

DEVELOPMENT PLAN PANEL

Meeting to be held in Civic Hall, Leeds, LS1 1UR on
Tuesday, 12th November, 2019
at 1.30 pm

MEMBERSHIP

Councillors

B Anderson
C Campbell
A Carter
C Gruen
J McKenna
N Walshaw (Chair)
S Arif
D Collins
R Finnigan
L Mulherin
K Ritchie

A G E N D A

Item No	Ward	Item Not Open		Page No
1			APPEALS AGAINST REFUSAL OF INSPECTION OF DOCUMENTS To consider any appeals in accordance with Procedure Rule 15.2 of the Access to Information Rules (in the event of an Appeal the press and public will be excluded) (*In accordance with Procedure Rule 15.2, written notice of an appeal must be received by the Head of Governance Services at least 24 hours before the meeting)	
2			EXEMPT INFORMATION - POSSIBLE EXCLUSION OF THE PRESS AND PUBLIC 1 To highlight reports or appendices which officers have identified as containing exempt information, and where officers consider that the public interest in maintaining the exemption outweighs the public interest in disclosing the information, for the reasons outlined in the report. 2 To consider whether or not to accept the officers recommendation in respect of the above information. 3 If so, to formally pass the following resolution:- RESOLVED – That the press and public be excluded from the meeting during consideration of the following parts of the agenda designated as containing exempt information on the grounds that it is likely, in view of the nature of the business to be transacted or the nature of the proceedings, that if members of the press and public were present there would be disclosure to them of exempt information, as follows:	

Item No	Ward	Item Not Open		Page No
3			LATE ITEMS To identify items which have been admitted to the agenda by the Chair for consideration. (The special circumstance shall be specified in the minutes).	
4			DECLARATION OF DISCLOSABLE PECUNIARY INTERESTS To disclose or draw attention to any disclosable pecuniary interests for the purposes of Section 31 of the Localism Act 2011 and paragraphs 13-16 of the Members' Code of Conduct	
5			APOLOGIES FOR ABSENCE	
6			MINUTES To agree the minutes of the meeting held 15th October 2019.	1 - 6
7			CLIMATE EMERGENCY AND PLANNING The report of the Chief Planning Officer provides Members with an update on the developing work programme for the Planning, Energy and Buildings Working Group which advises the Climate Emergency Advisory Committee (CEAC) and how this has key links with the work programme of DPP. The report provides background on the current national and local policy framework, largely provided by the Leeds Local Plan and sets out the work programme for how planning can help achieve the Council's ambitious targets by 2030. (Report attached)	7 - 16

Item No	Ward	Item Not Open		Page No
8			TRANSPORT SUPPLEMENTARY PLANNING DOCUMENT (SPD) The report of the Chief Planning Officer provides an update on the contents of the Transport SPD, and the Development Plan Panel are invited to provide comments, as part of the consultation period. The report highlights that the SPD review has taken place over a couple of years and it is essential to move this forward to give certainty to those implementing the policies. (Report attached)	17 - 26
9			IMPLEMENTATION OF CORE STRATEGY POLICY H4 - HOUSING MIX The report of the Chief Planning Officer provides the Panel with an overview on the effectiveness of the Council's housing mix policy and its implementation. The report highlights that the implementation note will provide more clarity on the interpretation and application of Policy H4, with the aim of achieving the housing mix need requirement across the city and provides up-to-date evidence in support of the policy itself. (Report attached)	27 - 36
10			DATE AND TIME OF NEXT MEETING To note the date and time of the next meeting as 17th December at 13:30.	

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			<u>Third Party Recording</u> Recording of this meeting is allowed to enable those not present to see or hear the proceedings either as they take place (or later) and to enable the reporting of those proceedings. A copy of the recording protocol is available from the contacts named on the front of this agenda. Use of Recordings by Third Parties– code of practice a) Any published recording should be accompanied by a statement of when and where the recording was made, the context of the discussion that took place, and a clear identification of the main speakers and their role or title. b) Those making recordings must not edit the recording in a way that could lead to misinterpretation or misrepresentation of the proceedings or comments made by attendees. In particular there should be no internal editing of published extracts; recordings may start at any point and end at any point but the material between those points must be complete.	

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Use of Recordings by Third Parties– code of practice

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Development Plan Panel

Tuesday, 15th October, 2019

PRESENT: Councillor N Walshaw in the Chair

Councillors B Anderson, C Campbell,
A Carter, C Gruen, J McKenna, D Collins,
R Finnigan, L Mulherin and K Ritchie

The Chair welcomed approximately 20 students from Leeds Beckett University in attendance. Following this, brief introductions were made.

In addition, the Chief Planning Officer congratulated Martin Elliot on his newly appointed position, Head of Strategic Planning.

19 Appeals Against Refusal of Inspection of Documents

There were no appeals.

20 Exempt Information - Possible Exclusion of the Press and Public

There was no exempt information.

21 Late Items

There were no late items.

22 Declaration of Disclosable Pecuniary Interests

There were no declarations of disclosable pecuniary interests.

23 Apologies for Absence

Apologies for absence were received from Councillor S Arif.

24 Minutes

RESOLVED – That, subject to an amendment to minute 7, of the Development Plan Panel meeting held 24th June 2019, to read

'Most sites adjoining the A65 are no longer proposed for allocation. The major site near Horsforth roundabout did have a site requirement for widening the A65 however this site is not now allocated for housing. For the few remaining allocations (HG2-46 Horsforth Waste Water Treatment Works, HG2-234 extensions to Kirkstall Forge), specific site requirements for road widening have not been applied in the SAP as there are no plans to widen the A65. The Quality Bus Initiative has been introduced up to Kirkstall Forge. Any future transport improvement schemes would be taken into consideration in the determination of any planning applications affected',

the minutes of the DPP meetings be approved:

- a) 24th June 2019
- b) 3rd September 2019 (additional meeting)

25 Matters Arising

Minute 7 Site Allocations Plan –

- Haigh Wood North (HG2-168) and Haigh Wood West (HG2-169). A Member referred to a previous request, that the history of these sites in regard to the Unitary Development Plan (UDP), be provided. Officers confirmed that information can be provided at a later date.

Minute 16 Bradford Core Strategy Partial Review –

- A Member sought clarity on the steps that had been taken since the previous meeting. In response, officers informed the Panel that:
 - I. Plan making process - an update will be provided when Bradford Council have considered Leeds' Response to Bradford's Core Strategy Partial Review (CSPR) Preferred Options. In addition, it was confirmed that Leeds' have had a conversation with Bradford Council, to reinforce the consultation comments; in response to this, Members' requested that the responses which had been sent to Bradford, be circulated to Panel Members.
 - II. Continuing the conversation through the Duty to Cooperate process.
- A Member referred to a recent planning seminar which had taken place, and sought clarity on whether joint meetings could be set up between officers, and Elected Members. The Panel agreed this would be something they want to explore, and the Chief Planning Officer agreed to report back on the position of this at a future Panel meeting.

Minute 17 Core Strategy Selective Review –

- Officers confirmed that the date in which a person could make an application to the High Court under Section 113, would expire on the 23rd October 2019 (this is the period of six weeks starting the day after the date on which the Plan was adopted).

26 Site Allocations Plan (SAP) Review

Further to the minutes of the meeting held, Monday 24th June 2019, the report of the Chief Planning Officer invited the Panel to note the initial considerations in reviewing the SAP housing allocations.

The report details that the Core Strategy Selective Review (CSSR) was adopted by Full Council on the 11th September, and the SAP Policy HGR1 requires the Council to undertake an immediate review of the SAP, to look at whether there is a need for additional housing; this would be in light of the lower housing target.

The Head of Strategic Planning presented the report, and provided some background context and history on the position of the SAP, and highlighted:

- The Adopted Site Allocations Plan (2019) identifies land for 59,718 homes between 2012 and 2028;

- 46,352 (net) homes will be needed as set out in Policy SP6 and this takes into account the need to add demolitions of housing and discount a windfall allowance;
- The technical exercises of work required to be completed to inform the evidence base will include:
 - Extending the plan period
 - Discounting housing sites already built between 2012-2017
 - Taking account of past delivery rates in individual market areas
 - Look at the up to date deliverability of the housing supply
 - Consider the effect of any permissions granted since adoption of SAP (check for changes to SAP site capacities or large windfalls)
 - Consider the need for buffers and flexibility
- The indicative timetable – Submission by late 2020, and adoption by mid-2021.

Discussions with the Panel, highlighted the following matters:

Brownfield Sites. A Member commented that in order to come forward with any additional housing sites to meet the housing needs up to 2033, a comprehensive review of brownfield sites would be needed. In response, the Head of Strategic Planning explained that the infill of brownfield sites would be reviewed against the Spatial Policy 1 (SP1): Location of Development; it was averaged that over the last 5 years, brownfield permissions averaged at approximately 74%. In addition, Members were informed that sites they wish to recommend for allocation, or on which they have further information, officers can assess these against existing records. In addition to this, a Member queried the formalities of replacing a Greenfield site for a Brownfield site in the SAP; it was confirmed that those Greenfield sites already adopted as housing allocations, will remain allocated, and this wouldn't be an option through the SAP review.

Gypsy and Traveller site provision. A Member requested to receive further clarity on the terminology of a 'Gypsy and Traveller site'. In responding, officers explained that the term related solely to permanent caravan provision. Additionally, it was reiterated that the Inspector had agreed the plan is sound, subject to those sites being monitored, and should the required 13 sites not be met by 2023, an individual site review for provision will be required.

CS Spatial Policy 7 – Housing Distribution. Further information was sought on how all of the Housing Market Characteristic Areas (HMCA) would benefit from the distribution of housing, and raised concern around the deliverability in providing additional sites before 2033. The Head of Strategic Planning explained that officers would take into account the level of need, the availability of sites and the infrastructure in each HMCA; the SAP includes 50k homes which the Inspector considered deliverable. Additionally, it was added that the Inspector considered and accepted those sites put forward from Members of the Panel.

Climate Emergency. Following the Climate Emergency declaration, Members' sought clarity on how climate issues will be fed into future planning applications, and identified the need to introduce recommendations which reflect the future sustainability of developments. In responding, the Chief Planning Officer explained

this would be an on-going process, taking on board the Inspector's and Members' comments, and identifying broader issues. Moving forward, it has been acknowledged that policies would be embedded in a more strategic fashion.

Density. A Member suggested that the density of residential land use be reviewed, as an extra technical exercise for officers to undertake as part of their remit of work. The Panel were informed that the Strategic Housing Land Availability Assessment (SHLAA) strengthened the council's available land supply; providing a stronger indication on the additional land needed. It was noted that site capacities were indicative and could be higher. Furthermore, the Chief Planning Officer added that an integrated approach would be taken, and work would be undertaken with the university to model density.

RESOLVED –

- a) To note the contents of the report and the discussions held at the meeting;
- b) To note the intention to receive a further report in due course.

27 Housing Delivery Plan

The Principle Planner, City Development, introduced the report of the Chief Planning Officer which set out the purpose of the Housing Delivery Plan (HDP) and how this presents the Council's strategic approach to policy implementation of the Local Plan; it highlighted the Best Council Plan priorities for housing growth alongside inclusive growth, health and well-being and the climate emergency.

Appendix 1 to the report included a copy of the draft HDP – setting out a range of projects, programmes and strategies that are in place to boost the delivery of new housing across the City; further ensuring how the homes delivered will meet the needs of the City's existing and future residents.

General discussions covered the following topics:

Viability – a Member referred to a scheme which had been marginally viability funded, and raised concern that this would set a precedent for future applications. In response to this, the Head of Strategic Planning explained this specific example, was a result of not having a 5 year land supply and going forward, now with a 5 year land supply the Council can seek a full range of policy requirements. In addition, the Panel were informed that officers play a key part at the outline planning application stage, in ensuring there are no key viability issues of concern.

Further to this, the Chair and Panel requested and agreed that an item at a future DPP meeting be added to the work schedule to review the position on viability.

Leeds Joint Health & Well Being Strategy (2014 - 2015) – a Member suggested that this be incorporated into the HDP to add additional weight to the document.

Climate Emergency – as well as discussing planning applications which had previously been allowed at plans panels which were below the minimum standards, Members' agreed that climate policies were now a very important consideration in considering planning applications. In light of this, a Member specifically referred to the Citu housing developments across Leeds, and them being in line with the climate

emergency ambitions, and identified these developments as being an example of what requirements the HDP should endorse.

Additionally, on page 7 of the HDP draft document, a Member requested that the inclusion of a word be added, for the sentence to read ‘...the protection and enhancement of green and blue infrastructure and the management of waste flows...’

Policy H5, Affordable Housing – further clarity was provided, and the Panel were informed 60% of affordable dwellings are needed for affordable or social rent, and 40% are needed for intermediate tenures (as defined in the NPPF). It was noted that this provides affordable homes to those on very low earnings. Intermediate affordable housing sits between the price of market housing and the price of social rented affordable housing.

Further to this, it was requested that the terminology of affordable housing be provided in the HDP draft document.

Land Banking - In responding to a query on whether the HDP draft document reflected the Independent Review of Build out Rates Report – Letwin Review, the Panel were informed that policy changes would be carried out through National Planning Policy Framework (NPPF) and National Planning Practice Guidance changes (NPPG).

Delivery of Greenfield & Brownfield permissions – in responding to a query in regard to the permissions granted on greenfield land in 2016, and these being almost equal to those on brownfield land, officers confirmed this was due to the number of appeal losses on safeguarded greenfield sites, and not having a 5 year housing land supply or up to date plan. The Council is now in a stronger position to resist such speculative greenfield developments.

RESOLVED –

- a) To note the contents of the report and discussions held at the meeting;
- b) To note the contents of the HDP document (attached at Appendix 1 of the submitted report);
- c) To note the work planned to review viability issues, as an addition to the work schedule and that this be brought to a future DPP meeting;
- d) To request that the information outlined in the minutes, be actioned.

28 Date and Time of Next Meeting

RESOLVED – To note the date and time of the next meeting as Tuesday, 12th November, 2019, at 1.30pm.

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Report author: Martin Elliot

Tel: 0113 37 87634

Report of Chief Planning Officer

Report to Development Plan Panel

Date: 12th November 2019

Subject: Climate Emergency and Planning

Are specific electoral wards affected? If yes, name(s) of ward(s): ALL	☒ Yes ☐ No
Has consultation been carried out?	☐ Yes ☒ No
Are there implications for equality and diversity and cohesion and integration?	☐ Yes ☒ No
Will the decision be open for call-in?	☐ Yes ☒ No
Does the report contain confidential or exempt information? If relevant, access to information procedure rule number: Appendix number:	☐ Yes ☒ No

Summary

1. The Council recognises that climate change is one of the greatest challenges facing humanity and is committed to tackling the causes of climate change in Leeds and being resilient to its impacts. As part of this, the Council is committed to making Leeds carbon neutral by 2030.
2. The Council's plans for tackling the causes of climate change include: a low carbon economy, sustainable infrastructure, improving air quality, reducing pollution, reducing emissions from buildings, promoting less waste, reducing the need to travel, reducing flooding and other risks from future climate change.
3. The statutory planning system is one of the main ways in which climate change can be mitigated and can help places be more resilient to its impacts because it has a key role in place-making by shaping the use of land and buildings through the grant of planning permission in line with a Development Plan.

Recommendations

4. That members note the report and the 5 objectives, which form the initial focus of the Building, Energy and Planning Working Group.

1. Purpose of this report

- 1.1 This report sets out the role of the planning system in mitigating and adapting to climate change. It provides background on the current national and local policy framework, largely provided by the Leeds Local Plan and sets out the work programme for how planning can help achieve the Council's ambitious targets by 2030.
- 1.2 It is noted that this paper was considered at the 23rd October meeting of the Climate Emergency Advisory Group (CEAC). It is brought to Development Plan Panel for consideration to update Members on the developing work programme for the Planning, Energy and Buildings Working Group which advises the CEAC and has key links with the work programme of DPP.

2. Background information

The Planning System

- 2.1 The planning system ensures that the right development happens in the right place at the right time, benefitting communities, the economy and the environment. It specifies the quantity and quality of development, what needs to be protected or enhanced in order to ensure that development is sustainable.
- 2.2 The Council can set out a vision and framework for the future development of Leeds in a Local Plan. This addresses needs and opportunities in relation to housing, the local economy, community facilities and infrastructure. It provides a degree of certainty for communities, businesses and investors, and a framework for guiding decisions on individual planning applications.
- 2.3 A Local Plan must be examined by an independent inspector whose role is to assess whether the plan has been prepared in line with the relevant legal requirements (including the Duty to Cooperate and a Sustainability Appraisal) and whether it is "sound" i.e. positively prepared, in line with national policy, justified and effective (i.e. deliverable). In demonstrating these tests Local Plans need to be supported by robust evidence bases, including on viability.
- 2.4 Decision taking must be in line with the Development Plan (the Local Plan and any Neighbourhood Plans). Supplementary Planning Documents (SPD) add further detail to policies in the Local Plan. They can be used to provide additional guidance for development on specific sites, or on particular issues, such as design and place-making.

The Legal Framework

- 2.5 There is a statutory duty on local planning authorities to include policies in their Local Plan designed to tackle climate change and its impacts. This is set out below:

Legislation	Implications
Planning & Compulsory Purchase Act (2004)	Planning must secure that the development and use of land contributes to the mitigation of and adaptation to climate change
Planning Act (2008)	A duty that Plans have climate change targets and policies
Planning & Energy Act (2008)	Powers to require some low-carbon energy generation from new development
Climate Change Act (2008)	Establishes the importance of planning in securing legally binding targets

National Guidance

- 2.6 The National Planning Policy Framework states that plans must “*pro-actively shape places in a way that contributes to radical reductions in greenhouse gas emissions, minimise vulnerability and improve resilience*”. It also notes that LPAs must take account of the Climate Change Act 2008, which involves setting carbon dioxide emissions reduction targets, measuring progress on carbon dioxide emissions reduction and requiring on-site renewable energy generation.
- 2.7 The NPPF also contains policies on a wide range of other topics such as significantly boosting the supply of housing, the use of land and the importance of development being viable to willing developers. The balance between these factors is left to local planning authorities to strike through Local Plan preparation.
- 2.8 It is noted that there has been a period of instability as regards the requirements for energy efficiency of buildings and on-site generation following the cancellation of the Code for Sustainable Homes. Very recent consultation on this subject provides some clarity (see below para. 3.7).
- 2.9 The deregulation of planning through the expansion of permitted development, which leads to the conversion of commercial and other properties for housing, without planning control, is also a factor in planning for climate change.

The Leeds Local Plan

- 2.10 Climate change has been a key feature of spatial planning for the past 20 years and has been a key driver of the shape of the Leeds Local Plan, which currently comprises the following documents:
 - 2.10.1 The Core Strategy (as amended 2019), sets a spatial strategy that:
 - a) Focuses the majority of housing and employment development in the city centre, main urban area and major settlements so as to reduce the need for people to travel to work and enable such journeys to be by public transport (74% of housing development has been in these areas since 2012)
 - b) In some cases, in the outer areas, and reflecting the geography of Leeds, aims to meet local needs locally through sustainable development supported by new or enhanced infrastructure
 - c) Includes a carbon reduction target of 40% between 2005 and 2020
 - d) Priorities the use of brownfield land (on average 81% of all development since 2012 is on PDL)
 - e) Protects, maximises and extends a network of green infrastructure including green spaces
 - f) Secures net gains for biodiversity through habitat protection, creation and enhancement
 - g) Manages flood risk and makes space for water in new developments
 - h) Sets challenging carbon emission reduction targets above current building regulations and energy generation targets for new buildings
 - i) Encourages commercial scale renewable energy generation
 - j) Establishes and encourages heat networks and energy recovery facilities

- k) Requires electric vehicle charging points in all new developments (recently introduced)
- 2.10.2 The Natural Resources and Waste Local Plan (2013) elaborates on the strategic policies of the CS as well as including policies to:
 - a) Encourage a more efficient use of natural resources and increase waste re-use, recycling, composting and residual waste treatment with energy recovery so that as little waste as possible is disposed of at landfill
 - b) Improve air quality
 - c) Protect existing railway sidings and canal wharves to encourage better use of the water and rail transportation networks for the sustainable movement of freight.
 - d) Ensure that when trees must be lost through development they are replaced at a rate of three trees for every one lost.
- 2.10.3 The Aire Valley Leeds Area Action Plan (2017) plans for over 4,000 homes on previously developed land in a former industrial part of Leeds with a new economic hub (focused on the Enterprise Zone and the South Bank). It is set within the context of a green infrastructure plan and recommends where sites should be joined up to the heat network.
- 2.10.4 The Site Allocations Plan (2019) plans for:
 - a) 52,000 homes in locations which have been assessed as sound and sustainable through independent examination
 - b) 245ha of employment land and 830,000 sqm of office space in local and town centres
 - c) over 60% of housing on previously developed land
 - d) over 1,600 green spaces are designated and protected from development
 - e) delivery of new schools on large allocations
 - f) flood risk mitigation, landscaping, the protection of biodiversity and on site green space provision through site requirements, consistent with and necessary to respond to climate change issues.
- 2.11 As well as the policies in the Local Plan the Council has supplementary planning policies in *Building for Tomorrow Today* (2011) which provide practical guidance for design and construction projects within Leeds aiming to achieve the highest possible levels of sustainability and is accompanied by a developer checklist. Also *Neighbourhoods for Living* (2003) is a guide focussed on the process of achieving better urban design and place-making.
- 2.12 The suite of policies in the Leeds Local Plan are already ambitious when set against current national policy. In terms of bench marking the City Council's baseline position, an initial review of the London Plan, Adopted Plans within Core Cities and the Leeds City Region has been undertaken. This highlights that the London Plan has recently stepped up ambitions to reduce CO² targets, which are currently being tested at public examination. In comparison, the majority of Core Cities and those within the City Region do not have the same comprehensive suite of policies on climate change as Leeds does and the City performs well when benchmarked against other local authorities.

2.13 However, it is recognised that although strong policies exist, delivery on the ground must be more dependable and their outcomes monitored. There are a number of challenges in this regard:

- The current suite of indicators in the Local Plan are not targeting policies for climate change and they are difficult to find out e.g. the energy efficiency of new dwellings once built
- A lack of resources has meant a loss of skills on energy and climate change
- A national focus, through a “presumption in favour of sustainable development” has meant that in the absence of an up to date Local Plan and lack of a 5 year housing land supply the delivery of housing takes priority
- Guidance on the viability of schemes has been a key factor of development decision taking since the economic recession in 2008. Whilst this has been rebalanced through revisions to the NPPF it can remain a limiting factor on ambition

3. Main issues

3.1 The existing suite of Local Plan policies provides a comprehensive framework from which to progress in order to achieve more urgently the revised overall reductions in carbon emissions set out in the April Executive Board Report.

3.2 The Planning, Energy and Building Working Group (PEBWG) met on 16th September and discussed the issues raised above along with a draft action plan. They agree that there is an initial focus of planning which can be summarised around 5 key objectives as follows:

Objective 1: Increase the responsiveness of the development industry to the climate emergency and learn from industry good practice

3.3 A means of engaging with the development industry is to be established with the view of changing the current mind set of developers. An approach to this would be to establish a forum which will provide a basis for ongoing discussions with relevant stakeholders in the development industry in Leeds about achieving the roadmap to lower carbon targets in Leeds up to 2030. The forum will provide an industry view on the planning, energy and building issues arising and seek innovative ways to help achieve these targets.

3.4 Other means of engaging with industry will be considered, including: the potential to extend the Leeds architecture awards to include “best carbon saving” and “best climate resilient” categories; a Leeds Climate Change Summit and a best practice web-site showcasing exemplary delivery such as CITU.

Objective 2: Increase the knowledge of planners and plans panel members to take more effective development decisions

3.5 As noted above there is a strong policy basis from which to address climate change in Leeds, but there is recognition that its implementation needs to be sharpened. This is more achievable now that the Council has an up to date Local Plan in place and a 5 year housing supply. Activities will focus on:

- A series of implementation guidance notes that maximises the effectiveness of current policies and ensures that they have appropriate weight in decision taking
- Improved monitoring and delivery of current policies
- A clarification of Building for Tomorrow Today and promotion of Neighbourhoods for Living which will seek to embed place-making for the climate emergency (alongside health and wellbeing and inclusive growth) in all development decisions
- Planning briefs for key sites which place climate change at the heart of development proposals at an early stage
- A training programme for officers, which is focussed on embedding and mainstreaming climate change as a core value across planning and wider City Development
- A training programme for Members

Objective 3: Lobby key agencies so as to promote national and regional change

- 3.6 As the Council works towards the roadmap to 2030 it will be important to understand the limits to carbon reduction which are placed on the planning system and Building Regulations by Government policy and the decisions of the Planning Inspectorate.
- 3.7 It is noted that MHCLG has recently launched a Future Homes Standard consultation to which the Council will respond. This sets out potential changes to Building Regulations, which set minimum levels of energy efficiency in buildings. The consultation sets out two options to uplift energy efficiency standards:
- Option 1: 20% reduction in carbon emissions compared to the current standard. This is the level Leeds currently expects (driven through Core Strategy Policy EN1).
 - Option 2: 31% reduction in carbon emissions compared to the current standard. Government anticipate this could be delivered based on the installation of carbon-saving technology such as photovoltaic (solar) panels and better fabric standards
- 3.8 By setting an ambitious minimum standard the Government recognises that the current approach to expecting individual authorities to set their own ambitious standards is inconsistent, confusing, and creates inefficiencies in supply chains, labour and outcomes. However, the Government are also proposing that once set as a minimum, local authorities would be restricted from imposing any further uplift.
- 3.9 Government have noted that after the scrapping of the 2016 Zero Carbon Homes standard, a number of local authorities (including Leeds) stepped up and used their powers to set higher energy standards - thereby usefully demonstrating to Government the viability of mandating such standards nationwide. There will be other areas in and around this agenda where a similar approach can be taken.

Objective 4: Adopt a Local Plan Review with the climate emergency at its heart

- 3.10 National guidance states that LPAs should review their plans every 5 years to see if they need updating. This process has started with a recognition that there is a need to ensure that climate change sits at the very heart of any revised spatial strategy and strategic policy framework for Leeds. The Council's Development Plan Panel is due to consider the initial headline scope of a review before the end of the year.
- 3.11 Such a review would require an updated evidence base, including on low carbon and renewable energy generation, flood risk assessments which understand climate change scenarios and consideration of the viability of development and the ability of local policies to ensure that new buildings play a key role in delivering carbon reduction targets.
- 3.12 As part of plan-making there is a need to continue to work with local communities to maximise the role of Neighbourhood Plans in mitigating and adapting to climate change. Many groups in Leeds are already engaged with local sustainability and resilience issues, such as green infrastructure provision. Many groups are keen to set policies on climate change as well as use NPs to identify projects that could be funded through local CIL and other means. The Council is in the process of building on an initial workshop with local groups supported by the Centre for Alternative Technology.

Objective 5: Develop a trajectory to 2030 which clearly evidences and monitors the roles of relevant sectors (inc. planning)

- 3.13 Working with the Climate Commission and the University of Leeds the LPA will work towards clarifying and evidencing the specific role of planning in achieving carbon reduction targets. This will be important so as to justify new policies, monitor their delivery and also to ensure that there is a clear understanding at the decision taking stage of the likely climate change impacts arising from development and how they should be minimised and/or mitigated.
- 3.14 This workstream involves recognising that the planning system has a key role to play in this agenda and a) this must be clearly set out and monitored, b) the planning system can't do everything on its own, but that barriers to delivery can be used to help influence changes via objective 3 and c) there are critical synergies that need to be made with other sectors.
- 3.15 Work is progressing on this, including exploring relationships around the following cross-cutting sectors:
- Transport/Mobility, including reducing the need to travel, walking/cycling, modal shift, public transport infrastructure, transport strategy, mass transit and managing airport growth
 - Waste Management, including reducing levels of consumption and a waste hierarchy (i.e. reduce, re-use and recycle)
 - Low carbon and renewable energy generation, energy consumption and energy hierarchies (i.e. reduce demand, improve efficiency and source need from sustainable sources)
 - Building Design & Construction, including new buildings and deep retrofitting of existing residential & commercial stock

- Biodiversity, Green and Blue Infrastructure
 - Green economy & supply chains for inclusive growth
 - Procurement
 - Sustainable Infrastructure for Climate Change Resilience
 - Taking personal responsibility
- 3.16 Within this framework there will be a need for an understanding of where the Council can take a lead, where the combined authority is best placed to lead, which partnerships can deliver better outcomes and the cost benefits of different options.

4. Corporate considerations

4.1 Consultation and engagement

- 4.1.1 There are no specific consultation and engagement implications pertaining to this report but consultation and engagement will be a key consideration as the 5 objectives noted in the report are delivered.

4.2 Equality and diversity / cohesion and integration

- 4.2.1 An EDCI is not required for this report. Appropriate EDCI screenings / assessments will be undertaken in the course of the projects noted in the report.

4.3 Council policies and the Best Council Plan

- 4.3.1 The work programme set out in this report seeks to establish the clear role of planning in delivering the Council's Climate Emergency. At the same time it is important to note that many of the policy approaches to this such as good place-making will at the same time deliver on the inclusive growth and health and well-being agendas of the Council.
- 4.3.2 Planning is relevant to the delivery of all the priorities in the Best Council Plan and this role will be appraised and maximised as the projects described above are implemented.

4.4 Resources, procurement and value for money

- 4.4.1 There are no specific implications to this report. However, the objectives listed will require resources to deliver, not least a Local Plan Review. In general these will be met from within existing budgets.

4.5 Legal implications, access to information, and call-in

- 4.5.1 There are no legal implications for the contents of this report.

4.6 Risk management

- 4.6.1 The risks relating to the Climate Emergency are that the actions do not adequately address the need to reduce carbon emissions in-line with the

Council's and national objectives.

5. Conclusions

- 5.1 This report sets out a summary of the role of the planning system, the legal and national guidance framework and current situation in Leeds as regards the Local Plan policies on climate change.
- 5.2 The report sets out 5 objectives for the Planning, Building and Energy Working Group to pursue, which include a stronger focus on delivery and implementation now of the policies that the Council currently has (made easier by the up to date Local Plan and the presence of a 5 year housing land supply), working with the development industry to encourage better performance now and preparing for 2030 and reviewing statutory policies in the Local Plan to help achieve carbon emissions reductions by 2030.

6. Recommendations

- 6.1 That Members note the report and the 5 objectives which form the initial focus of the Building, Energy and Planning Working Group.

7. Background documents¹

- 7.1 None.

¹ The background documents listed in this section are available to download from the council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.

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Report author: Gillian MacLeod
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Report of the Chief Planning Officer

Report to Development Plan Panel

Date: 12th November 2019

Subject: Transport SPD

Are specific electoral Wards affected? If relevant, name(s) of Ward(s): All	☒ Yes	☐ No
Are there implications for equality and diversity and cohesion and integration?	☒ Yes	☐ No
Is the decision eligible for Call-In?	☐ Yes	☒ No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: Appendix number:	☐ Yes	☒ No

Summary of main issues

1. The Transport SPD replaces four existing transport related SPD's, the Street Design Guide, Travel Plans, Parking and Public Transport and Developer Contributions.
2. The amalgamation and review of the SPD's has been ongoing since 2017 following consent to proceed given by Planning Board in January 2017.
3. In addition to the existing SPD's there is a new requirement within the Core Strategy and Site Allocations Plan for a "cumulative impact policy" to provide a methodology to implement this requirement to take part contributions to schemes identified as being required due to growth from the whole plan period.
4. The Climate Emergency was declared by Leeds City Council in March 2019 and this lead to amendments being made to the SPD but it was considered that a wholesale review at this time would delay the implementation of a cumulative impact policy.
5. The Transport SPD is now ready for external consultation and a timetable for consultation and adoption is provided at Appendix 1.

Recommendation

6. Development Plan Panel is invited to note the contents of the Transport SPD and provide any comments as part of the consultation process.

1 Purpose of this Report

- 1.1 To update Development Plan Panel about the content of the Transport SPD and allow any comment to be fed into the consultation process.

2 Background Information

- 2.1 Paragraph 153 of the NPPF states that, “additional development plan documents should only be used where clearly justified. Supplementary planning documents should be used where they can help applicants make successful applications or aid infrastructure delivery, and should not be used to add unnecessarily to the financial burdens on development.” It is considered that the Council has a clear policy context for highway safety, travel plans, parking and public transport accessibility as well as new requirements for cumulative impact considerations and that this is reflected in the Adopted Core Strategy. The SPD can assist more targeted use of the current policy framework of GP5, T1, T2, ID1, EN8, SP11.

- 2.2 The brief for the SPD Review was as follows:

- Review all existing Transport related SPD's, update guidance to meet current policy and practice in line with the Best Council Plan the refreshed Neighbourhoods for Living SPG and local and national policy and amalgamate content into one streamlined Transport SPD.
- Public Transport Developer Contributions SPD – remove all reference to Developer Contributions for public transport as these are now covered by CIL. Review information on need for bus services to meet the Core Strategy Accessibility Requirements and bus infrastructure requirements of sites and streamline guidance.
- Street Design Guide SPD - During the past 7 years of use a number of issues of clarification have arisen with the guidance as well as national and local policy reference changes. In some areas these national and local policy changes have led to a need for fundamental changes which could have an impact on development layouts and densities.

Some changes are proposed which clarify the intention of the document and could be seen as material changes from a Developer's perspective or which are explicit changes to deal with issues arising from use of the documents in practice. The material changes proposed and their impact on Climate Emergency are:

Material Changes	Climate Emergency Considerations
1. Reference to Leeds City Council's pre-application process to	Positive - Able to raise requirements for low carbon

replace direct contact with Highways DC Officers	developments at pre-application stage
2. Removal of requirement for submission of a Quality Audit	Neutral – no impact
3. Addition of key objective to ensure that street layouts are buildable and easily maintainable	Slightly positive – Ability to specify low carbon materials
4. Stronger advice relating to linked street layouts and reduced reliance on culs-de-sac	Slightly positive – linked streets reduce mileage travelled
5. Advice on design of culs-de-sac relating to turning requirements and maximum length	Slightly positive – linked streets reduce mileage travelled
6. Removal of use of 4.8m width of new streets (minimum 5.5m promoted)	Slightly negative – narrower streets use less materials but needs to be balanced against usability and safe access for emergency service vehicles
7. Advice on requirements for private streets should streets be agreed to remain private by the Local Highway Authority	Neutral – no impact
8. Confirmation about provision of pedestrian routes for disabled people if road gradients exceed 1 in 20.	Neutral – steeper roads which follow natural land levels use less material but minimum gradients are required to meet Equality Act for people.
9. Use of Manual for Streets visibility splay requirements on Distributor Roads or Strategic Routes which are within a designated town centre.	Slightly positive – shorter visibility splay requirements provide more space for developments
10. Removal of junction Option D	Neutral – no impact

11. Update of cycling infrastructure guidance	Positive – promotion of good infrastructure for cycling helps encourage more sustainable travel and less carbon from car travel.
12. Removal of residential parking guideline Method 2	Negative – Often allowed lower parking numbers overall by sharing parking
13. Removal of reference to contributions to the transport network – now covered by CIL. Requirement for cumulative impact payments for congested junctions	Neutral – Highways schemes to relieve congestion balance additional carbon used in construction.
14. Bring EV charging guidance into the SPD (currently published as a guidance note only)	Positive – The guidance is in line with new CSSR policy which requires more EV charging points increasing our readiness for a significant increase in electric vehicles.

- The Travel Plans SPD is a more recent document but applicants are not always making use of the document and a proposal to streamline the content might make the document more usable by Developer's and provide an easier approval process. This would also free up time in the Travelwise team to focus on key businesses in Leeds and assisting them in promoting sustainable transport to staff and addressing site specific issues.
- The Parking SPD is the most recently approved transport related SPD but at the time of drafting and adoption the guidelines on residential car parking were contained in the Street Design Guide SPD which also needs updating. It makes more sense to provide the updated residential parking guidance in the Parking SPD element of the new Transport SPD and opportunity would be taken to rectify some new parking guidelines which are not proving to be workable in practice, including student accommodation (no guidance for C2 student accommodation), A3 / A4 / A5. Also incorporate electric vehicle charging guidance note (published on LCC website).

Whilst not included at the initial brief stage the requirements to include the provision of a cumulative impact policy for Developer Contributions has been added as this was agreed through the SAP process.

3 Main Issues

- 3.1 There are a number of transport related Supplementary Planning Documents (SPD's) adopted as part of the Leeds Development Plan as follows:

Public Transport Developer Contributions SPD 2006

Street Design Guide SPD 2009

Travel Plans SPD 2015 (drafted in 2007, published in draft 2009, updated and finally adopted February 2015)

Parking SPD January 2016

There is a need to review and update the Street Design Guide and Public Transport Developer Contributions SPD's to meet current circumstances and take account of the changes in policy and practice. In line with the Best Council Plan, NPPF and NPPG it is considered that it would be prudent to streamline and combine all transport related guidance into one Transport SPD to provide clearer and more succinct transport related guidance for development.

- 3.2 Additionally, as part of the SAP process strategic modelling has demonstrated a need to make improvements to the highway network to address the effects of cumulative traffic impact from development on the highway network. It is proposed that cumulative impact contributions be included in the new transport SPD to set out the required mechanism for collecting S106 contributions from development.
- 3.3 Planning Board approved the brief to update the SPD's in January 2017 and consultants WSP were appointed to undertake the review on behalf of the Council. Currently there have been two rounds of internal officer consultation on the amended SPD proposals and a final draft document is now available for wider public consultation.
- 3.4 In March 2019 the Council declared a Climate Emergency and called on government for funding and powers to make Leeds carbon neutral by 2030. A number of requirements within the Transport SPD are directly in line with this aim to restrict car parking and promote safe and sustainable travel and the move away from the use of fossil fuels. However with new development there will always be an inherent carbon footprint in the construction, travel requirements and ongoing operation of any development so the SPD needs to support means of minimising carbon production and offsetting where possible.
- 3.5 Whilst greater emphasis will be placed on minimising carbon emissions from Development it is not possible to amend the Transport SPD further until the planning policies underpinning the SPD are further reviewed. However the changes being made have been considered below in the context of the Climate Emergency.
- 3.6 A significant number of existing requirements in the Transport SPD do support low carbon development already including:
- Leeds has a strong background in Travel Planning being a lead in the Core Cities in the work we do with businesses and residents. Particular attention is

given to sustainable travel in relation to providing infrastructure in new developments to support walking and cycling and direct access to existing or new bus stops with new shelters and real time information. Promotion is a key part of the travel plans with incentives obtained to encourage people to use sustainable travel methods, eg free trial bus or train tickets, bike purchase vouchers, city car club trial to reduce need to own a car, etc. Appointment of travel plan coordinators to promote sustainable travel on an ongoing basis for at least 5 years after full occupation.

- Requirement for minimum levels of cycle parking provision in new developments and associated provision of lockers and showers / changing facilities to encourage more cycling.
- Restrictions on car parking levels for new businesses, especially in the city centre where there are good alternatives to the private car.
- Proposals for grass verges and tree planting on Type 1 Residential Streets to green the streets and assist with carbon capture.
- Use of sustainable urban drainage systems in new developments (SUDs)
- Requirements for Developments to meet minimum bus service standards or for Developers to fund additional buses or bus diversions to ensure public transport accessibility is maximised.
- Linked development layouts which support walking and cycling with minimum footway widths of 2m on any residential street serving more than 10 dwellings.
- Non-motorised user route assessments to ensure appropriate dropped crossings and pedestrian crossing facilities to key walking destinations eg bus stops, shops, schools, etc are provided.
- Maximum gradients to ensure walking is accessible to all.

4 Corporate Considerations

4.1 Consultation and engagement

- 4.1.1 In preparation of this updated SPD meetings have been held with internal officers from Policy and Plans, Development Management, Influencing Travel Behaviour, Transport Development Management, Transport Policy, Highways and Transportation, Urban Design, Planning and Design for Health and Wellbeing Group, Planning Board.
- 4.1.2 This SPD is to follow prescribed consultation processes. An indicative timetable for consultation to adoption is contained in Appendix 1.

4.2 Equality and Diversity/Cohesion and Integration

- 4.2.1 The SPD review has given due regard to Equality, Diversity, Cohesion and Integration issues, including production of an Equality Impact Assessment.

4.3 Council policies and Best Council Plan

- 4.3.1 This SPD will meet Best Council Plan objectives by promoting sustainable

travel, healthy streets and low carbon infrastructure.

4.4 Resources and Value for Money

- 4.4.1 The review has been undertaken externally by WSP with a limited budget of £50k which has been spent due to the extended nature of the update work. The production of a SPD is effective as costs of consultation are relatively low and there would be no Examination in Public costs. An SPD is considered a proportionate response, consolidating and updating 4 current SPDs.

4.5 Legal Implications, Access to Information and Call In

- 4.5.1 This SPD Review is being undertaken within the context of the LDF regulations and statutory requirements. This report is not eligible for call in as no decision is being taken.

4.6 Risk Management

- 4.6.1 A review of the transport related SPD's is necessary to conform with updated policies in the adopted core strategy and implement a methodology to support the collection of cumulative impact payments.

5 Conclusions

- 5.1 The SPD review has taken place over a couple of years and it is essential to move this forward to give certainty to those implementing the policies. Comments are welcomed from DPP as part of the consultation process.

6 Recommendation

- 6.1 Development Plan Panel is invited to note the contents of the Transport SPD and provide any comments as part of the consultation process.

Appendix 1

Programme of Consultation and Adoption:

External Consultation (initial) 6 weeks – 6 January – 17 February 2020

Prepare report of consultation – 18 February – 8 March 2020

Pre-adoption Consultation – 6 weeks – 9 March – 20 April 2020

Adoption of SPD – May 2020

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Report author:
Sarah Hellewell
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Report of Chief Planning Officer

Report to Development Plan Panel

Date: 12th November 2019

Subject: Implementation of Core Strategy Policy H4 - Housing Mix

Are specific electoral wards affected?	☒ Yes	☐ No
If yes, name(s) of ward(s): ALL		
Has consultation been carried out?	☐ Yes	☒ No
Are there implications for equality and diversity and cohesion and integration?	☒ Yes	☐ No
Will the decision be open for call-in?	☐ Yes	☒ No
Does the report contain confidential or exempt information?	☐ Yes	☒ No
If relevant, access to information procedure rule number:		
Appendix number:		

Summary

Main issues

- 1 Policy H4: Housing Mix of the Core Strategy seeks to ensure that all housing developments provide an appropriate mix of homes to meet the forecast growth of households. In Leeds, like most other large authorities, the main driver of household growth is single person households and the policy's supporting text table reflects this by seeking a larger proportion of 1 and 2 bed properties (60%) than 3 and 4+ bed homes (40%).
- 2 These proportions have rarely been achieved outside of the City Centre. Panel Members will be aware that housing mix is not only a frequent topic of debate on housing developments but that the issue was considered by a joint Scrutiny Board in 2015 and subsequent meetings. In addressing the recommendations of the Scrutiny Board, negotiating housing mix to achieve the policy intent has been a regular factor in decision taking.
- 3 Whilst there have been slight improvements to the mix and a willingness from some developers to provide more smaller homes there remains a need for clarification of the policy, particularly in light of the findings of the most recent evidence on household growth contained in the Strategic Housing Market Assessment (SHMA 2017).

4. Interpretation and implementation of the Policy requires further guidance in order for the Council to meet its housing mix needs and the Policy and Plans team are currently drafting an implementation note to assist in this.

Best Council Plan Implications

5. The Best Council Plan aims to ensure that everyone in Leeds should live in good quality, affordable homes in clean and well cared for places and housing should be of the right type, tenure and affordability in the right places. Ensuring an appropriate housing mix is fundamental to achieving this. Moreover, in line with the Council's declared Climate Emergency and Health and Wellbeing agenda, better housing mix can assist in achieving higher densities of development, which in turn enable better place making e.g. through retention of trees, greenspaces and provision of green and blue infrastructure.

Recommendation

6. Development Plan Panel is invited to note the clarification to implementing Policy H4 and to note that a policy implementation note will be provided on the Council's website.

1 Purpose of this report

- 1.1 The purpose of this report is to provide an overview of the effectiveness of the Council's housing mix policy and clarify its implementation.

2 Background information

- 2.1 The National Planning Policy Framework 2019 states that a range of homes should be provided to meet local needs:

61. The size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies (including, but not limited to, those who require affordable housing, families with children, older people, students, people with disabilities, service families, travellers, people who rent their homes and people wishing to commission or build their own homes).

- 2.2 Core Strategy Policy H4 is up to date and in line with this national objective and states:

Developments should include an appropriate mix of dwelling types and sizes to address needs measured over the long term taking into account the nature of the development and character of the location. This should include the need to make provision for Independent Living (see Policy H8)

For developments over 250 units, in or adjoining the Main Urban Area and Major Settlements or for developments over 50 units in or adjoining Smaller Settlements, developers should submit a Housing Needs Assessment addressing all tenures so that the needs of the locality can be taken into account at the time of development.

- 2.3 The supporting text of Policy H4 contains a "Preferred Housing Mix Table" which distils the SHMA 2011. It contains targets for both type and size of housing.

Table H4: Preferred Housing Mix (2012 – 2028)

Type*	Max %	Min %	Target %
Houses	90	50	75
Flats	50	10	25
Size*	Max %	Min %	Target %
1 bed	50	0	10
2 bed	80	30	50
3 bed	70	20	30
4 bed+	50	0	10

*Type is applicable outside of City Centre and town centres; Size is applicable in all parts of Leeds

- 2.4 The Authority Monitoring Report (AMR) has recorded the housing mix delivered since 2012.

Year	Number of bedrooms			
	1	2	3	4+
2012-13	22%	27%	25%	27%
2013-14	21%	22%	28%	29%
2014-15	21%	15%	37%	28%
2015-16	26%	29%	28%	17%
2016-17	29%	25%	30%	16%
2017-18	29%	25%	22%	24%
Policy H4 target	10%	50%	30%	10%

- 2.5 The monitoring shows that there has been a constant over provision of 1 and 4+bed homes since 2012. The 1 bed overprovision is mainly focussed in the City Centre and is mainly as a result of a high proportion of apartments in overall housing completions (43%). The 4+bed over provision is as a result of developer preference.
- 2.6 As part of the recent Core Strategy Selective Review (CSSR) process, the Council updated its SHMA to take account of the most up to date forecasts of household growth. The SHMA also undertook a household survey.
- 2.7 The latest Office of National Statistics data, as used by the SHMA, shows that Leeds is expected to continue to experience the most significant increases in one person households and then couple households. Family households are forecast to stay around the current levels.
- 2.8 The Council adopted its Site Allocations Plan in July and its Core Strategy (as amended by the Selective Review) in September. As a result the Council has in excess of a 5 year housing land supply. The Government has noted that once authorities have an up to date plan and 5 year supply they will be supported in their implementation of policies to secure quality development.
- 2.9 As a result of a joint Scrutiny meeting (2016), the Council has been prioritising the delivery of H4 and negotiating schemes with developers to achieve a better housing mix. However, the up-to-date information (discussed below) on housing needs will ensure that this process is simpler.

3 Main issues

Current Situation and update of evidence

- 3.1 As monitoring shows the housing mix and type targets, as set out in the Council's policy have not been met in recent years. As part of a plan, monitor and manage approach it is necessary to look at the implementation of Policy H4. In this instance it is considered appropriate to provide a Policy H4 implementation note.
- 3.2 Current interpretation of the policy by developers has relied upon Table H4 (which is not itself part of the Policy) and the maximum and minimum percentages range therein rather than the targets themselves. Developers have contended that proposals, which provide up to 50% 4+bed houses satisfy the policy. Conversely they also contend that it is in line with the policy to deliver at the minimum level for

2-bed and 3-bed homes. Where this situation occurs consistently it is inevitable that the targets will not be met as shown above in paragraph 2.4 above.

- 3.3 Whilst the maximum and minimum ranges and the target are set out to reflect a diversity across sites in Leeds depending on the nature of the development and character of the area there is clearly a resulting skew towards 4+bed homes which is not in line with the objectives of the policy, therefore requiring a management solution.
- 3.4 Policy and Plans team are currently in dialogue with Arc4 to provide a housing mix addendum to the SHMA, which will expand upon the evidence found within it. The document uses household projections and household survey data in order to provide housing mix and type evidence. This document would represent the most up to date evidence and therefore the most appropriate for the Council to use to determine planning applications and inform pre-applications enquiries with regard to Policy H4.
- 3.5 The implementation note will explain that the Local Planning Authority expects the most up-to-date evidence on need, as set out the Arc4 technical note/SHMA addendum note, to be used to calculate housing mix in relation to any particular scheme.
- 3.6 The table below sets out the conclusions when applying the up to date evidence for housing mix as referred to above, which effectively provides an update (albeit not one included in the adopted plan) of the Housing Mix targets. The following table is taken from data used to prepare the SHMA. It uses the demographic baseline (household projections) and household survey (aspiration and expectation) to provide a new housing mix target, removing the ranges.

Number of bedrooms	Demographic baseline (%)	Aspiration (%)	Expectation (%)	TARGET %
1	11	11.6	18	14
2	34	42.5	43.4	40
3	32	27.7	20.7	27
4+	22	18.2	17.9	19
Total	100	100	100	100

- 3.7 The targets still demonstrate that there is a need for smaller dwellings, with 54% of all dwellings delivered in Leeds needing to be 1 and 2 bed dwellings. The research shows there is a still need for 4+ bedroom dwellings, and the target has increased from the present CS Table 4 target to 19% from 10% whilst 2 bed have dropped from 50% to 40%. The table below provides a comparison between the “targets” using the initial and new evidence together with delivery of housing over the last 6 years (AMR).

Number of bedrooms	Arc4 Addendum % target	Current Table H4 % Target	AMR Average % delivery from 2012 to 2018
1	14	10	25
2	40	50	24
3	27	30	28
4 +	19	10	23

- 3.8 At the next plan review the table and supporting text will be updated to reflect the most up-to-date evidence to support Policy H4.

Implementation Note

- 3.9 The implementation note will assist users in understanding the application of the up-to-date evidence which applications should aim to broadly align with. This removes the minimum and maximum ranges as this is thought to be confusing the implementation of the policy. It is accepted that the Council is not looking for a prescribed mix on all sites, but deviation from the target mix would have to be justified by the applicant. Policy H4 also allows consideration to be given to the nature of the development and character of the location, and the implementation note will expand upon the definition of these considerations.
- 3.10 Policy H4 also requires that for developments over 250 units, in or adjoining the Main Urban Area and Major Settlements or for developments over 50 units in or adjoining Smaller Settlements, developers should submit a Housing Needs Assessment (HNA) addressing all tenures so that the needs of the locality can be taken into account at the time of development. Recently submitted HNAs have had a tendency to focus on market demand to justify a departure from the H4 targets. However, the Council's evidence (SHMA 2017 and Arc4 technical note) already considers market demand within its housing mix methodology. Therefore the HNAs submitted by applicants are doubling up on the importance of demand. The implementation note will provide further guidance on what should be expected from a HNA and how to evaluate any submitted as part of an application and also provide a Draft HNA template for developers to use.
- 3.11 The implementation note will also provide further information on where to find evidence of local need when necessary. The SHMA contains some evidence of demand for certain house types and sizes within HMCAs, but the Council also has a library of Housing Market Assessments (HMAs) that can be used to help justify mixes. Adopted Neighbourhood Plans also contain evidence of local need which in themselves form part of the Local Plan.
- 3.12 There are several benefits attributed to achieving an adequate housing mix on sites. Ensuring the Council delivers housing types and sizes to meet the evidenced need ensures that the future demographics of Leeds will have suitable homes to move into. A greater variety of housing type and mixology on sites can lead to better place making and master planning, whilst also adhering to the Council's strategic interests like the Climate Emergency and Best Council Plan.

- 3.13 In addition, the Planning Protocol which was launched in March 2019 which is jointly agreed encourages good practice regarding planning applications and pre-applications between officers and developers, setting out roles and expectations and one of the points in the protocol is regarding the need for policy compliant schemes and where they are not they should be justified as to why not.
- 3.14 The draft Policy H4 implementation note will include the following:
- A summary of national guidance.
 - AMR Housing Mix Delivery.
 - A technical note being produced by Arc4 that will contain a new and justified housing mix target (removing the ranges) updating the current policy supporting text.
 - Clarification on the existing policy, including clarity on what is defined as the nature of the development and character of the location and why the new targets are a starting point for a development unless justified and evidenced otherwise. Importance of imposing conditions for housing mix and any other relevant conditions on outline applications to inform what is required through reserved matters details applications.
 - Guidance on development size threshold for when the policy should apply, and when certain types (flats/apartments) are required, unless there is a specific policy within a Made Neighbourhood Plan and therefore that policy applies.
 - The implementation note will include further guidance on achieving suitable mixes in the city centre, encouraging families to live in the city.
 - Clarification on what is required from a HNA, and how to review them, and a draft HNA template for developers.
 - Signpost the availability of local evidence, for example Made Neighbourhood Plans as they form part of the Local Development Plan.
 - With regard to viability issues and appraisals, the Core Strategy policies were viability tested through examination and therefore the final mix should be as near to the targets as feasible for viability testing and not necessarily the submitted mix.

Monitoring

- 3.15 The implementation of H4 will be monitored through the annual AMR to ensure that it reflects the objectives of the original policy which are, from current monitoring not being met.

4 Corporate considerations

Consultation and engagement

- 4.1 Development Plan Panel comments will be considered as part of the production of the implementation note.

Equality and diversity / cohesion and integration

- 4.2 The provision of appropriate house types and sizes to meet Leeds' housing need can play a role in ensuring that all demographics can find home suitable to their needs.

Council policies and the Best Council Plan

- 4.3 Leeds Council's Best Council Plan aims to ensure that everyone in Leeds should live in good quality, affordable homes in clean and well cared for places and housing should be of the right type, tenure and affordability in the right places. Therefore, ensuring that Policy H4 is correctly implemented would help the Council meet this value.

Climate Emergency

- 4.4 A Climate Emergency was declared by the City Council on 27th March 2019. It is therefore critical that the statutory plan process and up-to-date evidence process, contributes to the future proofing of the District to mitigate and adapt to the consequences of climate change (including the need for carbon reduction to meet agreed targets).

Resources, procurement and value for money

- 4.5 As part of an ongoing process of plan, monitor and manage the Council will address implementation issues with Policy H4 within existing budgets and with existing resources.

Legal implications, access to information, and call-in

- 4.6 Policy remains unchanged, supporting text is updated with new up-to-date evidence to support the implementation of the policy.

Risk management

- 4.7 The risk of not relying on the most up-to-date evidence could result in continued delivery of a housing mix which does not reflect the most up-to-date needs of the City.

5 Conclusions

- 5.1 The implementation note will provide more clarity on the interpretation and application of Policy H4, with the aim of achieving the housing mix need requirement across the city and provides up-to-date evidence in support of the policy itself.

6 Recommendations

- 6.1 Development Plan Panel is invited to note the clarification to implementing Policy H4 and to note that a policy implementation note will be provided on the Council's website.

7 Background documents

- 7.1 None

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