

**Name of meeting:** Cabinet  
**Date:** 18 October 2016

**Title of report:** North Kirklees Growth Zone Next Steps

Is it likely to result in spending or saving £250k or more, or to have a significant effect on two or more electoral wards?	Yes
Is it in the <a href="#">Council's Forward Plan</a> ?	Yes
Is it eligible for "call in" by <a href="#">Scrutiny</a> ?	Yes
<b>Date signed off by <u>Director</u> and name</b>	Jacqui Gedman - 10.10.16
<b>Is it signed off by the Assistant Director - Financial Management, Risk, IT and Performance?</b>	Debbie Hogg - 7.10.16
<b>Is it signed off by the Assistant Director - Legal &amp; Governance?</b>	Julie Muscroft - 10.10.16
<b>Cabinet member <a href="#">portfolio</a></b>	Councillor Peter McBride - Economy, Skills Transportation and Planning

**Electoral [wards](#) affected:**, Batley East, Dewsbury East, Dewsbury West and Dewsbury South and Mirfield Ward.

**Ward councillors consulted:**

**Public**

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## **North Kirklees Growth Zone - Next Steps Summer 2016 – Spring 2018**

### **1. Purpose of Report**

- 1.1 This report will inform Cabinet of progress in developing the North Kirklees Growth Zone (NKGZ) strategy and delivery plan and includes:

- The progress made to date on negotiations with the Leeds City Region and the Strategic Economic Plan refresh;
- Progress made locally;
- Progress and next steps on engagement with the private sector and use of Council assets to enable early development to take place at Dewsbury Riverside;
- A suggested set of objectives for Dewsbury Riverside;
- The authorisation to finalise negotiations with the HCA on the master-plan process;
- The long term approach to micro and macro transport planning to aid development of the NKGZ in its broadest sense;
- Short term interventions to support the living town concept; and the development of a draft interventions plan for future development.
- A commitment to embed employment and skills development to ensure local communities thrive long term.
- An outline timetable for the development of the Strategic Development Framework for Batley town centre; and
- Next steps in the approach on long term governance and a draft partnership document for consultation and adoption.

1.2 It also seeks authority to progress to the next stage on policy development and begin to implement a range work streams that will need to be delivered or put in place by spring 2018.

1.3 This will ensure that a final NKGZ Strategy, financial plan, and delivery plan are in place and ready for early implementation following adoption of the Local Plan.

## 2. Key Points

### 2.1 Background

2.1.1 On the 17<sup>th</sup> November 2015 the Council approved the initial report setting out the rationale and next steps for the NKGZ. The concept of this initiative is in line with the two strategic drivers for the district, the Kirklees Economic and the Kirklees Health and Well-being Strategies. A series of recommendations designed to bring about long term sustainable change for North Kirklees were agreed, with a clear **vision statement** underpinned by **4 broad objectives**.

2.1.2 The **vision** recognised the role Dewsbury and its hinterland could play within the wider Northern regions - "***To have a thriving living town, tapping into the potential of its people, and maximising its role as a key transport and economic location***".

2.1.3 The 4 broad objectives at the heart of the vision are:-

- The area could be a focus for housing and economic growth;

- The area could be seen as a key strategic employment location within the LCR;
- We may wish to fully exploit the area to ensure it is seen as a key transport node for both road and rail (connecting to HS2, Leeds and the wider north of England); and
- Dewsbury could be seen as the primary economic and service centre, with a town centre that is fully occupied through increased housing and leisure provision, with a consolidated retail and commercial core.

2.1.4 It is within the context of the overall vision, the above objectives and concurrent work on the Local Plan that this next steps report is based.

2.1.5 For the final NKGZ strategy and delivery plan to be ready for Council consideration post local plan adoption, specific areas of activity need early progress. This will ensure that momentum is built up, confidence is raised, partners are brought on board, opportunities for funding streams are maximised, and delivery of Local Plan outcomes can be speedily brought to fruition.

2.1.6 Early local plan delivery will also be in part dependant on the Council, in its role as a strategic land owner bringing forward some of its land holdings at an early stage post plan adoption. To maximise these opportunities the Council will need to work up proposals for specific sites, but recognise that this work is “at risk” until the Local plan is officially adopted.

2.1.7 The “at risk” work will not pre-empt the Local Plan outcomes, but could enable early delivery post Local Plan adoption and supports the Local Plan delivery. If following the consultation process the Local Plan is subject to amendments then some of the short term actions recommended within this report may need to be revisited.

## **2.2 Progress to date at Regional Policy context level.**

2.2.1 The NKGZ report of November 2015 examined the national, regional and local policy context. The national agenda continues to have the same broad focus, but with a clear shift in housing/planning terms, whereby provision of affordable housing has moved very sharply towards the provision of affordable homes for sale, at the expense of social rented provision.

2.2.2 This is one significant part of the Housing and Planning Act that passed into law on the 12<sup>th</sup> May 2016.

2.2.3 The move towards prioritising affordable housing for sale is reflected in the new Homes and Communities Agency Investment Prospectus 2016 – 21. Apart from some forms of specialist rented accommodation (which is at the margins) the majority of the programme is focussed on enabling access to home ownership. In response, many registered social landlords have begun to move their business plans towards the provision of affordable sale products.

- 2.2.4 At a regional level, there is a continued move towards aligning funding packages to support what the City Region describes as “good growth”. To maximise opportunity to serve the City Regions and Kirklees ambition a concerted effort has been made to ensure that the NKGZ concept and its ambitions were considered within the new LCR Strategic Economic Plan.
- 2.2.5 In April 2016 the Local Enterprise Partnership (LEP) endorsed the new LCR Strategic Economic Plan and it confirmed that the NKGZ would be a new major Spatial Priority Area. This new status has significantly strengthened our ability to seek City Region support for the overall programme, potentially exploit a range of existing funding streams, and compete for new areas of resources as they arise.
- 2.2.6 As such early bids have been made to:-
- ✓ provide support resources of £320k to help design, develop and deliver the programme over a three year planning period, this is still subject to final negotiations and how it could be linked to a capital project (s);
  - ✓ confirmation of £4.6m of medium term loan funding to purchase strategically relevant sites, enabling early development;
  - ✓ Register interest in the new HCA Starter Homes programme, which could unlock derelict/unused land for new affordable housing provision for sale;
  - ✓ Support for additional feasibility resources through an early expression of interest to develop the areas transports ambitions, including exploring options for network improvements outside the scope of the current WYCA transport fund; and
  - ✓ Support the redevelopment of Pioneer House and the Creation of a new Kirklees College campus within central Dewsbury.

## **2.3 Progress at a local level**

- 2.3.1 At a local level the final delivery plan will incorporate a range of initiatives to deliver a programme of growth and renewal. The Growth in the main, will see the Council act as a strategic enabler, setting down the broad policy framework, working with partner agencies and regional bodies to maximise funding opportunities, as well as ensuring wider objectives are built into the programme (i.e. the green infrastructure agenda, health, access to employment, education etc., in line with New Council principles).
- 2.3.2 It is envisaged that the private and community sectors will play a growing role in future years as the programme accelerates in line with New Council principles. In this regard thought will need to be given as to how we strengthen appropriate connectivity at a local level, with business and other stakeholders.
- 2.3.3 At this stage the majority of work has been focused on ensuring the programme is recognised as a regional priority, whilst commencing work with some of our public sector partners and the private sector to ensure early growth can be delivered.

2.3.4 Additionally some degree of support has been given to local projects in particular the work the Dewsbury Pioneers community group have been undertaking, and continuing support to the Townscape Heritage Initiative.

2.3.5 Since November 2015 local progress includes:

- ✓ Next steps for Pioneer House and the College Campus as part of the Dewsbury Learning Village have been agreed and funding secured;
- ✓ Support to the Council has been secured through the HCA`s major projects team (ATLAS team), which will help drive localised planning of Dewsbury Riverside (subject to Local Plan adoption);
- ✓ An analysis of transport bottlenecks and pinch points finalised to enable bids for external funding and implementation of “quick wins” schemes to enable improved access across the Dewsbury Ring Road;
- ✓ One of these quick wins schemes being the design of a more pedestrian friendly access to the town via the Rail Station linking in with the development of Dewsbury Learning Village;
- ✓ Strong engagement with the private sector in ensuring proposed major development sites can be brought forward in a timely manner post Local Plan adoption;
- ✓ Options for new housing growth to be brought forward based on existing UDP land allocations;
- ✓ Interim minimum staffing resources have been put in place, but these will be reviewed and refined as the Economic Resilience programme in line with New Council Objectives is introduced;
- ✓ A residential capacity study to support the living town concept has been progressed;
- ✓ Studies are underway to examine the traffic flows across the North Kirklees district, as well as traffic issues within central Dewsbury. This work will better inform the development of the overall transport strategy for the area in the short (5 years), medium (10 years) and long term 15 years; and
- ✓ Additional work will shortly commence with business to examine their future plans, and how the Council working with strategic land owners could help facilitate local growth.

### **3. Implications for the Council**

3.1 The work to date has been in line with the recommendations set out with the NKGZ report dated 17/11/2015.

3.2 Section 5 within this report outlines the work plan over the next 12 to 18 months to ensure this programme starts to deliver tangible benefits to North Kirklees.

## **4. Consultees and their opinions**

- 4.1 Extensive engagement has previously taken place with business, the community and stakeholders on the development of the SDF in 2010, and prior to that work in 2007 on a draft vision for the wider Dewsbury area.
- 4.2 Consultations have taken place on the Local Plan and the content of the comments received will be considered as part of the next stage of the Local Plan process.
- 4.3 Consultation on the NKGZ concept has taken place alongside the Local Plan event in central Dewsbury, a presentation given to the Dewsbury and Mirfield District Committee, as well as ongoing dialogue with strategic land-owners and investors.
- 4.4 It is recognised that broader consultation will need to take place at an accelerated rate over the next 6 to 18 month period now that some of the wider strategic alliances have been secured, in particular the support of the City Region.

## **5 Next steps**

- 5.1 This section of the report is broken down into 5 areas for consideration namely:-
  - 1. Next steps on the engagement of the private sector and the use of Council assets.
  - 2. The long term approach to micro and macro transport planning to aid development of the NKGZ in its broadest sense.
  - 3. Short term interventions to support the living town concept; and the development of a draft interventions plan for future development.
  - 4. An outline timetable for the development of the Strategic Development Framework for Batley town centre.
  - 5. Next steps in the approach on long term governance and a draft partnership document for consultation and adoption.
- 5.2 The next steps work covers the period summer 2016 to spring 2018, when the NKGZ strategy and supporting plans would be submitted to Council for approval.
- 5.3 The 5 main areas of activity outlined below need to be developed in an integrated manner, and be mutually supporting. It is not intended as a finite list of actions, but the broad focus of “next steps” activity.
- 5.4 **Next Steps Engagement with Private Sector and Use of Council Assets**
  - 5.4.1 The NKGZ contains a range of large and small sites that have been/are subject to consultation as part of the Local Plan process. This report is in the

main concerned with the two larger sites within the Growth Zone, at **Dewsbury Riverside** (Local plan reference H2089) and **Chidswell** (reference MX1905) these are detailed on the map as appendix A/B.

### *Dewsbury Riverside*

- 5.4.2 The site as within the draft Local Plan comprises 158.8 Ha of land for residential use. Of this approximately 92 Ha is proposed to be developed within the Local plan period 2018 to 2033 the remainder falling into the next planning period.
- 5.4.3 Unlike Chidswell this site has multiple owners, but the vast majority have options agreement in place with a strategic developer (Miller Homes). The Council also own 27.16 Ha of land within the site. The site for marketing and development purposes has been called Dewsbury Riverside.
- 5.4.4 Part of this site (approximately 13.2 Ha) has an existing Unitary Development Plan allocation, which is suitable for bringing forward as an early development site(s). The details of the entire site and existing allocations under the UDP framework are listed in appendix B.
- 5.4.5 Any opportunity for early development at Dewsbury Riverside on existing land allocations, should consider the potential short, medium and long term implications post Local Plan adoption. Any early small scale development using existing land allocations would need to have a strategic fit with the development of wider long term master-plan for the site. To enable development on Council owned land steps would need to be taken to bring to an end any lease arrangements that are in place. This would be undertaken on a phased basis to facilitate development.
- 5.4.6 To enable a long term master-plan to be finalised it is proposed that the following approach is adopted;-
- To bring a degree of support and challenge to the master-planning process the Council is working with the Homes and Communities Agency ATLAS team, who have extensive experience in bringing forward major sites successfully. The scope and scale of support in the immediate term has been agreed in discussion with the Assistant Director Place and further opportunities for next steps engagement will be progressed). The Assistant Director will work with the ATLAS team and Miller Homes to build on work to date to bring forward a masterplan for consideration and adoption, prior to more detailed phasing plans being brought forward as part of the next phases of development.
  - The Council needs to be sure that it obtains best value from any site disposal site ownership. It can gain this by a simple sale through auction, or by negotiation with parties whereby it may be possible to increase the overall value of the Council's site ownership. In this case, the Council own just under 30% of the likely initial developed site (subject to local plan adoption), although these sites are closer to the current infrastructure, with almost the

entire balance of the site subject to options held by Miller Homes. In view of the substantial infrastructure costs of developing the whole site, it is likely that by working in partnership with Miller overall value can be increased. Accordingly the Council could commit to exclusive partnership working with Miller Homes. At all times it will need to be sure that its overall value outcomes remain higher than the option of developing alone. This can become quite complex when benefits are being secured other than in cash. In order to support this, specialist advice is likely to be necessary. It should be noted that the Council has a capital receipts target to support its ongoing financial challenges, so any hypothecation of potential income from this project must be done with caution.

5.4.7 Given the scale of this development and fact it will potentially have integrated facilities, i.e., schools, health provision, high quality open space and protected areas of countryside the Government's Garden Villages programme may be an ideal opportunity to gain further national recognition and support for this development.

5.4.8 The Dewsbury Riverside development ticks many of the boxes within the Garden Villages prospectus and following discussion with the Cabinet Spokesperson for Economy, Skills, Transport and Planning an expression of interest was submitted by the 31<sup>st</sup> July deadline.

5.4.9 Within this bid we have the potential to prepare our ask of Government which could include (but not exclusively):-

- Revenue and consultancy support
- Infrastructure funding
- Innovation development to deliver new products
- Access and support in dealing with the relevant national bodies we may need to negotiate with.
- Higher priority for new funding streams
- Resources to enable access to employment and training and supply chain development

5.4.10 Subject to the Expression of Interest being received positively it is envisaged any next steps negotiations would be carried out under the guidance of the Director, Economy, Skills and the Environment, in consultation with the Cabinet Spokesperson for Economy, Skills, Transport and Planning.

5.4.11 Notwithstanding the outcome of the Garden Villages bid it is proposed that we keep focused on developing a quality master-plan for Dewsbury Riverside, working closely with Miller Homes and the HCA. To assist in the approach and design of this master-plan it is proposed that the Council endorses for negotiation a series of high level draft core objectives for the development that should include (but are not limited to):-

- Work with the site owners and their representatives to ensure that the scheme should support the aims and vision for the NKGZ;



- Enable and support the bringing forward a viable and deliverable scheme with the right housing numbers within the context of a quality development, with a blend of house types and styles with the right housing numbers for the existing UDP allocated site(s) and the draft Local Plan allocated site, that relates well to adjoining areas;
- As landowner, ensure a return on our investment that supports wider objectives;
- As place-maker, ensure a sufficiently viable scheme to deliver wider benefits for central Dewsbury;
- Enable and support business creation, growth and local employment (see section 5.4.16);
- Work jointly with site owners to align development with the wider transport objectives as outlined in section 5.5.4;
- Secure the delivery of affordable housing, on or off site (off site to support the living town concept) subject to viability;
- Secure the provision and delivery of sustainable urban drainage and environmental, community and educational initiatives.
- Narrow the areas health inequalities.
- Work to deliver a CO2 efficient scheme.
- Provide high quality IT connectivity.
- Green infrastructure that links to the wider countryside and encourages wildlife movement throughout the development.
- Negotiate to include opportunity to deliver innovation in terms of products and delivery.
- Explore opportunities for planning freedoms and the use of Local development orders.

5.4.12 Within the context of this overall approach and the draft objectives outlined above, opportunities for early development of land allocated within the current UDP will also be considered.

5.4.13 In summary, the next steps approach over the period summer 2016 to spring 2018 as covered by this report we would seek to:

- Enter into negotiations with Miller Homes on the use of its land at Dewsbury currently allocated within the existing UDP for use as a potential early phase development site;
- If successful in our Garden Villages Expression of Interest we would work with partners to negotiate next steps with CLG.
- Submit an early outline application to be brought forward in the planning period 2016/17. The final detail of any such scheme and the terms of disposal would form part of a future report to members;
- Ensure any current lease arrangements are brought to a conclusion in line with procedures.

- Work with the HCA and Miller Homes to finalise the high level core site objectives as outlined above and bring forward a detailed master-plan, followed by a sequenced delivery plan.

### *Chidswell*

5.4.14 The site within the draft Local Plan comprises 111 Ha of land for mixed use development. The site is outlined in appendix B. To date the scope of the engagement outside and wholly separate to the Local Plan process with the land owner/representatives has been restricted to continued engagement to enable early development to take place post Local Plan adoption. All parties recognise the statutory Local plan process that needs to be progressed and that work is “at risk”. The early engagement has also covered the aims, and objectives of the growth zone and how the development could be brought forward on an integrated basis in line with those objectives. Given the Council have no Land owning interests in this the scope of further engagement will be about the Council working with the site owner and their representatives in an enabling capacity.

5.4.15 In summary, the next steps approach over the period summer 2016 to spring 2018 as covered by this report we would seek to:

- Work with the site owners and their representatives to ensure that the scheme should support the aims and vision for the NKGZ;
- Work jointly with the site owners and their representatives to bring forward a viable scheme to be delivered in line with assumed delivery timescales and targets. With the right blend of housing numbers and employment floor space;
- As place-maker, ensure a sufficiently viable scheme to deliver wider benefits for central Dewsbury;
- Enable and support business creation, growth and local employment (see 5.4.12)
- Work jointly with site owners to align development with the wider transport objectives as outlined in section 5.5.4;
- Secure the delivery of affordable housing, on or off site (off site to support the living town concept) to be agreed and secured through agreement subject to viability;
- Ensuring that the wider objectives for North Kirklees are reflected and not detracted from through infrastructure developments affecting this or other principal development sites in the region.
- Secure the provision and delivery of sustainable urban drainage, environmental, community and educational provision.
- Narrow the areas health inequalities.
- Reduce CO2 emissions.
- Provide high quality IT connectivity.
- Green infrastructure that links to the wider countryside and encourages wildlife movement throughout the development.
- Explore opportunities to deliver innovation.

- Explore opportunities for planning freedoms through the use of Local Development Orders.

#### **5.4.16 Enable and support business creation, growth and local employment**

The NKGZ is a unique programme to deliver growth and renewal as well as a long term opportunity to deliver major employment. A fundamental principle of this programme must be to deliver a range of employment and skills opportunities to enable local communities to thrive long term. We need to work with all partners and communities to create these opportunities.

5.4.17 We should also be mindful of the need to ensure we do all we can to generate local money flows and how we can adapt the programme as a whole to improve its local economic impact. This will involve work with a range of partners, examining areas such as procurement, business start-up, local training and upskilling. The more we can deliver locally the greater the multiplier effect of benefits to the local economy, i.e. when local employment increases and money is spent locally, the money in effect becomes someone else's income to re spend. This creates a multiplier effect. Developing this aspect of the programme is therefore of significant importance on multiple levels and will be the subject of future reports.

5.4.18 These principles should be embedded in our approach and have been incorporated into submissions to CLG ensuring we maximise potential for community benefit and local economic growth.

5.4.19 Over the course of the next few months we will be working with a range of potential partners to explore how we can incorporate national best practice into the programme, and will be providing a follow up report on the emerging detail for future considerations. This approach will identify opportunities, how we need to work to address gaps, how we/our partners can help influence national/regional debates to best fulfil our ambitions and measure impacts.

### **5.5 Long Term Approach to Micro and Macro Transport Planning**

5.5.1 A key objective within the NKGZ is the need to develop the strategic transport system enabling access to national rail developments and connectivity by road and rail to the wider North of England. An efficient transport network is an integral component of growth and economic success.

5.5.2 We need however to be mindful that a range of short, medium and long term actions, covering road, rail, public transport, cycling and pedestrian centric are embedded within the area's vision and planning.

5.5.3 It is reasonable to assume that transport strategy planning should be viewed in 3 distinct phases, each inter-related and covering a range of transport types. This three phase approach being short term (5 years), medium term (5 to 10 years) and longer term 10 to 15 years and beyond.

5.5.4 It is within these three time frames and based on the series of draft objectives outlined below that we plan to develop the detail of the transport vision for North Kirklees. The draft core objectives are:

- To ensure long term objectives are central to short and medium term planning;
- Provide the transport infrastructure necessary to accommodate new development and the increasing population predicted for North Kirklees;
- Support and open up opportunities to develop the local economy in North Kirklees ensuring that the region is attractive to both internal and external investment;
- To connect the main urban and local settlements of North Kirklees to the national network and regional employment sites enhancing social and economic integration;
- Encourage the use of sustainable modes of transport in North Kirklees;
- Improve air quality and road safety in North Kirklees;
- Make the transport network in North Kirklees more resilient, enhancing the network in the medium to longer term providing direct benefits to Mirfield, Ravensthorpe, Dewsbury, Batley and Chidswell;
- Create comprehensive green pedestrian routes around and/or across North Kirklees;
- Give priority to the needs of pedestrians and cyclists in urban development and highway projects;
- Develop projects that prioritise walking, cycling and public transport, enabling reductions in localised air and noise pollution in local settlements;
- Encourage patterns of developments, which reduce the need to travel by car; and
- Ensure opportunities for highways design contribute to flood alleviation.

5.5.5 We should also be mindful to ensure that the approach to longer term planning for transport infrastructure continue to be pursued, even though outcomes for this work may fall beyond the projected Local Plan delivery period. As such we will examine opportunities for longer term feasibility planning that could deliver further infrastructure to help deliver economic growth post this Local Plan period.

5.5.6 In summary, the next steps approach over the period summer 2016 to spring 2018 as covered by this report we would seek to:

- Progress as part of the next steps work, to plan for delivery improvements to the highway network which would be required to tackle the current and projected traffic hotspots on the A644 and A653 transport corridors.
- Produce a highway implementation plan for Dewsbury Ring Road.
- Work to support potential major developments as outlined within the Local Plan.
- Maximise opportunities for inward investment to support our draft core objectives and work with a range of partners to ensure opportunities were maximised.

- Identify opportunities for longer term strategic investment and where possible bids submitted.
- Review local bus service provision. The short term focus will centre on a more detailed Bus Accessibility study focused on Dewsbury Town centre. Information gleaned from this piece of work will then feed into the more detailed draft interventions plan for the Dewsbury Living Town concept.
- Make the town more accessible, encouraging walking and cycling to and from outlying districts.
- Aim to continue working with Network Rail and the West Yorkshire Combined Authority to press for improvements including
  - Improved rail provision on the trans-pennine line covering the Mirfield to Ravensthorpe area, including access to services, parking and customer services improvements.
  - Improve services as part of electrification planning of the Trans Pennine route.

Some of these are long term ambitions, but it is critical work starts early to influence the next rail franchise due in 2023.

5.5.7 As footfall increases through the creation of the Dewsbury Learning Village, an increase in town centre living and a more diverse offer develops in town, the interface between pedestrian, cycle, bus movement, cars and business will need refining.

5.5.8 This will be broken down into short, medium and long term actions. Short term priority will be given to improved access across the ring road, particularly adjacent to public transport hubs and the areas surrounding Pioneer House in readiness for the college opening. The overall transport plan for the town and its hinterland will form part of the strategy and the delivery plan.

## **5.6 Short term interventions to support the living town concept**

5.6.1 In any long term programme short term actions to start to build momentum and grow confidence are essential elements in achieving long term success. The short term actions, must not be ad hoc, but should be designed to fit with the long term vision and the core objectives.

5.6.2 For central Dewsbury (and in future stages at Batley) this approach is central to our proposals.

5.6.3 The proposed short term actions revolve around

- Improving accessibility near transport hubs
- The delivery of the Dewsbury Learning Village
- Best use of Public Sector assets
- Continued protection of the areas Heritage
- Early wins in delivering the Living town Concept

**5.6.4 Improving accessibility near transport hubs:** This work will focus on schemes to benefit the pedestrian, improve connectivity across the ring road and create a better first impression for visitors. The first scheme will be to improve the connectivity from the rail station into town. This will be followed by work to link into the establishment of the Dewsbury Learning Village. Transport studies will also help bids to be submitted for further schemes.

**5.6.5 The delivery of the Dewsbury Learning Village:** A regionally recognised initiative, that would help transform one area of town, increase footfall, build confidence and re vitalise an iconic building. Working with the college we hope to see the proposal delivered in 2018

**Best use of Public Sector assets:** Work is underway with partners to examine all assets within the area, and how we may use these effectively in a more holistic way. This is part of a broader programme and reflects work currently being undertaken with Partners on the development and benefits of the “One Public Estate”. This will seek to review the wider public asset base to ensure maximum return, value and benefit is achieved wherever possible.

In the medium term this work will feed into the final strategy, but in the short term any options for development sites to support the Living Town concept will be explored. Similarly as part of the Council’s overall Asset Management Plan, opportunities for increasing the occupancy of buildings within the area, helping to increase footfall and reduce revenue costs elsewhere will be considered.

**5.6.6 Continued protection of the areas Heritage:** Support will continue to protect and improve some of the town’s most important assets through the Heritage Towns Initiative. Potential extensions of this programme will be explored.

**5.6.7 Early wins in delivering the Living town Concept:**

- Joint working with the Homes and Communities Agency will continue, not only to deliver new homes on proposed Local Plan sites, but how we may deliver early wins to support the Living Town concept. Redundant buildings, eyesore sites will be investigated and funding bids submitted to deliver new affordable homes for sale.
- An early wins submission for new starter homes have been made to the HCA for central Dewsbury and if successful delivery opportunities will be progressed through strategic acquisitions. This would be subject of a further report to Councillors.
- Also in line with planning policies we would seek to maximise the growth of affordable housing for sale within the town locality, exploiting the travel time to Leeds and other employment hubs, through the provision where appropriate of offsite affordable housing. This is where we agree the number of affordable homes that would be delivered on any one site, and instead of the provision being on site (all or in part) we use commuted sums to develop homes within Central Dewsbury, either through new build

or conversion. Opportunities to explore this option will be examined on a site by site basis within the NKGZ.

5.6.8 In summary, the next steps approach over the period summer 2016 to spring 2018 as covered by this report we would seek to:

- Improve accessibility near transport hubs focusing on the rail station gateway and areas around Pioneer House.
- Delivery of the Dewsbury Learning Village.
- Make best use of Public Sector assets and explore options to increase footfall by strategic relocation of Council staff.
- Continue the protection of the areas Heritage through the Heritage Towns Initiative.
- Submit funding bids to support the Living Town concept and the development of a draft interventions plan for future development. We will also explore the use of commuted sums where appropriate to accelerate the living town concept.
- Explore the use of Local Development Orders to aid accelerated but quality development.

## **5.7 An outline timetable for the preparation of the Strategic Development Framework for Batley town centre**

5.7.1 In the NKGZ report of November 2015, the primary focus of renewal was Dewsbury. There was however a recognition of the secondary settlement of Batley having a range of issues although not on such an extensive scale as Dewsbury.

5.7.2 The report outlined the need to refocus the role of the primary settlement (Dewsbury) and that plans for Batley would follow in due course.

5.7.3 The draft timetable as outlined in November 2015, saw the primary early years work focusing on the “unfinished business” of developing a fundable strategy and delivery plan for Dewsbury, bringing plans for growth into reality, finalising the strategic transport plan and exploiting business and employment opportunities linked to new build housing.

5.7.4 The second stage realising the areas potential 2021 – 2025 still holds true, and this includes the work on the Strategic Development Framework (SDF) for Batley becoming a reality.

5.7.5 The next steps approach over the period summer 2016 to spring 2018 as covered by this report we would seek to:

- Continue to examine opportunities for short term interventions within Batley should funding opportunities arise and that within the NKGZ strategy a clear statement of intent and timetable to develop the SDF for Batley should be commenced post Local Plan adoption, with a provisional start date of mid to late summer 2018, with a view to finalising the work within an 18 month planning period.

- Explore potential renewal interventions if the necessary funding streams become available. This does not preclude opportunities for early interventions, but given the scale of the challenges faced by the Council on meeting tough Government spend targets it is doubtful that fundable long term meaningful plans can be brought forward any earlier.

## **5.8 Next steps in the approach on long term governance and a draft partnership document for consultation and adoption**

- 5.8.1 The NKGZ is unlike any other previous Council programme. Whilst there will be a degree of Council funding the largest drivers will potentially be from other bodies across the public and private sectors. The private sector will deliver new homes, employment opportunities and supply chain growth. There will need to be significant community interaction. Other public bodies may support integrated Growth programmes, whilst the Council has a major role to play not only in its community leadership role, but also as a strategic enabler.
- 5.8.2 The programme is also complex, many of the proposed actions and initiatives are inter-linked, and some have co-dependencies.
- 5.8.3 The sheer scale of investment is significant, early studies on private sector GVA detail of net worth of nearly £2 billion at today's prices. On top of this will be added value from the public sector, particularly transport, the development of the Living Towns concept and the next steps in developing a SDF for Batley.
- 5.8.4 There will be range of key players across the programme, some will be here continually, others will have time limited roles to play, others will hopefully be attracted as the confidence in the programme grows and delivery is accelerated. Key players will probably include the Council, Local Members, the Community, private sector developers and land/asset holders. Landlords, Network Rail, the Environment Agency, existing businesses, Combined Authority, the LEP, the HCA, Housing Associations and business organisations. Public sector bodies such as the Police, Education and Health partners will all have a role to play. The scale of the programme will cut across all Council services.
- 5.8.5 Work has already started on engaging with some of the above, to gain views, seek initial support on programme principles, examine how various investments strands can be woven into the fabric of the strategy reducing duplication, waste and generating efficiencies. This work is at an early stage but over the course of the next two years will need to accelerate, thus ensuring the final strategy, delivery plan and financial plan have buy in and can be delivered with confidence.
- 5.8.6 Given the complexity of the programme in the short term, programme coordination is being undertaken through a range of "task groups" reporting to



a steering Group chaired by the Deputy Chief Executive of the Council; these are mainly internal but starting to involve some partners.

5.8.7 In November 2015, Councillors recognised that a range of draft Key Principles would be critical to long term success, these were:-

- *We would need to be clear in terms of our overall vision, aims and core objectives and have clarity of purpose.*
- *We would need to be genuinely strategic, look long term and recognise that an integrated approach to growth and renewal can realise significant benefits.*
- *This is a spatial initiative, and within this spatial programme priorities would need to be set and choices made. We cannot do everything at once.*
- *It can only be achieved through a collaborative approach, with the council working with communities and a range of partners new and old. In many respects this is the concept of the Council moving towards a more enabling role, with intense up front activity giving way in the medium to longer term to greater roles, investment and leadership from the private and community sectors.*
- *The Council will need to display a positive leadership role and build confidence to attract new partners and investors.*
- *Any programme of significance will have benefits and risks and these should be explored in detail, but opportunities aggressively exploited.*
- *Communication and accountability with the electorate must be central to forward thinking and planning throughout.*
- *Confidence building across all parties and partners will be critical. Experience shows partners new and old will invest if the strategy is right.*
- *This is about long term planning and being realistic on timescales.*

5.8.8 As such Councillors confirmed the vision, aims objectives and in line with the above asked that we submit a further report be brought forward on the “Leadership, governance, staffing and management arrangements need to be considered and that this be subject of a further report incorporating a review of partners/potential partners and interface with the local communities”.

5.8.9 This report does not seek to recommend the detail of any such governance structure but seeks agreement on a clear direction of travel and statements of intent. It seeks to agree a series of building blocks that can be examined and progressed over a 6 months period.

5.8.10 These include:-

- Given the scale and breadth of the programme, the final composition and purpose of any governance body needs careful thought. It may need to help coordinate activity and development in relation to public investment, transport investment, business growth, asset management, business support, growth delivery, supply chain development and stakeholder engagement. Running concurrent to coordination will be

the need to engage with national and regional bodies/organisations at a senior level. It will need to promote the NKGZ appropriately, exert influence and have board members who can open doors/influence policy at various levels. It is proposed any governance structure can fulfil these basic roles.

- The Council recognises that there needs to be an overall governance structure for the programme, that is inclusive and its core representation could include, Council appointees, community champions, the private sector and other significant public sector partners. The detail of which will be brought back to a future meeting.
- On any governance structure the Council need to strike a balance ensuring that there are no issues arising from any democratic deficit and the need to act as a strategic enabler. As such the Council would need to ensure its representation covers two distinct roles. The first in its role as a community leader and secondly in its role as a strategic enabler. This twin track approach will ensure there is a degree of local representation that can have an interface with local Democratic bodies, such as area committees, the second ensuring there are linkages into the Council's Cabinet structure.
- In its role as a strategic enabler the Council would always retain policy oversight, and as such any governance framework would be bound by a series of aims and objectives set by the Council as part of the NKGZ strategy.
- Within this clear policy framework the scope of responsibility for any governance structure would need clarifying, would it be a body to coordinate activity and secure best outcomes for North Kirklees, or could it include a degree of arm's length autonomy? Options on this will be explored.
- To give the programme a degree of gravitas at a national, regional and local level, it may be appropriate to consider what type of Chair may the Council wish to see appointed. This could range from a senior member from within the Council to an Independent Chair appointed by the Council and or some of its partners. The pro and cons of this approach should be explored.
- At present the programme coordination is being under taken by officers of the Council, in the future we may wish to negotiate with partners a contribution to this cost, and what the reporting lines should be? Does an executive officer function sit within the context of the Governance structure? Or is it being managed at arm's length by the Council and following due process of a public body or internal to the Council?
- Finally any Governance framework, will need lead in times to establish and perhaps a degree of shadow operation before going live. This should be considered and explored.

5.8.11 In the short term the Council will need to start putting into place a draft agreement for working with key partners to deliver parts of the programme, in particular the large proposed development sites.

To facilitate this it is proposed that the Council works with partners to agree a mutually acceptable Heads of Understanding, based on the vision, aims and objectives of the NKGZ.

This document would not be a legally binding framework, but one in which the respective roles of each party are clarified, what they could bring to the programme and what we would expect of each other. Coverage would include

- Sign up to the Vision of the NKGZ and its aims and objectives
- A mutual understanding and common position between parties
- How the programme and projects can be integrated to achieve success
- The roles of each party to the agreement
- Partnership milestones

The final detail and outcomes of negotiations on this approach would be brought back to members for final agreement.

5.8.12. To summarise the approach over the period summer 2016 to spring 2018 we would seek to:-

- Bring forward detailed governance proposals based on the building blocks as detailed above.
- Enter into discussions with delivery partners to agree a draft Heads of Understanding agreement in line with the vision, aims and objectives of the NKGZ. This would then be subject of a further report.

## **6 Officer recommendations and reasons**

### **North Kirklees Growth Zone**

6.1 That the Assistant Director Place brings forward further proposals on how we intend to maximise benefits from the housing and growth programme to the local economy through measures including training, localised employment opportunities and business growth.

6.2 That the draft core transport objectives for the NKGZ as detailed in section 5.5.4 are adopted as the basis for the areas transport strategy, and that the Director, Economy, Skills and the Environment, in consultation with the Cabinet portfolio Member for Transport, Skills, Jobs and Regional affairs be authorised to submit funding bids to assess scheme viability/scheme appraisals in line with those objectives.

- 6.3 That the transport strategy delivery outcomes are phased over a 15 year planning period as outlined in section 5.5 and that the final draft strategy be submitted for consideration at a later date.
- 6.4 That the Council endorse the approach taken on quick wins to support the living town concept as summarised in section 5.6.8 and that where applicable further reports are submitted for approval.
- 6.5 Assistant Director Place is authorised to apply for opportunities to secure funding to progress short term interventions to support the living town concept.
- 6.6 That the timetable for the production of the SDF for Batley as outlined in section 5.7 be agreed.
- 6.7 That the Director, Economy, Skills and the Environment, brings forward a more detailed report on Governance following a steer from Cabinet on the approach outlined in section 5.8.10

### **Dewsbury Riverside**

- 6.8 That the Assistant Director Place is authorised to enter into negotiations with Miller Homes and the HCA to bring forward a sequenced master-plan for Dewsbury Riverside, final approvals being subject to the outcomes of the Local Plan Process.
- 6.9 That the Assistant Director Place is authorised to enter into negotiations with Miller Homes as regards the prospects of carrying out a phased joint development of the Dewsbury Riverside project combining some or all of the land assets owned by the Council and those optioned to Miller Homes, with the objective of maximising the return to the Council.
- 6.10 That the Assistant Director Place is authorised to appoint a specialist consultant to advise on and as necessary represent the Council's interests in ensuring the maximum financial outcomes for the Dewsbury Riverside project.
- 6.11 That the Assistant Director Place is authorised to utilise Council land assets to bring forward an early phase of development at Dewsbury Riverside in conjunction with Miller Homes in respect of the UDP allocated sites and submit any necessary planning applications.
- 6.12 That the Assistant Director Place is authorised to seek to exercise break clauses in respect of any existing leases and will oppose any applications brought by tenants to renew their tenancies under the 1954 Act.

- 6.13 Items 6.9 and 6.11 above to be subject of a further report, prior to the finalisation of any agreement to work in partnership, or execution of any commitment to any land transfer.
- 6.14 That the draft objectives for Dewsbury Riverside as detailed in section 5.4.11 are adopted as the basis for negotiations with delivery partners.
- 6.15 That the Director, Economy, Skills and the Environment is authorised to enter into negotiations with the CLG's Garden Villages team should our Expression of Interest be successful.

### **Chidswell**

- 6.16 That the Assistant Director Place is authorised to continue the process of site enabling work at Chidswell seeking to agree the objectives as detailed in section 5.4.15

### **7. Cabinet portfolio holder recommendation**

Cllr Peter McBride the Portfolio Holder for Economy, Skills, Transportation and Planning supports the officer recommendations.

### **8. Contact officer and relevant papers**

Stephen Jagger  
Housing Commissioning Manager  
Investment and Regeneration  
(01484) 221000  
[stephen.jagger@kirklees.gov.uk](mailto:stephen.jagger@kirklees.gov.uk)

Draft Local Plan  
Kirklees Economic and Health and Well Being strategies  
Leeds City Region SEP  
North Kirklees Growth Zone report cab-15-057

Appendices  
Appendix A - Land allocation plan Dewsbury Riverside  
Appendix B - Land allocation plan Chidswell

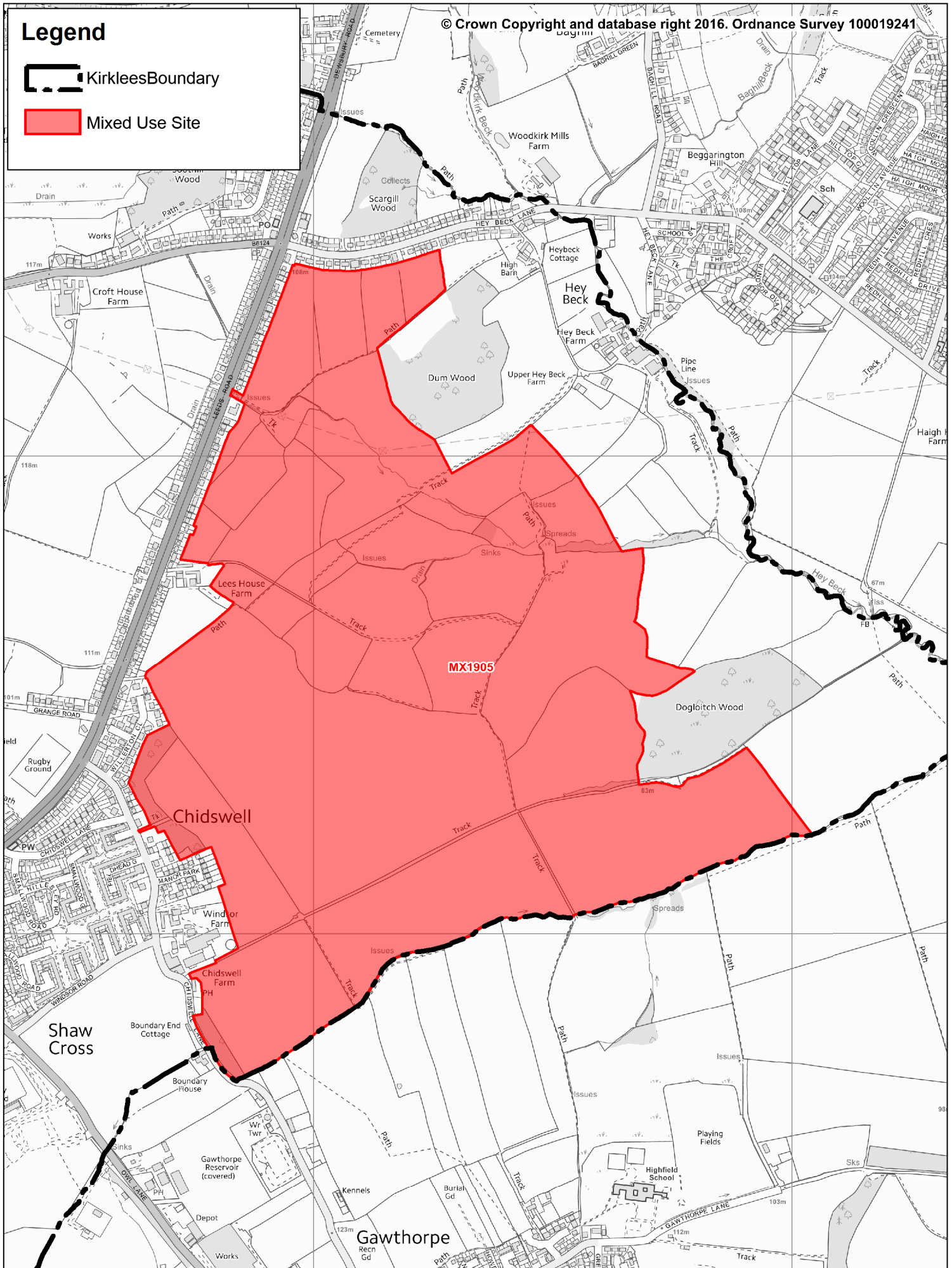
### **9. Assistant Director responsible**

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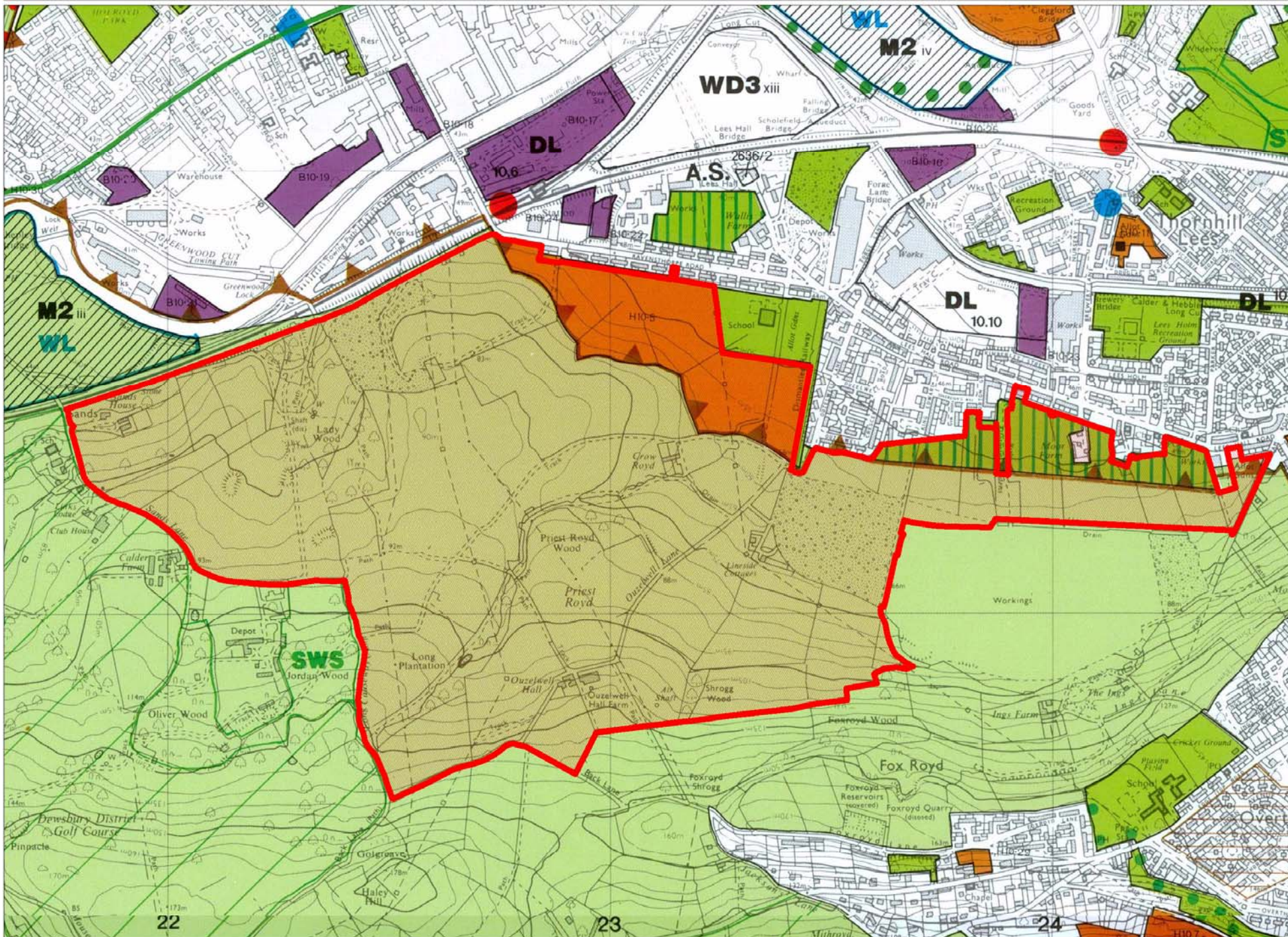
# Legend

 Kirklees Boundary

 Mixed Use Site



# Dewsbury Riverside



## Investment and Regeneration

## Planning Policy

Date: 15/07/2016

Scale: 1:4000

Filename: Dewsbury Riverside.WOR

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