



# West Yorkshire **Housing Strategy 2040**

Spring 2024



West  
Yorkshire  
Combined  
Authority

Tracy  
Brabin  
Mayor of  
West Yorkshire

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# Introduction

West Yorkshire is home to over 2.35 million people, comprising nearly a million households. All our cities and towns have distinctive strengths built from their communities, heritage, character, industries and cultural assets. Collectively, these places provide the homes, communities and opportunities for employment and recreation upon which our residents build their lives.

Housing is a key contributor to health and well-being, economic activity and quality of life across the region. The sufficient supply of adaptable, good quality, affordable housing is essential to securing the prosperity of our region. This document is the first regional Housing Strategy adopted across West Yorkshire, and establishes our housing mission to 2040:

Our ambition is to create safe and inclusive places to live that meet the needs of our residents.

We will do this by working with our partners to deliver sustainable and affordable homes in well-connected communities where people choose to live.

Ensuring that West Yorkshire is a place we are **proud to call home**.

We will work to achieve this mission through four core objectives:

## Objective 1

Boosting the supply of the right homes in the right places.



## Objective 2

Increasing the provision of truly affordable, accessible and adaptable homes.



## Objective 3

Improving the quality of our existing homes.



## Objective 4

Creating resilient places that support the wellbeing of our residents.



Our work towards each of our objectives is underpinned by two guiding principles: **sustainability** and **equality and inclusive growth**. Each objective within the strategy is divided into two parts.



## Our role

The West Yorkshire Combined Authority brings together the local authorities of Bradford, Calderdale, Kirklees, Leeds and Wakefield.

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Since its inception in 2014, the Combined Authority has developed and implemented programmes of support and investment in housing across the region, including the Local Growth Fund and more recently the Brownfield Housing Fund, and has engaged actively with the private sector and local authorities to accelerate housing delivery.

Our initial policy position was established in the Leeds City Region Housing and Regeneration Strategy 2014 and was built on in the Leeds City Region Housing Vision 2019. Since the Housing Vision was established, the Combined Authority has seen significant changes, including securing the 2020 devolution deal and electing the first Mayor of West Yorkshire, as well as national policy and market shifts that have had a huge impact on our operating environment.

In addition, the Mayor and five West Yorkshire local authority leaders launched the [West Yorkshire Plan 2040](#) in June 2023. The West Yorkshire Plan sets out the collective ambitions of the Combined Authority and local authorities across five missions that, together, aim to achieve the vision for ‘a brighter West Yorkshire’.

The West Yorkshire Housing Strategy presents a regional trajectory to 2040, which enables and adds value to the work of our five local authority partners, and links to our wider focus on inclusive growth, sustainability, equality, diversity and inclusion.



# Our impact to date

We have developed a strong track record for delivery across the region. Through our work to-date, we have:

As a region delivered over 1,500 affordable homes in 2022/23 – the highest number of affordable housing completions in West Yorkshire since 2010.

1

Demonstrated our ability to deliver at pace through the **Brownfield Housing Fund**, which will see 5,400 new homes developed on underused brownfield land previously a blight on our communities.

2

Established a landmark **Strategic Place Partnership** with Homes England. This identifies our priority areas for housing-led growth and regeneration with the capacity to deliver over 40,000 homes by 2040.

3

Invested in resource and capacity across all five West Yorkshire local authorities to support the development of housing projects that will help to enable the delivery of over 22,000 homes in the region.

4

Built a strong network of social housing providers through the **West Yorkshire Housing Partnership**, who collectively provide a fifth of all homes across the region.

5

Supported the retrofitting of over 3,200 social homes to improve their energy efficiency.

6

# Our future role

The devolution deal and the election of the first Mayor of West Yorkshire in May 2021 cemented a regional ambition for delivering sustainable and affordable housing. Nonetheless, the Combined Authority forms only one part of the housing system essential to deliver on this ambition.

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This West Yorkshire Housing Strategy articulates the need and demand for a good quality, truly affordable and adaptable housing offer across the region. Through this strategy, we outline at a Combined Authority level the outcomes we collectively want to achieve across West Yorkshire and our actions and plans to get there. We recognise that as a public body, we cannot achieve our mission alone, but it is essential that we set a strategic direction for housing delivery and improvement across our region, so that our partners can work together to deliver for the people of West Yorkshire. We will enable this by collaborating with and convening partners to create networks of opportunity, using our tools,

flexibilities and powers to support local authorities to deliver and unlock sites and systems where the market is not serving the needs of our people. We will leverage in additional funding to invest in homes for the future across West Yorkshire.

The Combined Authority will continue to develop its understanding of what is needed across all of our diverse communities to improve the quality of new and existing homes and meet our net-zero carbon ambitions. We will report on our performance against our objectives in a transparent manner using clear performance measures, which we have started to outline in Appendix 2. We will demonstrate, to central government and other stakeholders, the scale of housing delivery and improvement potential across West Yorkshire through our activity. Based on our track record of strong regional delivery, we will continue to make a bold case for increased devolution and funding flexibilities tailored to local needs.



# The added value of a Combined Authority approach

West  
Yorkshire  
Combined  
Authority



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Yorkshire  
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Mayor of  
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## Understanding need and demand

- Generated by population growth and demographic changes
- Influenced by technology and drive for sustainability
- Shaped by market drivers and the economy

## Setting strategic direction

- Driven by housing policy
- Statutory functions and plans of Local Authorities (e.g. Local Plans and Housing Strategies)
- Regional focus across boundaries

## Enabling and investing

- Developing delivery models and vehicles
- Site unlocking through investment and acquisition
- Providing and accessing funding
- Convening partnerships to enable delivery

## Supporting supply and delivery

- Direct delivery of projects and interventions (private sector, registered providers and third sector partners)
- Influenced by planning, policy and standards



A woman with dark hair, wearing a bright yellow long-sleeved dress with a white lace collar and a small brooch, stands on a paved path in front of a modern two-story brick house. The house has large windows and a dark front door. A green lawn and some young plants are visible in the foreground. A semi-transparent white graphic element is on the right side of the image, containing text.

## Khadioliatou Aidara – mum of two

Ms Aidara moved into her new home in Beech Hill in February 2024 with her two children after living in temporary accommodation for 7 years.

“I know the area very well, so I didn’t want to leave, my children like it here, they go to school here, and we were settled. I have been bidding for new homes for my family for a while and when I got the phone call to say I got this house I was so excited. I really like it here, I’m so happy with how things have happened.”



# Housing in West Yorkshire in 2024

## Population trends

The population of West Yorkshire increased by over 125,000 between 2011 and 2021, representing a 5.6% increase.<sup>1</sup>

Despite having a higher proportion of young people than England as a whole, in line with national trends, West Yorkshire has an ageing population. During the same period, the population aged 65 and over grew by nearly 19%.<sup>2</sup>

The 2021 Census recorded just under 1 in 5 households as couples with dependent children and around 8% of households as lone parents with dependent children.<sup>3</sup> Population growth dictates the supply, type, and tenure of new homes we need as a region, forming the basis on which our strategy has been developed.

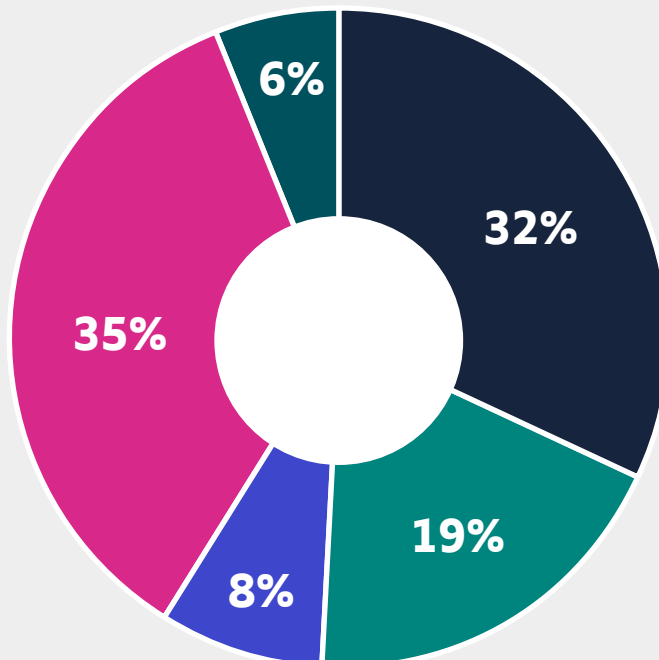


Figure 1  
**Household Composition  
West Yorkshire**  
Source: Census 2021

- One-person household
- Couples with dependent children
- Lone parent family with dependent children
- Single family without dependent children
- Others



# Housing market trends

Across West Yorkshire, there are 972,900 households, an increase of 50,400 (5%) between 2011 and 2021.<sup>4</sup>

In terms of the type of home these households occupy, 83% of dwellings are houses, with an additional 13% of the housing stock consisting of purpose-built flats or tenements.<sup>5</sup>

The latest available data reveals that the median regional house price was £190,000 for the year ending March 2023. Between March 2022 and 2023, the median house price in England increased by 5.5%, whilst the median house price

in West Yorkshire increased by 4.1%. Over the 15 years between March 2008 and March 2023, median house prices across West Yorkshire have increased by 40.7%, which is lower than the national average (55%).<sup>6</sup> These regional differences in price growth do not, however, mean that housing is necessarily more affordable in West Yorkshire because of wider cost-of-living and affordability pressures that impact our region disproportionately.

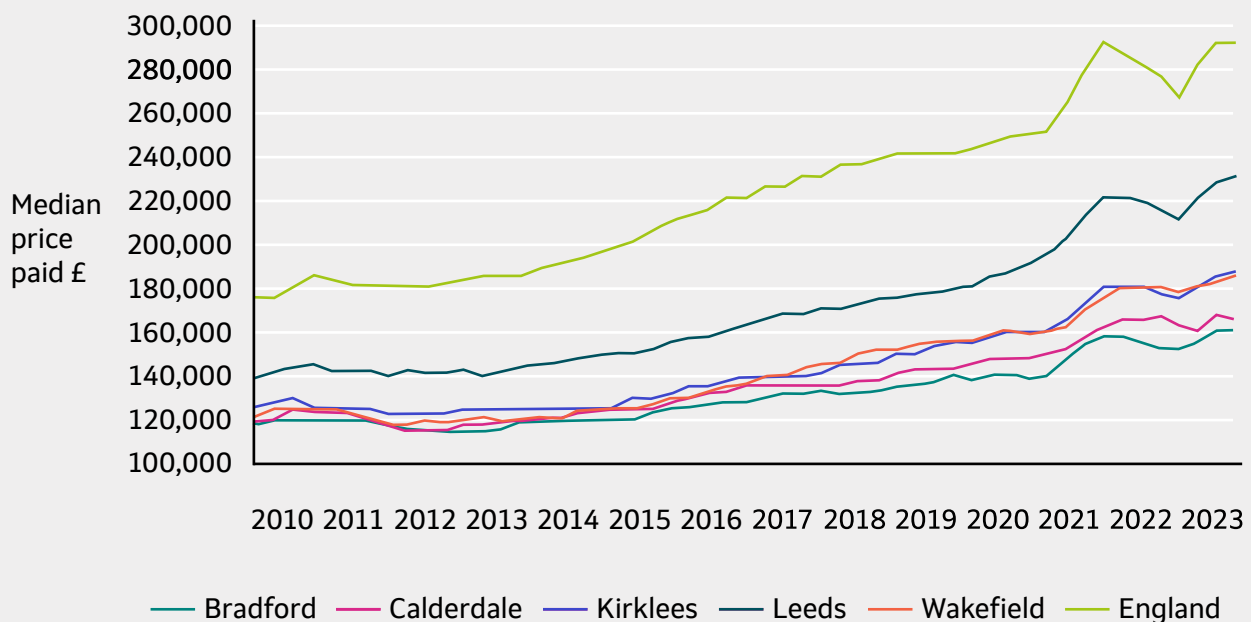
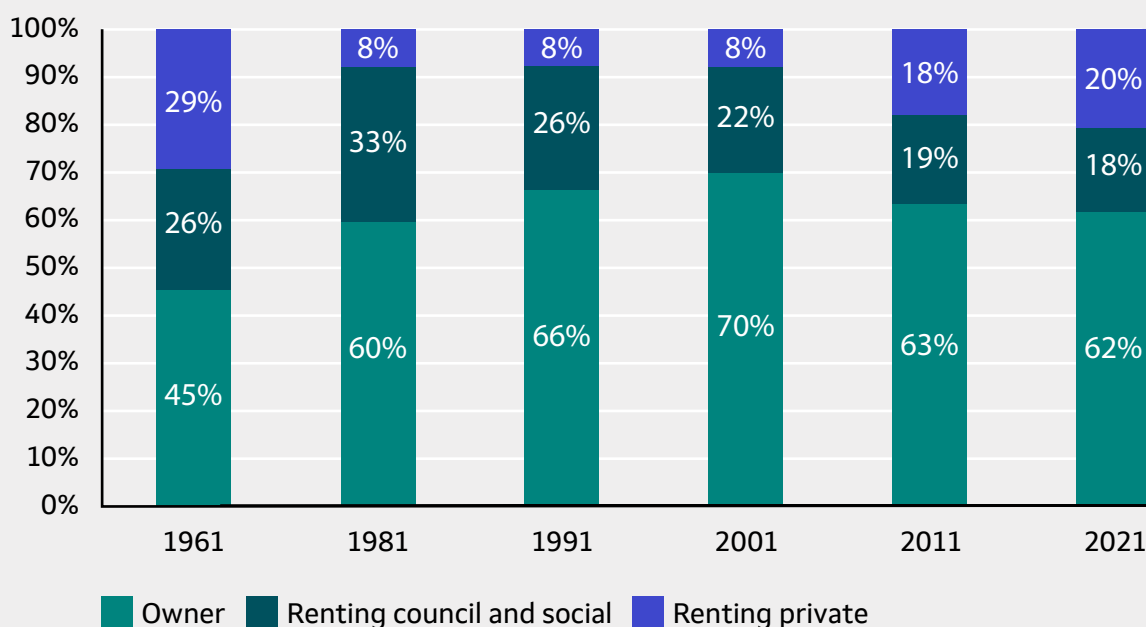


Figure 2 **Median House Prices 2010-2023**

Source: ONS House Price Statistics for Small Areas

Levels of renting and home ownership have also changed significantly over time across our region. In line with national trends, home ownership rose significantly in the period up to the 2008 Global Financial Crisis, largely driven by the increased availability of mortgage lending and the significant impact of the Right to Buy scheme. These measures have led to the transfer of social housing into the owner-occupier and private rental sectors. One of the most notable developments across our region, again in line with national trends, is the growth of the private rented sector.

The relative size of the private rented and owner-occupier sectors in West Yorkshire align with national trends, with social rented homes similarly continuing to reduce as a proportion of our region's housing stock. The private rented sector now plays a significant role in providing homes for residents of West Yorkshire, with more than 1 in 5 of our residents now occupying a privately rented home.



**Figure 3 Tenure – Households (West Yorkshire)**

Source: Census data, NOMIS

# Operating environment changes

Our local authority partners have experienced significant changes in their operating environment in recent years.

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They have worked hard to manage substantial funding reductions since 2010-11, and during that time have continued to deliver their crucial statutory functions, such as planning services, adult social care, highway maintenance and waste collection, whilst facing a range of new demand and cost pressures.<sup>7</sup>

Across West Yorkshire, local authorities have on average seen their funding settlement from central government reduced by 40% since 2015.<sup>8</sup> Data from the National Audit Office suggests that planning and housing functions within local government have seen some of the most substantial falls in spending, with significant impacts on funding for welfare services, homelessness administration and prevention, temporary accommodation, as well as enforcement and investment to improve the private rented sector.<sup>9</sup>

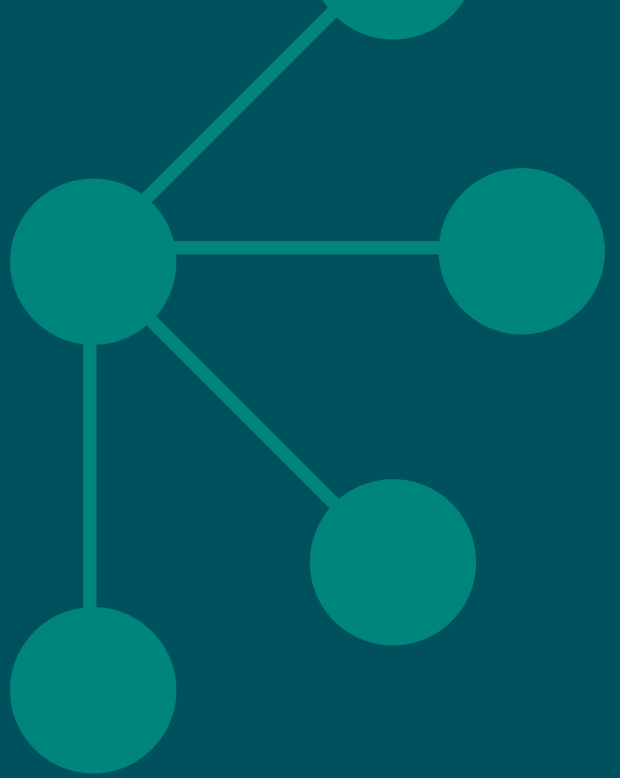


# Joining up our spatial ambitions

Our spatial plans, partnerships and strategies collectively reflect our ambitions to tackle the climate emergency, achieve inclusive growth and deliver well-designed places.

We support this growth through investment and acceleration across an active portfolio of strategic sites. Spatial Priority Areas, shaded green on the map below, represent the largest or most strategic development opportunities within our region. In these areas, co-ordinated public sector intervention alongside private sector investment has transformational potential.

Building on these Spatial Priority Areas, our Strategic Place Partnership with Homes England identifies focus areas (hatched in pink on the map below) where investment has the potential to turbo charge housing growth. When combined, these spatial approaches show where joined up partner collaboration and coordination will deliver on our regional ambitions.





# Spatial Priority Areas West Yorkshire

## Key:



West Yorkshire districts



Strategic Place Partnership:  
housing focus areas



Spatial Priority Areas

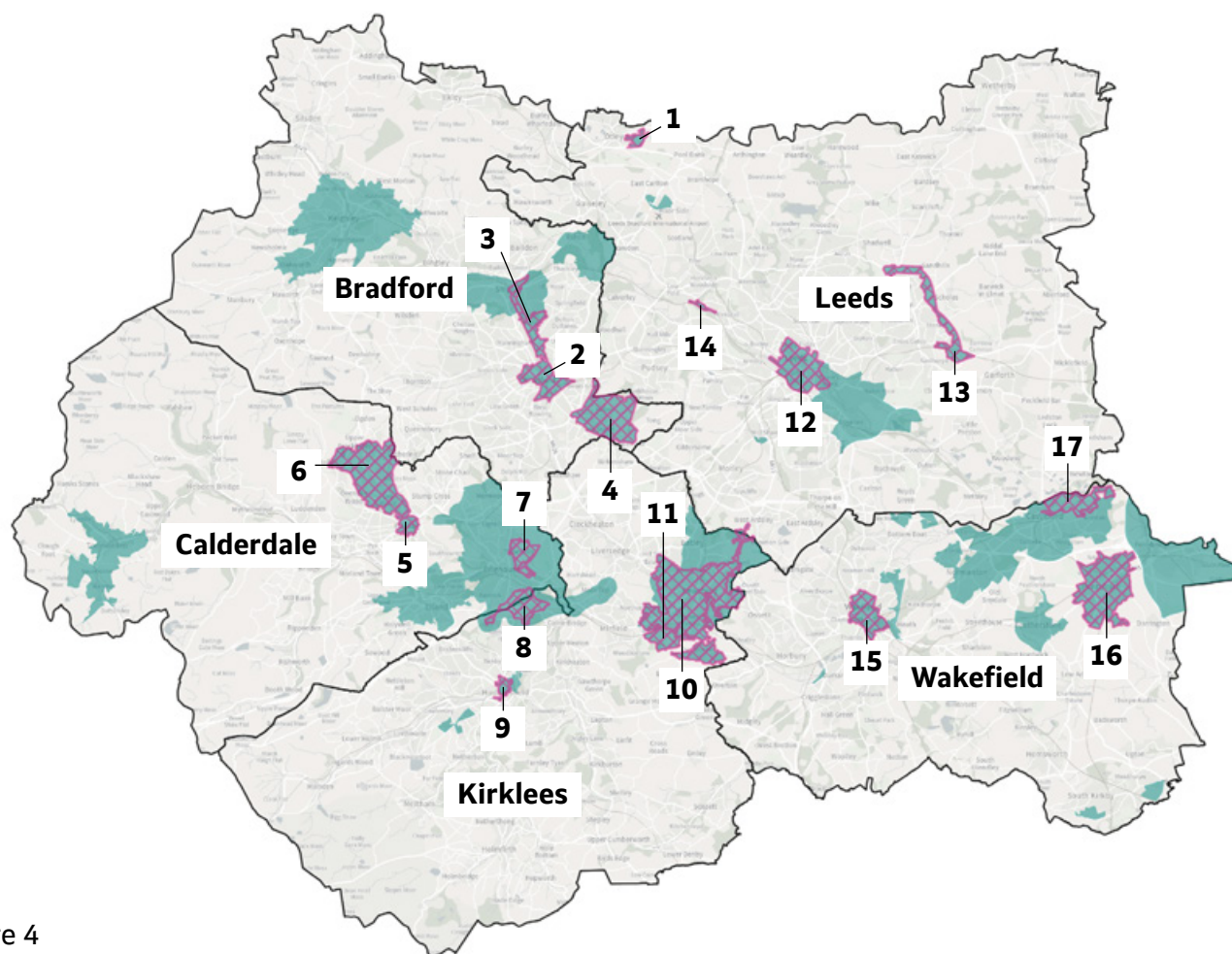


Figure 4

## Strategic Place Partnership: housing focus areas

**1** East of Otley

**2** Bradford

**3** Canal Road  
Corridor

**4** Holme Wood  
Urban Extension

**5** Halifax

**6** North Halifax  
Growth Area

**7** Woodhouse  
Garden  
Community/  
Bradley Garden  
Village

**8** Thornhills Garden  
Community  
(including Clifton)

**9** Huddersfield

**10** Dewsbury

**11** Dewsbury  
Riverside Urban  
Extension

**12** Leeds City Centre  
and Rim

**13** East Leeds  
Extension

**14** Kirkstall Forge

**15** Wakefield

**16** Pontefract

**17** Castleford  
Housing Zone



# Spatial Priority Areas Bradford

The [Bradford Housing Strategy](#) 2020-2030 sets out a vision that 'everyone in Bradford District should have a place to call home which meets their needs and in which they can thrive.'

The strategy sets out three core objectives – more homes, quality homes and neighbourhoods and homes for all.



City centre, Bradford

## Key statistics

Population

**552,644**

Economically  
active (% of  
population)

**73%**

Projected  
population  
growth  
(2018-2043)

**5.5%**

Projected  
household  
growth  
(2018-2043)

**11.9%**

Annual average  
housing need  
identified in  
local plan

**1,704\***

Homes delivered  
in last 3 years

**2,944**

Affordable  
homes delivered  
in last 3 years

**442**

Housing delivery  
test 2022

**67%**

Households  
on housing  
waiting list

**17,285**

Median house  
price

**£160,000**

Median private  
rented sector  
rent (3 bed)  
per month

**£575**

Homes with  
EPC C or above  
(estimate)

**33.4%**

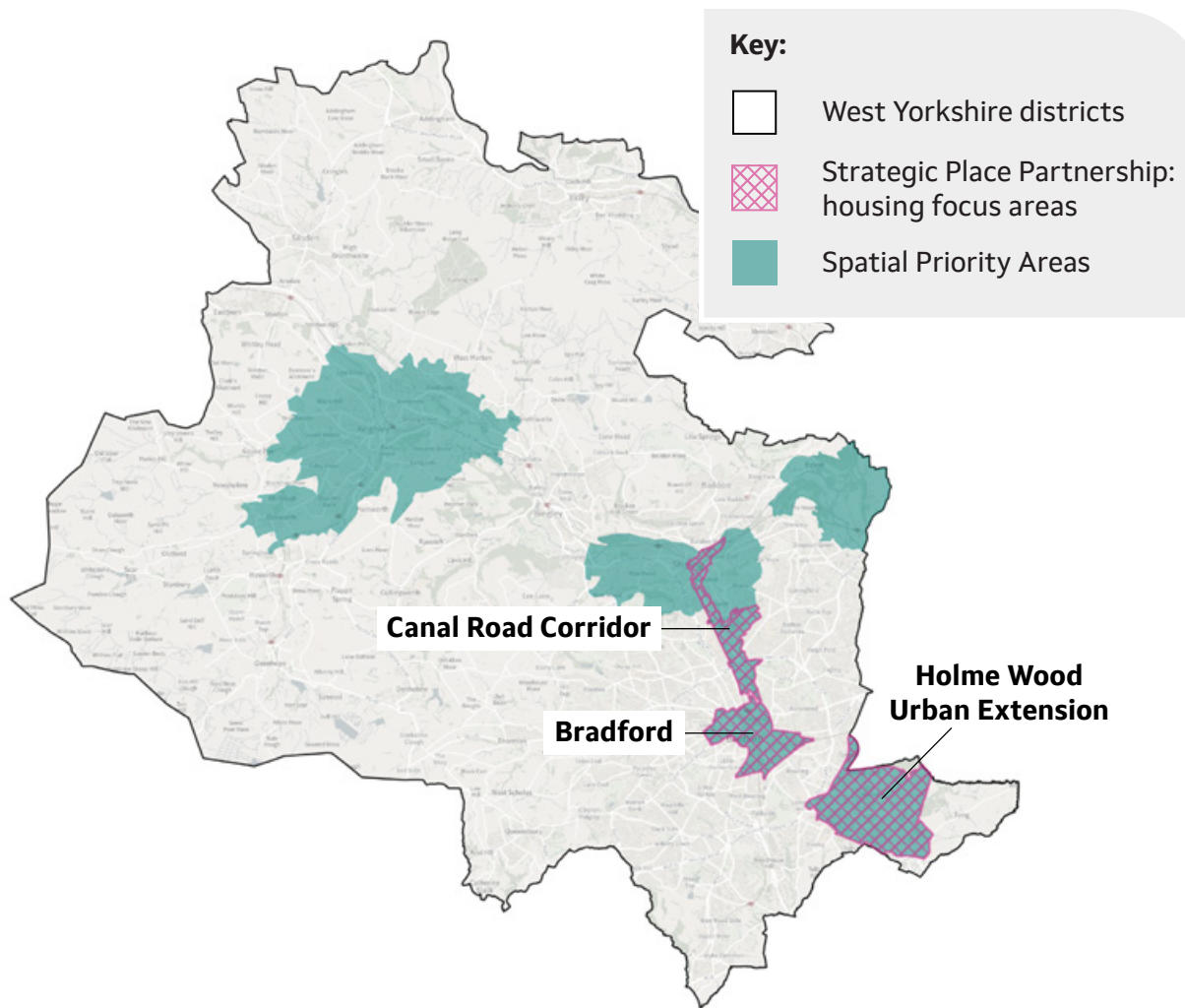
Percentage of  
population with  
easy access to  
green space

**25%**

Percentage of  
residential  
properties in  
flood zones

**2%**

\*Figures do not include the 35% urban uplift.



# Spatial Priority Areas Bradford

## Strategic Place Partnership focus areas:

**Bradford City Centre** will see the creation of 3,500 new homes on new and existing sites:

**1. Bradford City Village** – c.1,000 homes – repurposing former retail and trading sites in the heart of the city centre to create a green, healthy and sustainable city village.

**2. Forster Square, Little Germany and Cathedral Quarter (FLC)** – c.1,400 homes – large scale mixed-use development opportunity.

**3. Southern Gateway** – c.2,500 homes – maximising investment in strategic infrastructure to unlock development.

**New Bolton Woods** – c.1,200 homes – part of the Canal Road Corridor, bring together two of Bradford’s largest housing development opportunities.

**Holme Wood Urban Extension** – c.1,700 homes – creating a sustainable community through the regeneration of existing urban areas.

# Spatial Priority Areas Calderdale

The [Calderdale Housing Strategy](#) 2021-2026 draws upon the 2024 vision ‘for a place where you can realise your potential whoever you are, whether your voice has been heard or unheard in the past.’

The strategy centres around three priority themes – improving quality of place, quality of homes and quality of life.



Sowerby Bridge, Calderdale

## Key statistics

Population

**207,699**

Economically  
active (% of  
population)

**78%**

Projected  
population  
growth  
(2018-2043)

**3.6%**

Projected  
household  
growth  
(2018-2043)

**10.5%**

Annual average  
housing need  
identified in  
local plan

**997**

Homes delivered  
in last 3 years

**1,011**

Affordable  
homes delivered  
in last 3 years

**238**

Housing delivery  
test 2022

**49%**

Households  
on housing  
waiting list

**7,486**

Median house  
price

**£165,000**

Median private  
rented sector  
rent (3 bed)  
per month

**£550**

Homes with  
EPC C or above  
(estimate)

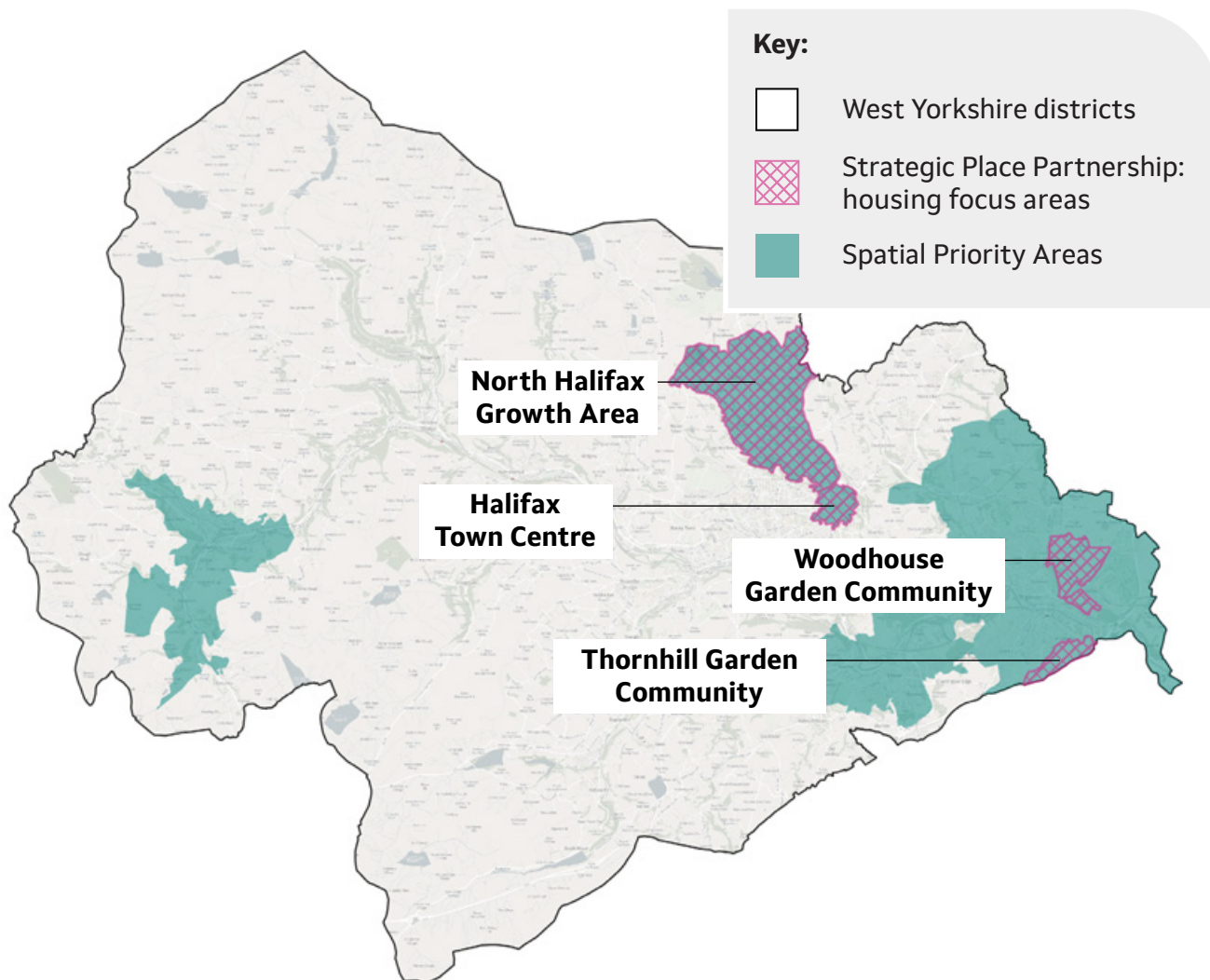
**32.9%**

Percentage of  
population with  
easy access to  
green space

**20%**

Percentage of  
residential  
properties in  
flood zones

**5.9%**



# Spatial Priority Areas Calderdale

## Strategic Place Partnership focus areas:

**Brighouse Garden Communities (Thornhills and Woodhouse)** – c.3,000 homes – opportunity for sustainable development with enhanced local facilities and infrastructure (aligned to the Bradley Park development).

**Halifax Town Centre** – c.300 homes – reuse and revitalisation of the town centre living offer bringing brownfield land into use to support residential development.

**North Halifax Growth Zone** – c.1,600 homes – creating opportunities for economic investment in the area to increase resilience and provide inclusive growth benefits for residents.



# Spatial Priority Areas

## Kirklees

The most recent [Kirklees Housing Strategy](#) sets out a vision for housing and housing services in the district, focusing on enhancing people's lives and investing to strengthen communities.

The strategy sets out three priorities for housing in Kirklees – to meet the housing needs of vulnerable people, improve housing quality and make the best use of stock, and enable long-term housing growth in terms of both market and affordable homes.



Huddersfield, Kirklees

## Key statistics

Population

**437,593**

Economically  
active (% of  
population)

**77%**

Projected  
population  
growth  
(2018-2043)

**5.8%**

Projected  
household  
growth  
(2018-2043)

**11.2%**

Annual average  
housing need  
identified in  
local plan

**1,730**

Homes delivered  
in last 3 years

**2,878**

Affordable  
homes delivered  
in last 3 years

**335**

Housing delivery  
test 2022

**67%**

Households  
on housing  
waiting list

**13,267**

Median house  
price

**£187,000**

Median private  
rented sector  
rent (3 bed)  
per month

**£595**

Homes with  
EPC C or above  
(estimate)

**38.2%**

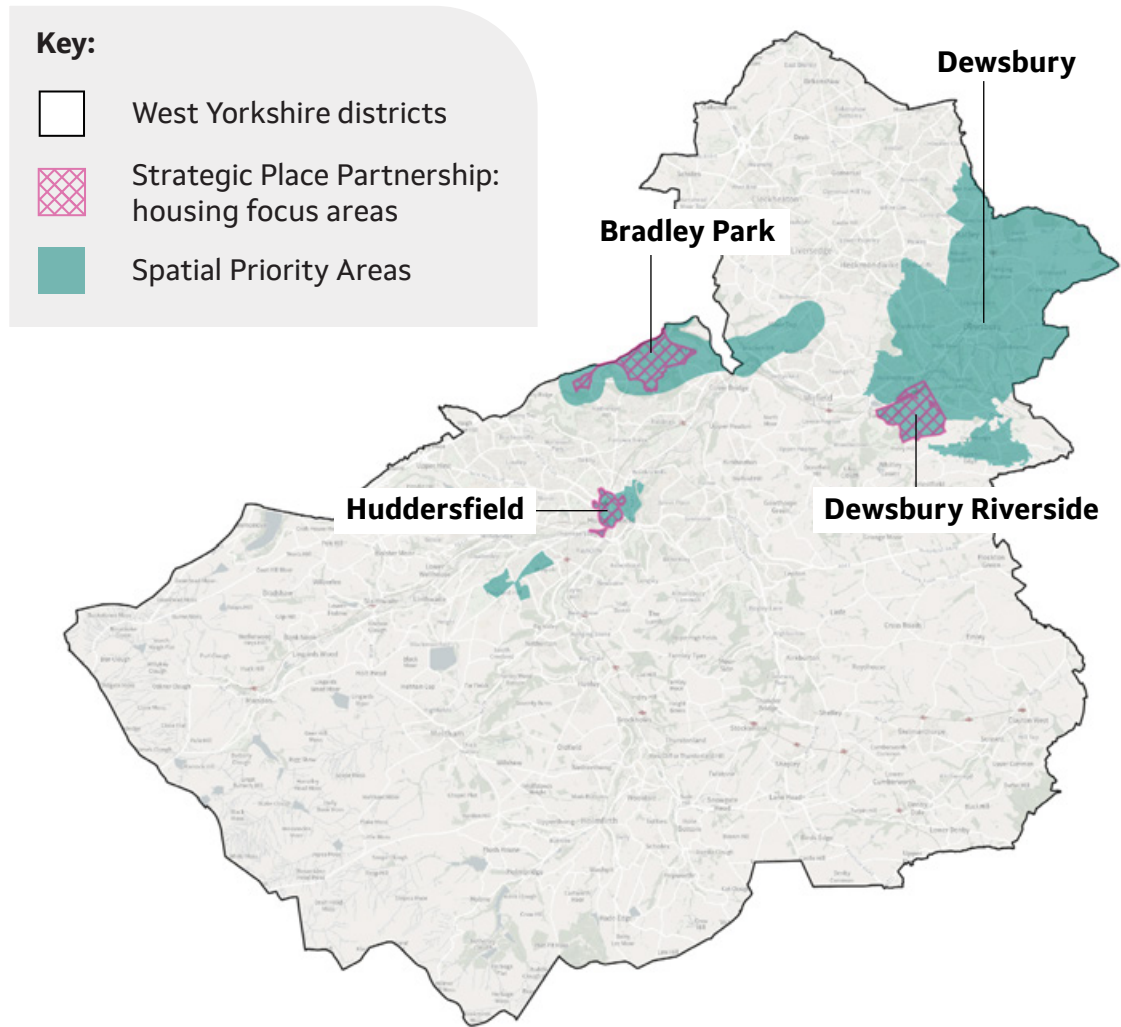
Percentage of  
population with  
easy access to  
green space

**15%**

Percentage of  
residential  
properties in  
flood zones

**3.5%**





# Spatial Priority Areas

## Kirklees

### Strategic Place Partnership focus areas:

**Bradley Park** – c.2,000 – large sustainable development opportunity, largely in council ownership, benefitting from good infrastructure and the development of local facilities.

**Dewsbury Riverside** – c.4,000 homes – urban extension to the south of Dewsbury creating new local amenity and highway infrastructure maximising the benefits of the Transpennine Route Upgrade and new Ravensthorpe station.

**Dewsbury Town Centre** – c.1,400 homes – reuse of existing building and land in the town centre, focused initially on the Daisy Hill area to revitalise the town, realising the Dewsbury Blueprint.

**Huddersfield Town Centre** – maximising the residential offer of the town centre through the realisation of the Huddersfield Blueprint, enhancing the character of the town and regenerating key heritage assets.

# Spatial Priority Areas

## Leeds

The [Leeds Housing Strategy](#) 2022-2027 sets its aim as 'meeting the city's housing needs and providing high quality affordable homes in thriving and inclusive communities, with appropriate support for those who need it.'

It articulates six priority themes – meeting affordable housing need, improving housing quality, reducing homelessness and rough sleeping, thriving and inclusive communities, improving health through housing, and child and age-friendly housing.



Riverside flats, Leeds

## Key statistics

Population

**822,483**

Economically  
active (% of  
population)

**80%**

Projected  
population  
growth  
(2018-2043)

**6.7%**

Projected  
household  
growth  
(2018-2043)

**8.1%**

Annual average  
housing need  
identified in  
local plan

**3,247\***

Homes delivered  
in last 3 years

**9,715**

Affordable  
homes delivered  
in last 3 years

**1,817**

Housing delivery  
test 2022

**134%**

Households  
on housing  
waiting list

**20,283**

Median house  
price

**£230,000**

Median private  
rented sector  
rent (3 bed)  
per month

**£825**

Homes with  
EPC C or above  
(estimate)

**41.1%**

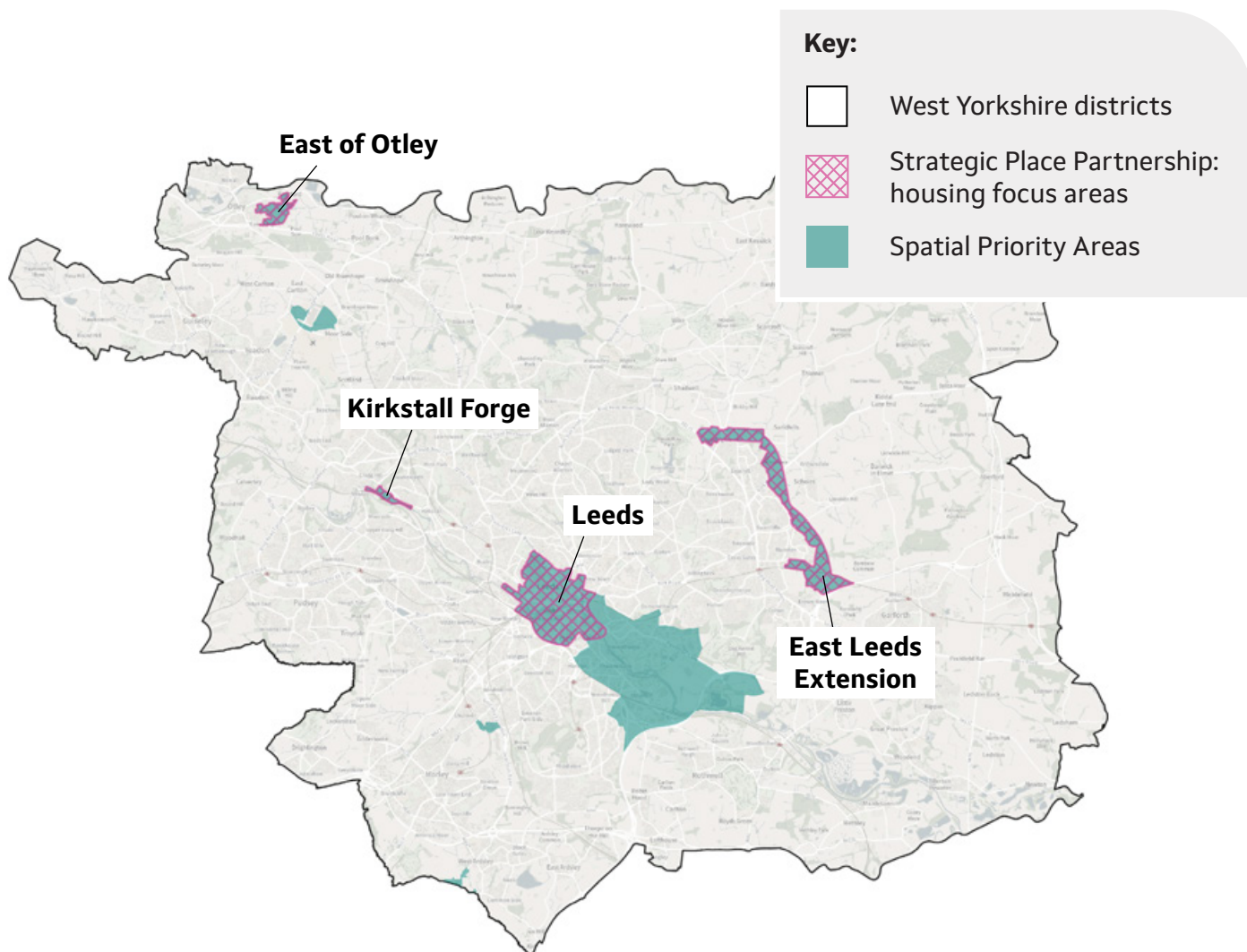
Percentage of  
population with  
easy access to  
green space

**28%**

Percentage of  
residential  
properties in  
flood zones

**3.7%**

\*Figures do not include the 35% urban uplift.



# Spatial Priority Areas Leeds

## Strategic Place Partnership focus areas:

**Leeds City Centre and City Rim** – capitalising the housing offer in the city centre and city rim:

**1. South Bank/ Eastside/ Holbeck** – c.6,000 homes – delivery of the South Bank Regeneration Framework and opportunities extending to Holbeck and Eastside.

**2. Westend River Side** – c.2,000 homes – connecting housing development to growing economic and employment opportunities in the city.

**3. Innovation Arc** – c.3,000 homes – maximising underused brownfield land and the West Yorkshire Investment Zone opportunity.

**4. Mabgate** – c.2,000 homes – linking existing and new communities to city centre economic opportunity.

**East of Otley** – c.550 homes – opportunity to unlock homes in north Leeds through delivery of infrastructure.

**Kirkstall Forge** – c.1,000 homes – mixed-use development and a key regeneration area for Leeds, maximising the economic benefit of the new Kirkstall Forge station.

**East Leeds Extension** – c.4,000 homes – unlocked through delivery of the East Leeds Orbital Route (ELOR), the scheme is now in delivery with work ongoing to develop infrastructure required to create a sustainable community.



# Spatial Priority Areas

## Wakefield

The [Wakefield Housing Plan](#) 2023-2026 sets out a vision for Wakefield to have a robust housing offer that promotes regeneration and economic growth.

The plan sets out twelve priorities for delivery captured under three key themes: more homes – high quality housing growth; better homes – safe and healthy homes that meet local need; and sustainable communities – resilient people and sustainable housing.



Wakefield West

## Key statistics

Population

**357,729**

Economically  
active (% of  
population)

**77%**

Projected  
population  
growth  
(2018-2043)

**21.4%**

Projected  
household  
growth  
(2018-2043)

**25%**

Annual average  
housing need  
identified in  
local plan

**1,400**

Homes delivered  
in last 3 years

**4,482**

Affordable  
homes delivered  
in last 3 years

**841**

Housing delivery  
test 2022

**180%**

Households  
on housing  
waiting list

**25,703**

Median house  
price

**£185,000**

Median private  
rented sector  
rent (3 bed)  
per month

**£625**

Homes with  
EPC C or above  
(estimate)

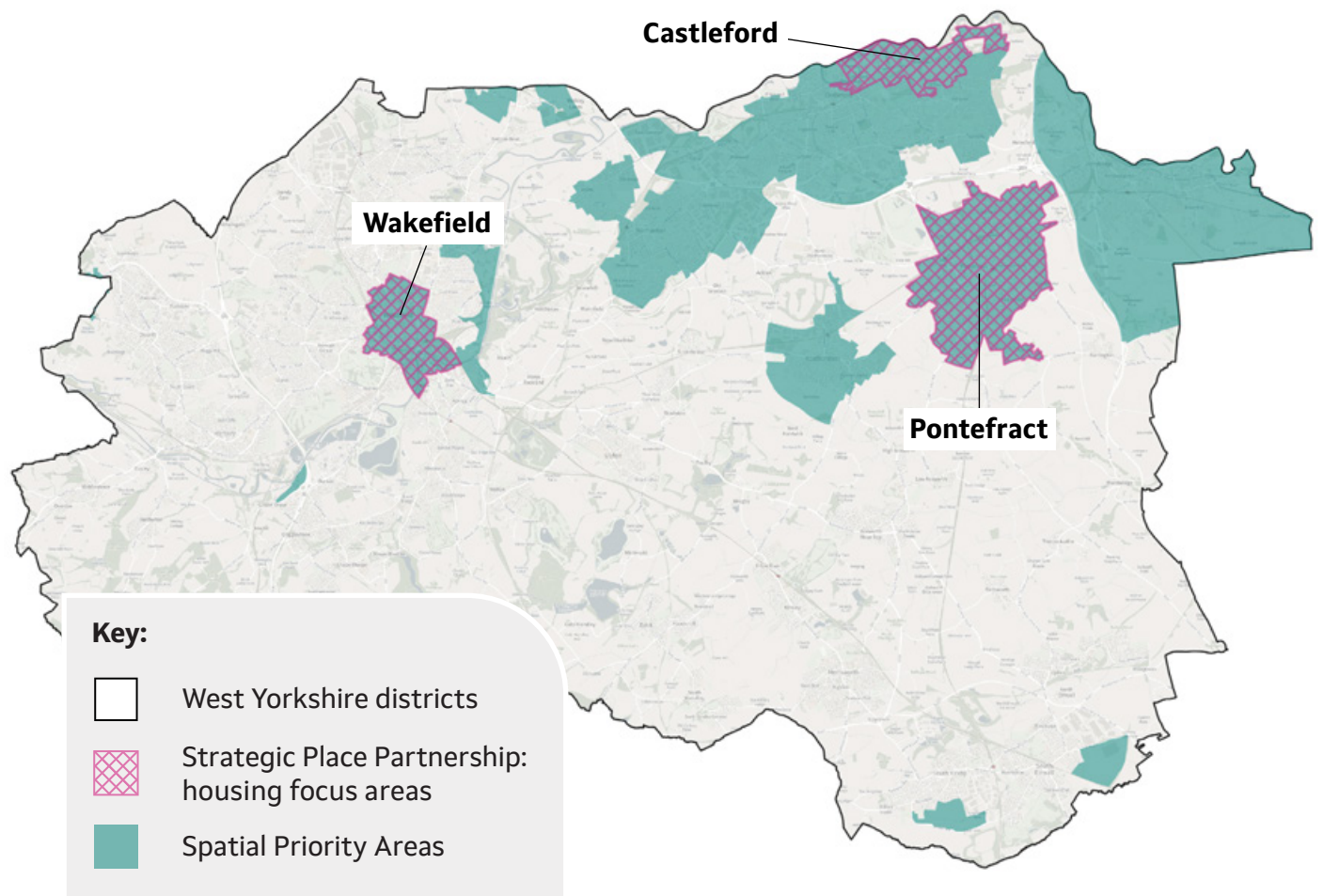
**40.7%**

Percentage of  
population with  
easy access to  
green space

**15%**

Percentage of  
residential  
properties in  
flood zones

**3.3%**



# Spatial Priority Areas

## Wakefield

### Strategic Place Partnership focus areas:

**Castleford Growth Zone** – c. 3,000 homes – realisation of the Aire River Growth Corridor Masterplan with investment in new infrastructure and active travel opportunities along the corridor.

**Pontefract Masterplan** – one of Wakefield’s five towns – supporting the development of Pontefract including investment in the Grade II listed Pontefract Dispensary site with c.100 homes.

**Wakefield City Centre** – an opportunity for mixed-use development and enhancement of the character of the city, building on existing investments in and around the city such as City Fields.



# Guiding Principles

## Sustainability

We are committed to creating and growing sustainable and well-connected neighbourhoods across West Yorkshire to contribute to our [net-zero carbon ambitions](#).

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Each objective within the strategy aims to support action on the climate emergency and create opportunities to deliver on our net-zero carbon plans. This includes initiatives to enhance energy efficiency in homes and promote domestic transition to renewable energy sources.

We want to develop an integrated public transport network, linking our housing activity to our vision to make healthy and sustainable travel around West Yorkshire [easy and reliable](#), so that residents can make more trips by bus and rail across our region. Housing also plays an important role in facilitating active travel, including walking, wheeling and cycling. Through our work we will promote and encourage the development of active travel infrastructure to enable safe and environmentally-friendly transport use, connecting housing to the wider system of places for education, employment and recreation.

Sustainability, in this context, extends beyond our net-zero carbon ambitions and includes the creation of resilient, safe and adaptable communities that are able to withstand the challenges of our changing climate.

# Equality and inclusive growth

Through each of the strategy's objectives, we aim to support individuals and communities that face systemic barriers to accessing a safe and stable home.

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This includes communities facing deprivation, inequality, poor health and wider forms of exclusion. Through our work, we will seek to understand the diverse housing experiences of those with protected characteristics, as well as other marginalised and minority groups across our region.

We want to enable as many people as possible, from all our diverse communities, to contribute to and benefit from our interventions to improve access to and the quality of homes and communities across the region. We will work to monitor how the implementation of our strategy affects communities that may face multiple exclusion and disadvantage, and the extent to which our work under this strategy supports inclusive growth across the region.





## Joanna Chambers Director of Assets and Growth, 54 North Homes

Built on the site of the former Yorkshire Rider Social Club, the homes will be built to achieve an A-rated energy efficiency standard and will have cycle storage to facilitate green travel.

“There is a significant need for more affordable housing in central Leeds and this scheme will regenerate a currently unused area of land into a vibrant living space close to the excellent transport links and amenities the city centre has to offer.”

# Objective 1

## Boosting the supply of the right homes in the right places

West Yorkshire is central to rebuilding and rebalancing the national economy, enabling the North of England to fully contribute to and benefit from economic growth and prosperity.

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A core element of ensuring West Yorkshire plays its critical role in the national economy is the development of good quality homes in well-connected neighbourhoods where people want to live. Mission One and Mission Two of our **West Yorkshire Plan** set out our commitment to building well-connected places that create happy and active communities. Through our work to develop a new regional Economic Strategy, we recognise the vital role that housing plays in creating places where people can thrive. However, levels of development are not even across the region. While in some places, housebuilding has been strong, in other places it has stagnated, often due to low land values, poor connectivity and outdated infrastructure. We have an ambition through this strategy to level the field, ensuring we don't just build homes, but create places and communities we are proud to call home.

### What we are doing now

We are working with partners such as Homes England, West Yorkshire Housing Partnership and developers to deliver on our Strategic Place Partnership, accelerating development through our £3.2 million Housing Accelerator Fund and prioritising delivery on brownfield sites through our £89 million Brownfield Housing Fund.





# Rationale

## The homes we need

Collectively, West Yorkshire needs to build more than 9,000 homes on average per year to meet the housing requirements of its growing population.

In 2018/19, West Yorkshire delivered 9,285 homes – the highest number of homes completed in a single year over the last 10 years. As with most parts of the country, the COVID-19 pandemic, Brexit, global conflicts and cost-of-living crises have contributed to a slowdown in overall delivery. Despite an improvement in housing delivery in 2021/22, the number of homes we started to build have seen an overall slowdown in 2022/23, predominantly due to rising costs and a challenging operating environment.

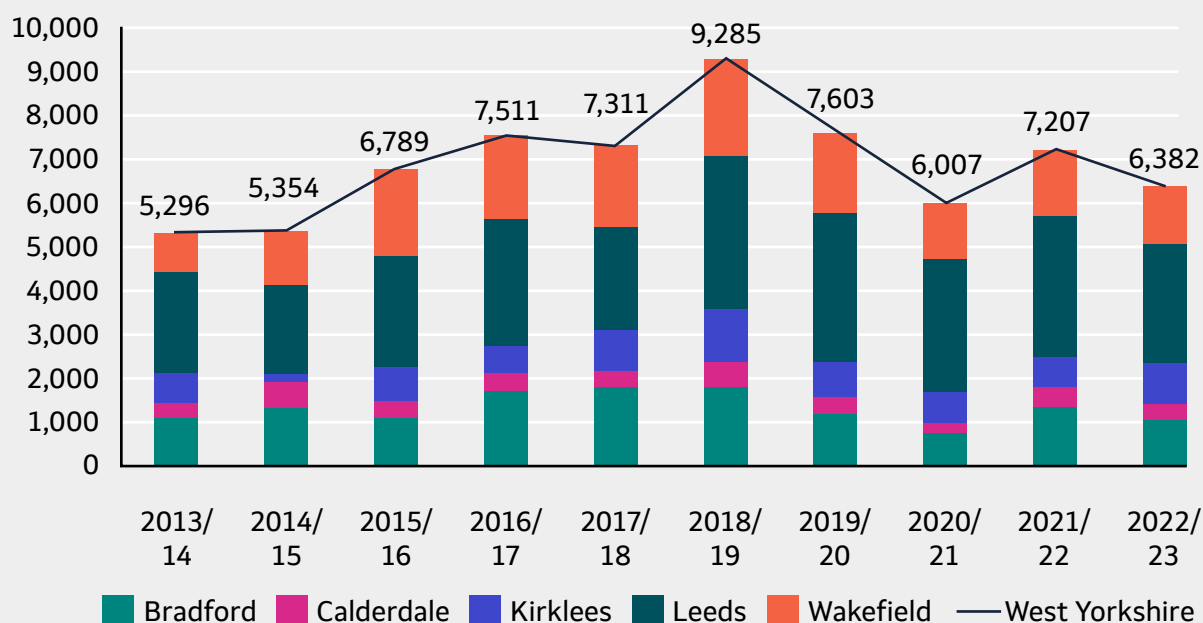


Figure 5 **Net Additional Dwellings by Local Authority Area (2013/14 - 2022/23) – West Yorkshire**

Source: DLUHC Live Tables

However, these changes have not been felt across all parts of West Yorkshire. Development tends to occur more frequently in the North and East of the region due to stronger markets and higher land values. These factors make development more viable in these areas, often leading to greater profits. This has left many communities behind, particularly in those areas where development is challenging, often because lower land values are compounded by higher costs associated with remediating land, so that it is ready to build on, and dealing with outdated infrastructure.

Crucially, not enough affordable homes are being built across West Yorkshire. The year 2022-23 saw 1,536 affordable homes delivered, the highest number completed in a single year since 2010-11, yet this is still not enough to meet demand.<sup>10</sup> As prices and household costs continue to rise, building more affordable homes remains central to our mission to ensure everyone in West Yorkshire has a warm, safe and secure place to call home.

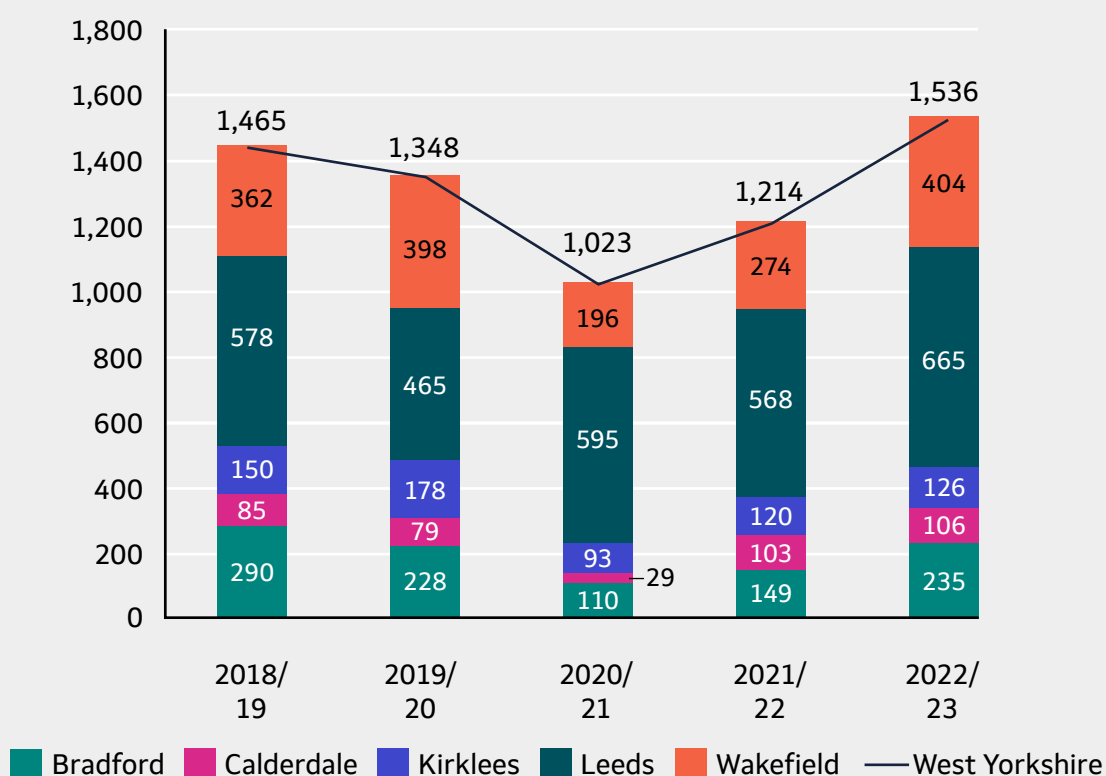


Figure 6 **Affordable Housing Completions by Local Authority Area (2018/19 - 2022/23) – West Yorkshire**

Source DLUHC

## Places and connectivity

Whilst comparatively lower house prices in many parts of West Yorkshire may be perceived as demonstrating affordability, this creates a significant challenge in attracting developers and investors where market values are lower than in other parts of the country. In addition, whilst house prices may be lower than the national average, wider cost-of-living pressures are often more intensely felt by people in West Yorkshire than in other parts of the country, exacerbated by poor connectivity.

Transport and housing costs are the two most significant items of expenditure for typical UK households. In West Yorkshire in the year to 2022, households were spending almost equal amounts per week on housing and transport (£65.70 and £64.50 respectively).<sup>11</sup> This high level of spend on transport indicates a clear need for better-connected places, supported by a robust public transport network, ensuring that people have greater choice in where they live and access opportunities. As we embark upon the delivery of our Connectivity Infrastructure Plan and the development of a Mass Transit network in West Yorkshire, improving the connectivity of the places is central to our strategy.

## Brownfield land and existing buildings

There is capacity for 56,000 new homes with planning permission in West Yorkshire, of which over 38,000 are on brownfield land.<sup>12</sup> However, across the region as a whole, brownfield sites contributed to just 46% of new homes actually delivered in 2022/23. Prioritising delivery on brownfield land is a key part of our strategy given that it is often sustainably located in existing urban areas, making it well connected to current and emerging transport networks. However, our industrial legacy means that brownfield land requires remediation so that it is ready to build on, and land is often owned by multiple parties, making delivery particularly complex.

In addition, West Yorkshire's long industrial heritage leaves a legacy of many beautiful buildings, but these buildings have often outgrown their original use. Work undertaken by Historic England in 2018 showed that there were 922 textile manufacturing sites across West Yorkshire surviving in some built form with 157 of these being protected as listed buildings. It is estimated that there is some 736,565 square metres that is vacant or under-used.<sup>13</sup> As well as manufacturing sites, our town centres are filled with architecturally unique buildings, many of which are often underused and prime for renovation to support town centre living, with great connectivity and supported by a strong local cultural and leisure offer. Whilst reuse of existing buildings and delivery on brownfield land can be challenging, maximising the potential of our towns and cities is at the core of our strategy.

## Diversity of provision

To boost the delivery of the right homes in the right places, we need a range of providers to work with us and across our region. From housebuilders with the capacity to build at scale, through to locally driven interventions such as community-led housing providers and self-builders, provision needs to be diverse and innovative to meet regional housing demand. West Yorkshire already has well-established partnerships that share our ambition to create sustainable and affordable homes and great places to live, including the West Yorkshire Housing Partnership, which brings together the main providers of affordable housing in the region. Leeds is also home to People Powered Homes who are championing the community-led housing sector on a national scale and are proactively supporting community-led development across West Yorkshire. There is also a clear demand for greater self and custom-build homes in the region. For example, in Bradford 1,175 households are registered on the council's self-build register and in Kirklees, the household survey identified 2,613 households who would be interested in self-build.<sup>14 15</sup>



It is often more challenging for small and medium-sized enterprises (SMEs), affordable housing providers and community-led developers to compete with volume builders to access land and develop the homes communities need. Whilst affordable housing delivery has seen a marked improvement in West Yorkshire, the operating environment is becoming increasingly challenging – as well as being faced with increased development costs, providers are also having to balance investment in existing stock, ensuring homes are fit for the future. Community-led housing groups also told us they often lack the upfront investment needed to progress projects into delivery.

### Workforce and supply chains

The construction sector in West Yorkshire currently employs 70,000 people, but this is an ageing workforce that has been in decline over a number of years.<sup>16</sup> A skilled construction and development workforce is critical to achieving the growth we need. It is well documented that the construction industry nationally is facing a skills shortfall with an additional 225,000 construction workers needed in the UK by 2027.<sup>17</sup> In addition, critical resources in planning and other local authority teams have also seen a decline, particularly in the North where planning teams reduced by 65% between 2010 and 2019.<sup>18</sup> As we move towards a more sustainable future, we will also see the need to increase green skills across the workforce, particularly in the construction sector as we seek to increase off-site manufacturing and modern methods of construction.

Delivering the homes we need also relies on robust and resilient supply chains. The period of lockdown caused by COVID-19, followed by successive disruptions to international supply chains as a result of global conflicts, have led to significant increases in material costs and availability, with cost increases of 10.4% between 2022 and early 2023, which followed an 11.2% increase from 2021.<sup>19</sup>

## Outcomes

### Deliver a robust pipeline of housing development opportunities aligned to well-connected places

We will continue to work closely with our partners to develop our housing pipeline and identify the tools available to unlock and accelerate delivery, with a strong focus on maximising affordable homes. We recognise the importance of creating well-connected places where people can access good jobs and opportunities easily and will build this into our emerging Economic Strategy. As we embark upon the implementation of the West Yorkshire [Connectivity Infrastructure Plan](#), update our West Yorkshire Local Transport Plan and develop a new mass transit system across the region, we will work to align our transport and housing investment in places and communities that can benefit most from a better-connected region – ensuring more people are connected to opportunity through sustainable and active travel modes, and creating more attractive places to live.

### Support local authorities to deliver on housing need set out in local plans

We will build on our strong track record of working with local authorities to invest in and deliver much needed new homes across the region capitalising on the successes of the [Brownfield Housing Fund](#) and other programmes of delivery in the region. We will make a bold case for greater devolved funding that supports the development of excellent quality new homes in West Yorkshire, which should be tailored to meet local needs and recognise the challenges of our regional market. We will continue our relentless focus on maximising the number of affordable homes delivered in the region. We will work to establish the West Yorkshire Housing Developer Forum bringing together public and private sector partners with a shared ambition to create great

places and build new homes across all parts of West Yorkshire. This forum will highlight opportunities across the region and explore innovative solutions to boost delivery.

## Improve the number of sustainable homes developed

Our partners share our ambition to develop sustainable homes that meet the needs and requirements of people and communities, and we are committed to deepening our partnerships with a range of sustainable and innovative delivery partners, including the community-led housing sector, small and medium-sized enterprise (SME) developers and a range of affordable housing providers, to diversify the provision of new homes. We will explore new ways of working together and unlocking the barriers to delivery often faced by those aiming to go the extra mile, providing the highest standard and quality of affordable homes. We will work with partners to identify the skills, expertise and supply chains needed to make sure that our homes are equipped for our net zero-carbon future by 2038. We will also encourage futureproofed homes by supporting our local authority partners to secure high-quality, low-carbon development across the region. To avoid the need for additional retrofitting, we will support our local authority partners to implement requirements such as the Future Homes Standard, and to ensure that developments have robust, climate-resilient infrastructure to protect residents from risks such as flooding.

## Increase in the homes delivered in Spatial Priority Areas

The launch of the [West Yorkshire Strategic Place Partnership](#) marked an important milestone, cementing our commitment as the West Yorkshire Combined Authority, Homes England and our five local authorities to work together to unlock the delivery of homes as part of a co-ordinated approach to the regeneration and transformation of our places. The Partnership recognises 16 of the most transformational housing-led development opportunities across West Yorkshire's [Spatial Priority Areas](#) with the potential to deliver 40,000 new homes over the next decade. Through the Partnership we will work together to align our resources, funding and priorities at an early stage so we are well prepared to deliver much needed homes. We will provide resource and capacity locally and regionally to develop projects supporting delivery of good quality homes across our Spatial Priority Areas.

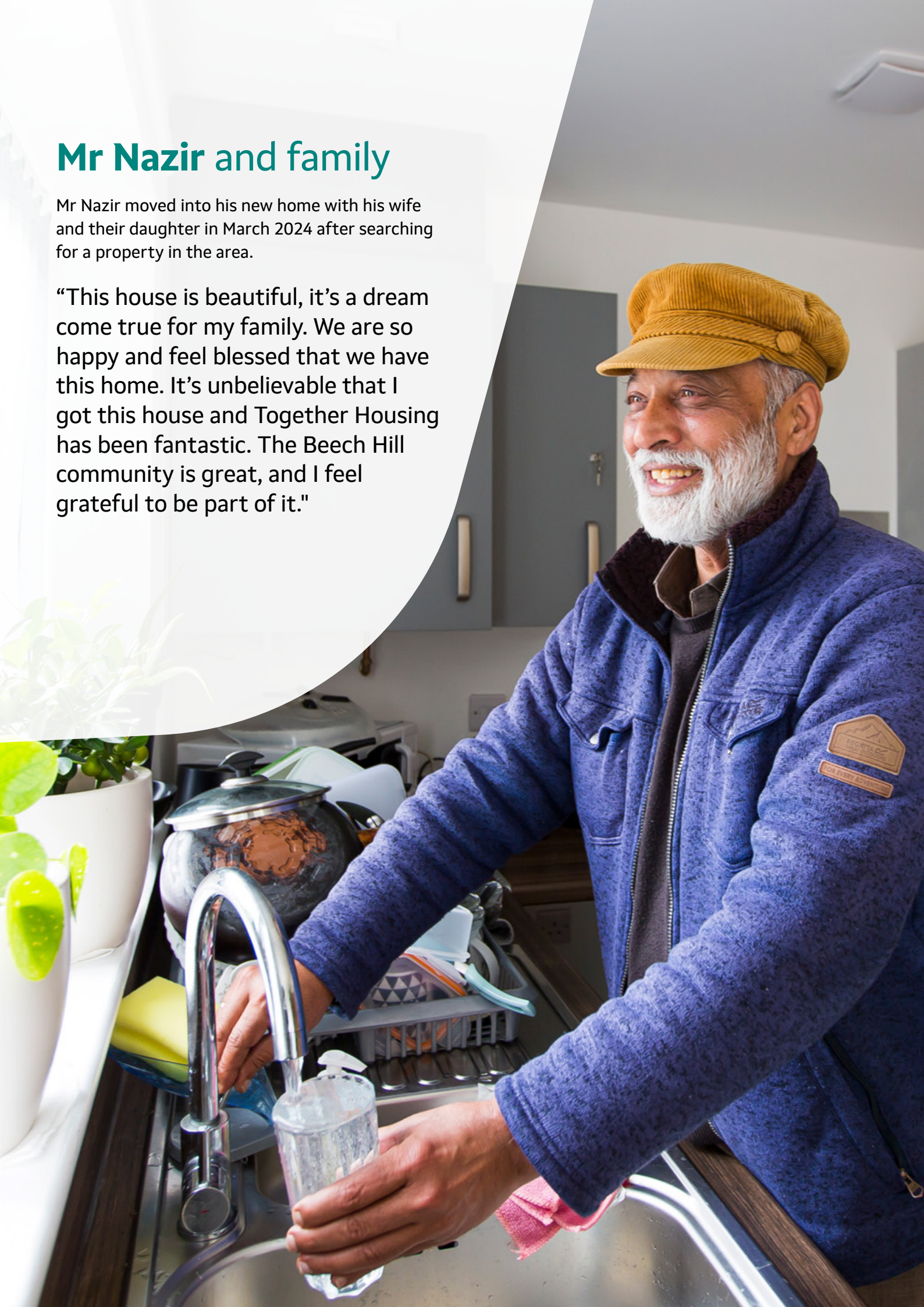




## Mr Nazir and family

Mr Nazir moved into his new home with his wife and their daughter in March 2024 after searching for a property in the area.

"This house is beautiful, it's a dream come true for my family. We are so happy and feel blessed that we have this home. It's unbelievable that I got this house and Together Housing has been fantastic. The Beech Hill community is great, and I feel grateful to be part of it."





## Objective 2

### Increasing the provision of truly affordable, accessible and adaptable homes

There are not enough affordable homes in West Yorkshire to meet present and future demand.

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Within our [West Yorkshire Plan](#) we committed, under Mission Two, to creating a truly affordable housing offer to meet the needs of people and communities. The expansion of the private rented sector, where rents are not regulated, coupled with the loss of social homes through the Right to Buy scheme, has meant that a growing number of households face affordability issues and insecurity of tenure. These issues exacerbate homelessness and rough sleeping. Turning to future demand, homes across our region will need to adapt across our life course to support better quality of life for residents with support needs. We are committed to developing a high-quality housing offer that supports the health of our region by improving access to truly affordable, accessible and adaptable homes.

#### What we are doing now

West Yorkshire delivered more affordable homes in 2022/23 than any year since the global financial crisis and we are supporting the delivery of more affordable homes through our Brownfield Housing Fund and work with Homes England. We are driving forward dementia-ready housing across our region through our [Dementia-Ready Housing Taskforce](#). The West Yorkshire Housing and Health Network has established a set of joint priorities where housing activity can support people to live a long, healthy life.



# Rationale

## Accessing a home

There are nearly 85,000 households on housing waiting lists across West Yorkshire,<sup>20</sup> and in the last year nearly 12,000 households were owed homelessness duties across our five local authorities.<sup>21</sup> The leading causes of homelessness appear to be family or friends unable or unwilling to continue to provide accommodation (29%) and end of private sector tenancies (23%), however it is worth noting that these reasons often mask wider vulnerabilities that people homeless or at risk of homelessness are facing.<sup>22</sup> The level of acute housing need indicated by these numbers creates a challenging operating environment for our local authority housing options teams, with over 1,100 households in temporary accommodation, nearly 100 of which are households with children often placed in hotel or bed and breakfast accommodation.<sup>23</sup> Underrepresented groups often face an increased risk of experiencing homelessness due to a variety of factors, for example LGBTQIA+ individuals are reported to be at a higher risk of homelessness associated with discrimination.

Rough sleepers and those in temporary accommodation are subject to elevated levels of violence. Research commissioned by our [Violence Reduction Partnership](#) found that nearly three-quarters (73%) of individuals who had recently experienced homelessness or slept rough in West Yorkshire felt unsafe, and nearly a third (29%) were subject to violence because of their homelessness.<sup>24</sup>

## Affordability (rent)

Between 2022 and 2023, rents for three-bedroom homes across England rose by 4%. With the exception of Bradford, all West Yorkshire districts experienced higher growth than England (Kirklees 13%, Leeds 10%, Wakefield 9%, and Calderdale 5%). In the five years between 2018 and 2023, rents in Leeds have increased by around 23%, significantly outpacing national average increases (19%).

These increases have significant consequences for affordability. Our analysis indicates that nearly 40% of households living in the private rented sector cannot afford current average monthly rent costs in West Yorkshire, and affordability has decreased by 10% over the last four years. This means that if rent increases continue to significantly outpace wage increases, affordability will continue to decline rapidly.<sup>25</sup>

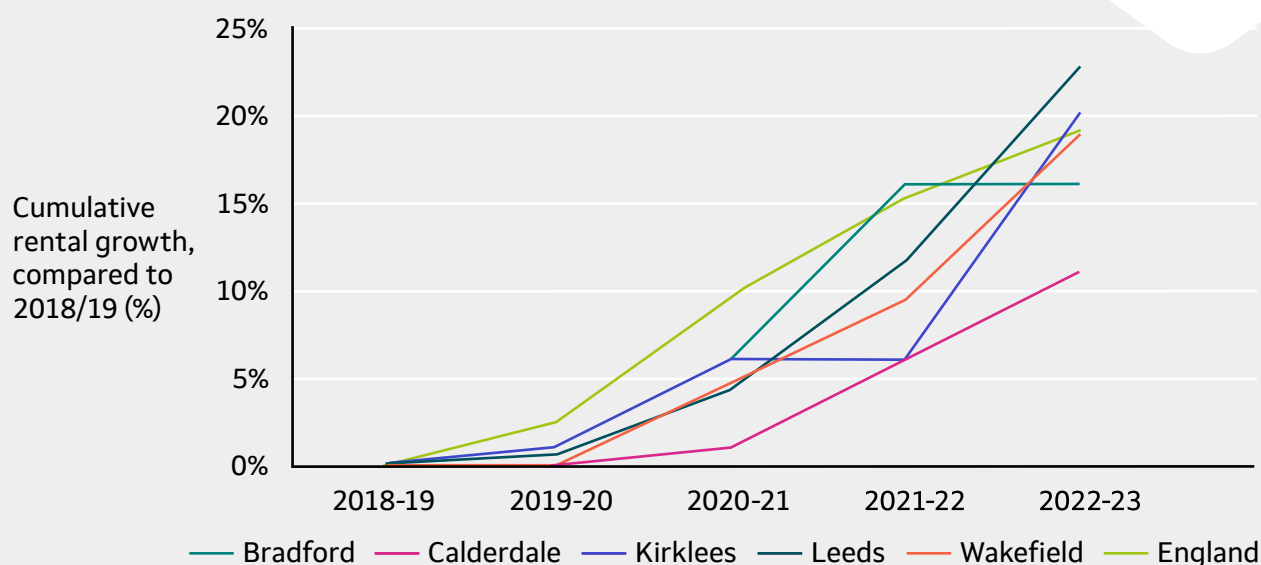


Figure 7 **Rental price growth since 2018/19 – West Yorkshire**

Source: ONS Private rental market summary statistics in England

Affordability pressures are felt most acutely by households on low incomes. A low-income family that requires Local Housing Allowance (housing benefit) to pay the average three-bedroom rent in Leeds will have an annual shortfall of over £1,500 per year. This is money that will have to be diverted from essential living costs, driving up poverty across West Yorkshire.

Our modelling suggests that a dual-earning minimum wage household in West Yorkshire where one member works full time and the other part-time (4 days per week) cannot afford the average rent on a three-bedroom property, and would struggle to do so even where both earners work full-time on minimum wage.<sup>26</sup>



	2018 – 2019	2019 – 2020	2020 – 2021	2021 – 2022	2022 – 2023
<b>Bradford</b>	£495	£500	£525	£575	£575
<b>Calderdale</b>	£495	£495	£500	£525	£550
<b>Kirklees</b>	£495	£500	£525	£525	£595
<b>Leeds</b>	£671	£675	£700	£750	£825
<b>Wakefield</b>	£525	£525	£550	£575	£625

Table 1 **Monthly private rents (3 bedroom) by local authority area – West Yorkshire**

Source: ONS private rental market summary statistics in England



## Affordability (home ownership)

Affordability issues in the private rented sector, as well as the challenging macro-economic environment, have a knock-on effect on the accessibility of home ownership as households struggle to save for deposits. Whereas 84% of first-time buyer households could afford a mortgage on the average West Yorkshire property in 2019, by 2023 only 62% could indicating a significant decline in the accessibility of home ownership.<sup>27</sup> Worsening affordability of homes for purchase can be seen in a simple house price to

earnings ratios across the region, with a 66% increase in the ratio of wages to house prices between 2002 and 2022 in Figure 8. However, such ratios fail to account for challenges specific to our region, including the high relative cost of transport to access jobs across our region and higher costs associated with heating our ageing and fuel-inefficient housing stock, which disproportionately affects households struggling to buy their first home.<sup>28</sup>

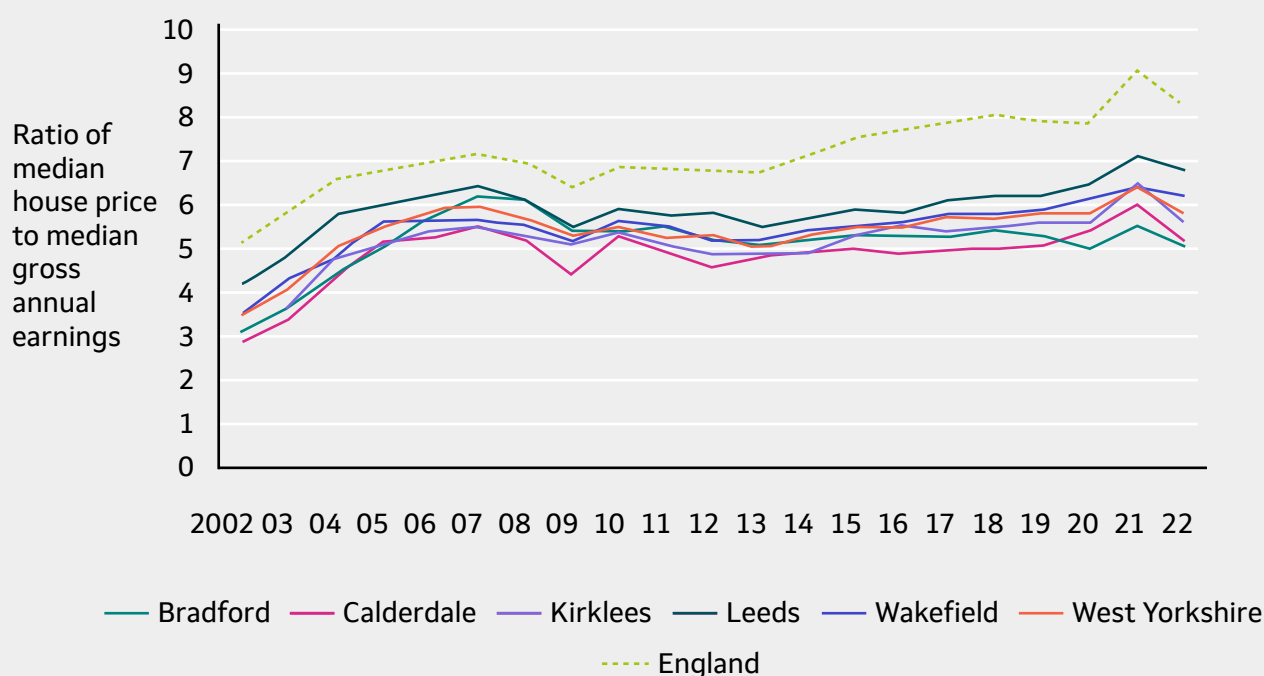


Figure 8 **Ratio of median house price to median gross annual earnings**

Source: ONS

## Homes to support health and independence

Some of our residents require specialist or supported accommodation to help them live independently. Inappropriate accommodation or support arrangements can place immense strain on families, lead to the breakdown of community living arrangements and may lead to hospital admissions or homelessness. Equally, a lack of available supported accommodation to meet needs may also prevent timely discharge from hospitals or other settings. It is estimated that, across West Yorkshire, over 6,000 people have support needs arising from learning disabilities and autism, and over 2,500 people have support needs arising from severe mental health issues.<sup>29</sup> A recent gap analysis conducted on behalf of the West Yorkshire Health and Care Partnership indicated that over 1,300 supported or specialist accommodation homes are required over the next decade to meet this need across our region.<sup>30</sup>

## Adaptable homes for life

West Yorkshire, in line with national trends, has an ageing population.<sup>31</sup> Healthy life expectancy across the region is below the national average, which means residents may require adaptations or support in their home at an earlier age.<sup>32</sup> It is important to emphasise the social, cultural and health diversity of those in mid and later life, and whilst poor health is not inevitable, homes should be adaptable to support residents with daily activities to enable ageing-in-place.

Homes across the region also have a significant potential role in preventing poor health. Research shows that low-cost home modifications can lead to a 26% reduction in falls requiring medical treatment,<sup>33</sup> yet it is estimated nationally that 93% of homes lack basic accessibility features.<sup>34</sup> Homes that fail to adapt to changing needs also impact hospital discharge. For example, patients with dementia occupy around a quarter of acute hospital beds, posing a significant challenge for the NHS.<sup>35</sup>

## Outcomes

### Increased delivery of affordable housing across all local authority areas

We will continue to work closely with the West Yorkshire Housing Partnership and Homes England to identify, unlock and support the delivery of affordable homes and develop a robust pipeline across the region. We will look to maximise the potential for delivery on brownfield sites through existing funding and make the case for further devolved funding to support this. With our local authority partners, we will continue to explore delivery models and policy tools that can boost affordable housing delivery. We will commission work with local planning authorities to explore the alignment of viability assessments across West Yorkshire to present a clear and consistent approach to affordable housing delivery expectations.

### Improved access to the housing market for low-income households

We will develop a clearer understanding of affordability challenges across our region, focusing on low-income households. This work will span across tenures, looking at the impact on those struggling to access or maintain home ownership, as well as those struggling to access or maintain tenancies in the private and social rented sector. We will continue to make a strong case to central government to support people on low incomes, such as linking the Local Housing Allowance to the rising cost of rents. We will make the case for greater local control of the Affordable Homes Programme to allow us to target funding and interventions to increase the delivery of social housing, delivered by local authorities and other registered providers in the region, that meet local need.

### Support local authority partners to address housing need

With our local authority partners, we will focus on where Combined Authority activity can add value to their existing work on housing need, focusing on support for residents struggling to maintain their existing living arrangements, and support for those struggling to access accommodation. We will develop a regional understanding of temporary accommodation, ensuring that provision is both cost-effective and of a decent quality, advocating for our local authorities by making the case to central government for sufficient funding and a pipeline of accommodation to meet increasing demand. We will work to understand the housing needs of diverse and minority communities within our region, including residents with disabilities, LGBTQIA+ households, people from ethnic minority backgrounds, Gypsy and Traveller groups, and European Roma communities.

### Increased support for local authorities tackling homelessness

We will consider where Combined Authority activity can add value to local approaches to homelessness, and whether models adopted elsewhere (such as Housing First or other trauma-informed approaches) could benefit the region,

making the case to government to roll out support and learning from areas which have undertaken pilot schemes. We will also progress our work on experiences of housing instability and violence, working to ensure that those facing multiple disadvantage and homelessness across our region feel safe to access the support that they need.

### Increased level of accessible and adaptable housing

We will bring together colleagues across housing and health to understand current and future need for supported housing for those with additional needs, including purpose-built accommodation, and how our activity can support the development of a robust pipeline to meet needs. We will seek to take a joined-up approach across housing and health, building on our recent Partnership Agreement with the West Yorkshire Integrated Care Board and make a bold case for further devolution to ensure housing models support the health and care needs of our ageing population and residents with health and care needs. We will continue to work, through our West Yorkshire Dementia-Ready Housing Taskforce, to improve the well-being of those living with dementia in West Yorkshire and their carers and ensure that our housing provision is appropriate for the dramatically rising levels of dementia we are experiencing across our region.





## Amanda Hogg

Ms Hogg moved to Newport House to downsize into a more manageable property after suffering some personal challenges.

“There are a lot of positives here, I feel more secure in Newport House than I did where I was living before. The fencing and the secure doors and entrances mean I can feel safe in my own home. I feel calmer being here, it is a peaceful place but it is not far from town either which is great for me.”





# Objective 3

## Improving the quality of existing homes

Housing is an important social determinant of health, and Mission Two of our West Yorkshire Plan recognises the significance of good quality and energy efficient homes for individual and community well-being.

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Improving the quality of the homes we already have across West Yorkshire will be key to delivering a high-quality housing offer across our region. Yet, housing across West Yorkshire is generally older, lower-quality and less energy efficient than the average home in England. This makes our homes more expensive to live in and keep in a good state of repair, but also means that our homes can have significant negative impacts on the health of our residents. Decarbonising our housing stock is an important element of our work under Mission Four of the **West Yorkshire Plan** and our **Climate and Environment Plan** as we work towards a net-zero carbon economy by 2038.

### What we are doing now

We are developing our Better Homes Hub to support everyone in West Yorkshire to live in a warm, comfortable and low-carbon home. Alongside our partners, we are investing over £40 million to retrofit over 5,000 social homes through the Social Housing Decarbonisation Fund. We have established a partnership agreement with the West Yorkshire Integrated Care Board that will help us to strengthen the partnerships between housing and health professionals across the region.



# Rationale

## Energy efficiency

Our region has an ageing housing stock, with a quarter (25%) of our homes built before 1919.<sup>36</sup> There are particular concentrations of older homes surrounding our major cities, Leeds and Bradford, as well as neighbourhoods in our industrial valleys of Bradford, Calderdale and Kirklees. These homes are typically less well insulated and often more expensive and difficult to retrofit.

This means that our homes are also less energy efficient. Just over a third of our homes (38%) have a reasonable level of thermal efficiency, measured at EPC C or above. This is lower than the national average (47%). The five local authorities also have a lower proportion of A-C certificates than the national average, ranging from 33% (Bradford and Calderdale) to 41% (Leeds).<sup>37</sup>

The Mayor of West Yorkshire and the West Yorkshire Leaders have declared a climate emergency, and set an ambitious target for the region to be net-zero carbon by 2038. Our homes contribute over a quarter (26%) of the region's existing carbon emissions. Improving their energy efficiency is an essential part of realising this ambition, as set out in our [West Yorkshire Climate and Environment Plan](#).

Decarbonising our homes will require concerted efforts at a local and regional level to develop supply chains and bring down the per-home cost of retrofit activity. Part of this activity will also include scaling up our workforce development to ensure that we have the skills we need to deliver on our ambitions. Initial estimates on the level of retrofit required across our region indicates a need for a 30,000 strong workforce to be developed and sustained up to 2038.<sup>38</sup>

### Percentage fuel poor households:

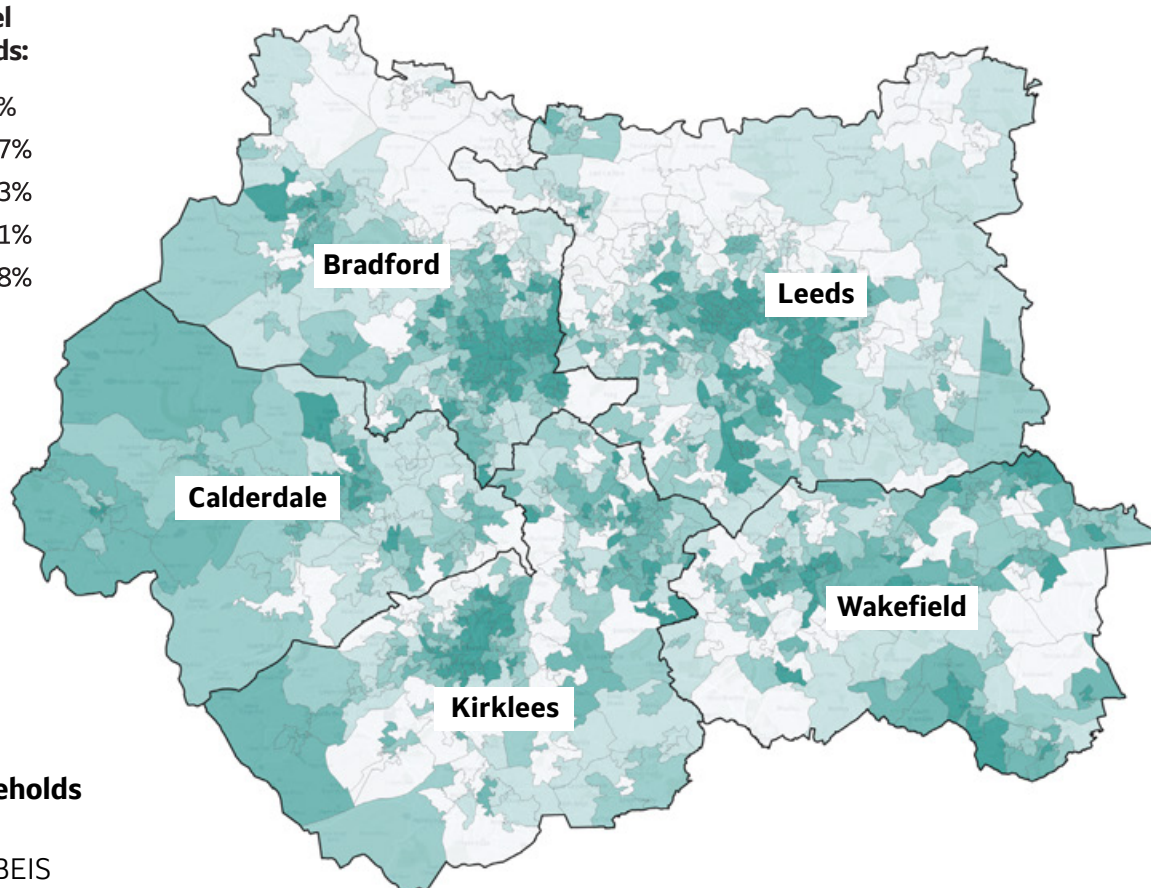
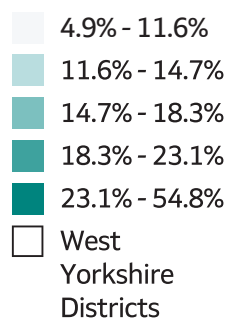


Figure 9  
**Fuel poor households  
West Yorkshire**

Source: WYCA/BEIS

## Fuel poverty

One of the consequences of poor energy efficiency in our homes is higher levels of fuel poverty. It is estimated that 29% of West Yorkshire households are in fuel poverty, which is a significantly higher proportion than is estimated nationally at 21%.<sup>39</sup>

We recognise that retrofitting our homes will, in the medium to long-term, help to reduce energy costs for our residents, including those in fuel poverty. However, more immediate action is needed to respond to the energy needs of households in crisis.<sup>40</sup> There is also a correlation between neighbourhoods that fall into the most deprived decile within the Index of Multiple Deprivation (IMD) and older properties with poorer EPC ratings, which suggests that those in low socio-economic areas are often disproportionately impacted by our thermally inefficient homes.

## Decent homes

National statistics show that there is a strong relationship between energy efficiency and housing quality, and over half of homes with poor energy efficiency do not meet the Decent Homes Standard.<sup>41</sup> This is exacerbated by a high proportion of pre-1919 homes across West Yorkshire which often were not originally built to meet today's living standards.

Official estimates indicate that one in every five homes (21%) across West Yorkshire does not meet the Decent Homes Standard, which is higher than the national average (17%).<sup>42</sup> Non-decent homes may not meet statutory minimum safety standards for housing or may be in a state of disrepair.



Figure 10 **Non-decent occupied dwellings**

Source: DLUHC



The private rented sector is a cause for particular concern with an estimated two in every five privately rented homes (39%) failing to provide decent quality accommodation.<sup>43</sup> This is compounded by issues relating to affordability and access to the private rental market identified under Objective 2: Increasing the provision of truly affordable, accessible and adaptable homes, as well as the growing role of the private rented sector, indicating the need for urgent and concerted efforts in this area.

A decent home is also somewhere we need to feel safe and secure. Housing providers in particular are in a unique position to support prevention of crime by offering support and guidance to victims and communities. There is incentive for providers to intervene too, as research in relation to domestic abuse has found that cases of abuse are estimated to create housing costs of £160million per year.<sup>44</sup>

## Housing and health

Nationally, it costs the NHS an estimated £1.4 billion per year to treat conditions related to poor housing. Respiratory conditions related to cold homes which are more prone to damp, mould and condensation are a particular concern with estimates suggesting that mitigating excess cold would save the NHS over £850million alone per annum. Taking into account wider societal and economic impacts, the total cost to society of poor housing in England is likely to amount to around £18.5 billion per year.<sup>45</sup>

West Yorkshire faces particular population health challenges. Healthy life expectancy (at birth) for both women and men in West Yorkshire is much lower than the national average.<sup>46</sup> Whilst housing is not the only determinant of healthy life expectancy, the relationship between housing conditions, poorer households and poor health is clear. Housing is identified as a key social determinant of health in the [NHS Long Term Plan](#) and research from Shelter found that poor housing conditions increase the risk of severe ill-health and disability by up to 25%.<sup>47</sup>

There are a range of programmes already underway across West Yorkshire demonstrating the positive impact of successful housing initiatives can have on health and housing for our population, and work is underway through established partnerships to explore the further development of these initiatives.<sup>48</sup>

## Outcomes

### Work towards eliminating non-decent homes across West Yorkshire

We will work with our local authority partners to understand existing support available for households living in non-decent accommodation across all tenures, enable interventions that improve the quality of existing homes, and make the case for further devolved funding to tackle decency issues across our region. We will align our investment in energy efficiency with improvements in housing conditions to support addressing poor quality housing. We will work with our partners both in housing and policing and crime to explore ways to improve home safety, initially focussed on supporting victims of domestic violence. We will make the case for a long-term, sustainable approach to investment in decent, climate resilient homes across our region.

### Improve the quality of homes in the private rented sector

A significant proportion of our private rented sector is failing to provide decent homes for our residents. We will work with our local authority partners to build an understanding of their existing powers and enforcement capacity, sharing best practice and supporting capacity within the region wherever possible. We will seek to identify best practice from across the region and other areas to implement measures that improve the quality of the private rented sector. We will use this to continue to make the case to central government for devolved powers to tackle the acute issues that exist across the private rented sector in West Yorkshire.

## Increase the number of low carbon homes to work towards our net-zero targets by 2038

The Combined Authority has set out an ambitious route to net zero by 2038. Housing is a major contributor to our carbon emissions. In order to reach our targets by 2038, collectively we need to:<sup>49</sup>

- Retrofit 680,000 homes to at least an EPC C rating
- Install 665,000 domestic heat pumps
- Deploy district heating to 250,000 homes
- Install 171,000 domestic solar panel (PV) systems

We will work towards this by establishing a Better Homes Hub including a one-stop shop for retrofit advice and support across the region. We will continue to make the case to central government for devolved funds and powers to accelerate our retrofit activity across West Yorkshire, and ensure that our homes are resilient to meet the demands of our changing climate.

## Reduce the proportion of households in fuel poverty

We will continue to target our devolved funding, where possible, to deal with cost-of-living pressures felt most acutely by those in poverty. We will work to ensure that our retrofit and other net zero activity prioritises groups that will benefit from energy efficiency measures, and tailor our approach to ensure that those measures deliver cost savings to residents.

## Reduce the incidence of health issues related to housing quality

Poor quality housing has significant consequences for the health of our residents. Building on our [partnership agreement with the West Yorkshire Integrated Care Board](#), which recognises housing as an area for joint activity, we will work strategically with partners in health and social care, housing providers and local authorities. We will mobilise a shared evidence base on the key issues facing our region and, using this data-led approach, we will work in partnership to develop targeted interventions and support the wider implementation of programmes and initiatives that reduce the impact of poor quality housing on the health of our region.





## Lillian Lavery

Last Winter, Lillian had roof insulation and intelligent radiator valves fitted which help reduce heat lost through the roof and regulate the temperature of the rooms in her bungalow more efficiently. This work is part of thermal improvements being made to around 600 properties by not-for-profit housing provider, Leeds Federated Housing Association.

“The work I have had done to my house has been brilliant, the new radiator valves are easy to use and have definitely made a difference. I live on my own and it’s sometimes been difficult to keep the house warm during Winter, but I now feel much happier about having the heating on for longer.”



# Objective 4

## Creating resilient places that support the well-being of our residents

West Yorkshire is made up of vibrant and thriving communities, but health and prosperity are not spread equally across the region.

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In some of our places, this inequality means residents have poor access to local amenities, green space and active travel infrastructure to exercise and thrive. Some places see higher rates of violence and anti-social behaviour. Mission Two of our **West Yorkshire Plan** sets out the role of great places and healthy communities in tackling these inequalities. Through our interventions, we will build on the strengths of our existing places, ensuring that our homes and communities play their vital role in supporting the health, safety and happiness of West Yorkshire residents. We must work to ensure that our physical, digital and community infrastructure are robust, and that our neighbourhoods are great places to live and play, where people can safely walk, wheel and cycle. This infrastructure is essential to realising our ambitions under Missions Three and Five of our West Yorkshire Plan to be a region where active travel is the easiest choice for short journeys, and where all people feel safe in their communities.

### What we are doing now

We are delivering cycle lanes, traffic-free paths and 'school streets' through £23 million of active travel funding. We are investing up to £22 million across West Yorkshire to reduce flood risk. We have launched our Safer Parks Guidance to improve access to public recreational space for women and girls across the region.



# Rationale

## Inequality within our communities

Across our region, rates of home ownership, security of tenure, homelessness and other housing metrics differ when considering the influence of age, gender, ethnicity, disability and other protected characteristics.<sup>50</sup> This structural inequality has a negative impact on housing stability and access to accommodation – for example, our research suggests that ethnic minority communities are disproportionately represented in areas of high deprivation.<sup>51</sup> Violence is also more prevalent in areas with

higher levels of deprivation and poorer quality homes, with 41% of individuals admitted to hospital with injuries relating to violence living in areas of West Yorkshire that fall within the bottom 10% of the Indices of Multiple Deprivation index.<sup>52</sup>

Evidence also indicates that minority communities are more likely to experience housing deprivation than white households. For example, Gypsy and Traveller households are 7.5 times more likely to experience housing deprivation, and many sites allocated to accommodate Gypsy and Traveller communities suffer disproportionately from issues such as noise and air pollution.<sup>53</sup>

### IMD 2019:

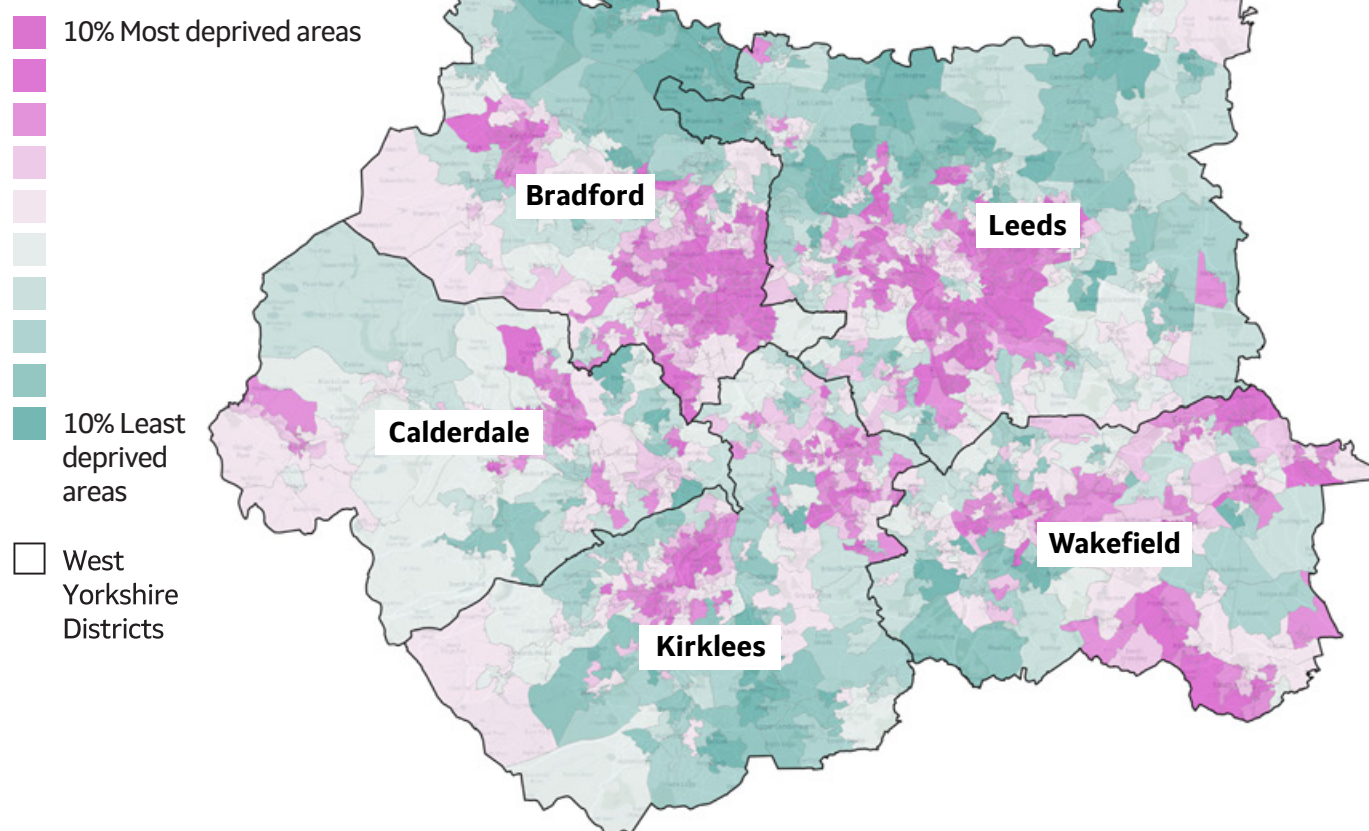


Figure 11  
Index of multiple deprivation 2019 by LSOA

Source: DLUHC

## Access to green space and play

Green space and water environments are vital to the quality of our lives and the natural ecosystem. Only around a quarter of West Yorkshire residents have access to local natural green space which is accessible within a 5-10 minute walk.<sup>54</sup> There are also significant geographical variations – whilst two-thirds of West Yorkshire residents are within 2 kilometres of 20 hectare green space, such as a public park or garden, only 38% of Kirklees residents have this level of access.<sup>55</sup> Research also indicates that people from ethnic minority communities are twice as likely to live in an area with green space deprivation.<sup>56</sup> Data indicates that green space deprivation in West Yorkshire is most pronounced in Bradford and Calderdale, where people from ethnic minority backgrounds make up 57% and 60% of the population respectively.<sup>57</sup>

The importance of parks for health and well-being is widely documented, but the benefits of local

parks are not always easily available to women and girls. Many women and girls across West Yorkshire feel unsafe in our parks, reflecting broader issues of safety that go beyond parks and public open spaces.<sup>58</sup>

The availability of safe outdoor space is also important for the well-being of children across West Yorkshire, and play is a fundamental right recognised by the United Nations Convention on the Rights of the Child. However, some children do not have access to private outdoor space as part of their home environment and many are prevented from playing safely in the area surrounding their homes due to, for example, parked cars and traffic, or rubbish and litter.<sup>59</sup> Leeds is the first local authority in England to implement a full Play Sufficiency Assessment, which identifies the need for cross-service and cross-agency collaboration on an action plan to influence policies and approaches to the built environment, with the aim of developing attractive and liveable neighbourhoods for children, families and for all members of the community.

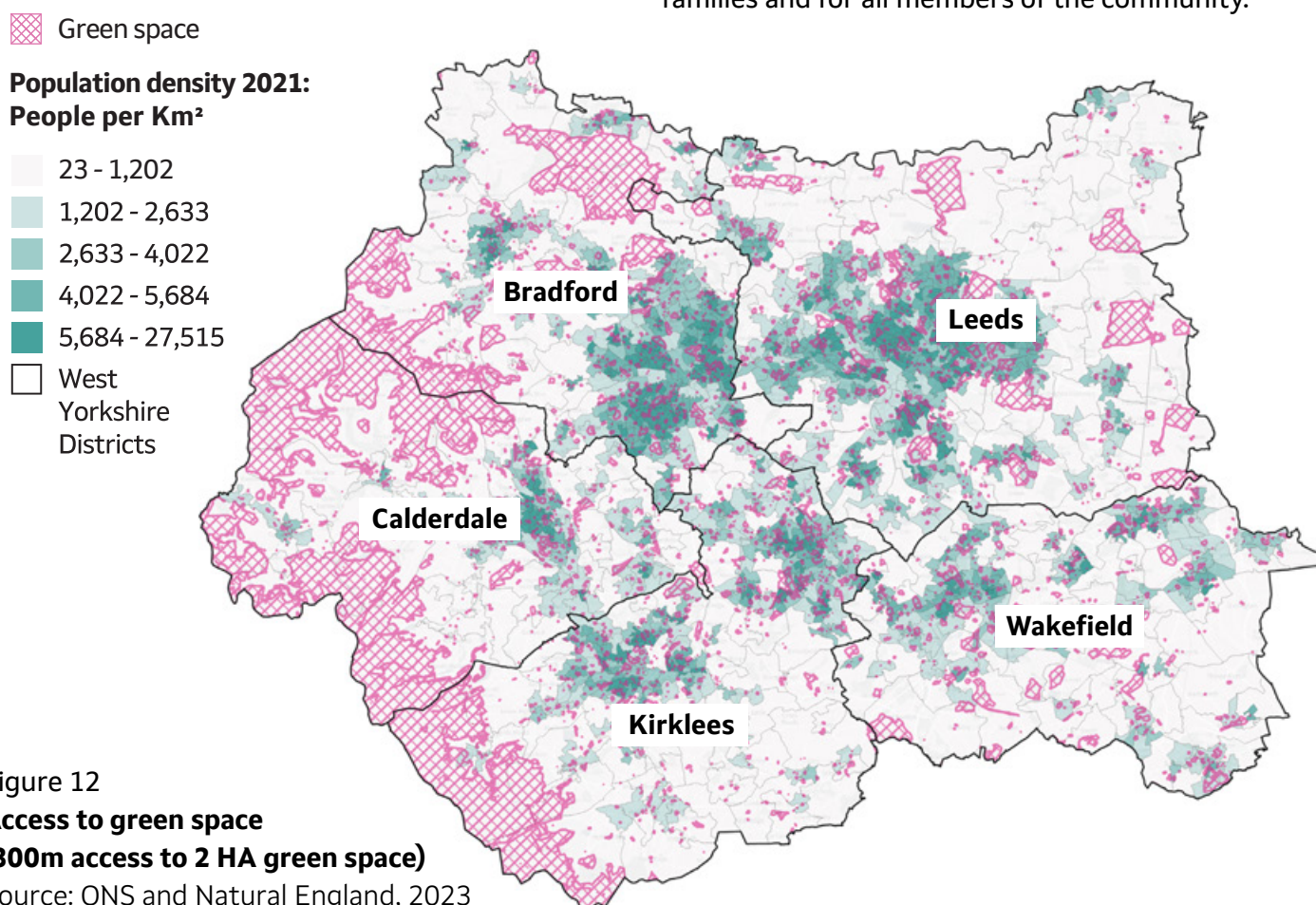


Figure 12  
**Access to green space  
(300m access to 2 HA green space)**

Source: ONS and Natural England, 2023



## Safety of walking and cycling

Our [Transport Strategy 2040](#) sets an ambition for the region to become a safe place for cycling and walking, to improve the quality and liveability of our places. Safe walking and cycling infrastructure are key to inclusive growth, and support prosperity for people and businesses across West Yorkshire. Walking accounts for around 39% of all trips made by West Yorkshire residents, which is higher than the England average (33%).<sup>60</sup> Yet, cycle trips represent only around 0.2% of all trips made by West Yorkshire residents, much lower than the 2% average across England.<sup>61</sup> West Yorkshire residents rely heavily on private car use, which accounts for 54% of trips across the region.<sup>62</sup>

## Resilience of infrastructure

Our homes need good quality infrastructure to thrive. This requires sustainable neighbourhoods with good access to local amenities and facilities

that support a good quality of life. West Yorkshire is made up of a network of unique cities, towns and villages all with their own identities and proud cultures which provide the foundations of great places to live. Our Strategic Place Partnership focus areas embed principles of placemaking at their core, recognising the importance of place and infrastructure in creating a sustainable housing offer.

A particular challenge in parts of West Yorkshire is a high and increasing risk of flooding, compounded by the climate crisis. Our [West Yorkshire Climate and Environment Plan](#) recognises that some areas are under severe and constant threat, particularly in the wetter autumn and winter months. Around 3% of properties in West Yorkshire fall within a flood zone, rising to 6% in Calderdale, and flooding will become a more frequent occurrence due to climate change.<sup>63</sup>

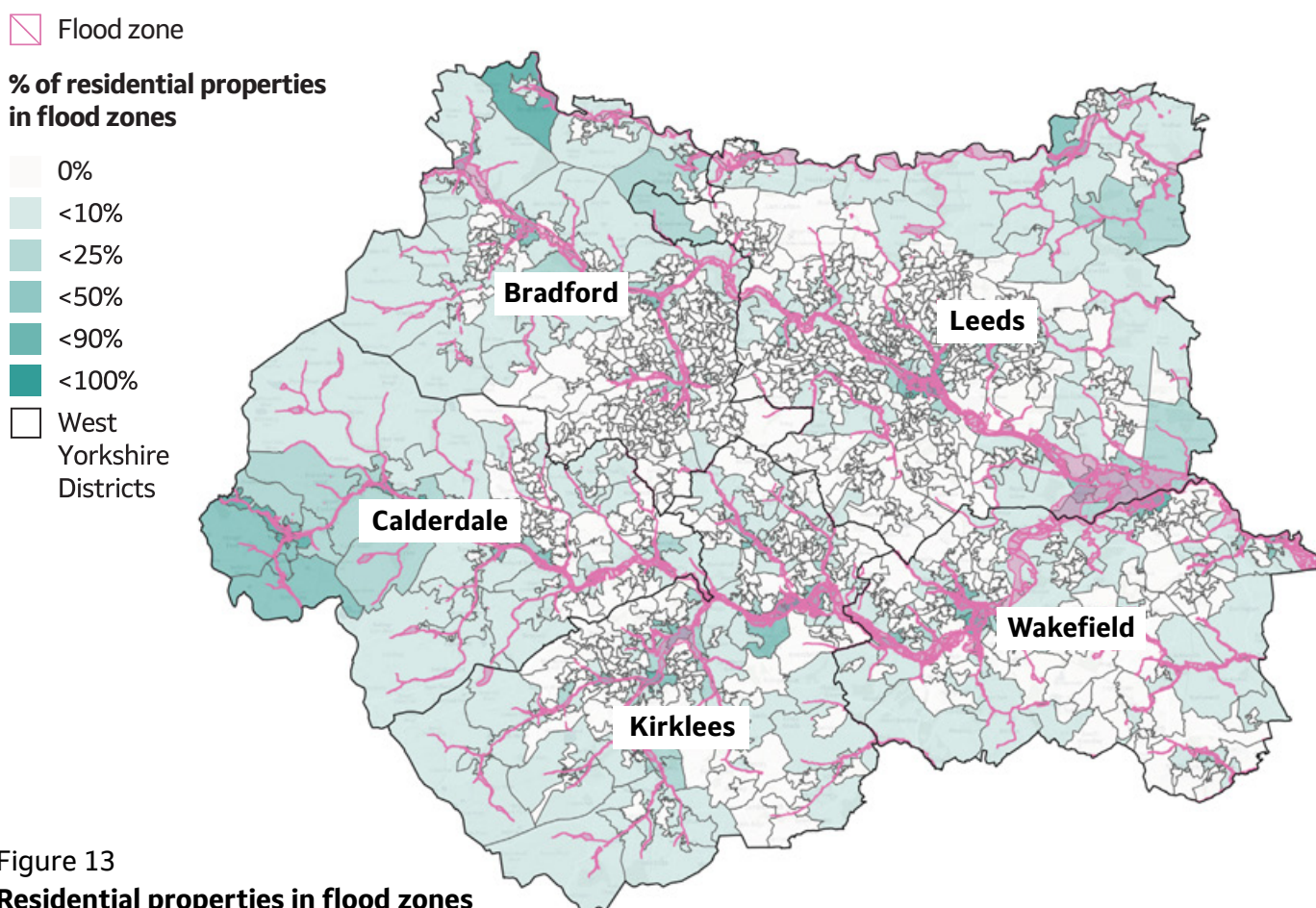


Figure 13

### Residential properties in flood zones

Source: Environment Agency 2023

Digital connectivity, particularly fast and reliable broadband, is vital to the economic performance of West Yorkshire and to delivering inclusive growth. Levels of connectivity vary across our region. Leeds has the highest proportion of properties connected to full fibre, with nearly 80% of properties connected, whereas fibre connectivity remains much lower in Calderdale at 17%.<sup>64</sup>

## Outcomes

### Improved neighbourhood safety and health through improvements in quality of place

We will work in a joined-up way across our region, in collaboration with colleagues such as the West Yorkshire Police, to ensure that housing within future and existing neighbourhoods supports the Safer Places and Thriving Communities priority set out in our existing [Police and Crime Plan](#). We will focus our investment in places that are in higher need with increased levels of deprivation, as our data shows that people living in these communities are at higher risk of crime.

### Support for developments with access to green space and space to play

We will support developments that improve access to green space and provide safe spaces to play close to home, focusing on those that make provision for areas that are currently more likely to face green space deprivation or insufficient space to play. We will continue to promote our [Safer Parks Guidance](#) and encourage cross-departmental working on women and girls' safety amongst our local authority partners, working towards safety and gender equity in green space, play and sports policies where they relate to housing development or interventions. As we develop delivery plans across our Spatial Priority Areas, we will embed considerations relating to access to green space, parks and space to play into our plans ensuring that quality of the natural environment is integral to our developments.

### Support for developments that facilitate active travel

We will support developments that improve connectivity for active travel within our region, including safe walking, wheeling and cycling infrastructure. We will work within our Spatial Priority Areas and areas identified within our Strategic Place Partnership with Homes England to improve active travel infrastructure so that residents can safely make journeys using healthier modes of transport, making active travel the natural choice for short journeys.

### Improved infrastructure resilience

We will work with our local authorities to leverage investment in community infrastructure creating sustainable places and improving access to amenities and facilities that are valued by local people. We are investing up to £22 million in West Yorkshire by backing an ambitious investment programme to reduce flood risk and to allow our communities and businesses to thrive. This includes our Natural Flood Management Programme, which focuses on reducing the frequency and damage caused by flooding, and our Flood Risk Management Infrastructure Programme. We will work with our local authority partners to ensure that current and future neighbourhoods have the climate-resilient infrastructure they need to thrive. Through our work on digital connectivity, we will continue to engage with the commercial sector to understand the reasons for market failure in certain areas, to ensure that all communities across our region have access to low-cost, high-speed internet. We will develop and implement a Digital Blueprint which will address areas of poor connectivity across the region.



## Laurence Burns

Mr Burns, 67, worked for 20 years as a miner then another 20 years as a taxi driver in the local area. He has lived in Newport House for a year and recently retired.

“It is a nice development. I think it would be a good idea for there to be more places like this as there are a lot of people out there who need good places to live like this.”





# Glossary

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## A Accessible housing

Housing that enables or supports independent living for people with disabilities or illness.

### Active Travel

Active travel refers to modes of travel that involve a level of activity. The term is often used interchangeably with walking and cycling, but active travel can also include trips made by wheelchair, mobility scooters, adapted cycles, e-cycles, scooters, as well as cycle sharing schemes.

### Affordability

We consider affordability using the proportion of household income spent on housing costs. We have undertaken detailed modelling on rental and home purchase affordability using publicly available data and models which allow us to compare disposable income with the cost of housing. The UK government has generally viewed a housing cost to income ratio over 30% as unaffordable, and so we have adopted that threshold in our analysis.

### Affordable Homes Programme

The Affordable Homes Programme is funded by central government and administered by **Homes England** (see below). It provides grant funding to support the capital costs of developing affordable housing for rent or sale. The programme has existed in various iterations since 2015.

### Affordable housing

Housing for sale or rent, for those whose needs are not met by the market as per the National Planning Policy Framework.

## B Brownfield Housing Fund

An £89million fund devolved to the West Yorkshire Combined Authority with the aim of creating more homes by bringing more brownfield land into development.

### Brownfield land

Land which is or was occupied by a permanent structure (often also referred to as Previously Developed Land) as per the National Planning Policy Framework.

## C Community-led housing (CLH)

Housing developed by a not-for profit organisation set up and run primarily for the purpose of meeting the housing needs of its members and the wider local community, rather than being a primarily commercial enterprise.

## D Decent home

A home which complies with the **Decent Homes Standard** (see below).

### Decent Homes Standard

Sets out four criteria for a decent home:

1. meets the statutory minimum standard for housing set out in the **Housing Health and Safety Rating System (HHSRS)**, (see below);
2. is in a reasonable state of repair;
3. has reasonably modern facilities and services; and
4. provides a reasonable degree of thermal comfort.

Homes provided by **registered providers of social housing** are required to meet the Decent Homes Standard by the Regulator of Social Housing. Homes provided by private

# Glossary

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landlords are not required to meet the Decent Homes Standard but are nonetheless required to meet the statutory minimum standard for housing set out in the Housing Health and Safety Rating System and are subject to duties requiring landlords to carry out repairs and safety checks.

We use this standard within the document to compare the condition of homes across tenures and between areas.

## **Dementia-Ready Housing Taskforce**

Our West Yorkshire Dementia-Ready Housing Taskforce brings together partners across housing, health and the community and voluntary sector to highlight the need for dementia-ready housing and services across West Yorkshire, increase awareness and understanding of dementia, challenge stigma, and work together to embed dementia-friendly criteria and building new homes.

## **E Energy Performance Certificate (EPC)**

A certificate recording a dwelling's energy efficiency rating (also known as a SAP rating), presented in an A-G banding system, where Band A rating represents low energy costs (i.e. the most efficiency band) and Band G represents high energy costs (the least efficient band). The energy efficiency rating is calculated using likely costs of space and water heating, ventilation and lighting, less cost savings from energy generation technologies (e.g. solar panels).

## **F Flood Zone**

Land which has a medium or higher probability of river or sea flooding. Flood zones are graded according to the annual probability of a flood event

## **Fuel Poverty**

We adopt the National Energy Action and End Fuel Poverty Coalition methodology, which considers a household to be in fuel poverty if it needs to spend 10% or more of its income on energy in order to maintain a satisfactory heating regime.

## **Future Homes Standard**

Currently subject to consultation and implementation, the Future Homes Standard is a commitment made by central government in 2019 for new build homes to be future proofed with low carbon heating and high levels of energy efficiency.

## **H Historic England**

Historic England is an executive non-department public body, sponsored by the Department for Culture, Media and Sport. It is central government's statutory adviser on the historic environment, championing historic places and helping people to understand, value and care for them.

## **Homelessness duties**

Statutory duties of local authorities to support people to prevent or relieve homelessness. Each local authority is required to consider housing needs within its area, including the needs of homeless households, to whom local authorities owe a statutory duty to provide assistance. The level of this assistance depends on whether a household meets specific legal criteria set out in homelessness legislation. For further details, see [Shelter](#) guidance.

# Glossary

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## Homelessness or homeless household

Referable to a household that does not have a home that is available and which it is reasonable for them to occupy. It includes rough sleepers (see ‘**rough sleeping**’ below), but also covers a much broader range of households. These households may not be without a roof over their heads, but are nonetheless threatened with the loss of, or are unable to continue occupying, their current accommodation.

## Homes England

Homes England is an executive non-departmental public body, sponsored by the Department for Levelling Up, Housing and Communities. Homes England is the government’s housing and regeneration agency, and aims to accelerate the pace of house building and regeneration across the country.

## Housing First

Housing First is an intervention which supports homeless people with multiple and complex needs, which most commonly relate to co-occurring mental health issues and alcohol and/or drug misuse, to access and maintain independent housing. Housing First departs from traditional ‘staircase’ or ‘treatment first’ approaches by circumnavigating transitional forms of accommodation, for example hostels and other forms of temporary accommodation such as bed and breakfast premises, and housing people directly in independent long-term settled housing with personalised, flexible and non-time-limited support.

See further [Ministry of Housing, Communities and Local Government \(2020\)](#).

## Housing Health and Safety Rating System (HHSRS)

A risk assessment tool used to assess potential risks to the health and safety of occupants in residential properties in England and Wales. There are 29 categories of hazard, each of which is separately rated, based on the risk to the potential occupant who is most vulnerable to that hazard. The individual hazard scores are grouped into 10 bands where the highest bands (A-C representing scores of 1,000 or more) are considered to pose Category 1 hazards. Local authorities have a duty to act where Category 1 hazards are present, and may take into account the vulnerability of the actual occupant in determining the best course of action.

## L Local Housing Allowance

Local Housing Allowance (LHA) rates are used to calculate the level of Housing Benefit or Universal Credit (Housing Costs Element) for tenants renting from private landlords. LHA rates are decided by the Department for Work and Pensions using information on rent levels in the local area provided by the Valuation Office Agency (VOA). The level of benefit paid to people in receipt of Housing Benefit or Universal Credit (Housing Costs Element) is currently set at the 30th percentile of rents in the local area, which means it should cover the lower 30% of rents, and is based on the number of bedrooms the claimant is entitled to. Since April 2012, LHA rates have not always been linked to changing market prices and have been subject to different uprating decisions and freezes.



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## **M** Mass Transit

A large-scale public transport system which usually connects cities and suburban areas. Typically, mass transit would use one or more modern high-capacity bus, tram or tram-train type vehicles.

## **Modern Methods of Construction (MMC)**

An umbrella term used broadly to describe contemporary innovations in construction, including new technologies (such as digital tools and techniques), offsite manufacture and use of efficient processes to deliver better economic, environmental and social outcomes.

## **N** Non-decent home

A home which fails to comply with the **Decent Homes Standard** (see above).

## **P** People Powered Homes

People Powered Homes is the **community-led housing** (see above) enabler hub for West and South Yorkshire, supporting groups through the process of creating the homes that their communities need. It provides support through national and local policy work and network, to create and support an environment which leads to more community-led housing.

## **R** Retrofit (domestic)

Works undertaken to improve the thermal efficiency and air tightness and/or installing renewable technologies where appropriate.

## **Right to Buy**

A central government scheme which allows most tenants of **local authority registered providers of social housing**, as well as some tenants of **private registered providers of social housing**, to buy their home at a price lower than the full market value based on the length of time they have spent at a tenant.

## **Rough sleeping**

Rough sleepers are defined by central government as people sleeping, about to bed down, or actually bedded down in the open air (such as on the streets, in tents, doorways, parks, bus shelters or encampments). People in buildings or other places not designed for habitation (such as stairwells, barns, sheds, or cars) are also considered to be rough sleepers. The definition does not include people in hostels or shelters, people on campsites, squatters or travellers.

## **S** Self-Build

Housing built by an individual, a group of individuals or persons working with or for them to be occupied by that individual as per the National Planning Policy Framework.

## **Small and Medium Enterprises (SMEs)**

An organisation that has fewer than 250 employees and a turnover of less than £25 million. shared ownership basis. Providers of social housing must be registered with the Regulator of Social Housing.

# Glossary

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## Social housing provider or registered provider of social housing

Social homes can be provided by a **local authority registered provider** (often known as 'council housing') or a **private registered provider of social housing** (which includes 'housing associations'). Social homes are usually rented at a below-market rent or on a shared ownership basis. Providers of social housing must be registered with the Regulator of Social Housing.

## Spatial Priority Area (SPA)

The largest and/or most strategic growth opportunities across West Yorkshire, agreed with local authorities.

## Strategic Place Partnership

A collaboration agreement between West Yorkshire Combined Authority and Homes England which sets out our joint objectives for the region and strategic housing-led development projects aligned to Spatial Priority Areas.

## T Temporary Accommodation

If a local authority owes (or is considering whether they owe) a household a **homelessness duty** (see above), they may be placed in temporary accommodation pending the completion of inquiries into an application, or they might spend time waiting in temporary accommodation after an application is accepted until suitable secure accommodation becomes available.

## Tenure

In this strategy, households are typically grouped into three broad categories known as tenures: owner occupiers, social renters and private renters. The tenure defines the conditions under which the home is occupied, whether it is owned or rented, and if rented, who the landlord is and on what financial and legal terms the let is agreed.

## W West Yorkshire Health and Care Partnership

The West Yorkshire Health and Care Partnership is an '[Integrated Care System](#)'. It works in partnership with NHS organisations, councils, Healthwatch, hospices, charities and the community, voluntary and social enterprise sector to improve the health and well-being of people living in West Yorkshire (including Craven).

## West Yorkshire Housing Partnership (WYHP)

A partnership of housing associations operating in West Yorkshire.

## West Yorkshire Integrated Care Board

The West Yorkshire Integrated Care Board (ICB) is part of the **West Yorkshire Health and Care Partnership**. The role of the ICB is to arrange the provision of a comprehensive universal health service for all residents and people who require treatment in West Yorkshire. They manage the NHS budget and work with local providers of NHS services, such as hospitals and GP practices, to agree how they will contribute to the strategy set by the West Yorkshire Health and Care Partnership.

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