

SPATIAL PLANNING BOARD

Monday, 12 October 2009: 10-12noon

LGYH, 18 King Street, Wakefield

AGENDA

1. Welcome and Introductions and Apologies
 2. Minutes of the last meeting - attached
 3. Matters arising - attached
 4. Doing Things Differently - attached
 5. Board work programme update - attached
 6. IRS sub-regional planning assessments - attached
 7. Infrastructure Planning - attached
 8. Ensuring the Future Supply of Mineral Aggregates - attached
- Any Other Business

Date of Next Meeting: 14 December 2009



MINUTES OF THE SPATIAL PLANNING BOARD: 29 JUNE 2009

1. Welcome and Apologies

The Chair welcomed everyone to the first meeting of the Spatial Planning Board. A full list of attendees and apologies are **noted at Annex A**.

2. Introduction

The Chair emphasised that the new governance arrangements are about doing things differently and working in a different way to previous Assembly arrangements. The main difference being that there is a stronger emphasis on sub regions as the drivers and building on work and decisions made at the local and sub-regional level in the Regional Board.

It was **agreed** that officers would provide a paper on 'what we will do differently' well in advance of the next Spatial Planning Board meeting so that members could discuss this with their constituent bodies before the next meeting.

Chris
Martin

The Chair highlighted that the Board was still waiting for a nomination from Doncaster Council for one of the Sheffield City Region positions.

3. The Workings of the Board

The Board **agreed** the initial terms of reference for the Spatial Planning Board, together with the scheme of delegation from the Regional Board. The Board proposed that in addition, delegated powers be requested to deal with consultation responses to relevant Government guidance, whilst ensuring that delegation from the JRB did not lead to compartmentalisation between the Boards.

Chris
Martin

It was **agreed** that it would be helpful to continue with the Regional Planning Forum and the Technical Advisory Group on an interim basis until October, to ensure all local authorities and a range of partners are engaged.

Chris
Martin

It was **agreed** that a summary of the work of each Thematic Board and their connectivity to the work of the Spatial Planning Board should be circulated with papers for the next meeting. This could also be a useful update at each meeting.

Chris
Martin

It was **agreed** that officers should write to the secretariat of each functional sub-region (FSR) to ask what mechanisms were in place or being developed to ensure communication and engagement between the Spatial Planning Board and its FSR members and FSR local authorities and governance structures.

Chris
Martin

4. Spatial Planning Implementation Activities

Members **agreed** the programme of work to help implement spatial planning policies and assist Local Authorities in preparing Local Development Frameworks subject to:

Jenny Poxon

- The work programme being prioritised – key priorities are: increasing and improving infrastructure provision, focusing development on the settlement network, matching housing types to housing needs, increasing the provision of affordable housing, improving understanding of changing economic circumstances and proactive flood risk management.
- The work programme must link in with the work of the other Thematic Boards.
- The table should be more user friendly and articulate how the region will improve or won't improve if the outcomes are achieved/not achieved.

It was **agreed** that a revised table should be brought to the next meeting with updates on related activities.

Jenny Poxon

5. Response to Draft Planning Policy Statement 4 – Planning for Prosperous Economies

Members **agreed** the response to the Government consultation on revised national planning guidance on economic development and asked that the potential implications of the use of digital technology should also be included in the final submission as an issue that CLG should address.

Richard Wood

6. Regional Strategy work

Members **agreed** the recommendations in the report subject to Environmental Capacity, Sustainable Development and responding to Climate Change being clearly identified as cross cutting themes for the preparation of the Integrated Regional Strategy.

Richard Wood

It was **agreed** that the Regional Environmental Enhancement Strategy should be included in the list of existing evidence to feed into the preparation of the IRS.

Richard Wood

It was **agreed** that it was important to ensure consistency in gathering the evidence base for the IRS across the region.

Richard Wood

It was **agreed** that the Board would discuss the implications of the findings of the Housing Delivery Enquiry at its next meeting

Richard Wood

7. Future Work Programme for the Board

It was **agreed** that the work programme of the Board related to activities agreed under items 4 and 6.

8. Schedule of Meetings 2009/10

Members noted that the meeting scheduled for 9th October would now have to be moved as it clashed with Yorkshire Forward's AGM.

Members also **agreed** to move the date of the November meeting to December. (Revised dates will be circulated in due course)

Jessica
Jubb

The Chair asked that each local authority member forward details of their named substitute to Jessica Jubb.

All

9. Any other business

It was suggested that Cllr Mick Grant talk to the Hull and Humber Ports sub regional board about the potential IRS issues he raised in connection with the South Humber Bank, so they could be included in the evidence submitted by the Sub-Region to the Joint Regional Board.

It was **agreed** that it would be useful for the Board to visit different parts of the region and combine this with its meetings. Cllr Mick Grant offered the Hull and Humber Ports sub-region as the location for the first such visit.

Jessica
Jubb

Jessica Jubb, Executive Services Officer
Local Government Yorkshire and Humber

DRAFT



SPATIAL PLANNING BOARD
29 JUNE 2009

ATTENDANCE AND APOLOGIES

Name

Cllr Peter Box (Chair)
Cllr Ann Reid
Cllr Anne Hawkesworth
Cllr Barry Anderson
Cllr John Fareham
Rob Pearson (sub David Curtis)
Cllr Keith Knaggs
Paul Rogerson
David Slater
Gill Stride
Margaret Jackson
Mick Grant
Patrick Bowes (sub Simon Foy)

Organisation

LGYH
Local Government North Yorkshire and York
Leeds City Region
Leeds City Region
Hull & Humber Ports City Region
Homes & Communities Agency
Local Government North Yorkshire and York
Local Authority Chief Executive
Churches Regional Commission
Campaign to Protect Rural England
Government Office for Yorkshire and Humber
Hull & Humber Ports City Region
Yorkshire Forward

Officers

Jenny Poxon
Richard Wood
Chris Martin
Jessica Jubb (note taker)

Local Government Yorkshire & Humber
Local Government Yorkshire & Humber
Local Government Yorkshire & Humber
Local Government Yorkshire & Humber

Apologies

Andrew Palmer
Simon Foy
Julie Kenny
David Curtis
Cllr Gerald Smith

CBI
Yorkshire Forward
Yorkshire Forward
Homes & Communities Agency
Sheffield City Region

AGENDA ITEM: 4

SPATIAL PLANNING BOARD: 12 OCTOBER 2009



DOING THINGS DIFFERENTLY

Purpose

To provide an overview for the Board on how regional planning work is being done differently as a basis for further discussion.

Introduction

1. At the last Board meeting it was agreed that officers would provide a paper on 'what we will do differently' to inform discussions before and at this Board meeting. Discussion in June highlighted the need to work in a different way to previous Assembly arrangements, with the main difference being a stronger emphasis on sub regions as the drivers, building on work and decisions made at the local and sub-regional level.
2. This report summarises how different approaches and practices are contributing to a new way of undertaking strategic planning work across Yorkshire and Humber.

More Focussed on Key Strategic Issues

3. Both planning strategy and delivery work is being focussed on eight strategic issues. Most planning issues are addressed locally but there are a limited number of key issues that need to be managed or delivered 'strategically' given their cross boundary nature and/or their long term significance/complexity. The focus on the following eight issues is reflected in the work programme and the sub regional planning assessment:
Infrastructure; Housing Markets; Employment Land; Flood Risk & Water Management; Waste Management; Minerals Supplies; Renewable Energy; and Settlement Networks & Patterns of Development.

Value Added Service Delivery

4. There is an increased need to ensure that services delivered from the strategic planning team at LGYH clearly add value to local authority planning work, support sub regional work and deliver economies of scale. Annex A sets out the emerging framework within which we are delivering services. These services are currently geared to the Integrated Regional Strategy (particularly the Sub Regional Planning Assessments) and to RSS/IRS Implementation and Monitoring work. The strategic planning services set out in the framework are equally applicable to any possible future regional, sub-regional or locally based collaborative approaches to planning. The framework provides a means by which we can think about how the region's strategic planning capacity, resource and expertise is best used now and in the future.

Officer Support Groups

5. Officer working on the Regional Spatial Strategy (RSS) was largely undertaken through the Technical Advisory Group (involving all Local Planning Authorities and key partners) and through informal ad hoc sub regional discussions. The Technical Advisory Group is now being used as a means by which to share and develop practice and efficiently feed information through to Local Planning Authorities. For example all the major utilities are attending the next TAG meeting. Officer support for IRS spatial strategy work (i.e. through the sub regional planning assessment) will now be provided formally through sub regional officer groups. There remains scope to use both the Technical Advisory Group and the Regional Planning Forum when the need arises for region-wide discussions.

Developing the IRS Spatial Planning Approach

6. At the last Board meeting it was agreed that the spatial planning work for the IRS will be developed in a different way - through a **sub regional spatial planning assessment**. Evidence and policy priorities will be developed at the sub regional level drawing in key local authority based studies and information. A co-production model has been established whereby dedicated officers from the LGYH team work with officer groups from each sub-region (this is picked up in more detail under item 5). The assessment will focus on the strategic issues highlighted under paragraph 3 above.

Targeted Support to Local Authority Delivery

7. The need for technical support is being identified by local authority officers to ensure that support is given in the areas where it is most needed (e.g. infrastructure planning, renewable energy negotiation, monitoring and affordable housing provision). The nature of this support is changing, to a more 'bottom up/self help' based approach, with things like specific toolkits, guides, on line forums and information hubs being developed (as opposed to a model of top down instruction). This approach is facilitating skills development and generating efficiencies, for example with training sessions being developed for more than one Local Authority.

More Pre-Emptive Involvement with LDF Preparation

8. Less emphasis is being placed on the formal statutory consultee role of assessing the conformity of Local Development Frameworks (LDFs) with the RSS. More emphasis is being placed on informal working and being a 'critical friend' in the LDF preparation process. For example this has included earlier and informal discussions with LDF lead officers to provide pre-consultation comments and/or support as to how other responses made during consultations can be addressed. The overall purpose of this approach is to help Local Planning Authorities meet tests of soundness.

Richard Wood, Head of Planning Strategy, LGYH
Jenny Poxon, Head of Planning Delivery, LGYH

Annex A – SERVICE DELIVERY FRAMEWORK

Strategic planning input to the development of regional, functional sub regional and/or local strategies to address strategic issues and support effective cross boundary working

Evidence Base
 – expert and specialist topic or area based research & development

Analysis
 – integrated topic and or area based analysis of issues and implications

Strategy & Policy
 – development & appraisal of options, strategies and policy approaches

Influencing
 - other regions, National and European agendas to support delivery of outcomes in the region

----- **Planning Strategy** -----
 Infrastructure (physical, green, social and transport); housing markets; employment land; renewable energy;
- STRATEGIC PLANNING ISSUES IN THE REGION -
 flood risk and water management; waste management ; minerals supplies; settlement networks & strategic patterns of developments
 ----- **Planning Delivery** -----

Monitoring
 - co-ordinating & analysing data and information to provide intelligence to strategy/policy and delivery

Practice Guidance
 - sharing lessons learned
 - toolkits and guidance notes
 - information hubs

Support to LPAs
 - critical friend
 - share technical expertise
 - facilitate skills development

Align Regional Investment Activity
 - improve relationships with partners
 - coordinate investment

Strategic planning input to broader strategic/policy development work, monitoring and delivery initiatives eg Total Place, SCSs, Climate Change



BOARD WORK PROGRAMME UPDATE

Purpose

- To update the Board on progress against agreed work programme priorities
- To set out the priority work areas of the other Thematic Boards so that members can start to identify key links to develop
- To focus on the conclusions of the Housing Delivery Enquiry

Background

1. At its last meeting, the Board agreed that its work programme would focus on:
 - developing the spatial planning evidence base in the region and
 - supporting local authorities to prepare and implement spatial planning policies
2. The Board agreed that both these work areas should be focused on a number of key priorities and asked for future updates to specify what outcomes are being achieved.

Work Programme Update

3. The table in **Annex A** updates Board members on work we have underway or completed in support of spatial planning policies across the region. Agenda Item 6 relates to work on developing the sub regional planning assessments as part of the work to develop a new Integrated Regional Strategy. More information on work related to infrastructure planning is reported under Agenda Item 7.

Thematic Boards Update

4. At its last meeting the Board asked for an update on the work of each of the Thematic Boards and how these connected to the work of the Spatial Planning Board. The paragraphs below summarise the key work areas of the Boards as identified in the first round of Board meetings. These start to show where key links with the work of the Spatial Planning Board might develop, such as the work on the Housing Delivery Enquiry with the Regeneration and Housing Board.
5. Members are invited to identify what they think should be the priority links to establish with the different Boards based on the suggestions put forward here. Future updates will be able to pick up on these more specific work areas.

Regeneration and Housing Board

6. At its first meeting on 8 July 2009 the Board agreed its initial work priorities as follows:

Strategic work

- Work with the other Thematic Boards to contribute to the IRS and develop the evidence base both for the IRS and the future Housing Pot allocation.

Developing the Role of the Board

- Developing the regeneration role of the Board.
- In discussion with the functional sub-regions establishing new working relationships that reflect the new governance arrangements.

Delivery and Meeting Needs

- Advise Ministers on the allocation of the 2010/11 Private Sector Renewal Pot and continue to monitor the delivery of that investment and associated outputs.
- Work with HCA and CLG to secure Private Sector Renewal and affordable housing investment for this region post 2011.
- Deliver those parts of the former Regional Housing Board Action Plan that continue to be relevant.
- Ensure good quality provision for Gypsies and Travellers and advise HCA on investment programme for new and existing Gypsy and Traveller sites
- Work with Local authorities and partners on sharing best practice and intelligence on Affordable Warmth and reduce fuel poverty in this region.
- Improve delivery of both affordable and rural housing across the region.

7. A key development issue is that the new Board will need to have a broader focus than the (perhaps) 'narrow' housing agenda that the former Regional Housing Board played. Its terms of reference envisage it developing a focus encompassing the practice and delivery of regeneration. A key element of the Board's work over its early meetings will be to develop and agree its role in this area of activity – taking full account of the need to focus only what adds value to work at local and sub-regional level. Examples of what this might cover include:

- Housing and housing policy in the context of wider regeneration – housing as a key element of regeneration.
- Within housing – what will the housing needs of the 21st Century be and how are we going to provide this in a new economic reality/ post-recession.
- The practice and delivery of regeneration and regeneration schemes.
- The strategic challenges and barriers to successful regeneration – what will we need to do differently and how can we address the current challenges (e.g. the current 'freeze' on some regeneration schemes).
- The links to wider 'place making' and to wider urban renaissance in particular.
- How regeneration relates to creating social and economic opportunity.

8. It is clear from all of the above examples that the work of the Regeneration and Housing Board has direct links to the work priorities of the Spatial Planning Board. Officers within LGYH work closely together on these issues and prepare joint Board reports when needed. Regular updates will allow Board members to identify further opportunities for joint working and/or briefings.

Housing Delivery Enquiry

9. At its last meeting the Board agreed that it would be useful to discuss the implications of the findings of the Housing Delivery Enquiry chaired by

Professor Ian Cole and held earlier in the year. This is a key piece of work that links the work of the Spatial Planning Board and the Regeneration and Housing Board.

10. The Housing Delivery Enquiry aimed to investigate:

- The rate at which the housing market and house building might recover
- The barriers to that recovery
- How different the market could be as a consequence of the downturn.

Its key findings were that:

- The development industry with support from the Homes and Communities Agency (H&CA) have worked very hard to maintain some momentum in house building,
- The recovery when it comes will be geographically patchy with recognised attractive markets such as the market towns in North Yorkshire recovering first.
- Local authorities are encouraged to take a more flexible approach to S106 agreements and other development costs to help re-start stalled schemes – the H&CA ‘kickstart’ initiative has supported this.
- The real unknown in the future of the market is the attitude to home ownership in the younger households who have been forced to postpone their move into home ownership.

11. The report draws together the main implications in its conclusions, which are set out above and then identifies a series of specific actions that will have implications for the work of this Board and the Regeneration and Housing Board (which discussed the report at its meeting in July). In response to these recommended actions we are commissioning work to develop our understanding of the future shape of the housing market and capacity to deliver. This will:

- Research the future ‘effective demand’ for market housing (i.e. individual households’ ability to buy in the private market);
- Improving our understanding of the supply of land for housing (drawing on the recent work by local authorities);
- Explore the future provision of housing - including issues such as funding an expanded private rented sector, different approaches to affordable housing and the future shape of the volume house building industry.

Transport Advisory Board

12. Following its first meeting on 16 June 2009 the Transport Board agreed the following work priorities:

- Establish a ‘single voice for transport’ in the region on behalf of the Joint Regional Board, particularly when engaging with central Government, by working with regional stakeholders to agree and deliver a united message.
- Focus on strategic issues of regional significance
- Ensure transport investment in the region aligns with regional and sub-regional challenges;

- Review policies, host regional discussions and broker agreement on priorities for Transport to feed into the development of the Integrated Regional Strategy and the Regional Funding Allocation process, continuing to make use of, and further develop, the technical processes that the developed by the preceding Board.
 - Make recommendations to the Joint Regional Board on relevant policy issues and related funding issues
 - Advise the Joint Regional Board on Regional Funding Advice for transport, including Local Transport Plan allocations, taking into account regional, sub-regional and local issues and needs.
 - Undertake specific policy reviews on behalf of the Joint Regional Board as required
 - Consult and engage with stakeholders, in particular ensuring an effective cascade of information to and from functional sub-regions, so that regional discussions are informed by the priorities identified within sub-regions and sub-regional discussions are informed by awareness of the issues across the region
 - Act with the other Thematic Boards to ensure effective integration of the housing, economic growth and transport policies. In particular transport should influence and shape the spatial delivery of wider economic, housing and other IRS objectives as well as being a means of their delivery and not be seen as an end in itself. Once the IRS is established, transport investment should follow the priorities it outlines.
 - Establish a strong supporting evidence base to inform the Transport Advisory Board's decision making.
 - Review progress of key projects identified in the integrated regional strategy and its implementation plan, including overseeing the management of agreed funding programmes. Carry out evaluations of completed schemes where appropriate and share best practice in the region.
- 13.** Key joint areas of work with the Spatial Planning Board are likely to include: exploring the links between areas for future growth and transport capacities and the role of transport policy and delivery in addressing issues of economic competitiveness, climate change and social inclusion.

Work and Skills Partnership Board

- 14.** The previous Regional Skills Partnership was established as a result of national Government policies with regard to the coordination of skills issues at the regional level, across the country. Rather than create a new regional body to inform the IRS, it was decided that the Skills Partnership should evolve into the *Work and Skills Partnership Board*. Hence, unlike the other Thematic Boards, the Work and Skills Board is also accountable to the Department for Business, Innovation and Skills and has a wider remit than the IRS.
- 15.** Following its first meeting on 4 June its key work priorities (most of which are continuations of its previous work as the Skills Partnership) are as follows:
- Better aligning demand and supply of skills across the region, engaging with employers to determine need; and
 - The development of a “balanced scorecard” to assess regional skills issues and performance;

- “Growing our Own” programme, to enhance and maintain talent within the region;
 - Exploring which aspects of the “Work” agenda should most appropriately be undertaken at regional level.
16. In the light of the changes at the LSC, the Director of Work & Skills Partnership is due to move on to a new role in early October. This will result in Yorkshire Forward formally taking on the full secretariat and support function for the Partnership Board, before its next meeting on 4 December. Discussions are underway to ensure that the secretariat function is delivered effectively, and continues the integration of Local Authority activity through LGYH and FSRs.
17. The Yorkshire Forward Board will continue to be the coordinating body for sustainable economic development across the region. The main areas of connectivity between these two Boards and the work of the Spatial Planning Board will relate to availability of land for economic development and employment uses and effective infrastructure planning (i.e. making sure that there is alignment between availability of land and infrastructure capacity for the jobs being created and the skills being promoted in different parts of the region).

Independent Sustainable Development Board

18. The arrangements for this Board are still being finalised. The aim is to establish a Board that will provide an effective ‘champion’ role on sustainable development for the Joint Regional Board and Thematic Boards at all stages of policy preparation and delivery. It is likely to be established during Autumn 2009.
19. It is intended that the Board will advise and shape how key sustainability and quality of life issues will be embedded through the development of the IRS. It will also have a role in overseeing the Strategic Environmental Assessment /Sustainability Appraisal process for the IRS.
20. The Board should therefore be able to offer support and advice to the Spatial Planning Board (as with the other Boards), both proactively and in response to specific requests for assistance, to ensure SD principles can be embedded throughout the IRS development process and review cycles. The Board should be seen as both a source of valuable support and advice, as well as a “critical friend” for the Thematic Boards.

Jenny Poxon and Richard Wood
LGYH
October 2009

Update on Board work programme delivery activities October 2009

Annex A

Strategic Issue	Delivery priority	Outputs to date (April to September 2009)	Outcomes achieved
Physical, green, social and transport infrastructure	Increasing and improving infrastructure provision	<ul style="list-style-type: none"> • development of 'infrastructure hub' on web to share good practice, briefs and standards, sign post to further guidance, provide contacts • series of TAG meetings to explore issues, learn lessons and work directly with utility providers 	<ul style="list-style-type: none"> • Shared and improved technical knowledge base across LAs in region • LA resources saved • Speed and quality of LAs local infrastructure planning improved • Better likelihood of delivery of local plans through direct working with utility and infrastructure providers
Housing	Increasing the provision of affordable housing	<ul style="list-style-type: none"> • completed Delivery Guide for planning and housing officers 	<ul style="list-style-type: none"> • Increased confidence of local authority officers to deliver affordable housing • Shared and improved technical knowledge base across LAs in region • LA resources saved
	Achieving housing delivery outcomes	<ul style="list-style-type: none"> • note to help LAs interpret range of government guidance prepared and shared • assisting LAs on preparing SHLAAs 	<ul style="list-style-type: none"> • improved understanding and confidence in planning for housing provision amongst local authority officers • better quality evidence base for LDF preparation
	Providing accommodation for Gypsy and Traveller communities	<ul style="list-style-type: none"> • Regeneration and Housing Board and working groups leading on increasing understanding of Gypsy and Traveller needs and putting together material for lobbying for site provision 	<ul style="list-style-type: none"> • Increased provision of pitches to meet needs

Employment land	Improving understanding of changing economic circumstances	<ul style="list-style-type: none"> • work with LAs on employment land reviews • help draw up guidance on carrying out employment land reviews with YF • TAG discussions on econometric modelling and how can be developed to best help LAs • Work with Yorkshire Forward on understanding levels of 'churn' in areas 	<ul style="list-style-type: none"> • Planning for jobs is more responsive to up to date economic circumstances
Flood risk and water management	Proactive flood risk management	<ul style="list-style-type: none"> • Working with LAs in Humber sub-region to tackle specific issues • Sharing information from flood risk assessments 	<ul style="list-style-type: none"> • Shared and improved evidence base for LDF work
Waste management	Improving recycling rates across the region	<ul style="list-style-type: none"> • identified key issues of concern to LAs in waste planning to be addressed in guidance notes 	<ul style="list-style-type: none"> • shared and improved technical knowledge across LAs in region • more likelihood of sound Core Strategies for LAs
Renewable energy	Increasing renewable energy installed capacity	<ul style="list-style-type: none"> • Completed Renewable Energy toolkit; launch and training event 	<ul style="list-style-type: none"> • Helping local authorities meet climate change obligations • More sound Core Strategies prepared • Increased confidence of LA officers to negotiate with developers • Better quality LA Development Management decision-making
Settlement networks and strategic patterns of developments	Focusing development on the settlement network	<ul style="list-style-type: none"> • Discussions with local authorities – a 'critical friend' - as DPDs prepared including Barnsley and York • Responses to consultations on DPDs and strategic planning applications 	<ul style="list-style-type: none"> • More sound Core Strategies produced • Development Plan policy outcomes achieved



AGENDA ITEM: 6

SPATIAL PLANNING BOARD: 12 OCTOBER 2009

IRS SUB REGIONAL SPATIAL PLANNING ASSESSMENTS

Purpose

To update Members on arrangements for producing the sub regional spatial planning assessments and to set out a framework for taking the assessments forward.

Introduction

1. To put into practice the principle of 'building from the sub regional and local' Members agreed at the last Board meeting that spatial planning work for the Integrated Regional Strategy (IRS) will be undertaken through sub regional spatial planning assessments.
2. This report sets out how the capacity is being put in place to deliver the assessments, following discussions with sub regional secretariats. It also sets out a proposed approach to keep the content focussed on strategic issues and to enable the four assessments to be effectively used on a sub region and region-wide basis.

New Working Arrangements

3. Further discussions have taken place with the three City Region secretariats and York City Council and North Yorkshire County Council officers to explore how a collaborative and partnership based approach could work. Whilst this varies between sub regions the core model of co-production is outlined in the table below. This involves dedicated officer support from LGYH working with an officer group drawn from across the sub region (using a mix of established and newly arranged groups). It also sets out which Member body this work will report in to.

<i>FSR</i>	<i>LGYH Dedicated Co-ordinator</i>	<i>Sub Regional Officer Group</i>	<i>Member Body</i>
<i>Humber</i>	<i>Will Kemp</i>	<i>Humber Planning Officers Group</i>	<i>Humber Spatial Planning Board (& Economic Partnership Board)</i>
<i>North Yorkshire</i>	<i>Martin Elliot</i>	<i>For now – North Yorkshire Development Plans Forum In future – Technical Officer Group</i>	<i>Y& NY Spatial Planning Board (& Joint Integrated Board)</i>
<i>Leeds City Region</i>	<i>Andy Haigh</i>	<i>LDF Leads Group (reporting in to Directors of Development Group)</i>	<i>Leaders Board</i>
<i>South Yorkshire</i>	<i>Rob Murfin</i>	<i>South Yorkshire Planning Officers Group</i>	<i>Forum of Leaders</i>

Focus of the Spatial Planning Assessment

4. Board Members have agreed previously agreed that that spatial planning work for the IRS should focus on eight strategic issues. These have been included (with the assessment approach) in the overall draft IRS project plan to be considered by the Joint Regional Board on 23 October. The issues are set out as 'lines of enquiry' in the project plan as follows:
 - i. What are the region's key **physical assets** and what are the implications of critical, green and social **infrastructure** constraints, capacities and opportunities on the future scale and location of development?
 - ii. How many and what types of **homes** will be required to meet future population, economic, sustainability and regeneration needs?
 - iii. What type, location, quantity and quality of **employment land** and approach to **town centres** is needed for our future competitive and sustainable economy?
 - iv. How should **flood risk**, water quality and **water** resource management shape future development patterns and help the response to climate change?
 - v. Where and what is the capacity to increase the provision of **renewable energy**?
 - vi. What type and location of **waste infrastructure** is needed to reduce the reliance on landfill, costs and the effects on our climate?
 - vii. How do we ensure a continuous supply of **minerals** to support the regional economy and increase the use of renewable or alternative materials?
 - viii. What roles should different **settlements** play across the region, and what are the associated **patterns of development** that will best address climate change, social and economic needs.
5. These questions provide the focus for the assessments. At the last meeting a summary of existing, emerging and missing evidence was set out for each issue. The **key information gaps** are the need for:
 - Well advanced/completed Strategic Housing Land Availability Assessments (SHLAAs) for an effective understanding of housing capacity/possible supply.
 - Evidence on infrastructure constraints and opportunities, from Local Infrastructure Study work.
 - Sub regional renewable energy assessment studies, which need to be undertaken to look beyond 2021.
6. The draft IRS timetable focuses on high level outcomes by December 2009, leading to consultation on detailed policy options in summer 2009. The assessments will need to inform the outcome and policy development stages. **Members are asked to:**
 - a. Endorse the framework set out in Annex A as a basis for discussion and refinement with sub regional officer groups (to guide the approach)
 - b. Request that sub regions complete the assessments by the end of March 2009.
 - c. Agree that an overview of key spatial planning challenges/issues be brought to the next meeting to inform a discussion on 'what we are trying to achieve' (ahead of the December JRB meeting).

Richard Wood, Head of Planning Strategy, LGYH

SUB REGIONAL SPATIAL PLANNING ASSESSMENT
DRAFT CO-PRODUCTION FRAMEWORK

Sub Regional Officer Groups and LGYH co-ordinators to work together to examine the key lines of enquiry set out in the project plan in the following way. For some tasks there are economies of scale and consistency benefits to be gained for work to be done once to provide input and a framework for each of the four sub regional assessments – these ‘core tasks’ are listed first under each heading. There are then tasks listed which need to be undertaken separately for each individual assessment.

What are the region’s key physical assets and what are the implications of critical, green and social infrastructure constraints, capacities and opportunities on the future scale and location of development?

Core tasks covering all assessments:

- Region wide infrastructure hub maintained and developed to support production of Local Infrastructure Studies.
- LGYH focus on developing evidence and links with utilities on 12 strategic infrastructure types as agreed with infrastructure steering group as
 - Strategic development constraints: transport, flood defences, water supply, waste water treatment
 - Strategic services: gas, electricity (inc. renewable energy), telecommunications, secondary education, health care (hospitals), policing, waste management and green infrastructure
- Consistent mapping and presentation approach to be developed.

Each assessment to draw together:

- Key strategic messages from Local Infrastructure Studies
- Findings/evidence on 12 strategic infrastructure types
- Natural England’s Sub Regional Green Infrastructure mapping
- Natural England’s landscape objectives for national character areas in the region (being issued in January)
- Natural England’s Habitat Opportunities and Network mapping
- English Heritage’s heritage strategy and historic environment enhancement strategy findings
- Key messages from Regional Environment Enhancement strategy
- Sub regional transport challenges and issues (identified through the transport work stream and the DfT Developing a Sustainable Transport System (DaSTS) work)
- Evidence collated on capacities, constraints and opportunities on transport corridors to be fed in

How many and what types of homes will be required to meet future population, economic, sustainability and regeneration needs?

Core tasks covering all assessments:

- Practice guidance was issued to shape consistent approach to Strategic Housing Land Availability Assessment Studies (SHLAAs) across the region
- Experian work for YF and LGYH has tested National Housing and Planning Advice Unit (NHPAU) supply ranges
- Edge Analytics work has tested migration assumptions.
- Further testing to be taken on overall CLG household projections and revised NHPAU supply ranges for the region
- Joint YF & LGYH study to be undertaken on effective demand to look at the ability of people to afford market housing in the future (looking at jobs/incomes and access to finance)
- Information to be collated to contribute to the development of distribution scenarios for each sub region

Each assessment:

- Sets out a capacity/supply picture on a common basis drawing on SHLAAs across the region
- Draws through objectives/messages from Strategic Housing Market Area Assessments and link in to the 'Housing work stream' findings on mix and type of housing required in each sub region - to establish required outcomes to meet need and demand for housing
- Links in and overviews findings from Gypsy and Traveller Accommodation Assessment Studies
- Draws in relevant sub regional studies (e.g. Ekos Report, Pathfinder Strategies, Growth Points Studies/Programmes, residential offer)
- Establishes distribution scenarios (e.g. job and affordability scenarios)
- Provides the basis for sub regions to develop housing provision and need requirements and for these to be further tested as part of the Policy Options Consultation

What type, location, quantity and quality of employment land and approach to town centres is needed for our future competitive and sustainable economy?

Core tasks covering all assessments:

- Supporting Employment Land Review work to achieve sound LDFS
- Yorkshire Forward led work on 'choice, churn and movement' is underway to effectively link Local Employment Land Reviews with Econometric Modelling with.
- Land and property overview from Yorkshire Forward Study

Each assessment to draw together:

- Key findings from Local Employment Land Reviews
- Key findings from Local Authority/LDF retail/town centre studies
- Messages on strength of sectors and future location of jobs from Local Economic Assessments.
- Findings from Land and Property Study

How should flood risk, water quality and water resource management shape future development patterns and help the response to climate change?

Core tasks covering all assessments:

- Review of all LA Strategic Flood Risk Assessments (SFRAs) - already undertaken.
- Due to inconsistencies in approach and data sources for SRFAs and national requirements a region-wide flood risk appraisal is underway.
- Region-wide appraisal is looking at flood risk indicators for fluvial and tidal flooding, probability of flooding, climate change sensitivities, surface water flooding and implications of Environment Agency management plans (e.g. CFMPS, SMPs, CAMs)
- Additional work to focus on tidal flooding from the Humber is being taken forward as part of the region-wide appraisal.
- Region-wide water cycle scoping study to be prepared to examine water supply, water environment and water infrastructure (providing economies of scale with one single scoping study for all LDFs across the region)

Each assessment to:

- Draw together Region-wide appraisal and SFRA and Surface Water Management Plan findings.
- Draw in other work undertaken in the sub region on flooding and water management.
- Examine the spatial implications of flood risk and the water cycle on roles of places and future development patterns.

Where and what is the capacity to increase the provision of renewable energy?

Core tasks for all assessments:

- LGYH liaison with DECC to influence national methodology
- Region-wide study built from existing sub regional and local work (and filling gaps) with four distinct sub regional components
- Sub regional capacity and opportunity identified for all forms of renewable and low carbon energy options

Each assessment:

- Considers links between opportunities for renewable energy and settlement patterns (e.g. district heat)
- Links across to infrastructure constraints and opportunities
- Provides basis for examining targets through Policy Options Consultation stage

What type and location of waste infrastructure is needed to reduce the reliance on landfill, costs and the effects on our climate?

Core tasks for all assessments:

- Environment Agency data for local areas drawn together through Regional Technical Advisory Board on Waste (RTAB)
- Modelling and forecasts for different waste streams based upon econometric data through the Mass Balance Waste Data project.

Each assessment:

- Considers implications of RTAB information and modelling/forecasting work

How do we ensure a continuous supply of minerals to support the regional economy and increase the use of renewable or alternative materials?

Core tasks covering all assessments:

- Local data on supply, scales, movements and reserves of minerals drawn together through Regional Aggregates Working Party (RAWP) reporting
- RAWP to review CLG aggregates apportionments
- Evidence gathering and information collated through Sand and Gravel study
- Evidence on the strategic need for building stone collated with English Heritage through the Regional Construction Stone Study

Each assessment:

- Considers implications of RAWP advice and Sand and Gravel study
- Consider the implications of the Strategic Building Stone Study

What roles should different settlements play across the region, and what are the associated patterns of development that will best address climate change, social and economic needs.

Each sub regional assessment to draw together:

- The current settlement network approach
- The implications of the above 7 issues
- Strategic messages from renaissance towns and cities/renaissance market towns/rural capitals
- Settlement strategies in LDF core strategies
- Growth points/eco settlement programmes
- City Region City Relationships findings
- Strategic messages on roles of places from Local Economic Assessment

Overall - provides a basis for establishing policy priorities and spatial development options.



INFRASTRUCTURE PLANNING

Purpose

- To update the Board of current activities related to infrastructure planning that are supporting the work of local authorities and sub-regions and developing a region-wide strategic infrastructure evidence base.
- To inform the Board of the proposed Community Infrastructure Levy and agree a response to Communities and Local Government (CLG) on current consultation.
- To inform the Board of the work of the new Infrastructure Planning Commission and identify implications for local authorities and regional bodies.

Background

1. Local authorities, sub-regional and regional bodies have an important role to play in co-ordinating the delivery of infrastructure, both to make places function better now and to enable those areas that need improved infrastructure to support future development to build that capacity. The need for planners to consider infrastructure requirements is familiar, but renewed importance has now been placed on the need to demonstrate how it will be delivered as an integral part of a well evidenced spatial planning approach at local, sub-regional and regional level. It is also important that infrastructure has now been recognised as encompassing physical, transport, green and social elements.
2. There has been a recognised under-investment in infrastructure for some time. In particular Members will be well aware that Yorkshire and the Humber has received less expenditure per head on transport infrastructure than other regions in England. This is an issue on which the former Transport Board lobbied the Government and which has influenced the RFA processes as well as more recent decisions on lobbying priorities.
3. In the face of a likely tightening of public service expenditure resources in future, local authorities, and in particular spatial planners, have a key role to play in aligning infrastructure delivery and making the most out of current investment.
4. This paper sets out the current mechanisms available to local authorities to carry out this key role, how LGYH is supporting this work, how the Board might wish to respond to proposed new mechanisms for funding infrastructure as well as the implications of the new Infrastructure Planning Commission.

Infrastructure Delivery Plans

5. Local Authority Infrastructure Delivery Plans are intended to support the Local Development Framework (LDF) by providing evidence on what physical, transport, social and green infrastructure is needed to enable the area to develop as proposed.
6. Infrastructure planning provides a natural focus for debate amongst those involved in the governance of an area as it is clearly so central to the place shaping agenda. The ability to use existing forums such as Local Strategic Partnerships and mechanisms such as Local Area Agreements and Multi Area Agreements for this purpose is being explored by more and more local authorities. The need for Core Strategies to be underpinned by infrastructure plans providing clear evidence on deliverability (i.e. what needs to be

provided, when and by whom?) adds weight to the need for planning to be at the heart of a corporate agenda.

7. Recognising the challenge that infrastructure planning brings in relation to existing skills sets and use of resources, LGYH is now facilitating a steering group of local authority officers to shape what support local authorities need. So far, the work of this steering group has focused on:
 - Developing and improving engagement with infrastructure and service providers so that early discussions influence decision-making by both parties. A meeting of the Technical Advisory Group is being held on 6th October that aims to develop guidance and protocols for utility providers and local authorities. Further meetings are being arranged that will help align local authorities and social and green infrastructure providers;
 - Preparing an on-line “Infrastructure Hub” which acts as a base for information on infrastructure planning. This encourages the sharing of skills and good practice;
 - Securing funding under the RIEP (Regional Improvement and Efficiency) programme on behalf of local authorities to help training in key areas of concern e.g. using Local Strategic Partnerships to help identify infrastructure needs;
 - Securing an event with the Planning Inspectorate to help clarify the impact that Infrastructure Delivery Plans (IDPs) will have on the soundness of LDFs;
 - Tailoring the emerging region-wide evidence base on strategic infrastructure to the needs of local authorities e.g. working with Natural England on a Green Infrastructure evidence base and Yorkshire Forward on transport constraints and capacity mapping (see below).
8. Further updates on this work will be provided to Board members as it progresses.

Region-wide strategic infrastructure evidence base

9. Work on identifying the availability and adequacy of strategic infrastructure capacity in the region has been underway over the last year. The key purpose of this is to work towards a better understanding of infrastructure constraints, capacities and opportunities which will have a pro-active influence on wider strategic planning decisions, enable engagement with infrastructure providers who work at different spatial scales and identify broad locations for future patterns of development.
10. This work is building relationships with infrastructure providers who have not previously engaged with the spatial planning process; providing much needed ‘buy-in’, more certainty and saving time and effort for individual local authorities. A region-wide evidence base on strategic infrastructure capacity is the next key output. This will be developed in cooperation with functional sub-regions through the sub-regional planning assessments, thus providing a context for the preparation of Local Development Frameworks (LDFs) and a consistent evidence base from which issues to be tackled at sub-regional and regional level can be identified. (see Agenda Item 6)
11. There are a large number of potentially significant strategic infrastructure types. The local authority officer infrastructure steering group has agreed that this work should focus on the following strategic infrastructure types:
 - a. Strategic development constraints: transport, flood defences, water supply, waste water treatment.
 - b. Strategic services: gas, electricity (inc. renewable energy), telecommunications, secondary education, health care (hospitals), policing, waste management and green infrastructure.

Further updates on this work will be provided to Board members as it progresses.

Community Infrastructure Levy

- 12.** The Community Infrastructure Levy (CIL) will change the way in which local authorities may secure monies from development to improve the infrastructure in their local area. This will be introduced in April 2010 and is currently subject to a consultation by CLG. The following paragraphs summarise its key characteristics and identify issues that will need to be taken into account by local authorities, sub-regions and regional bodies following its introduction.
- 13.** The basic premise of the CIL is that there will be an up to date and adopted Core Strategy and Infrastructure Delivery Plan from which a local authority can draw up a draft charging schedule of monies to be raised for each main class of development (based on a cost per square metre of floor space). Local authorities will be empowered but not required to make this new charge on most types of new development, i.e. Section 106 agreements could still be negotiated. The CIL is only to be spent on infrastructure needs related to development proposed by the Local Development Framework for an area and not to remedy existing deficiencies. Government considers that whilst the CIL will make a significant contribution to infrastructure provision, core public funding will continue to be the main mechanism.
- 14.** The general message from local authorities in the region is that they support the introduction of CIL and see it as a means of providing certainty and fairness to developers. The current system of Section 106 has sometimes struggled to contribute effectively to large infrastructure requirements, resulting in either the first or the last developer contributing disproportionately. Moreover CIL is seen as a means of freeing up officer time spent in preparing and negotiating Section 106 agreements.
- 15.** A potential benefit of the CIL is that it can fund sub regional infrastructure because local authorities will have the freedom to work together to pool contributions from the CIL within the context of delivering their Local Development Plans. They can also pass the CIL to other public sector organisations to spend, such as the Environment Agency. It is also suggested that public sector organisations, such as the Homes and Communities Agency and Regional Development Agencies, can 'forward fund' infrastructure and then be reimbursed through the CIL.
- 16.** If full advantage is to be taken of the opportunities offered by the CIL then rapid progress on producing an up to date Core Strategy and Infrastructure Delivery Plan will be needed by many local authorities. If sub-regions and/or the whole region wish to pool CIL monies to fund strategic infrastructure then there will need to be agreement in principle on how priorities will be established and how sub-regional and/or region-wide charging schedules would be drawn up. Additionally, it will need to be determined whether or not public sector bodies in the region are to be asked to 'forward fund' strategic infrastructure needs. These will be issues for the sub-regions to discuss over the coming months as strategic infrastructure needs are identified, priorities are established and delivery options are considered. All these debates will be taking place within the context of the preparation of the IRS and its Implementation Plan.
- 17.** The current consultation contains vast amounts of detail on CIL and how it will operate. It is recommended that the Board could make a strategic response to the consultation, supporting the introduction of the levy but reflecting on the following important issues (expanded upon in **Annex A**).

 - Concern around the impact of CIL to delivery of particular sub-regional issues e.g. in areas of low demand;
 - Need to recognise additional burdens on local authorities;

- Needs to be matched by commitment at national level to synchronise spending plans and commitments;
- More clarity needed on role of the Infrastructure Planning Commission in securing CIL (see below).

Infrastructure Planning Commission

18. The Planning Act 2008 introduced a new consent system for nationally significant transport, energy, water, waste water and waste infrastructure projects in place of the conventional requirement of applying for planning permission. The Infrastructure Planning Commission (which came into being on 1st October 2009) will determine consent for these projects in the context of National Planning Statements, which are to be drawn up soon.

19. Details of the new consent system are set out in **Annex B**. Board members will wish to note the implications of the new system for local authorities and sub-regional and regional bodies.

Martin Elliot
Planning Policy Manager
Local Government Yorkshire and Humber

Suggested Comments in Response to the CLG Consultation on the Community Infrastructure Levy

1. The consultation states that CIL should not make otherwise viable development uneconomic. This raises significant **challenges for local authorities** around viability testing – an unfamiliar and as yet relatively little skilled area of planning. There are also issues around how to deliver in **areas of low demand** which are in need of regeneration yet may require significant infrastructure delivery to stimulate them and how to deal with the pressure that new development places on existing infrastructure which is already at capacity, but which cannot be funded through CIL. More work on these issues will be needed.
2. Much of the work that is needed to underpin a CIL charging schedule will be done through Local Authority Core Strategy preparation and fit with the need to undertake Infrastructure Delivery Plans and other exercises such as Total Place. The Government must recognise the **additional burdens** that such work places on local authorities and assist as far as it can both financially and through the sharing of skills.
3. There is now, rightly, a considerable onus on local authorities to deliver more robust infrastructure planning at the local level as a vital part of delivering a realistic and sustainable spatial planning framework. It is imperative that such local and sub-regional efforts are matched by **better synchronisation and stronger commitment** to spending plans by government departments and agencies as well as requiring infrastructure providers to engage with local authorities and sub-regions to share their investment plans and forward strategies as much as possible.
4. There is little clarity on the impact of the **Infrastructure Planning Commission** and how this body will take account of the CIL requirements through its own determination of developments that may require monies to be paid. Further guidance on this would be helpful.

Infrastructure Planning Commission

Background

1. The Planning Act 2008 changes the consent system for nationally significant transport, energy, water, waste water and waste infrastructure projects. The Act sets out the thresholds that identify which proposals now fall under the jurisdiction of the new Infrastructure Planning Commission.
2. The Act also makes provision for the Government to produce national policy statements (NPS). The role of NPSs will be to establish the need and set out the policy for infrastructure.
3. Smaller infrastructure projects which fall below the thresholds as set out in the Act, and other developments such as housing or retail, will continue to be dealt with under the current planning system.

What is the Infrastructure Planning Commission?

4. The IPC has been designated as a non-departmental public body whose role will be to supervise and decide applications for nationally significant projects. This will include providing advice about either applying for, or making representations on, applications for development consent. The IPC is due to start work on 1 October, advising promoters of NSIPs on the content of applications for development consent and will start to accept applications for particular categories of NSIP from 1 March 2010.
5. It is intended that the IPC will operate a one-stop development consent process for nationally significant infrastructure projects. It will be the IPC's role to decide whether to grant consent taking into account policies set out in the NPSs (where they exist), other relevant policy documents, domestic and European law, reports from affected local authorities, and evidence put forward by local communities and other interested parties during Examination. In making its decision the IPC will weigh up the benefits and adverse impacts of the application. The IPC will have to provide detailed reasons for its decisions and may be challenged in the courts if people think that they have acted unreasonably.

Nationally significant infrastructure projects

6. Nationally significant infrastructure projects (NSIPs) are defined by the Act and cover projects relating to:
 - Energy (nuclear power stations, renewables, electricity networks, fossil fuel – electricity generation and oil and gas infrastructure)
 - Transport (ports, national networks and airports)
 - Water and Waste (waste water, hazardous waste and water supply).
7. The thresholds set by the Act are high, for example 50MW for an onshore electricity generating station, waste water treatment plants serving a population of 500,000 or more and hazardous waste facilities with capacity of 30,000 tonnes per year.

Application process

8. There is a six stage application process including an Examination. There is a lot of emphasis on the pre-application stage of the process and promoters of NSIPs will have to spend a great deal of time and resources consulting on proposals with local authorities and communities before their application will be considered by the IPC.

National Planning Statements

9. National Planning Statements (NPSs) will be prepared to set out the strategic need for different types of infrastructure. In some instances they might be locationally specific (such as for nuclear power stations) and they will have to be reflected in regional and local planning policies. They will form part of the policy framework within which applications for infrastructure developments below the thresholds will be determined by local authorities.
10. NPSs are to be drawn up to cover energy (nuclear power, renewables, electricity networks, generation, oil and gas infrastructure), ports, national networks (road and rail), waste water, water supply, hazardous waste and aviation.
11. Draft NPSs should start to be published for consultation in Autumn 2009, with preparation timetables running through to 2011. Each draft NPS will be subject to a sustainability appraisal.

Implications for local authorities

12. National Planning Statements will provide a new policy framework for local authorities to reflect in drawing up local spatial planning policies and within which decisions on smaller scale infrastructure projects will be taken.
13. In relation to individual applications to the IPC, local authorities will be involved in commenting on scoping opinions prepared under Environmental Impact regulations, inputting and advising on the applicant's statement of community consultation and commenting on the consultation activity that has taken place.
14. Local authorities will be provided with an option of submitting a Local Impact Report (LIR) at the Examination stage. The purpose of the LIR is to allow local authorities to identify positive and negative impacts of the proposed NSIP. In many cases NSIPs will affect more than one local authority. Therefore it may be in the interest of these adjoining authorities to work together as a 'consortium' when submitting initial written representations and a LIR.

Implications for sub-regional and regional bodies

15. The Regional Planning Body/Responsible Regional Authorities will be statutory consultees for draft National Policy Statements and for Nationally Significant Infrastructure Projects at pre-application and application stage.
16. In addition, local authorities might want to consider if it would help to work with the sub-regions and/or the Regional Planning Body/Responsible Regional Authorities in preparing responses to specific projects at pre-application and Examination stage.



ENSURING THE FUTURE SUPPLY OF MINERALS AGGREGATES

Purpose

To agree:

- The revised CLG aggregates regional production guidelines for use as a basis for sub regional analysis
- That an exploratory approach to revising the sub regional apportionment of regional aggregates production guidelines be supported through the Integrated Regional Strategy process in order to assist Local Authorities plan for minerals

Background

1. Aggregate minerals are vital to the construction industry and the economy, but the decision to extend existing quarries or open new ones is controversial. Minerals extraction is, by its nature, an intrusive operation. Also, and unlike most forms of development, minerals extraction is fundamentally linked to a locational issue (i.e. geology).
2. Accordingly, it has been long accepted that planning for minerals requires a different approach to that for conventional forms of development and needs to be thought through at a range of spatial levels. The current system is based on the findings of the Stevens Committee in the mid-1970s. This recommended that in order to balance the preservation of supply while protecting the environment, there should be long term strategic policy planning for minerals.
3. The system is based on the principle that national, regional and local policy should be informed by consistent data on mineral reserves, production and consumption. National forecasts and supply requirements are apportioned to the regions and reviewed by the "Regional Aggregate Working Parties" (RAWPs) – local authority & industry technical working groups established in each region to provide a means of getting the agreement on the basic facts of regional supply, particularly about reserves and landbanks. The CLG process envisages that regional supply expectations are then apportioned to Mineral Planning Authorities (County and Unitary Councils) by Regional Planning Bodies for use in the preparation of Minerals Plans by those Mineral Planning Authorities.
4. As with other regions the Yorkshire & Humber RAWP was established in the late 1970s and has played a key role in aggregates planning. The RAWP is a means of collaborative working on this sensitive issue, with membership drawn from mineral planning authorities (MPAs), the minerals industry, the Department for Communities and Local Government (DCLG) and Local Government Yorkshire and Humber (LGYH). The Chair and Secretariat is currently provided by the Yorkshire Dales National Park Authority.
5. RAWP advice is reflected in the minerals policies in the current Regional Spatial Strategy (the Yorkshire & Humber Plan - May 2008), which sets out a sub regional apportionment of the 2003 CLG regional production guidelines, expressed as millions

of tonnes of **crushed rock** and **sand & gravel**. The Plan notes that there are only sufficient permitted reserves of crushed rock, and that the Yorkshire and Humber Sand and Gravel Study should inform the updating of sub regional apportionments in a future review of the plan to address shortages.

6. In June 2009 CLG wrote to all local authorities setting out revised national and regional guidelines for the provision of aggregates for period 2005-2020, replacing the guidelines published in 2003. It is on this basis that CLG requires Regional Planning Bodies to prepare sub-regional guidance in their next review of RSS or IRS. The RAWP has now taken the CLG figures and prepared a draft report to help shape how this guidance is prepared.
7. It is fundamental to note that the RAWP provides technical advice, but does not itself set the policy – that is a matter for those bodies responsible preparing the RSS (the forthcoming IRS) and local Mineral Plans. This report seeks decisions on a number of strategic matters; in particular acceptance of the CLG regional guidelines; but also agreement to the principles to underpin the exploration of revised sub-regional apportionments. It discusses these issues within the context of investigations carried out to date during the Sand & Gravel Study.
8. CLG guidance requires Regional Planning Bodies to prepare sub-regional guidance on the provision of aggregates extraction, and in our Region this means the Joint Regional Board. However, given the emphasis we are putting on ‘building from the local’, the approach set out below is based on collaborative working within and between sub-regions to derive appropriate aggregate production figures.

Strategic Issues for Yorkshire & the Humber

9. The Draft RAWP report (Sept 2009) sets out the revised CLG figures against the results of survey of production and reserves at permitted sites (quarries) in the region.
10. The main strategic message for Yorkshire and the Humber is confirmed as a critical shortage of sand & gravel reserves for cement making. The only area that seems to have sufficient reserves is the extreme north of our region, which supplies Teesside and Durham. Doncaster has some reserves remaining, but the tonnage figures mask that the reserves are mainly soft sands, unsuited to use in concrete making.
11. The main strategic question is how to maintain supply to the strong markets in the heart of the region – the Leeds/Bradford conurbation – where demand for material for construction is high. Historically this has been via supplies from North Yorkshire. The sustainability issue is the long distance from source to market of continuing this approach (i.e. addressing the issue of ‘localising’ supply).
12. While this may appear to be a relatively straightforward strategic question for spatial planning, it raises complex debates. However, this issue has been identified for some time and significant efforts have been made to resolve the tensions over continuing the historic approach to the apportionment through the Sand & Gravel Study.
13. Planning for new sources of supplies (i.e. identifying the broad location of new quarries) is justified by the “need” established via the sub regional apportionments of the regional tonnage requirement. The current approach to apportionment is via the rolling forward of “**historic shares**”. This means that a five year average of past production is used to calculate sub regional shares of future production.

14. While this approach has been relatively uncontroversial to date, it can clearly be regarded as not being strategy-led. It is an acceptance that former production patterns dictate future supply. Specifically, it is an approach that can be argued to “reward” areas that successfully resist granting planning permission for minerals working, by giving them even lower apportionments in the future. In terms of a national scale debate, this can be seen to have reinforced the pattern that the South East does not provide sufficient aggregates and is increasingly a net importer (i.e. it is not shouldering a “fair” share of the burdens of mineral working).
15. In a Yorkshire & Humber context, there has been agreed regional policy in the RSS to reduce the proportion of aggregate minerals won from the national parks and Areas of Outstanding Natural Beauty (AONBs), with the latest RSS noting that no strategic justification for the provision of any new crushed rock sites within these areas.

Questions

Question 1: Overall Regional Guidelines

16. Before the regional guidelines can be used in the preparation of local minerals development plans they need to be broken down, as far as possible, to mineral planning authority areas. In order to maximise the role of local decision making, guidance will only be expressed at the sub regional level. Although this apportionment is formally the responsibility of the Regional Planning Body (in our case this is now the Joint Regional Board), it is proposed that this is developed collaboratively with the sub-regions, taking into account advice from the mineral planning authorities (MPAs) and the Regional Aggregates Working Party (RAWP). The process adopted must be transparent, logical and fair across the region.

Discussion

17. This raises a number of strategic questions. Firstly - is the **overall level** of the Yorkshire & Humber primary apportionment from CLG acceptable as fair and reasonable? This region has not raised any previous objections to the regional figures and it should be noted that the new 2009 CLG figures are slightly lower than the 2003 figures.
18. Secondly, is there scope for the **substitution** of primary sand and gravel by other materials? This would have the effect of lowering the overall apportionment. The RAWP apportionment for the region already makes the assumption that significant tonnages of recycled construction and demolition wastes will be utilised as aggregates, along with large volumes of industrial wastes such as steel slag and incineration ashes. However, recycled materials can be used in concrete making for low grade uses (e.g. hard standings) but not for higher grades of engineering concretes.
19. Processed crushed rock can **replace** the use of sand and gravel, and indeed currently does so as the shortage of sand & gravel in the region has made this economic. However, this does not address the issue – as most of the crushed rock is sourced from the national parks, sensitive areas and is also distant from the Leeds-Bradford markets.

RECOMMENDATION 1

20. It is therefore suggested that at this stage any objection to the overall apportionment would not be seen as justifiable and these should be used as the basis for deriving sub-

regional figures. If, however, it transpires that levels of production fall significantly over the next few years, this issue could be raised with CLG.

Question 2: Sub Regional Apportionments

21. If the overall regional sand & gravel apportionment is accepted, there are two basic alternatives as to how agreement could be reached between sub-regions on what “share” they take:
 - a) There could be a rolling forward of the **historic shares** approach in the sub-regional apportionments. This has the advantage of continuing known working arrangements which have (up until the present at least) been accepted by many local authorities and the minerals industry, or;
 - b) Look to reflect strategic sustainability objectives and formally explore a **revised approach** to apportionments. This would have the advantage of specifically addressing the need to reduce the greenhouse gas impacts arising from the transport of aggregates, and concerns that a disproportionate amount of mineral working takes place in North Yorkshire that is not in itself a prime consumer of materials.
22. In order to examine the benefits and practicalities of pursuing an alternative to the use of historic shares, several stages of work have already taken place on a regional sand & gravel study. This was started under the previous Planning Board, following the advice of the RAWP. Annex A to this report sets out a description of steps taken to date.

Discussion

23. The Sand & Gravel Study has exposed several key strategic issues for Yorkshire and the Humber as follows:
24. There are arguments for “business as usual” approach, and this may be the least controversial decision. However, this is avoiding the evaluation of a possibly more sustainable strategy for aggregates. Specifically, the long distance transport of bulk materials like sand & gravel is a climate change issue, and the continuation of the current approach will lead to an ever higher proportion of aggregates being won from North Yorkshire and the National Parks into the future. A sustainability driven re-apportionment appears to support the move to increasing the proportion of material sourced from West Yorkshire.
25. Most of West Yorkshire has very real constraints of geography and geology as explored in the Annex. However, there are some limited opportunities, although non-geological ‘constraints’ constitute a significant obstacle to new quarry development. Although some of these constraints might be considered ‘perceived’ they still form a very real and fundamental obstacle to quarrying. This is not a problem specific to West Yorkshire and other regions in England are holding debates over very similar issues.
26. Part of the problem of moving to a new approach is historical and perceptual – the minerals industry feels it is more difficult to get planning permission in West Yorkshire. It is perceived as being easier in North Yorkshire – where local employment issues and the long term presence of minerals working have led to a greater public and political acceptance.

27. Concerns about gaining planning permission have an impact upon commercial decisions. From a costs issue, sand & gravel working is not a high margin industry – the industry perceives the possibility of gaining a planning permission in West Yorkshire as extremely low and the costs of putting in an application extremely high.
28. Currently, much of the sand and gravel supplied to the Leeds-Bradford area is transported over long distances. Haul distances of up to 50 miles from quarries in northern North Yorkshire and North Nottinghamshire are relatively common. Companies would consequently view developing a quarry in closer proximity to the market as beneficial to their business model.
29. The initial sustainability appraisal suggested that a dramatic shift in apportionments could be considered. This included Option “E”, which raised the West Yorkshire share from 7.53% to 31.28% of the regional total. While this performed well in sustainability terms, the practical limitations subsequently explored indicate that an initial exploratory approach to a much more modest increase is appropriate.
30. **Current** apportionment figures will not be met from West Yorkshire remaining reserves. An extension of an existing site could help to address this. However, even a modest raising of the West Yorkshire apportionment would effectively require the opening of a new quarry.

RECOMMENDATION 2

31. The Sand & Gravel Study has identified key issues and options on a technical and limited stakeholder basis. There is now sufficient understanding of the issues to enable a wider debate on options within the sub regions. The main choice is to examine the potential for an increased sub-regional apportionment for West Yorkshire. This appears to be strategically desirable, but limited by a number of factors, including the current planning environment. It is now appropriate, therefore, to support the sub regions to enable them to examine this issue through the strategic spatial planning process.
32. It is therefore suggested that, with the support of the RAWP, the sub regions jointly consider the implications of realigning the sand & gravel apportionment **within a range** between the current situation (7.53% for West Yorkshire) and Option “C” (16.86% for West Yorkshire). Minerals operators have indicated that a modest increase within this range may be achievable. The work so far with Minerals Planning Authorities and operators has identified concerns that options “D” and “E” are not deliverable.
33. This discussion can take place through the vehicle of the sub regional planning assessments, proposed as part of work to prepare the IRS (see Agenda Item 7: IRS sub-regional spatial planning assessments). As a first step, the RAWP can prepare their new report with an additional annex, calculating the numerical sub regional implications of applying Option “C” (the smallest redistribution towards West Yorkshire) of the Sand & Gravel Study. This will compliment the main report, which will set out the new CLG figures and the provisional “historic shares” apportionment. This report can be issued following the annual RAWP meeting on the 22nd October.
34. The Spatial Planning Board can receive this report along with the comments and views of the RAWP at its next meeting (in December). The Board can then consider any overall implications of this advice, with each sub region then taking forward an **exploratory approach** to determine the viability of amending the sub regional apportionments for sand and gravel production. Specifically, it can feed into the sub regional spatial planning assessments and form part of the examination of wider spatial

planning issues facing each sub region as part of the development of the IRS. The final sub-regional apportionment figures will need to be incorporated into the IRS.

- 35.** While work on compiling evidence on the practicalities and benefits of a revised sub regional approach has been complex and protracted, the recommended approach will provide sub regions with the clear context under which to properly debate this important issue.

Recommendations

Members are requested to agree that:

1. The Board accepts the overall regional apportionment as set out in the letter from CLG June 2009 as the basis to prepare new sub regional apportionments.
2. The Regional Aggregates Working Party is requested to prepare a supplementary annex to its annual report, setting out the implications of Option "C" of the Sand & Gravel Study on a sub regional basis.
3. At the next meeting of this Board, Members will consider any overall implications of the RAWP advice/comments, in the light of the need for sub regions to further examine the potential apportionments for sand and gravel production.

Rob Murfin
Planning Policy Manager
Local Government Yorkshire and Humber

SUMMARY OF SAND AND GRAVEL STUDY FINDINGS TO DATE

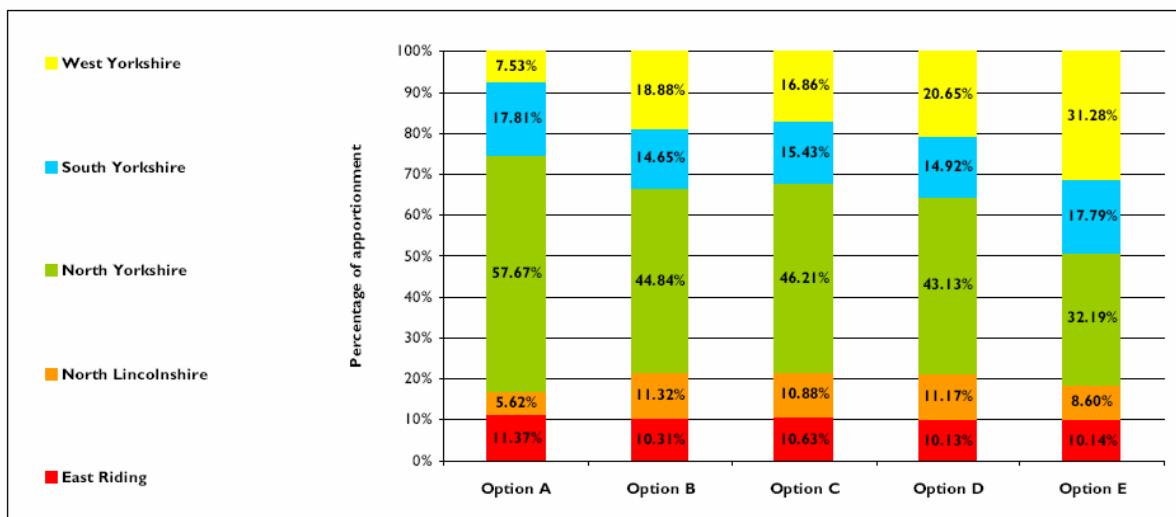
The initial evaluation of the strategic issues arising from the possible move away from a “historic shares” approach has taken several steps.

A geological mapping exercise took place in order to identify broad areas of sand and gravel resources in the region especially with regard to material suitable for concreting aggregate. Information on the environmental assets and constraints of the region was also compiled. Consultation took place with a range of stakeholders. **(Phase 1)**

This information was then used by a consultancy to form the basis of an environmental appraisal of possible future supply scenarios for aggregates at the strategic scale within the region. A range of testable options was developed during a stakeholder based approach **(Phase 2)**. These can be summarised as:

- Option A, no change from present with a continuation of the current sub-regional apportionment. (7.53% of the regional apportionment in W Yorks)
- Option B, placing greater importance on the material and built environment, especially on areas of national and European environmental designations. (18.88% WY)
- Option C, placing the greatest weight on unsterilised resources and past use. (16.86% WY)
- Option D, seeking a relatively even balance between protecting environmental assets and recognising drivers for growth in the requirements for aggregates (ie. closeness to market and existing infrastructure). 20.65% WY
- Option E, which gives overriding importance to the reduction of transport distances. 31.28% in WY

The reports conclusion was that **Option E** performs best overall in the sustainability appraisal because it reduces transport distances and reduces the environmental impact of quarrying. The effects of these scenarios on sub regional shares are graphically represented below:



An outcome of the Phase 2 work was that West Yorkshire was identified as having the potential for its sub-regional apportionment to be increased. The five scenarios examined included status quo, with West Yorkshire accommodating its current apportionment of 7.5% of the regional production quota, up to a major shift to it providing just over 31%.

Following further consultation on these options, the minerals industry and some local authorities argued that any move away from the current apportionment was unrealistic; specifically, that the workable volumes of the sand and gravel resources within West Yorkshire were severely restricted, and that any sites would be unlikely to gain planning approval.

In order to clarify messages from the minerals, a series of workshops was held and an open event facilitated by an independent chair (**Phase 3**). This resulted in agreement that the minerals companies would be involved in a more detailed geological, economic and planning evaluation, focussed on West Yorkshire. The companies offered to share commercial sensitive information to assist this process.

Phase 4 of this work then collated industry views on the feasibility of an increased sand and gravel allocation for West Yorkshire. Industry representatives considered that, in terms of geological constraints, West Yorkshire has the resources to accommodate a moderately increased apportionment. However, they also emphasised that there is a shortage of economical sized workable deposits and planning constraints are likely to be much greater than assumed by the Phase 2 work.

Specifically, industry representative expressed doubt about the practicality of raising production in West Yorkshire for the following reasons:

Geological Factors

The Minerals Industry representatives argue that not all the sand and gravel resources identified in West Yorkshire are suitable for concreting aggregate, with the only viable resources are confined to the Calder, Aire and Wharfe river systems. However, many of the deposits are small or would require prohibitively costly treatment before sale. The only area where there was any degree of consensus was that the Wharfe valley was considered contain good quality sand and gravel resource

Planning and economic Factors

While the Industry considers that there is good quality sand and gravel suitable for concreting aggregate contained within meander loops in river terrace deposits in the Wharfe, Calder and to some extent the Aire valleys, industry representatives pointed out that the vast majority of this is unworkable due to planning and economic factors. The most pertinent issues are that:

Sand and gravel is a relatively low margin form of mineral extraction; sites need to be at least 1.5 million tonnes because of the level of investment in infrastructure / site development required. As such, industry representatives considered that there are only likely to be a very limited number of commercially viable sand and gravel sites in West Yorkshire.

The sterilisation of aggregate resources by urban development, potential conflicts with other land uses and the resistance of planning authorities to new permissions are major issues that directly affect costs and economic viability.

Specifically, the majority of the industry representatives considered the Wharfe Valley as an area where planning considerations are likely to present major obstacles to mineral development.

Industry considered that the fragmentation of resource areas by the major river systems, small tributaries or canals results in the need for expensive infrastructure investments to either work areas to their full capacity or link areas of economically viable resource.

Summary

Due to these issues industry representatives viewed the ability of West Yorkshire to meet an increased sub-regional apportionment as limited. They considered a continuation of the current situation, with the majority of the apportionment being met from North Yorkshire, as a more realistic option.

The possibilities of new developments in southern North Yorkshire for supplying the Leeds-Bradford area are also quite limited. According to industry representatives, the area also lacks material coarse enough for use as concreting sand and gravel.

Three scenarios were given by industry representatives on the future of sand and gravel supply from West Yorkshire based upon different attitudes to granting planning permission and market conditions:

- A decrease in the supply of material from West Yorkshire. No development of new sites and depletion of reserves from the only operating sand and gravel quarry in the sub region would decrease the amount of sand and gravel produced in West Yorkshire.
- Supply continued at the current level from West Yorkshire. An additional modest development at a new site or an extension to the existing quarry at would probably allow West Yorkshire to maintain its current output of sand and gravel.
- A modest increase to the supply of material from West Yorkshire. If the existing quarry was extended and a new site was developed elsewhere in the region then output from West Yorkshire could be increased by a modest amount.

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