

SCRUTINY BOARD (ENVIRONMENT AND HOUSING)

Meeting to be held at the Veolia Recycling and Energy Recovery Facility, Leeds LS9 0JR on
Tuesday, 26th April, 2016 at 1.45 pm

(Please inform the Principal Scrutiny Adviser if you wish to attend this meeting as there is limited capacity and all attendees must undertake a brief building induction process. Please also note that there are no visitor parking facilities at the premises)

MEMBERSHIP

Councillors

J Bentley Weetwood;
D Collins Horsforth;
A Gabriel Beeston and Holbeck;
P Grahame Cross Gates and Whinmoor;
M Iqbal City and Hunslet;
A Khan Burmantofts and Richmond Hill;
M Lyons Temple Newsam;
J Procter (Chair) Wetherby;
J Pryor Headingley;
K Ritchie Bramley and Stanningley;
G Wilkinson Wetherby;

Please note: Certain or all items on this agenda may be recorded

Agenda compiled by:
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Angela Brogden
Tel: 24 74553

A G E N D A

Item No	Ward/Equal Opportunities	Item Not Open		Page No
1			<p>APPEALS AGAINST REFUSAL OF INSPECTION OF DOCUMENTS</p> <p>To consider any appeals in accordance with Procedure Rule 25* of the Access to Information Procedure Rules (in the event of an Appeal the press and public will be excluded).</p> <p>(* In accordance with Procedure Rule 25, notice of an appeal must be received in writing by the Head of Governance Services at least 24 hours before the meeting).</p>	
2			<p>EXEMPT INFORMATION - POSSIBLE EXCLUSION OF THE PRESS AND PUBLIC</p> <p>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.</p> <p>2 To consider whether or not to accept the officers recommendation in respect of the above information.</p> <p>3 If so, to formally pass the following resolution:-</p> <p>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:</p> <p>No exempt items have been identified.</p>	

Item No	Ward/Equal Opportunities	Item Not Open		Page No
3			<p>LATE ITEMS</p> <p>To identify items which have been admitted to the agenda by the Chair for consideration.</p> <p>(The special circumstances shall be specified in the minutes.)</p>	
4			<p>DECLARATION OF DISCLOSABLE PECUNIARY INTERESTS</p> <p>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.</p>	
5			<p>APOLOGIES FOR ABSENCE AND NOTIFICATION OF SUBSTITUTES</p> <p>To receive any apologies for absence and notification of substitutes.</p>	
6			<p>MINUTES - 22 MARCH 2016</p> <p>To confirm as a correct record, the minutes of the meeting held on 22 March 2016.</p>	1 - 6
7			<p>WASTE STRATEGY THEME - UPDATE</p> <p>To receive a report from the Director of Environment and Housing presenting an update on a series of summaries of waste strategy themed issues identified by the Board.</p>	7 - 20
8			<p>PECKFIELD LANDFILL SITE</p> <p>To receive a report from the Head of Scrutiny and Member Development in relation to the Peckfield Landfill Site.</p>	21 - 24
9			<p>SCRUTINY INQUIRY REPORT - HOUSING MIX</p> <p>To receive a report from the Head of Scrutiny and Member Development presenting the final report following the recent Scrutiny inquiry into Housing Mix.</p>	25 - 48

Item No	Ward/Equal Opportunities	Item Not Open		Page No
			<p>THIRD PARTY RECORDING</p> <p>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 on the front of this agenda.</p> <p>Use of Recordings by Third Parties – code of practice</p> <ul style="list-style-type: none"> 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. 	

SCRUTINY BOARD (ENVIRONMENT AND HOUSING)

TUESDAY, 22ND MARCH, 2016

PRESENT: Councillor J Procter in the Chair

Councillors D Collins, P Grahame,
R Grahame, M Iqbal, A Khan, M Lyons,
J Pryor, K Ritchie and G Wilkinson

78 Late Items

There were no late items.

79 Declaration of Disclosable Pecuniary Interests

There were no disclosable pecuniary interests declared to the meeting.

80 Apologies for Absence and Notification of Substitutes

An apology for absence was submitted by Councillor A Gabriel. Notification had been received that Councillor R Grahame was to substitute for Councillor A Gabriel.

81 Minutes - 2 February 2016

RESOLVED – That the minutes of the meeting held on 2 February 2016 be approved as a correct record.

82 Matters arising from the minutes

Minute No.73 – Flooding – the role and impact on service areas within Environment and Housing

The Board emphasised the need to ensure a co-ordinated approach between Environment and Housing and City Development directorates in relation to gully cleansing, specifically when removing and re-installing bollards to undertake works.

83 Housing related matters

The Director of Environment and Housing submitted a report which presented an update on a series of summaries of housing issues that were presented to the Board in September and December 2015.

The following were in attendance:

- Councillor Debra Coupar, Executive Member (Communities)
- Neil Evans, Director of Environment and Housing

Draft minutes to be approved at the meeting
to be held on Tuesday, 26th April, 2016

- Jill Wildman, Chief Officer (Housing Management)
- Tom Finch, Head of Housing Contracts
- Rob McCartney, Head of Housing Support
- Mandy Sawyer, Head of Neighbourhood Services
- John Statham, Head of Housing Partnerships
- John Gittos, Chair of Tenant Scrutiny Board (in attendance for item on Tenant Scrutiny Board inquiry)

Members were informed that John Statham was retiring from the Council at the end of the month after 41 years' service. The Board thanked John for all his hard work and positive contribution to Leeds City Council.

The key areas of discussion regarding the various themes were:

The Housing Revenue Account (HRA) growth programme with a focus on HRS council house programme and use of Right to Buy (RTB) receipts

- Clarification regarding the site allocations process, including an update on the provision of affordable housing across Leeds.
- An update on the positive work undertaken in relation to the new build development at Little London.

Progress with the Empty Homes Strategy

- The development of a neighbourhood approach to tackling empty homes.
- The important work undertaken by partners and the third sector, particularly in tackling more complex cases.
- The need to address issues regarding the classification of second homes.
- A request to be provided with a breakdown of empty homes by Ward.
- The positive development of landlord forums.

Standards within the Private Sector

- The need to develop closer links with Environmental Services to ensure environmental enforcement actions are also being taken where appropriate.
- The implementation of the new regulatory responsibility relating to property letting and managing agents through the Property Redress Scheme.

Update on Tenant Scrutiny Board Inquiry – Environment of Estates

- Confirmation that the draft scrutiny inquiry report regarding environment of estates was being presented to the April meeting of Tenant Scrutiny Board for approval.

Community Lettings Policies

- Confirmation that Community Committees were being consulted on the review of community lettings policies.
- An update on the review of support offered to tenants.
- Confirmation that the Scrutiny Board will have a further opportunity to discuss the final proposals before the outcome of the consultation and final proposals are presented to the Executive Board in September 2016.

Enforcement of Tenant Agreements

- Reported issues regarding obstructions in communal areas. Details about policies in place to address issues were to be provided to the Board.
- Confirmation that a feasibility study was being undertaken regarding the Council's approach to garages that were no longer considered fit for purpose.
- Training requirements identified in relation to the approach of some officers when undertaking Annual Home Visits.

Update on Leeds Housing Strategic Landlord Association (SLA) Forums

- No issues identified by the Board.

Temporary Accommodation

- The important role of housing related support services.
- Greater emphasis on development of self-contained accommodation.

Responsive Repairs and Maintenance

- Confirmation that a performance review was being undertaken to address issues, including a review of the charging model.
- A request that the Board be provided with an update on work with furniture re-use organisations.

Implications of the West Yorkshire Combined Authority role and Devolution Agenda on local housing decision making

- Clarification around West Yorkshire Combined Authority constitution.
- Funding for delivery of housing through the Growth Deal by the WYCA.
- Joint working arrangements between the WYCA and the Homes and Communities Agency to coordinate investment discussions.

RESOLVED –

- (a) That the update on housing related themes be noted.
- (b) That the requests for information be provided.

(Councillor P Grahame joined the meeting at 1.50pm and Councillor M Iqbal at 2.05pm during the consideration of this item.)

84 Housing and Planning Bill 2015

The Director of Environment and Housing submitted a report which provided an overview of the key proposals set out within the Housing and Planning Bill 2015.

The following were in attendance:

- Councillor Debra Coupar, Executive Member (Communities)
- Neil Evans, Director of Environment and Housing
- Jill Wildman, Chief Officer (Housing Management)
- John Statham, Head of Housing Partnerships.

The key areas of discussion were:

- The practical difficulties associated with implementing aspects of the Bill.
- The need to take account of regional variances, the different markets outside of London and the differences in incomes across the country.
- The need to address the full range of needs, particularly balancing the shift to home ownership with the demand for affordable housing.
- Concern about the changes to end lifetime tenancies for new tenants and the issues associated with this.

RESOLVED –

- (a) That the contents of the report be noted.
- (b) That the practical suggestions about implementation contained in the report be fed back to government.

85 Neighbourhood policing in Leeds, including the provision of Police Community Support Officers

The Head of Scrutiny and Member Development submitted a report which presented an overview of Neighbourhood Policing in Leeds, with particular reference to the provision of Police Community Support Officers.

The following information was appended to the report:

- Executive Board report dated 9 March 2016 – Police Community Support Officers (PCSOs)
- Scrutiny Board (Environment and Housing) report dated 22 March 2016 – Neighbourhood Policing in Leeds – New Operating Model.

The following were in attendance:

- Councillor Mark Dobson, Executive Member (Environmental Protection and Community Safety)
- Neil Evans, Director of Environment and Housing
- Superintendent Sam Millar, Chief Officer (Community Safety)
- Chief Superintendent Paul Money, Leeds District Commander, West Yorkshire Police.

The key areas of discussion were:

- An update on the level and deployment of PCSOs across Leeds.
- Clarification provided regarding the formula for distribution of PCSOs. The Board was advised that the police funded allocation was based on crime levels, anti-social behaviour and calls for service.
- Particular reference was made to the differences in PCSO allocations in the outer north west and outer north east areas. It was noted that local Neighbourhood Chief Inspectors are able to provide Ward Members with a more comprehensive analysis of the data that determines the deployment of policing resources in their localities.

RESOLVED – That the contents of the report be noted.

(Councillor M Lyons left the meeting at 3.45pm during the consideration of this item.)

86 Work Schedule

The Head of Scrutiny and Member Development submitted a report which invited Members to consider the Board's work schedule for the 2015/16 municipal year.

The Board briefly discussed arrangements for the April Board meeting. As part of the environment themed report from the directorate, the Board requested that this report included an update on bulky waste and recent successes utilising covert cameras to detect fly tipping.

It was noted that the April Board meeting was also to include an update on the Peckfield Landfill Site, particularly in relation to the following areas; communication; restoration and aftercare; and contingency planning.

The Board briefly discussed the possibility of undertaking the April Board meeting at the Veolia Recycling and Energy Recovery Facility. The Principal Scrutiny Adviser agreed to report back regarding the feasibility of this.

RESOLVED – That the work schedule be approved.

87 Date and Time of Next Meeting

Tuesday, 26 April 2016 at 1.30pm (pre-meeting for all Board Members at 1.00pm)

(The meeting concluded at 4.05pm)



Report author: Susan Upton

Tel:

Report of Director of Environment and Housing

Report to Environment & Housing Scrutiny Board

Date: 26th April 2016

Subject: Waste Strategy Theme - Update

Are specific electoral Wards affected? If relevant, name(s) of Ward(s):	<input type="checkbox"/> Yes X No
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes X No
Is the decision eligible for Call-In?	<input type="checkbox"/> Yes X No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: Appendix number:	<input type="checkbox"/> Yes X No

Summary of main issues

This report provides an update on a series of waste issues that were presented to the Board in November 2015.

- The City's Waste Strategy;
- Recycling (including addressing low participation rates in existing AWC areas and viable options for non-AWC areas across the city);
- Managing waste in high rise properties.

Subsequently Members have also requested an update on the following:

- The bulky item collection service;
- Addressing fly-tipping across the city.

Recommendations

Scrutiny Board is requested to note the content of this report and identify areas for further investigation.

1. Purpose of this report

The report covers areas of waste and recycling activity highlighted by the Board and sets out the current position and the key challenges or next steps.

2. Main Issues

Appendix 1 to this report provides summaries in the following main areas:

- The City's Waste Strategy;
- Recycling (including addressing low participation rates in existing AWC areas and viable options for non-AWC areas across the city);
- Managing waste in high rise properties;
- The bulky item collection service;
- Addressing fly-tipping across the city.

3. Corporate Considerations

Consultation and Engagement

Consultation and engagement is embedded within the individual areas of activity.

Equality and Diversity / Cohesion and Integration

An equality impact assessment is not required at this stage as this report is primarily an information report.

Council policies and City Priorities

Waste and recycling activities contribute to making *Leeds the best city to Live*. The waste strategy and waste collection policies referred to in this report have been consulted on previously and have previously been approved by Executive Board.

Resources and value for money

The proposed medium-term strategy clearly takes account of the current financial pressures, and focuses on maximising the value from existing capacity and infrastructure.

Legal Implications, Access to Information and Call In

This report does not contain any exempt or confidential information.

Risk Management

Risk management is embedded within the individual areas of activity.

4. Conclusions

The report covers a range of areas demonstrating the breadth and complexity of activity.

5. Recommendations

Scrutiny Board is requested to note the contents of this report, and highlight any areas for further investigation.

6. Background documents¹

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.

The City's Waste Strategy

Executive Board approved, in November 2015, the medium-term strategy of 50% recycling by 2020 by focussing on maximising existing capacity and infrastructure, supported by an effective programme of communications, engagement, enforcement and service improvement, but acknowledging the requirement for residents to participate fully if the revised target is to be achieved.

The most notable update relates to the Recycling and Energy Recovery Facility (RERF) being delivered by Veolia ES (Leeds) Ltd under the Council's PFI contract. The construction and the commissioning of the RERF have been completed successfully, with the Independent Certifier having issued the Acceptance Certificate on 31st March 2016. This triggers Full Service Commencement under the Contract with resulting significant environmental and financial benefits to the Council and the City.

In total savings expected to be £7.0m in 2016/17 have been realised by achieving Full Service Commencement on 31st March 2016. Overall, it is estimated that the PFI contract with Veolia will save the Council an estimated £270m over its 25 year life when compared to the projected cost of a continued reliance on landfill

The Refuse Collection service has been directly delivering all of the City's kerbside black bin waste to the RERF since the end of November 2015 through the commissioning period. This involved some minor adjustments to collection routes in the west of the City, but was achieved with minimal disruption, resulting in collection day changes to only 1,500 properties.

The mechanical pre-treatment element of the RERF is now extracting materials for recycling from the domestic black bin waste. It is expected that the RERF will capture, through pre-treatment, a minimum of 10% of the materials processed, and will generate around 11MW electricity, equivalent to the power consumption of around 20,000 homes. The process will provide an estimated carbon saving of around 62,000 tonnes per annum, equating to the removal of approximately 29,000 cars off the road. The Council is also working to develop a district heating network linked to the RERF, which will further improve its environmental performance and provide the opportunity to provide reduced cost, sustainable heating to social housing.

The 2015/16 recycling rate for city is projected to be 40.3%, slightly less than the previous year's performance of 42.9% due to a reduction in the level of recycling being achieved from the processing of the City's residual or black bin waste by our former disposal contractors and outlets. Due to economic factors, legislative requirements and reprocessing market requirements for higher quality recyclables, former contractors were driven to send a greater fraction of the residual waste for incineration with energy recovery rather than recycling.

These arrangements have now been superseded through the transition to the new PFI contract with Veolia, which will arrest this decline and safeguard recycling from black bin waste at an appropriate level through the mechanical pre-treatment element of the process. However, the emphasis of the Council's recycling strategy needs to be increasingly on securing higher quality and less contaminated recyclable materials separated at source by residents.

Key Challenges and next steps

- Develop and implement a communications strategy to ensure continued recycling increases by maximising existing capacity and infrastructure
- In partnership with Veolia, review the composition of the incoming waste on a regular basis in order to explore opportunities for additional recycling beyond that guaranteed within the contract.

Recycling (including addressing low participation rates in existing AWC areas and viable options for non-AWC areas across the city);

The proposed strategy for achieving the 50% target referred to in the previous section can only be achieved through the engagement of residents with the recycling agenda and through a significant behavioural change in this area.

Communication, Engagement and Enforcement Update

Distribution of recycling stickers on green bins:

The stickering of 95,000 green bins, targeted at more poorly performing areas of the city has been completed. These pictorial stickers aim to inform residents of what goes in the green bin, to try and increase the quality and quantity of materials collected (see appendix 2). We are presently within a six months monitoring period to assess the level of improvement.

'Invest to Save' marketing campaign:

Targeted campaigns are progressing to encourage people to change their behaviours and routines at home, promote the recycling opportunities and set the social norm that recycling is the right thing to do. Most recently, the Spring campaign has promoted the new "What goes where" interactive infographic. Complementary, recycling awareness postcards have been distributed along with Council Tax bills and during March there were 9 roadshows at key locations across the city all aimed at reminding residents of what can and cannot go in green recycling bins.

Digital media:

The "whatgoeswhere.com" link uses smart phone or tablet technology to provide 1 click quick referencing to what can be recycled and where. To further enable citizens to engage through digital channels, work has progressed to finalise the 'Leeds Bins App' and ensure that data sources are correctly aligned with those of the popular "My Bin Day" web pages. It is expected that this will be launched during the summer.

Christmas 2015 collection changes were communicated via digital channels and through posters/ leaflets distributed through community contacts and venues. Evaluation showed a 96% increase in traffic compared to 2014 to the My Bin Day web page (186,700 hits), the highest on the LCC website.

Maximising the impact of Council officers:

Over the summer training is being provided to Housing staff who have regular contact with residents, so they are better able to relay recycling messages and encourage good waste habits as part of their daily role within their communities.

Social contract:

Work is progressing to strengthen the link through Community Committees to establish 'contracts' with targeted groups. Aiming to nudge currently lower level recyclers to a higher level, the identification of appropriate discrete routes will enable the impact of targeted communications through community, tenant and third sector groups to be measured.

Incentive schemes:

Noting that the evidence is not conclusive in terms of the benefits of incentive schemes employed by other councils, it is still felt that there could be merit in this approach. A limited number of tower blocks are to be identified to work up a pilot incentive scheme. It is hoped that a pilot will commence during the summer and be closely monitored over an initial 6 month period to assess its effectiveness in improving recycling.

Education programmes:

The RERF features a dedicated Visitor Centre for use by the Council, enabling educational visits, presentations and tours of the facility. With the facility now complete, the Council's contract management team are starting to organise visits, and have been working with Veolia and other partners to develop their format and content. It is intended that these visits will be made available to schools, and will provide an important opportunity, not just to explain what happens at the RERF, but also to communicate wider environmental messages, such as the importance of recycling at home, through interactive games and activities.

The schools waste recycling advisors programme was launched over the summer and is being offered to all schools in Leeds. Currently ten schools are actively engaging with this project.

A learning package outlining the benefits of recycling has been developed with the Council's training partner QA, and is available to Council staff through PALs.

Retailer partnerships:

Having been an active participant in the national "Love Food Hate Waste" Campaign, voluntary commitment to the next version of the Courtauld Agreement (C2025), offers better opportunities for closer and sustained working with the other retail partners, such as Asda to have our waste and recycling messages amplified across different channels.

Enforcement of waste collection policies:

To reduce the environmental impact of poor waste habits, assist with provision of efficient collection and maximise the amount of quality recycling, the role and responsibility of the householder is paramount.

In those circumstances where an educational approach has not been successful, a clear understanding is needed of the potential use of enforcement powers by authorised officers to tackle waste related issues. Work is ongoing to understand and document the principles guiding the approach to enforcement and the sanctions that may be applied.

Key Challenges and Next Steps

- To progress the above strategy for communications, engagement and enforcement set out above, using an evidence-based approach to target activities.

Viable options for non-AWC areas

AWC is now in place across 75% of the city. The decision to exclude areas from AWC was taken in consultation with ward members and on the basis of historical recycling performance, issues with collection and presentation, and the physical nature of the particular localities.

The final phase of AWC was delivered in May 2015 and has, in general, been a success with recycling levels increasing, residual waste levels falling and the quality of service increasing.

Some Non-AWC areas have good quality recycling, but many are heavily contaminated. Bins on streets are exacerbated by the lack of space for bins in small yards, and a lack of ownership and understanding from residents of collection arrangements. This is further added to by the level of transience in these communities.

The physical nature of many of the Non-AWC areas means that collections are complex from a planning and delivery point of view. Many properties are difficult to access due to parked cars, and narrow back streets, and 'natural' cut-off points for routes are often difficult to identify. This has led to a mixture of route types and collection days in the very localities where, due to the challenging nature of communication and engagement in these areas, collections need to be at their simplest.

In line with Executive board approval, plans are progressing to expand slightly the Ash Road pilot area, over the July/August 2016 period, to cover further properties. This will change the existing pilot route so that it no longer cuts the locality in half.

Secondly, to test the regime in a more inner city and ethnically diverse area, a second pilot area in Harehills will be rolled out in Autumn 2016

In order to deliver the overall objectives a more fundamental programme of work is required. This programme will

- review routes aiming to simplify arrangements;
- undertake a full and detailed street by street assessment, in consultation with frontline crews and Elected Members, of Non-AWC areas to decide which should go on to AWC and which should be part of revised opt-in recycling arrangements;
- Redesign the Non-AWC area routes based on these principles;

It is intended to implement the new arrangements in 2017.

Executive Board in November also agreed to the removal of excess bins from the kerbside where households have more than the number for which they are eligible as set out within the policy agreed by Executive Board in January 2014. Consideration is being given to the methodology for delivering this.

Managing waste in high-rise properties

High-rise properties form a substantial element of council housing in Leeds, with over 7,500 households in 121 blocks across the City. Housing Leeds are working with both Waste Management and Environmental Action Service on a programme of work to address the challenges linked to high-rise flats, which includes refuse collection and recycling related issues, including a trial at the 16 Lincoln Green high-rise blocks

To reduce obstructions around bin areas that inhibit collection, clear marking of car park spaces around the blocks have been identified. Together with the ongoing general monitoring of car parking, at present, there are no issues that are preventing collections from being made.

Assessments are ongoing to review current recycling facilities to assess usage and contamination levels. More effective recycling is being promoted, with leaflets and posters explaining what waste goes into which bin.

A pictorial Leaflet showing how to deal with rubbish has been put in chute rooms and on Communal Notice Boards to promote waste disposal (see appendix 3). In addition a letter advising how to dispose of rubbish also sent to individual tenants as part of recent Roxby Close project, this also included a home visit, face to face explanation providing recycling advice. This is to be rolled out across all blocks in the trial.

Improved communications and co-ordination of activities between key service areas such as Housing Leeds, Waste Management, Environmental Action, CEL, etc. in relation to waste related issues in high-rise properties, is ongoing. Where side waste continues to be an issue following collection days, Localities have agreed to clear accumulations of waste. With active monitoring on collection, enforcement warnings have been issued.

A Bulky Waste Pilot is to be introduced in April 2016 to Lindsay Mount/Roxby Close to dispose of Bulky Items with a review in 3 months on outcomes from Pilot.

Key Challenges and Next Steps

Based on the outcome of this trial, the main challenge for Environment and Housing will be to extend these measures to further Council high-rise properties on a targeted basis.

Bulky Item Collection Service.

The Council promotes the re-use of bulky household waste by encouraging residents to use a number of charities and disposal sites which can make use of these items. Where that isn't possible, the Council will collect bulky domestic waste from households through an offer of a maximum of 3 collections of 4 items each year free of charge.

The operational response for the collection of bulky household waste changed in the autumn of 2015. The cleansing teams operating in zones now provide the bulky waste collection service alongside other routine street cleansing work. This moved the service away from the previous task and finish approach of a certain number of visits constituting a day's work regardless of whether items were successfully removed or not.

The number of requests for bulky item collections remains consistently around 33,000 requests per year.

Since the introduction of the zonal teams, the number of complaints received (vast majority about missed collections) has fallen by approximately 75%:

Year	Q3	Q4
2014/15	52	42
2015/16	8	10

For 15/16 Q3, 90% of requests for service were met (ie items removed). Of those which failed, 8% were due to the item not being there at the time of collection (probably removed by scrap merchants), 1% were wet or contaminated & 1% were inaccessible to the crew (eg behind a locked gate or parked car).

Addressing Flytipping across the city.

Flytipping incidents reported to the Council are responded to by the 3 Locality Teams and a city centre team in Environmental Action. In late summer 2015, 21 zones teams were established across the city covering enforcement and cleansing work with staff from both fields working to one manager for the first time. The smaller size of the operational areas, the common point of management and the joined-up cleansing & enforcement operations provides opportunities for greater intelligence on current hot spot areas and more chance of finding evidence to identify perpetrators rather than simply removing the flytipped material without investigation.

14/15 is the latest full year for which performance information is available on flytipping activities and this of course pre-dates the significant operational changes in introduced mid-year in 2015:

In 14/15, just under 14,000 flytipping incidents were reported to the Council, resulting in 6,269 investigations. 460 statutory notices or Fixed Penalty Notices and 3 formal cautions were issued and 2 prosecutions undertaken.

Data collected by Defra for 14/15 shows Leeds received the 12th highest number of fly tipping notifications out of 326 Local Authorities. Leeds was 7th highest in terms of carrying out investigations into flytipping and 25th highest in issuing statutory notices.

The identification of the owners of flytipped material is notoriously difficult, but can be achieved through documents with names and addresses being found, or through covert surveillance in known hot spot areas.

Some good work has been undertaken in Wetherby & Harewood as flytipping is a significant issue in the country lanes and laybys here. A two-pronged approach has included the installation of signs to warn of prosecution/fines and that CCTV may be in operation which in itself deters many potential flytippers. Secondly, 3 sets of portable, covert CCTV cameras are used at sites agreed with Members and where the data shows most flytipping to occur. The initial purchase cost of the cameras was paid for by Community Committee Wellbeing budget (approx £1,500 each). The use of the CCTV is still in its early days and there are as yet no examples where evidence of flytipping has been secured using this approach. The Committee's Env Sub Group will be evaluating the use of the cameras and signage both in terms of actual evidence gathered and measurable reductions in flytipping.

Put me on your
fridge, noticeboard
or cupboard door for
a quick reference to
what goes in your
green bin.

**Thank you
for recycling**
and making
**Leeds a better
place to live**

What goes in your green bin?

 /leedswastedocs  @leedswastedocs

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 aerosols	 mixed paper & card	 aluminium foil	 plastic bags	 food tins & drink cans	 plastic bottles	Other plastics, types:  1 PETE  2 HDPE  4 LDPE
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mixed glass bottles & jars

take to the bottle bank or use your communal glass bin


garden waste

dispose in brown bin or at a household recycling site

- Food waste
- Shredded paper
- Syringes
- Polystyrene
- Nappies
- Batteries

To find your nearest recycling point visit: www.leeds.gov.uk/whereilive



Chutes and Rubbish

Do:

Don't:



DO Put your waste in small bags



DO Tie your bags and put them down the chute



DO Recycle your waste in the correct bins



Please only use the chutes between 7am and 10pm



DON'T Leave bulky furniture on landings



DON'T force big bags down the chute



DON'T Throw rubbish out of the window or balconies

- Please put your items into the chutes in small bags, do not leave rubbish or boxes on the chute floor. Remember, DON'T throw small appliances or large items into the chutes.
- Report a blocked chute immediately by contacting your local Housing Office or speak with your Housing Officer. Please let us know the property number and floor where the chute is blocked. **ALWAYS REPORT A BLOCKED CHUTE**

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Report of Head of Scrutiny and Member Development

Report to Scrutiny Board (Environment and Housing)

Date: 26th April 2016

Subject: Peckfield Landfill Site

Are specific electoral Wards affected? If relevant, name(s) of Ward(s):	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Is the decision eligible for Call-In?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: Appendix number:	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No

Summary of main issues

1. Last year, the former Safer and Stronger Communities Scrutiny Board responded to a public request for Scrutiny in relation to the Peckfield landfill site near Micklefield. The Board agreed to undertake an inquiry to consider the ongoing issues linked to the operation of this site and the role of the Council and the Environment Agency in this regard. In conclusion of this inquiry, the Board published its final report in April 2015 setting out its findings and recommendations.
2. It now falls within the remit of the Environment and Housing Scrutiny Board to monitor the implementation of the recommendations arising from this inquiry. During its November and December meetings, the Scrutiny Board tracked progress and 3 of the 9 Scrutiny recommendations were officially signed off. The Board also considered more broadly the respective roles of the Council and the Environment Agency in relation to the general management of landfill sites.
3. The Scrutiny Board agreed to continue monitoring progress and identified 3 particular key areas of interest:
 - Communications with local residents in relation to the management of the site;
 - Restoration and Aftercare planning;
 - Contingency planning in the event of a landfill operator going out of business.
4. The Scrutiny Board also acknowledged the key role of the Peckfield Liaison Committee.

5. At its December meeting, the Scrutiny Board was informed that the Peckfield Liaison Committee was in the process of working with the Council to revise the 'Memorandum on the operation of Liaison Committees for mineral working, waste management and energy sites' in accordance with the recommendation made by the former Safer and Stronger Communities Scrutiny Board. The Scrutiny Board was also informed that the Peckfield Liaison Committee would be given the opportunity to consider in more detail the Restoration and Aftercare scheme relating to the Peckfield Landfill site, which was approved on 27 August 2015, with a view to providing feedback to the Scrutiny Board. The Scrutiny Board therefore agreed to liaise closely with the Liaison Committee as part of its on-going monitoring process.
6. During a meeting of the Peckfield Liaison Committee on 12th April 2016, the Committee considered and approved a revised 'Memorandum on the operation of Liaison Committees for mineral working, waste management and energy sites' and this is attached for the Board's information.
7. However, the Liaison Committee is yet to consider the details surrounding the Restoration and Aftercare scheme for the site and provisional arrangements have been made for the Committee to receive the details of this scheme at its next meeting on 12th July 2016.
8. As this matter will continue to fall within the remit of the Environment and Housing Scrutiny Board, it is proposed that a more detailed update in relation to the Peckfield Landfill site is scheduled early in the new municipal year to include feedback from the Peckfield Liaison Committee in relation to the site's Restoration and Aftercare scheme.

Recommendation

9. That a more detailed update in relation to the Peckfield Landfill site is scheduled early in the new municipal year to include feedback from the Peckfield Liaison Committee in relation to the site's Restoration and Aftercare scheme.

Background documents¹

10. None used

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.

**MEMORANDUM FOR THE OPERATION OF
LIAISON GROUPS FOR MINERAL WORKING,
WASTE MANAGEMENT & ENERGY SITES**

1. General purpose of the liaison group

The principal purpose of a liaison group is to discuss any issue which arises at a site of relevance to the operation of the site and its effect on the environment and local people living or working nearby. It should endeavour to foresee and overcome problems and strive to minimise conflict between the operation of the site and the local community. It is a forum to facilitate regular discussion between the local community and site operator. The Liaison Group has no decision making powers.

2. Members of a liaison group

(a) The following parties shall be represented on a liaison group:

- a planning officer; and
- the site operator.

(b) As a minimum, the site operator shall also send invitations to:

- City Council Councillors in whose ward the site is located;
- the parish council for the area;
- not more than two representatives from any locally based community organisation expressing an interest in participating;
- the site owner; and
- the Environment Agency in respect of waste sites.

(c) Individual membership of a liaison group is not allowed unless the individual is invited by the existing members of the liaison group, for example if that individual is affected in some specific and unique manner, such as living in a house near the boundary of the site.

(d) Community representatives shall be determined by the relevant organisation.

(e) Non-attendance shall not disqualify anyone from attending a meeting they are entitled to attend.

3. Administration

- (a) The site operator shall be responsible for arranging meetings of the liaison committee and providing an agenda of a meeting which shall be circulated **at least one week ahead of a scheduled meeting**. Within **2 weeks** of the date of a liaison meeting having taken place, the minutes shall be distributed by the site operator to: the City Council; the Environment Agency; ward members; all attendees of the meeting and; any other interested parties who have requested a copy of such. Minutes and agendas shall be distributed by post unless attendees or members of the group have supplied their email address to the operator and have agreed to receive correspondence via email.
- (b) A City Council Councillor in whose ward the site is located shall act as chairperson unless it is agreed otherwise by those present at the meeting.
- (c) The agenda of a liaison meeting shall include as a minimum:
- approval of the minutes of the previous meeting; and
 - a report by the site operator of recent and forthcoming events;
 - details of any complaints received since the preceding meeting and how these are being addressed; and
 - anything else which the operator wishes to raise.
- (d) The chairperson shall, in liaison with those present at the meeting, decide when next to meet but as a minimum meetings shall be held twice per year. Additional meetings may be requested by the chairperson following an extraordinary event that raises local concern.
- (e) The site operator shall ensure that a copy of the planning permission, approved plans / documents and Legal Agreement (if relevant) are available at all liaison meetings. If a Permit has been issued for the operation of the site then this shall also be made available.
- (f) Any valid complaints or concerns raised by attendees of the meeting relating to the operation of the site shall be minuted. The complaints or concerns raised shall be discussed at the meeting and a timescale agreed (including clear actions and responsibility) for investigation and / or resolution. The outcome of the investigation shall be reported at the next available meeting.

4. Accountability

- (a) No views of a liaison group shall be binding upon the operator, the owner or the City Council.

Report of Head of Scrutiny and Member Development

Report to Scrutiny Board (Environment and Housing)

Date: 26th April 2016

Subject: Scrutiny Inquiry Report – Housing Mix

Are specific electoral Wards affected? If relevant, name(s) of Ward(s):	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Is the decision eligible for Call-In?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: Appendix number:	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No

Summary of main issues

- 1 At the July 2015 meeting of Scrutiny Board (City Development), Members agreed to undertake a joint Inquiry with Scrutiny Board (Environment and Housing) into 'Housing Mix'. It was agreed that the Inquiry would be progressed via a joint working group.

- 2 Work in this area was initially started by the then Scrutiny Board (Housing and Regeneration) following a request for scrutiny from a member of the public and former co-optee of that Scrutiny Board. This request for Scrutiny focused on a request for Members to re-examine the adequacy of the responses provided to the first two recommendations of a previous scrutiny inquiry completed in 2011 by Scrutiny Board (Regeneration) on Housing Growth.

- 3 It was agreed by both Scrutiny Boards that matters relating to previous recommendations would be considered during the course of the working group's discussions. However the focus of this fresh Inquiry would be the delivery of Policy H4¹, that is, delivery, as expressed in the Core Strategy, of the right property type and tenure within criteria of affordability.

- 4 The working group was chaired by Councillor Truswell. Other participants were Councillors J Procter, G Wilkinson, D Collins, J Bentley, A Khan and K Ritchie.

¹ Policy H4 aims to ensure that the new housing developed in Leeds is of a range of type and size to meet the mix of households expected over the Plan period.

- 5 The working group has now completed its Inquiry and has agreed its final report. This report was formally approved by the City Development Scrutiny Board on 30th March 2016 and is now being presented to this Board for information.
- 6 This inquiry report has been published and the appropriate Director(s) have been asked to formally respond to the Scrutiny Board's recommendations within three months.

Recommendations

- 7 Members are asked to note the attached report following the Scrutiny Inquiry into Housing Mix.

Background documents²

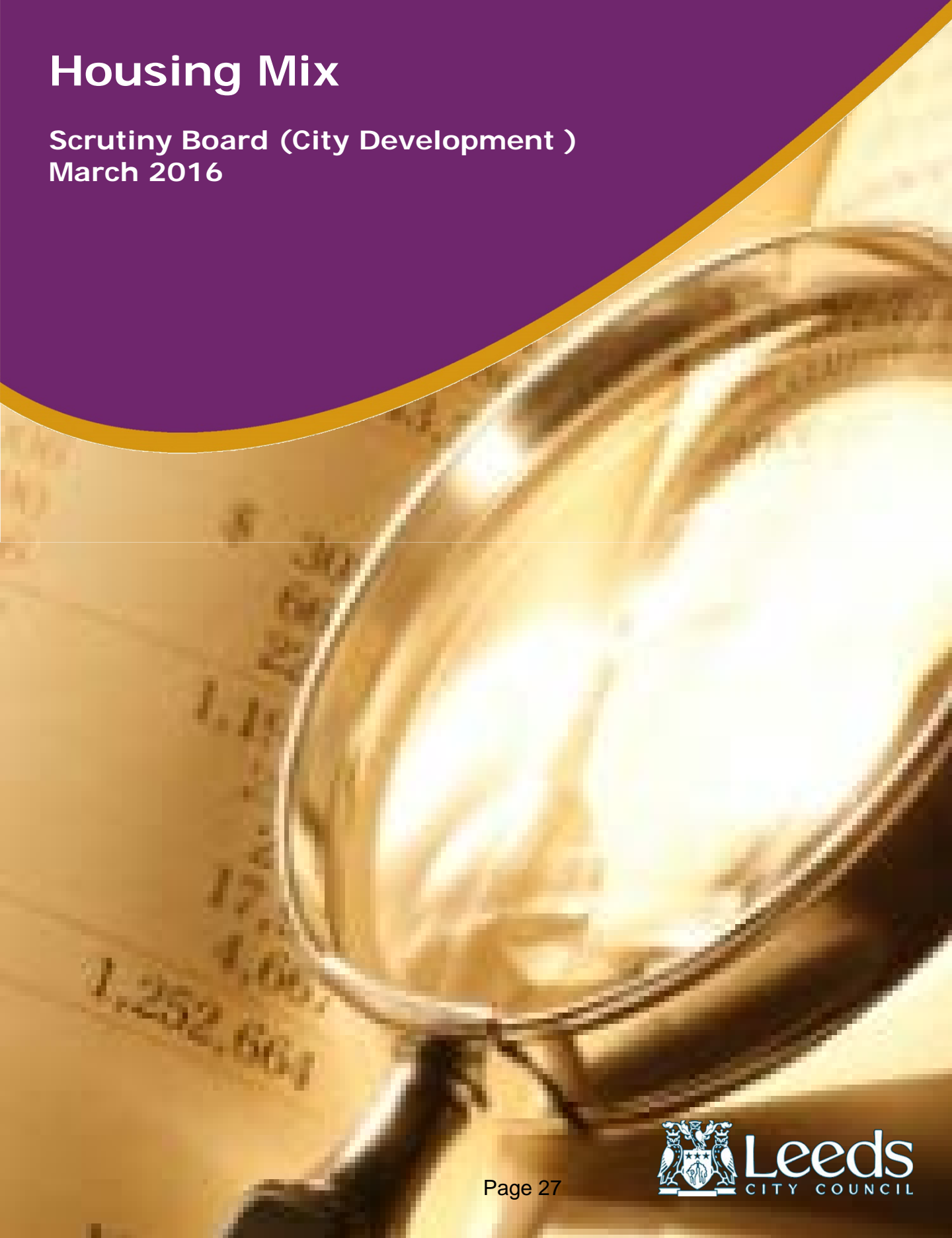
None used

² 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.

Scrutiny Inquiry Report

Housing Mix

Scrutiny Board (City Development)
March 2016



**Report of Scrutiny Board City
Development
Housing Mix
March 2016**



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Desired Outcomes and Recommendations

Desired Outcome – That the Core Strategy captures all relevant data

Recommendation 1 – That the Director of City Development maintains the commitment to a selective review of the Core Strategy, which should commence following the release of the 2014, based household projections.

Desired Outcome – The standardisation of methods to assess viability

Recommendation 2 – – That the Chief Planning Officer writes to the Secretary of State and the department of Communities and Local Government urging the Government to standardise the methodology for assessing viability taking into account the experiences of local planning authorities, and the full range of policy requirements for delivering sustainable development..

Desired Outcome – The continuous improvement of elected members skills and knowledge

Recommendation 3. That the Chief Planning officer arranges for Plans Panel Members to receive further information and training on best practice in dealing with scheme viability appraisals, in collaboration with other West Yorkshire authorities and the Planning Advisory Service

Desired Outcome – Raising the awareness of Housing Assessments and their importance in the planning process

Recommendation 4 – That the Chief Planning Officer reports back to the relevant Scrutiny Board the implementation and success of the proposed assessment guidance and other proposed actions around Housing Needs Assessments.

Desired Outcome – Improvement in the quality of Neighbourhood Plans

Recommendation 5 – that the Chief Planning Officer ensures that appropriate assistance is offered to Neighbourhood Forums to assist in the drawing up of Neighbourhood Plans.

Desired Outcome – That the Strategic Market Assessment Practice Guidance is brought up to date

Recommendation 6 – That the Chief Planning Officer writes to the Secretary of State and the Department of Communities and Local Government making the following points;

That as the current Strategic Market Assessment Practice Guidance 2007 was out of date that government revises Strategic Market Housing Assessments Practice Guidance (including approaches on how to calculate and monitor an Objectively Assessed Need) as a



Desired Outcomes and Recommendations

matter of urgency

The Council would expect that revised Practice Guidance takes full account of the desirability of engaging Neighbourhood Planning forums in the preparation of the evidence base underpinning SHMAs and thus the objectively assessed housing need for the City, and requests clarification on how this might best be achieved

Desired Outcome – Ensuring that Housing Mix is routinely considered in Plans Panel meetings

Recommendation 7 – That the Chief Planning Officer implements proposals to include a heading on Housing Mix on each panel report and to report back to the appropriate Scrutiny Board the subsequent outcomes of the initiative

Desired Outcome – That Housing Mix is discussed with developers at the earliest opportunity

Recommendation 8 – That the Chief Planning Officer reports back to the appropriate Scrutiny Board the improvements to housing mix achieved through the practice of discussing mix at pre application stage.

Desired Outcome – Raising the knowledge of Elected Members on the implementation of Policy H4

Recommendation 9 – That the Chief Planning Officer advises Joint Plans Panel of actions to be taken regarding the Implementation of Policy H4 and proposed actions to ensure improved delivery

Desired Outcome – The development of a policy identifying and meeting specialist housing need

Recommendation 10 – That the Director of Environment and Housing and the Chief Planning Officer explore a more coherent and detailed approach to identifying the need for specialist accommodation and how this can be met, and report back to the relevant Scrutiny Board.

Desired Outcome – To conclude the monitoring of previous recommendations made by Scrutiny Board (Regeneration)

Recommendation 11 – That no further monitoring of recommendation 1 & 2 made by Scrutiny Board (Regeneration) following its Inquiry into Housing Growth (2011) takes place.



Introduction and Scope

Scope of the Inquiry and desired outcomes.

- 1 At the July 2015 meeting of Scrutiny Board (City Development), Members agreed to undertake a joint Inquiry with Scrutiny Board (Environment and Housing) into 'Housing Mix'. It was agreed that the Inquiry would be progressed via a joint working group.
- 2 Work in this area was initially started by the then Scrutiny Board (Housing and Regeneration) following a request for scrutiny from a member of the public and former co-optee of that Scrutiny Board. This request for Scrutiny focused on a request for Members to re-examine the adequacy of the responses provided to the first two recommendations of a previous scrutiny inquiry completed in 2011 by Scrutiny Board (Regeneration) on Housing Growth.
- 3 It was agreed by both Scrutiny Boards that matters relating to previous recommendations would be considered during the course of the working group's discussions. However the focus of this fresh Inquiry would be the delivery of Policy H4¹, that is, delivery, as expressed in the Core Strategy, of the right property type and tenure within criteria of affordability.
- 4 The Monitoring of completions for the past three years shows that Policy H4 is not on course to achieve the target mix by 2028. It is of great concern to the

¹ Policy H4 aims to ensure that the new housing developed in Leeds is of a range of type and size to meet the mix of households expected over the Plan period.

working group that if possible remedial action available is not taken quickly and robustly it will be difficult to get target figures back on track. To this end Members wanted to understand and highlight the challenges in achieving housing mix objectives. We have concluded that whilst the majority of these challenges are a result of national planning legislation and guidance, others are a result of local practices within the Council's planning section.

Best Council Plan

- 5 The adopted Core Strategy takes forward the spatial objectives of the Vision for Leeds and the priorities set out in the best Council Plan, particularly in relation to 'promoting sustainable and inclusive economic growth'. Housing Growth is a City Council 'break through' project. This will be supported through the identification of land and its phasing through the Site Allocations Plan and Aire Valley Leeds Area Action Plan. Appropriate housing mix is a key element of this process.

Equality and Diversity

- 6 Equality and diversity issues have been considered throughout this Scrutiny Inquiry.
- 7 Where a Scrutiny Board has made recommendations and these are agreed, the individual, organisation or group responsible for implementation or delivery should give due regard to equality and diversity and where appropriate an equality impact assessment will be carried out.



Conclusions and Recommendations

Introduction

8 The Leeds Core Strategy was adopted in November 2014 following a period of extensive preparation and public scrutiny; including Examination by an Independent Planning Inspector. The Core Strategy sets an overall requirement of 70,000 homes (net) between 2012 and 2028. There is a consequent need to allocate land for 66,000 homes via the Site Allocations Plan (SAP) and Aire Valley Leeds Area Action Plan (AVLAAP). This housing requirement is derived from an extensive evidence base, which mainly comprises the Strategic Housing Market Assessment (2011). This took into account 2008 based sub-national population projections. This evidence base is subject to continuous monitoring. Within this context the first question asked by members of this working group was *“is there any new information on population figures and do they have implications for housing growth?”*

Consideration of any new information on population figures and implications for housing

9 Our source document for this matter was the May 2015 Plans Panel report entitled, ‘Implications of the 2012-based household projections on the Core Strategy Housing Requirement’. This Plans Panel report provides an update on monitoring the evidence base of the Adopted Core Strategy. It

sets out the broad approach to establishing a housing requirement in the Plan and explores whether any latest evidence warrants a root and branch review of this requirement.

10 Population and household projections are released by Government every two years and estimate the future population and number of households will be if previous trends are continued. The Strategic Housing Market Assessment (2011) is based on 2008 projections and an employment led approach which matches new jobs to homes. Members were advised that when the Core Strategy was at examination the Council presented new evidence on projections, which pointed to lower and slower growth. The Core Strategy Inspector considered and rejected these projections concluding that they were recession based, did not account for concealed need in Leeds and, based on more optimistic employment projections, would be broadly in line with the submitted requirement of 70,000 (net)

11 The Plans Panel report concluded that, whilst on the face of it, the housing requirement may be lower if a new Strategic Housing Market Assessment was carried out immediately it was unlikely to be so significantly lower so as to outweigh the benefits of progressing a site allocations plan. The report also committed to a selective review of the Core Strategy within three years of its adoption and following more recent evidence, including household projections, which will better reflect demographic trends of a recovering economy.



Conclusions and Recommendations

- 12 Members of the Development Plan Panel therefore agreed to endorse the maintenance of the Core Strategy and housing numbers.
- 13 Members of the working group also came to the conclusion that it was now important to draw a line under the numbers debate but noted the commitment to a selective review of housing numbers within three years of its adoption and following more recent evidence, including household projections, which will better reflect demographic trends of a recovering economy.
- 14 The 2012-based projections remain incomplete and have not fully captured information from the Census on household size. The 2014-based projections will be available in 2016. It is the view of the working group that it is essential to have the right population and household figures before any such review takes place.

Recommendation 1 – That the Director of City Development maintains the commitment to a selective review of the Core Strategy, which should commence following the release of the 2014, based household projections.

Housing Mix and the Planning process

Viability

- 15 The issue of viability of development has gained increased attention since the publication of the National

Planning Policy Framework (NPPF) in 2012. It is now made very challenging for the Council to refuse development proposals on issues of policy compliance where such issues can affect the viability of schemes. National guidance states that:

“development ... should not be subject to such a scale of obligations and policy burdens that their ability to be developed viably is threatened. To ensure viability, the costs of any requirements likely to be applied to development, such as requirements for affordable housing, standards, infrastructure contributions or other requirements should, when taking account of the normal cost of development and mitigation, provide competitive returns to a willing land owner and willing developer to enable the development to be deliverable.”

- 16 This section of the NPPF provides developers with more licence to pursue their chosen proposals through the planning system regardless of the objectives of local planning policies, which can be seen as burdens on development. To that end, the task of securing objectives for affordable housing, housing mix, sustainable design, greenspace, education and public transport contributions, whilst never without difficulty in the past, has been made increasing more complex since 2012. In addition, viability assessment is important in establishing that proposed housing sites are in fact deliverable, a requirement on the local planning authority in maintaining a five year



Conclusions and Recommendations

land supply and in preparing development plans.

- 17 There is now an increasing reliance on the production of viability assessments for individual developments where financial modelling is used to justify compliance or otherwise with specific planning policies. Such assessments, whilst undertaken by a RICS surveyor and the District Surveyor and utilising industry recognised methodology, are technical with no single agreed approach and highly sensitive, especially to factors such as sales value and anticipated profit of the developer.
- 18 In the majority of cases the Council's Asset Management service commissions the District Valuer (DV) to carry out a viability assessment. A fee for the work based on the scale, size, location, quantum and type of proposed development is agreed with and paid for, by the developer. The in depth appraisal considers matters including construction costs, planning obligations, financing, including profit and fees, abnormal costs and existing use & alternative land values as well as consideration of other variables which can lead to differences in valuation. The DV produces a report from this technical assessment, providing their view on the deliverability of various policy requirements- CIL, affordable house and so on and the ability of a scheme to take place on the ground in this context.
- 19 The Government's focus since the recession has been on removing barriers to growth (they have recently announced a further "red-tape" challenge relating to house building) and increasing productivity in the house building sector to achieve greater volumes of housing. Government actions have included: easing of affordable housing provision, permitted development relaxations, removing the Building Regulations requirement for carbon neutral homes by 2016. New, as yet undefined policy areas around Starter Homes will also affect the provision of affordable homes, as will loosening the definition of the latter to include more discount market housing. The Government is pursuing an appeal against the High Court's decision that removing small sites from any requirement to provide affordable housing is not justified, and is also making further amendments to the Housing and Planning Bill.
- 20 The Adopted Core Strategy was itself subject to strategic viability testing, which confirmed that its policies could be achieved in tandem and therefore represents a sound and justifiable document. However, developers are allowed to use viability arguments as a reason for non-compliance with policy on individual proposals. Furthermore developers can appeal against the refusal of the planning authority to vary the requirements of a previously confirmed S106 agreement.



Conclusions and Recommendations

- 21 The Council is therefore in a highly challenging position which requires balancing the need to significantly boost the delivery of new homes with securing the necessary community benefits from developments.
- 22 As the housing market improves it would be expected that the viability of developments would improve and that there would be a greater chance of proposals meeting policy objectives in respect of type and tenure. This has not in practice been the case e.g. increased build costs are often used alongside reduce sales values to argue that schemes are unviable with policy burdens. Not only is this an issue that arises in association with market housing schemes officers are also finding an increasing instance of Registered Providers who are experiencing viability issues arising from changes to rent models. 23 It was noted that the Council's approach to viability will be dependent upon the government's announcement on standardised approaches to viability. Members felt this was an area of practice where it would be beneficial for Plans Panel to receive further information and training.

Recommendation 2 – That the Chief Planning Officer writes to the Secretary of State and the department of Communities and Local Government urging the Government to standardise the methodology for assessing viability tacking into account the experiences of local planning authorities and the full range of policy requirements for delivering sustainable development.

Recommendation 3 –

That the Chief Planning officer arranges for Plans Panel Members to receive further information and training on best practice in dealing with scheme viability appraisals, in collaboration with other West Yorkshire authorities and the Planning Advisory Service

Policy H4

- 24 Policy H4 states the following;

“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.

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.

- 25 The working group was advised that Policy H4 aims to ensure that the new housing delivered in Leeds is of a range of types and sizes to meet the mix of households expected over the Plan period. The policy is worded to allow flexibility to take account local circumstances. The policy does not prescribe mix per site but takes a long term view.



Conclusions and Recommendations

26 The policy has a target of 60% of all new homes built to be 1 and 2 bed and that 40% should be 3 or 4 bed. By way of context, we looked at the current position (table below) which showed a skew towards larger dwellings.

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%
Policy H4 target	10%	50%	30%	10%

27 During our initial working group meetings a key issue of discussion was the fact that the policy does not prescribe mix per site but takes a long term view. Members expressed concern that that this perhaps contributed to planners taking a less robust view at a local level over required housing mix when negotiating with house builders. We were also concerned that if any potential remedial action is not taken quickly and robustly it will be difficult to get target figures back on track.

28 A range of views were expressed by Members on the short falls of the current planning process at the local level as they saw it. These included

- A feeling that planning officers were not sufficiently robust in their demands/negotiations with developers to require local needs assessments which included appropriate housing mix for fear of the development not going ahead, or being the subject of a subsequent appeal.
- A view that planning officers would too readily accommodate the demands of developers particularly when addressing viability.
- A feeling of a disconnect between the planning process and the role of the local ward member and neighbourhood Forums
- A feeling that the need for specialist housing, for example bungalows, was not being adequately raised with developers

29 In simple terms the working group expressed a view that elected Members across all wards and political groups wanted to achieve the housing mix laid down in the Core Strategy and it was incumbent upon officers to attempt to deliver that in the most effective and practicable way possible within the constraints of the planning system. (Acknowledging that compromise and mitigating circumstances would play a part)

30 Suggestions put forward by elected members to achieve this included:

- For local Members and Community Committees to undertake local needs assessments, using local housing waiting lists, Neighbourhood Plans and other available tools
- Planning officers to convey to developers during the whole



Conclusions and Recommendations

planning process (including in committee reports) that success of applications could be dependent upon the approach taken by developers to achieve housing mix.

- 31 To address these concerns Members asked for a chart of the planning process annotated with additional actions to be implemented to ensure the process of encouraging the appropriate housing mix, including affordable housing, is asserted as vigorously as possible. This is shown as Appendix 1
- 32 In addition members asked officers to draw up a list of proposed actions to ensure improved delivery of Policy H4

The Implementation of Policy H4 and proposed actions to ensure improved delivery.

Evidence and Neighbourhood Planning

- 33 It was noted that the Housing Growth Team and Forward Planning will, over the next six months, ensure that future assessments are able to provide more targeted information about need, tenure and mix, which will then inform planning officers' understanding of this issue locally. Local guidance was to be drafted to assist in the production of Housing Needs Assessments, which support development proposals as required by Policy H4. Guidance for preparing evidence at a neighbourhood level would be incorporated into the Housing Needs Assessment. This guidance will ensure a consistent approach by officers and will also

assist Neighbourhood Forums in commissioning studies for their Neighbourhood Plans. The Neighbourhood Planning Team together with the Housing Growth Team would continue to provide advice on the preparation of background evidence on housing mix and ensure that it provides weight to the implementation of Policy H4

- 34 As a direct result of the working group discussions it was noted that in future, Housing Assessments will be referenced in all forward planning and implementation and Housing consultations, and their conclusions included as background to all Plans Panel reports.

Recommendation 4 – That the Chief Planning Officer reports back to the relevant Scrutiny Board the implementation and success of the proposed assessment guidance and other proposed actions around Housing Needs Assessments.

- 35 In response to a member question and a comment that some Neighbourhood Forums felt marginalised by the Council, officers stated that the relationship between Planning and Neighbourhood Forums needed to be a two way process and that planners would always seek, within the resources available, to help Neighbourhood Forums in drawing up plans as they added strength to the planning and evidence gathering process. It was noted that the Chief Planning Officer offered to follow up, outside of the



Conclusions and Recommendations

meeting, on any specific difficulties with working relationships between the Council and Neighbourhood Planning Groups.

Recommendation 5 – that the Chief Planning Officer ensures that appropriate assistance is offered to Neighbourhood Forums to assist in the drawing up of Neighbourhood Plans.

- 36 It was also acknowledged that on occasions there was a tension between local communities and the Council in relation to Neighbourhood Plans and the Core Strategy. It was reaffirmed by officers that Neighbourhood Plans had to be drafted so as to complement the Core Strategy.
- 37 It was asserted that that the current Strategic Market Housing Assessment Practise Guidance 2007 version 2 dated August 2007 was considered out of date. New guidance was recommended in the Taylor² review and accepted by the Government. In light of this assertion, the working group recommends that the Chief Planning Officer to write to the Secretary of State and the Department of Communities and Local Government.

Recommendation - 6

That the Chief Planning Officer writes to the Secretary of State and the Department of Communities and Local Government making the following points;

That as the current Strategic Market Assessment Practice Guidance 2007 was out of date that government revises Strategic Market Housing Assessments Practice Guidance (including approaches on how to calculate and monitor an Objectively Assessed Need) as a matter of urgency

The Council would expect that revised Practice Guidance takes full account of the desirability of engaging Neighbourhood Planning forums in the preparation of the evidence base underpinning SHMAs and thus the objectively assessed housing need for the City, and requests clarification on how this might best be achieved

Monitoring

- 38 The working group welcomed confirmation that to gauge implementation of Policy H4, planning permissions for housing would be closely monitored at planning consent stage not just when developments were built.

² Lord Taylor of Goss, External Review of Government Planning Guidance 2012



Conclusions and Recommendations

- 39 In response to a question, officers confirmed that they viewed monitoring to be extremely important and that the annual review of Policy H4 had been successful, however it was difficult to monitor the effects of new stock on existing stock in terms of mix.

Panel reports

- 40 As a result of recommendations made by the working group during discussion, officers confirmed that a heading on Housing Mix will be on each panel report that describes the specific housing needs of the area.

Recommendation 7 – That the Chief Planning Officer implements proposals to include a heading on Housing Mix on each panel report and to report back to the appropriate Scrutiny Board the subsequent outcomes of the initiative

Pre –Application Discussions

- 41 The working group believes that the issue of housing mix should be raised at the earliest opportunity.
- 42 The working group was advised that the issue would be consistently flagged at pre-application stage. It was noted that if a submitter proposed a housing mix that is at or around the target sought, a Housing Needs Assessment may not be necessary and can be removed as an obligation from the developer. Such negotiations would happen as early on as possible.

Recommendation 8 – That the Chief Planning Officer reports back to the appropriate Scrutiny Board the improvements to housing mix achieved through the practice of discussing mix at pre application stage.

- 43 It was acknowledged that many of the improvement actions identified by the working group were now being implemented. Members thanked officers for their positive approach in this regard and asked that Members of the Joint Plans Panel be made aware of actions now being taken.

Recommendation 9 – That the Chief Planning Officer advises Joint Plans Panel of actions to be taken regarding the Implementation of Policy H4 and proposed actions to ensure improved delivery

Affordability

- 44 The working group received a report detailing targets for affordable housing by provider and also information about current barriers to achieving targets. The focus of the working group debate was barriers and risks to delivery particularly within the Registered Social Housing sector and local authority sector. The main points to emerge were;
- Delivery by Registered Providers is largely funded through the



Conclusions and Recommendations

Homes and Communities Agency's Affordable Homes Programme which although has delivered fairly sizeable programmes in Leeds, is constrained by reducing grant levels over time and the sector's reliance on borrowing which is funded through rents.

- The recent Budget statement wherein all social housing providers are subject to a 1% rent cut for the next four years impacts investment programmes and all of the Registered Provider's management boards are evaluating the impact on business plans and have indicated the potential for cancelling schemes.
- In response the HCA is encouraging a tenure switch towards housing for sale rather than rent where this is economically viable.
- The Housing and Planning Bill sets out the broad details for the extension of the Right to Buy to Registered Providers which has created uncertainty for Registered Providers and, coupled with rent reductions, caused lenders to review the sector's credit rating.

Council led delivery

- The borrowing cap on the Housing Revenue Account remains a constraint to building more stock over the longer term.
- The use of Right to Buy receipts is subject to several spending criteria put in place by government which makes committing the

programme difficult and puts the funds at risk of claw back.

- Impact of the rent cut on Housing Revenue Account Business Plan which could constrain future delivery.

- 45 The working group held a general discussion on the robustness of the Council's approach to affordability with developers and the role of local ward members (In the same vein as the discussions around housing mix)
- 46 There was also discussion around the Council's partnership working with registered providers and the need to work smarter and in closer collaboration.

Specialist Housing

- 47 The working group came to the conclusion that there is a developing need for Specialist Housing whether that is for families with disabilities, nursing care or more generally for older persons housing.
- 48 The Council has responded to the latter with a review of its own sheltered accommodation leading to around £14 million of investment in existing sites to make them fit for purpose. The Council launched a prospectus for older persons housing aimed at the provision of extra care which received good support from the market and bids are expected by early April on Council owned sites.
- 49 An approach is being developed by the Council towards the provision of more specialist accommodation for



Conclusions and Recommendations

families with children that have severe disabilities or adults with severe disabilities. Demand is currently being assessed but we do know that there are 950 people/families on the Council's waiting list that need significantly adapted properties. In addition Children's Services have 28 priority families that need appropriate housing. The working group was advised that work is also underway with Adult Social Care assessing the need more generally within the private sector

50 In addition the Council has commissioned designs for a "template property" as a house and as a bungalow and is actively looking for sites in its own ownership on which to build some properties.

51 The working group concluded that the provision of this type of accommodation should be central to the discussion on housing mix and that all avenues should be explored to increase the number of such properties. The working group is of the view that this could be achieved via a number of ways, those being by the Council undertaking its own building within the current council house growth programme, enabling registered Partners to develop bespoke properties or through imaginative use of s.106 agreements.

Recommendation 10 That the Director of Environment and Housing and the Chief Planning Officer explore a more coherent and detailed approach to identifying the need for specialist accommodation and how this can be met, and report back to the relevant Scrutiny Board.

Reviewing previous Scrutiny Board Recommendations

52 As detailed in our introduction, an element of the working group's remit was to consider the claim that previous recommendations made by the Regeneration Scrutiny Board had not been executed in a satisfactory way.

53 The recommendations in question were

Recommendation 1

That dependent upon the outcome of the 2011 Census the Executive Board makes representations to the Department for Communities and Local Government (DCLG) that in order to achieve greater accuracy in the data provided by the Office for National Statistics (ONS) a population register should be introduced.

Recommendation 2

That the Director of Environment and Neighbourhoods consider whether there would be an advantage in moving away from the DCLG household model altogether and relying on local data which would be more accurate in determining housing need. That the Director of Environment and Neighbourhoods report back to this Scrutiny Board on the outcome within three months of its report being published

54 The first recommendation relating to dialogue with ONS is mainly covered



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in evidence submitted by Malachi Rangecroft³.

- 55 In addition to this the Council wrote to ONS in May when the methodology for the 2012-based projections had been released for consultation. The Council sought assurance via an ONS consultation process in February 2014 that the errors in ONS mid-year estimates would be removed from future projections. As a result the ONS identified that Leeds had an “unattributable population change” of 40,000 people which is likely to be a result of flawed past assumptions on international migration. The work carried out by Edge Analytics, referred to below, tested scenarios which removed this unattributed population change at a local level.
- 56 The second recommendation concerns moving away from the DCLG household model altogether and relying on local data which would be more accurate in determining housing need. A number of factors are relevant to this recommendation. First, the requirements of national guidance. Second, local evidence used to support the Core Strategy.
- 57 The National Planning Policy Framework (NPPF) requires that Local planning authorities should have a clear understanding of housing needs in their area. They should⁴: prepare a SHMA to assess their full housing needs, which should identify the scale and mix of

housing and the range of tenures that the local population is likely to need over the plan period. This in turn should meet household and population projections, take account of migration and demographic change, addresses the need for all types of housing, including affordable housing and the needs of different groups in the community and cater for housing demand and the scale of housing supply necessary to meet this demand. It is important to note that other factors which have a bearing on a housing requirement, such as the historic provision of housing, the supply of land, local policy constraints and the wider housing market context, e.g. the ability of people to afford a home, were familiar inputs into plan preparation under (Planning Policy Guidance) PPG 3. The NPPF shifted the emphasis to establishing full objectively assessed needs for housing which were free of such local constraints so as to boost significantly the supply of housing.

- 58 The working group concludes that both recommendations had been monitored with updates being provided to the relevant Board in March 2012 and October 2012
- 59 The working group would also reiterated that the Scrutiny Board (Regeneration) had not concluded in its inquiry that overall housing numbers were wrong nor had it made recommendations to that affect

³ Leeds City Council and ONS following the release of the 2011 census



Conclusions and Recommendations

Recommendation 11– That no further monitoring of recommendation 1 & 2 made by Scrutiny Board (Regeneration) following its Inquiry into Housing Growth (2011) takes place.



Evidence

Monitoring arrangements

Standard arrangements for monitoring the outcome of the Board's recommendations will apply.

The decision-makers to whom the recommendations are addressed will be asked to submit a formal response to the recommendations, including an action plan and timetable, normally within two months.

Following this the Scrutiny Board will determine any further detailed monitoring, over and above the standard quarterly monitoring of all scrutiny recommendations.

Reports and Publications Submitted

- SHNA, GVA and Edge Analytics (2011)
- Leeds demographic Analysis and Forecasts Update, Edge Analytics (2013)
- Housing need Submission to Core Strategy Examination, LCC (2013)
- Housing Needs and Demand, Alan Holmans (2013)
- Housing demand and need Note, House of Commons (2014)
- Stimulating Housing Supply, House of Commons (2014)
- Adopted Core Strategy Policy H4 Housing Mix (2014)
- Executive Summary SHMA, Open House (2007)
- Note from Malachi Rangecroft on ONS
- Housing Growth Breakthrough Project Note
- 2012 –based Sub-National Population Projections (chart)
- Implications of the 2012-based household projections on the Core Strategy Housing Requirement – development Plan Panel may 2015
- Report of Chief Planning Officer –population growth, household projections and housing numbers(Nov 2015)
- Report of Chief Planning Officer – Planning application process (Nov 2015)
- Report of Head of Housing Partnerships – Affordable Housing (Nov 2015)
- Joint report of Chief Planning officer and Head of Housing Partnerships (Jan 2016)
- Submission from George Hall (Jan 2016)
- Submission from Jennifer Kirby (Jan 2016)



Evidence

Witnesses Heard

Tim Hill – Chief Planning Officer
John Statham – Head of Housing Partnerships
Martin Elliot – data team Leader – City Development
Maggie Gjessing, Executive Manager, Regeneration
George Hall – Community Representative

Dates of Scrutiny

22nd July 2015 (Scrutiny Board City Development)
29th September 2015 – Joint Working Group
9th November 2015 – Joint Working Group
11th January 2016 – Joint Working Group
3rd March 2016 – Joint Working Group



Evidence

Appendix 1 Flow chart of decision taking with additional actions on securing housing mix

Stage	Action
1. Pre-Application	<ul style="list-style-type: none"> • Headline Policy H4 targets and thresholds • Affordable housing requirement demonstrated • Alert developer to evidence base existing and discuss need for any further housing needs assessment evidence – in conjunction with the Housing Growth Team
2. Submission	<ul style="list-style-type: none"> • Ensure evidence supporting proposal is sufficient and proportionate to reaching decision on housing mix and type and tenure of affordable housing • Early discussion with HGT and FPI if mix is below minimum threshold
3. Consultation	<ul style="list-style-type: none"> • Be mindful of additional evidence submitted on mix / local evidence / ambitions for specific mix including type and tenure of affordable housing • Assess need for viability testing / scenarios testing if mix is below minimum threshold
4. Report	<ul style="list-style-type: none"> • Detail in panel report under “Housing Mix” heading: proposed mix, affordable housing component, local needs evidence from a variety of sources, balance of considerations, any viability concerns, up to date monitoring and any negotiations.
5. Decision	<ul style="list-style-type: none"> • Panel to take fully informed decisions on mix of dwellings and affordable housing supported by evidence
6. Discharge Conditions	<ul style="list-style-type: none"> • Additional specific condition identifying house types and mix
7. Development	<ul style="list-style-type: none"> • Monitor permission, under construction and completion status



Scrutiny Board (City Development)
Housing Mix
March 2016
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