissioning the proposed alliance of providers, and regularly monitoring performance in line with pre-determined outcomes.

## **7. Implications for the Delivery of Development Through the Local Plan**

- 7.1 The production of the Local Plan is extremely timely given that the commissioning and provision of primary health and community care services are just entering a period of radical change. In this regard, the Council is in the beneficial position of possessing a more detailed and up to the minute understanding of how the structure of the population will change and where growth will be focused over the next 15 years. Through the Local Plan, the Council is guiding development towards locations where, through economies of scale and an effective policy framework, master planning will ensure that communities are provided with the infrastructure they need to ensure their future sustainability.
- 7.2 If required, physical space can be identified within the Garden Suburbs proposed in the Local Plan to provide new premises for primary health and community care facilities. This could feasibly take the form of a hub where health and social care is delivered alongside other associated services or facilities. However, much will depend on the decisions that are taken at the level of the locality. This will in turn be influenced by local need and preferences

including those of providers and patients, as well as the assets that are already available with the various partners' estates.

## **8. Cross-boundary coordination and cooperation**

- 8.1 The area of Southeast Calderdale and North Huddersfield has a relatively permeable boundary. Furthermore both Calderdale and Kirklees Councils are proposing significant strategic housing allocations in their respective Local Plans. It should also be noted that the ongoing process of hospital reconfiguration affects hospital sites in Halifax and Huddersfield.
- 8.2 Calderdale and Kirklees are working together closely to ensure that our aspirations for development can be delivered sustainably. To this end the Councils have been jointly awarded £170,000 through the Ministry of Housing, Communities and Local Government's Planning Delivery Fund. These funds are being deployed to ensure effective planning and coordination of infrastructure across both sides of the boundary.
- 8.3 Pursuant to the objective of demonstrating the duty to cooperate Calderdale and Kirklees are close to agreeing a Statement of Common Ground on planning policy matters and a Memorandum of Understanding on joint working.
- 8.4 To the Northeast (around the Shelf, Northowram and Boothtown areas) Calderdale borders on Bradford. These areas are less of a focus for housing growth compared to Southeast Calderdale. The issues relating to the duty to cooperate are therefore less complex in relation to Bradford. Notwithstanding this Calderdale and Bradford Councils are continuing a process of dialogue and cooperation as their respective Plans proceed.
- 8.5 Subject to the above it is considered that there are sufficient safeguards in place to ensure that health and wellbeing matters are properly addressed across Council boundaries.

## **9. The Future model of cooperation between the Council as Local Planning Authority and CCG**

- 9.1 Discussions between the Council and CCG have identified a need to embed a process of future cooperation in order to ensure that the voice of the NHS is heard. Listed below are measures that have been agreed:
- The CCG will be an identified stakeholder in master planning exercises for Garden Suburbs
  - The CCG be invited to make comments on pre-planning application enquiries for schemes of more than 100 houses
  - The CCG will be a formal consultee on planning applications for more than 100 dwellings
  - The CCG will be a formal consultee on all pre-applications enquiries and applications relating to care homes, extra-care facilities and retirement villages
  - Calderdale Council will share with the CCG the latest information on demographic change and housing requirements as and when it becomes available

- Calderdale Council will share with the CCG quarterly statistics on housing completions
- Calderdale Council will seek to act as a broker between the CCG/primary health care providers and developers/land owners/site promoters
- The CCG will seek to act as a first point of contact for Calderdale Council on matters relating to spatial planning and health care.

## **10. Conclusion and Next Steps**

- 10.1 The Local Plan has been prepared at a time of significant change to the delivery of health and social care. These changes are yet to embed themselves and as such it is not possible at the present time to provide a finalised position on the physical health and wellbeing infrastructure that will need to be delivered over the life of the Local Plan.
- 10.2 The Local Plan is however an enabler for positive change and should therefore be viewed as an opportunity rather than threat. Strong working relationships already exist between Calderdale Council, the CCG and their various partners at a local level, whilst in addition there is surety that future requirements are already being planned, commissioned and provided for properly.
- 10.3 Through the process of master planning strategic sites (i.e. the Garden Suburbs), provision will be made for the necessary health and wellbeing infrastructure. As thinking on future requirements evolves and crystallises, it will be important to feed this back into the planning process to ensure that it is fully reflected in plans.

## APPENDIX 7

### GP SURGERY CATCHMENT AREAS

