



DEVELOPMENT PLAN PANEL

Meeting to be held in Civic Hall, Leeds, LS1 1UR on

Tuesday, 27th September, 2016 at 1.30 pm

MEMBERSHIP

Councillors

F Venner (Chair) C Campbell B Anderson T Leadley
M Coulson J Procter
C Gruen
J Heselwood
R Lewis
J McKenna
N Walshaw

Agenda compiled by:
H Gray
Governance Services
Telephone: 24 74355

Head of Strategic Planning:
David Feeney
Tel: 0113 24 74539

A G E N D A

Item No	Ward	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 15.2 of the Access to Information Rules (in the event of an Appeal the press and public will be excluded)</p> <p>(*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)</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>	

Item No	Ward	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 circumstance 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</p>	
6			<p>MINUTES</p> <p>To approve the minutes of the meeting held 19th July 2016 as a correct record</p>	1 - 12
7			<p>BRADFORD CORE STRATEGY INSPECTOR'S REPORT</p> <p>To consider the report of the Director of City Development setting out the implications for Leeds of Bradford's Core Strategy inspectors report.</p>	13 - 26
8			<p>PLANNING POLICY FOR HOT FOOD TAKE-AWAYS</p> <p>To consider the report of the Director of City Development seeking to review the implementation and effectiveness of current planning policies and other Council activities on planning for health as it relates to the number of new Hot Food Takeaways throughout the City. The report also considers the changes that may be made to the Local Development Framework to better address the issue</p>	27 - 44

Item No	Ward	Item Not Open		Page No
9			<p>AFFORDABLE HOUSING BENCHMARKS UPDATE</p> <p>To consider the report of the Director of City Development seeking support to update Leeds' Affordable Housing benchmark prices.</p>	45 - 54
10			<p>DATE AND TIME OF NEXT MEETING</p> <p>To note the date and time of the next meeting as 22nd November 2016 at 1.30 pm</p> <p><u>Third Party Recording</u></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 named 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. 	

Development Plan Panel

Tuesday, 19th July, 2016

PRESENT: Councillor F Venner in the Chair

Councillors B Anderson, C Campbell,
M Coulson, C Gruen, P Gruen, T Leadley,
R Lewis, J McKenna, J Procter and
N Walshaw

18 Appeals Against Refusal of Inspection of Documents

There were no appeals against the refusal of inspection of documents.

19 Exempt Information - Possible Exclusion of the Press and Public

The agenda contained no exempt information.

20 Late Items

No formal late items of business were added to the agenda however Members had received two supplementary documents in respect of item 7 – Site Allocations Plan Consultation Outcome and Proposed Changes – an errata sheet showing proposed changes to Appendix 4 and an additional map providing an overview of allocations in the Outer North East HMCA. Additionally, a site plan showing revised primary frontages to the Merrion Centre was tabled at the meeting.

21 Declaration of Disclosable Pecuniary Interests

No declarations of disclosable pecuniary interests were made.

22 Apologies for Absence

Apologies for absence were received from Councillor J Heselwood. Councillor P Gruen was welcomed as substitute.

23 Minutes

RESOLVED - That the minutes of the Development Plan Panel meeting held on 28th June 2016 be approved as a correct record.

24 Site Allocations Plan Consultation Outcomes & Proposed Changes

Further to the meetings held 19th January; 10th May; 14th June and 28th June 2016 respectively; the Chief Planning Officer submitted a summary review of the outcome of consultation on the Site Allocations Plan (SAP) Outer North East Housing Market Characteristic Area (ONE HMCA); and city-wide Gypsy and Traveller sites. The report also dealt with issues which remained outstanding from the Panels held on 14th and 28th June 2016 and provided an update on how the overall housing and employment targets set out in the adopted Core Strategy had been met. Members had undertaken site visits prior to the meeting.

The report outlined the scale of the city-wide consultation response and included a breakdown of the 9644 responses received by HMCA which raised

over 45,997 specific points. Appendix 1 of the report contained a summary of the response - the majority of representations were on housing proposals (26,508), followed by green space (8,815), employment (921), Gypsies and Travellers (844) and retail (14). The report highlighted that based on analysis of the consultation outcomes and further technical work undertaken; changes were proposed where issues raised were considered to go to the soundness of the Plan

The report included the following appendices:

Appendix 1 summarised the representations on each individual site in Outer North East

Appendix 2 - plans showing changes to boundaries of sites or new sites.

Appendix 3 set out the sustainability appraisal of new sites submitted

Appendix 4 set out a draft revised Section 3: Area Proposals: 6 Outer North East Publication Draft

In introducing the report, the Chair reiterated that all submissions received had been evaluated. Those raising comments on the soundness of the Plan were summarised in the report and all submissions were now available to view on-line. The timetable for consideration of the Plan through the Scrutiny process, Executive Board and submission to the Planning Inspector was detailed in the report.

During initial discussions the following comments were made:

- One Member provided an example of an instance where the full submission received from Historic England was not available on-line. Officers agreed to review the material on-line
- Clarified the Outer North East consultation on the proposals within the report would be held between September – November 2016
- There was no opportunity for Members to challenge the methodology used by officers to assess the submissions. Members were provided with assurance that all submissions had been properly considered and summarised. The Inspector would receive all the representations as submitted.
- The impact that the Secretary of State's decision on the Grove Road proposals may have on the SAP
- Noted that although the Planning Authority continued to grant planning permissions for housing developments, developers were slow to commence works

OUTER NORTH EAST HMCA

The report referenced previous Development Plan Panel meetings in 2015 where Members considered potential development proposals across the ONE HMCA and the particular reasons why a different approach was considered appropriate in this HMCA. At that time, Members considered the Thorp Arch Trading Estate (TATE) and settlement proposals at Headley Hall, Bramham. Members recommended that a new settlement at Headley Hall should be supported and that TATE be allocated for employment use. This approach was agreed by Executive Board in July 2015 and formed the basis for consultation on the Publication Draft SAP.

However, shortly before the start of consultation, the University of Leeds as landowner withdrew the Headley Hall new settlement proposal. Public consultation was held - with the withdrawal of the Headley Hall site advertised to consultees and also proposed additional sites to remedy the loss of Headley Hall.

Consequently, the ONE HMCA remains one step behind the rest of the Plan and a further stage of consultation on a revised Publication Draft for ONE has been scheduled for a six week period prior to the pre-submission changes for the whole of the Plan being advertised for further comment.

The Group Manager, Policy & Plans, introduced information on each of the ONE HMCA proposals in turn for Members to consider. A large plan was tabled at the meeting to show the changes referred to in the report. The following key issues were discussed:

Housing

Policy SP10 of the Adopted Core Strategy provides strategic support for a new settlement proposal - this states that the focus for Green Belt release should be around the main urban area, major settlements and small settlements, but that "exceptionally, sites unrelated to the Main Urban Area, Major Settlements and Smaller Settlements, could be considered, where they will be in sustainable locations and are able to provide a full range of local facilities and services and within the context of their Housing Market Characteristic Area, are more appropriate in meeting the spatial objectives of the plan than the alternatives within the Settlement Hierarchy. Otherwise review of the Green Belt will not be considered to ensure that its general extent is maintained."

Two 'like for like' alternative new settlement proposals were submitted to the Council – land at Becca Hall (subsequently called Becca Home Farm) and land at Parlington Estate. The Thorp Arch Trading Estate was also submitted as a housing site rather than as an employment site (as was proposed in the Publication Draft Plan).

The contents of two representations received from D Locke (acting for Hallam Land – Becca Hall) and Pegasus Planning (HG2-124 Garforth) were reported to the Panel; advocating that the defined settlement should be considered in the context of a city-wide strategy.

Becca Hall Farm –

- A correction was noted to paragraph 3.17 to state that the original submission was made on time but the boundary of the site had been amended.
- The site comprised of three land ownerships.
- The possible impact on the green belt and Special Landscape Area (SLA) was acknowledged.

Parlington Estate –

- It was noted that this submission was made after consultation had closed.
- The site was capable of delivering up to 5000 dwellings with two employment areas and a local centre, in one-ownership and on private land with some historic assets throughout. Development of this sustainable site could meet Government 'garden city' proposals.
- The site was at the farthest edge of ONE.
- It was felt that views into and across this site were minimal and development would have less impact on the green belt.
- The site had a longstanding leisure/tourism allocation within the UDP although previous suggestions for a golf centre/holiday park were not completed.
- Promotion of this site acknowledged that Parlington lay within a very different area to Wetherby – the major settlement for ONE HMCA. As such, the Parlington development would need to be supported by other new sites to provide a balanced portfolio of housing options in ONE.
- Comment that this site would be car dominant due to its location and work with transport partners was needed to create sustainable transport links and possibly a new transport hub.
- The developable area was 160Ha of the total 770Ha site.

Thorp Arch Trading Estate –

- Although this site had been previously promoted within the Unitary Development Plan (UDP) and the landowner was keen to allocate the site for housing, no deliverable scheme had yet come forward due to the challenges on site. This site therefore was indicated for employment use.
- Recognition of TATE as one of the first out of town retail centres with greater emphasis on the substantial employment provided was required. In response to a request, it was agreed that allocation of the whole site as employment land would be considered and addressed in the report to be presented to Executive Board.
- Additional comments that the site presented significant contamination and remediation challenges were noted.

Sites extensions to smaller settlements

Site extensions to smaller settlements in the area were previously discounted and officers presented a range of factors as to why they remained discounted when assessed against the proposals at Wetherby, the main settlement and Parlington, the new proposed settlement. This included infrastructure provision, character of existing settlements and need to identify replacement safeguarded land.

The Panel then turned to deal with additional opportunities identified as extensions to existing developments and smaller settlements:

HG2-20 Mercure Hotel – This site to be amalgamated with the adjacent site (HG2-224 Micklethwaite Farm) to provide the same total capacity and provide for more comprehensive development proposals.

HG2-26 Wetherby Road Scarcroft Lodge – It was noted that the original proposal for this site was as rural land. A reduced capacity of 100 units was now proposed due to the site requirements

HG2-220 Moor End, Boston Spa – There was local concern over the number of units proposed for Boston Spa. Members proposed that this site be removed as it is a green belt extension that, given improved build out rates at Parlington, would not be required.

HG2-223 Wike Ridge Lane, Alwoodley - A smaller element of a previously discounted site on the edge of the main urban area was proposed. There was local concern over the type of houses likely to be delivered on this site. Additionally, the Panel noted a concern over the treatment of the green belt boundary and assurance was sought that the development would not creep into the greenbelt. Highways concerns were also discussed. Members proposed the deletion of this site.

HG2-226 Land to the East of Wetherby – This proposed allocation was supported by Members. There was discussion around consequential amendments to the proposed green belt boundary, which was formerly rural land. Members agreed that the area to the north of the site should be proposed as green belt as in the Publication Draft SAP. Local ward Councillors raised concerns that the Young Offenders Institute to the south of the site was being proposed to be now amended from proposed green belt to unallocated land without any further justification by officers. Consequently this area has been retained as “washed over” Green Belt land as previously proposed in the original Publication draft SAP.

HG2-227 Wealstun Prison, Wetherby – Discussions were proposed to also reference the current permissible community use of this private site as there were no other recreation facilities nearby.

Further general comments were noted:

- Local ward Councillors supported the approach to provide a new settlement however there were concerns that the proposed build-out target of 1700 1750 units was too low if the Parlington site was capable of delivering 5000 units. Additionally it was felt that 1700 1750 units should be the baseline target with future developers encouraged to deliver more on site. The Chair noted that during the earlier site visits, the Panel had supported this view as well as a suggestion that only pockets of development would be supported in the greenbelt. The Panel also therefore supported a suggestion to increase the Parlington allocation by 100 units to 1,850 units within the plan period. This also relieves pressure on smaller settlements.
- That, contrary to paragraph 3.32, local ward Councillors had not agreed the suite of sites proposed for ONE HMCA. Removal of the relevant sentence from the report was agreed prior to submission to Executive Board.

- Deletion of HG2-220 Moor End, Boston Spa (para 3.38(d)) and HG2-223 Wike Ridge Lane, Alwoodley (para 3.38(e)) was sought and broadly supported by the Panel.

The Group Manager, Policy and Plans, then introduced information on the public and privately owned **GYPSY & TRAVELLER SITES** in all of the HMCA areas city-wide for the Panel to consider.

General comments were made including:

- The definition of “pitch” to refer to one household, which may include up to 2 caravans and one amenity block with surrounding amenity space
- Under National Planning Policy Guidance, Leeds had established a need for 28 publically managed pitches
- The Gypsy and Traveller community had been invited to respond to the consultation
- The need to create a Leeds specific Guidance document for Gypsy and Traveller sites was recognised.

The following key issues were discussed:

Publically Managed Gypsy and Traveller Sites

HG7-1 West Wood, Dewsbury Road, Tingley – An increase of 1 pitch was proposed (total now 5). A local ward Councillor reported concerns over Japanese Knotweed and flooding on the site.

HG7-2 Land to the South of Tong Road, Wortley - An increase of 1 pitch was proposed (total now 5). Objections to the principle of the use of the site, rather than its’ expansion, had been received. The support of the landowner was also reported. It was felt that this site was significantly screened. Highways, Environment & Housing and Land drainage responses stated that issues with the site could be overcome. Concerns over whether there was sufficient space on the site to deliver an additional pitch; access to the site; the use of the site as a pedestrian route to local schools and impact on three local historical buildings were expressed. It was reported that the Head of Housing Support had confirmed the Tong Road 0.57 Ha site would support another pitch (totalling 5 pitches, plus amenities). It was agreed that officers would draw up a management scheme to support the five pitch site prior to the proposal being considered by Executive Board.

HG7-3 Bullerthorpe Lane, Temple Newsam – Proposed removal of this site was in response to comments received from Historical England over the possible harm caused to Grims Ditch, plus access concerns and the cost of provision of a safe route to local services. The deletion of these four pitches necessitated a review of where the four could be re-allocated in the city.

Safeguarded Gypsy and Traveller Sites

HG6-1 Cottingley Springs, Gelderd Road – An additional 2 pitches were proposed bringing the total to 43 for this site. Internal re-modelling was required with the possibility that adjacent green belt could potentially be relied upon to provide amenity space.

It was noted that previously, the Secretary of State had refused expansion of the site; however these new proposals would not raise the same issues. Members noted that Planning Policy Guidance suggested a total of 15 pitches on any site. Concerns were expressed about the impact of expansion on the peaceful co-existence of residents and that evidence suggested that smaller sites reduced the potential for challenge. The response that site expansion at Cottingley would respond to existing unmet demand was also noted.

HG6-6 (Ninevah Lane, Allerton Bywater) – Agreed deletion of site for Gypsy use and consequent expansion of adjacent site for settled housing. A Member commented that the removal of this allocation did not necessarily remove the need. Officers confirmed that the Gypsy Needs Assessment was a specific assessment which enabled the close scrutiny of local needs.

New Site Suggestions

HG6-14 Old Telephone Exchange, Coal Road, near Shadwell – Comments on poor accessibility and screening of the site were noted. The Highways Officer reported that the nearest bus stops on the A58 were over the 400metre distance suggested in the Guidance. Members did not agree that the site should be taken out of the Green Belt and were concerned about access to services. They agreed that a temporary / personal planning application would be preferable to an allocation given the brownfield nature of the site.

(Councillors C Gruen and R Lewis left the meeting at this point)

The Local Plans Team Leader then outlined **OUTSTANDING HMCA ISSUES** from the meetings held on 14th and 28th June 2016 respectively. Turning to previous concerns over the development of larger schemes, the intention to create development/planning briefs for larger schemes was noted. A correction to paragraph 5.4 to indicate “larger sites over 750 homes” was reported (rather than 700 stated in the report) however there was debate over the figure of 750 as some Members felt 500 to be more appropriate. It was noted that other sites of less than 750 homes could also require a planning brief, if they were deemed to be sensitive by Members and could be included within the DPP work programme.

Aireborough

HG2-230 LCC Depot Henshaw Lane, Yeadon – During discussions it became clear that the current users of the Depot had not been aware of the proposed re-allocation of the site and did not have a management plan for the removal and relocation of services currently based there. Members took the view that this site was not currently available for allocation however if it became available it would be regarded as a “windfall site”. In order to progress matters, it was proposed that further discussions would be held with the site users and LCC Asset Management prior to submission to Executive Board. If the matter remained unresolved at that point, the site would be deleted.

City Centre:

MX2-26 Kirkgate Phase 2 – As non-residential uses were more likely to be achieved, the Panel broadly supported the proposal to remove this site for housing

East

HG2-119 Red Hall Offices and Playing Field – Members considered and agreed a proposal to amend the site requirement to say “On site green space provision to be determined through the Planning Brief”.

HG2-203 Manston Road (capacity 103) – Reference was made to paragraph 6.12 of the report which showed a city-wide surplus of 11.21ha of general employment sites. In light of this, and the fact that the adjacent site was already developed, a local ward Councillor advocated that retention of this site for housing was unreasonable, due to the scale of proposed housing in the area. A mixed use on HG2-203 to include an element of leisure/retail/employment with a green buffer would be desirable. The Panel broadly supported the suggestion to retain an element of employment on the site, with a preference for a mixed use (employment/leisure) allocation.

Inner

5.8 HG2-211 Burley Liberal Club – The report that Sport England is a statutory consultee on land used as playing fields in the last 5 years was noted. Discussions clarified that, as the site had not been used as playing pitches for 9 years, Sport England would not provide a comment on the proposal. Following a vote, the recommendation in the report was agreed

North

HG1-60 and HG2-217 Tile Lane, Eastmoor, Adel – A meeting had been held with the architect representative of the Local Neighbourhood Forum and a local ward Councillor. It was reported that their main aim was to seek de-allocation of HG2-18 (Church Lane) and HG2-38 (Dunstarn Lane) through the allocation of more units on Tile Lane. Although the increase of provision on Tile Lane was supported, the removal of Church Lane and Dunstarn Lane was not. A comment regarding the willingness of officers to increase allocations but not work with communities was made

HG2-41 South of A65 from Horsforth and Rawdon roundabout to crematorium – Comments received from Historical England and Horsforth Town Council were reported. The plan included within the report (at page 171) was draft, subject to agreement with Historical England, but gave an indication of sensitive areas of the site. Additionally, a planning brief would be created in conjunction with local ward Councillors. Concern was expressed that the indicative site plan did not refer to future proposals to widen the road for the Airport Link which would utilise some of those areas marked as sensitive.

Additional general comments were made about where within a site boundary the Planning Authority would expect development to take place – Members felt that developers would develop everywhere within a boundary – thus

sensitive areas would not be protected without an indicative development line within the site boundary. One member queried when planning briefs for those sites requiring one would be ready for DPP members to view, and expressed concern that any submitted to Executive Board would not have DPP approval.

HG2-236 – Former West Park Community Centre, capacity 69 (formerly HG5-2, school designation) – Amendments to the site boundary were reported

Outer North West

HG2-14 East Chevin Rd, Otley – As the landowner was not seeking a change to the current use; it was proposed to delete the site for housing. It would not therefore be presented to Executive Board as part of the Plan.

HG2-18 Church Lane, Adel – 87 units were proposed with the north-west boundary extended to provide an access point.

Some Members did not support the proposal to include an area of green belt to facilitate access to the development and sought to identify which Policy would support this approach. Discussion on whether deletion of the green belt element would invalidate the site followed and the highways officer confirmed that the site could be accessed to the south, through another development. The Panel broadly supported an amendment to remove the green belt element of the proposal.

MX1-26 East of Otley – The proposals to increase the housing allocation capacity from 550 to 800 and decrease the employment on site was not supported. Members did not support the wording within the report, with an acknowledgement that more could be achieved on site, guided by a planning brief.

The Panel broadly supported a suggestion to amend the wording of paragraph 5.19, sentence 4 to read “It is therefore recommended that the UDP figure of 550 units is retained.”

(Councillor R Lewis joined the meeting again at this point)

Outer South East

HG2-133 Ninevah Lane Allerton Bywater - As a consequence of Gypsy and Traveller site HG6-6 being deleted, the proposal to extend the housing allocation to include this land was supported.

Outer South West

Extension to **HG2-171** Westerton Road, East Ardsley – A request for the site allocation boundary to follow the field boundary was agreed by officers. Comments on the two distinct parts of this site in separate ownership were made – one brownfield and ready to develop, the other a greenbelt area which was mooted for a Phase 3 release, and should be dealt with separately. The response that the overall allocation afforded the opportunity for a comprehensive development plan was noted.

Outer West

HG2-76 Hough Side, Pudsey and new site at Spring Lea Farm, Troydale- Further representations had been received from both site owners. The owner of HG2-76 had stated the site provided stabling for horses with the remainder being a smallholding, rather than a riding school/employment site as discussed at Panel on 28th June 2016. The owner had confirmed the site was suitable for housing.

A local ward Councillor reiterated his understanding that HG2-76 operated as a market garden offering employment to 6 persons and expressed concern that a development here would damage views across the site. In comparison, he felt that a development at Spring Lea Farm would be more sustainable, with access more viable than the view expressed in the report by the Highways Team in the report; and provide an opportunity to provide parking for Post Hill. A different view was expressed by another local ward Councillor with regard to site access, existing parking for Post Hill and the suggestion to double the size of the Troydale community which would impact further on the greenbelt.

Following a vote, the Panel supported the recommendations contained within the report to retain housing allocation HG2-76 Hough Side Pudsey and not allocate land at Troydale.

HG2-58 Airedale Mills – The outcome of an ecological assessment was reported along with the implication of the swing-bridge. A reduced allocation of 5 units was now proposed although the landowner believed 69 units on site was possible. It was noted the proposed units would be reported as 5 to Executive Board – unless new evidence was presented to support an increase.

The Principal Planning Officer, Policy and Plans then outlined **DEFERRED RETAIL ISSUES (CITY-WIDE)**

Kirkstall Town Centre – No change was proposed to the allocation
Wellington Street Local Convenience Centre –

- A new centre boundary was proposed and agreed
- New wording to follow paragraph 2.24 of the Site Allocations Plan, to read, "Evidence that would demonstrate such changes in shopping patterns could include data relating to changes in vacancies and footfall within the surrounding area, as well as changes in use classes within the surrounding areas."
- Insert a new paragraph after 2.13 to read "It is recognised that through the General Permitted Development Order that some changes of use within Protected Shopping Frontages may not require planning permission. However, all proposals requiring consent will be subject to the relevant policies."

Holbeck Local Centre Boundary: The boundary was amended to include the local community centre.

Merrion Centre – A revised site plan was tabled showing proposals to reduce the north side frontage.

St John's Centre – Receipt of further correspondence from the owner reiterating their desire to remove the protected shopping frontages was reported, however no change was proposed.

Finally, officers drew Member's attention to paragraph 6.4 of the report which recognised the impact of the Government's recent decision in respect of NGT and the need to amend site requirements for some sites where reference was made to NGT and the need to review East and ONE HMCA.

In respect of overall housing allocation numbers, one Member commented that the city-wide over-allocation of 2091 was unsound and had not been agreed by Members. Discussion followed on the need to provide flexibility in numbers (above the target of 66,000) which in turn provided opportunities for a suite of housing proposals across the city.

RESOLVED –

- a) That, having considered the overall consultation outcomes summarised in the report, the discussions held at the meeting and the revised Publication Draft plan for Outer North East together with updates to the sustainability appraisal report for Outer North East, the Panel recommend to the Executive Board that the revised Outer North East HMCA Publication Draft chapter of the Site Allocation Plan is approved for a period of 6 weeks public consultation (in Autumn 2016) – with the exceptions being those matters listed below for action or amendment:
 - i. HG2-227 Wealstun Prison, Wetherby – further discussions with the Chair and Legal Services were proposed to consider the greenspace designation of the site with reference to the current community use of the site
 - ii. The Parlington allocation to be increased by 100 units.
 - iii. Paragraph 3.32 to be amended to remove the sentence stating that local ward Councillors had agreed the suite of sites proposed for ONE HMCA.
 - iv. HG2-220 Moor End, Boston Spa to be deleted
 - v. HG2-223 Wike Ridge Lane, Alwoodley to be deleted
 - vi. Gypsy and Traveller site HG6-14, Coal Road near Shadwell, to be deleted

- b) That the outstanding proposed pre-submission changes to the remainder of the Site Allocations Plan be agreed – with the exceptions being those matters listed in c) below

- c) That the following matters be progressed and reflected in the report to Executive Board as follows:
 - HG2-230 LCC Depot Henshaw Lane, Yeadon – further discussions to be held with the site users and LCC Asset Management - If the matter remained unresolved at that point, the site to be deleted
 - HG2-203 Manston Road – a mixed use (employment/leisure) allocation to be proposed
 - HG2-14 East Chevin Rd, Otley to be deleted
 - HG2-18 Church Lane, Adel to be amended to remove the greenbelt element of the proposal
 - MX1-26 East of Otley – to amend the wording of paragraph 5.19, sentence 4 to read “It is therefore recommended that the UDP figure of 550 units is retained.”

- d) That, the proposed pre-submission changes to the policies and allocations for Gypsies, Travellers and Travelling Showpeople be agreed with the following exceptions:
 - a. HG6-14 The Old Telephone Exchange, Coal Road, near Shadwell – this site to be deleted
 - b. HG7-2 Land to the South of Tong Road, Wortley – a management plan be drawn up prior to submission to Executive Board

- e) That the Development Plan Panel recommend to the Executive Board that the proposed pre-submission changes for the remainder of the Plan (except for Outer North East) are approved for pre-submission advertisement (in February 2017), prior to the submission of the Plan for independent examination

In respect of b); c); d) and e) above, Councillors B Anderson and J Procter required it to be recorded that they abstained from voting on these matters.

In respect of the HG2-76 New site at Spring Lea Farm, Troydale and Hough Side Pudsey in the Outer West HMCA, Councillor Coulson required it to be recorded that he voted against this matter



Report author: Robin Coghlan /
David Feeney

Tel: 0113 378 7635 / 7660

Report of Director of City Development

Report to Development Plans Panel

Date: 27th September 2016

Subject: Bradford Core Strategy Inspector's report

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. Bradford's Core Strategy (BCS) Inspectors Report was released in August 2016 and concludes that the plan is "sound" and can be adopted with agreed modifications.
2. Issues of housing growth, filling in of Green Belt gaps between Bradford and Leeds and traffic generation on key transport corridors between City and Leeds have been raised by the Council as concerns throughout preparation of the BCS through the Duty to Cooperate arrangements. These were considered in the Inspector's examination of the plan.
3. Further engagement between Bradford and Leeds Councils will be necessary to deal with site specific proposals and endeavour to ensure that Green Belt, traffic and any other impacts are appropriately mitigated.

Recommendations

4. Development Plan Panel is invited to note and comment on the contents of this report.

1 Purpose of this report

- 1.1 The purpose of this report is to set out the implications for Leeds of Bradford's Core Strategy inspectors report.

2 Background information

- 2.1 Bradford City Council has been preparing its Core Strategy since 2007. It took form in the Further Engagement Draft of 2011 with a housing requirement of 48,481 for the period 2004 – 2028, including a requirement of 900 dwellings for Menston. Leeds City Council put in an objection raising the following concerns:

(i) proposals for redrawing the Green Belt boundary to enable development at Holme Wood and Menston would encroach into the strategic gap between Leeds and Bradford leading toward a merging of the two cities.

(ii) traffic congestion and hazards would be created to roads in Leeds, particularly the A657 and routes to Drighlington and beyond, and the A65.

- 2.2 The Publication Draft of February 2014 reduced the housing requirement to 42,100 for the period 2013 – 2030 (17 years 2476/annum) and reduced the requirement for Menston to 400 dwellings.

- 2.3 Bradford's Core Strategy was submitted in December 2014. Whilst the total requirement of 42,100 remained, Bradford Council introduced inquiry changes in March 2015, which were published as modifications in November 2015. These changes proposed an increase in housing numbers for Menston from 400 to 600 dwellings.

- 2.4 Officers of Bradford made use of the regular meetings of the Leeds City Region Strategic Planning (Duty to Cooperate) Group to inform officers of other local authorities of proposals and changes to the Core Strategy preparation. In 2014, Bradford produced a Duty to Cooperate Table setting out all of the potential impacts of the Core Strategy on neighbouring local authorities and other DtC bodies as well as the proposed mechanisms for mitigating negative impacts. This was refined with input from other local authorities including Leeds (see Appendix 2). In March 2015, the Group was notified of Bradford's intention to publish modifications for public consultation. In May 2015, the Group was notified of Bradford's work with the Inspector to finalise the modifications and the expectation that they would be published in July. In fact the Modifications were published in November 2015 including the revised distribution affecting Wharfedale.

3 Main issues

- 3.1 The Bradford Core Strategy Inspectors Report was released in August 2016 and concludes that the Core Strategy with the proposed modifications is sound. The inspector produced a non-technical summary (**Appendix 1**) which summarises all issues covered in the examination of the plan. This report focuses on the implications for Leeds.

- 3.2 As evident from Bradford's Duty to Cooperate table (appendix 2) there are a range of cross boundary planning matters that needed to be identified. Many of these are non-contentious, such as ensuring consistency of approach on Green Infrastructure but others have more tangible consequences, particularly those associated with the growth of Bradford. Such implications include the following:
- i Increased traffic on Leeds' roads
 - ii Incursion into the Green Belt gap between Leeds and Bradford
 - iii Planning for the combination of growth in Bradford and Leeds

Traffic and Green Belt

- 3.3 The Inspector acknowledges Leeds' concerns about Green Belt and highways implications at paragraph 17, "LCC has raised some concerns about the impact of new housing development close to its borders, including that resulting from the Proposed Modifications, but is content for these issues to be considered again in more detail when specific sites have been identified in the SADPD & AAPs."
- 3.4 Similar to Leeds, Bradford's Core Strategy seeks to concentrate most of its growth in association with the main urban area of Bradford city. This is a sustainable approach in that most new housing will be close to availability of jobs and existing infrastructure. Not all growth can be accommodated on brownfield land, and the Inspector accepts that land will need to be taken out of the Green Belt. He concludes that Bradford's strategy is appropriate, effective, deliverable and soundly based, resulting in a sustainable pattern of development in line with national policy. The revised distribution for the main settlements would be reasonable and proportionate in terms of their existing size form role accessibility, proportion of population and their potential to accommodate growth (para 148).
- 3.5 Six thousand dwellings are apportioned to South East Bradford which covers a large part of the Bradford city urban area, but also includes plans for a "Sustainable Urban Extension" at Holme Wood.
- 3.6 The quantity of new dwellings proposed at Menston ranged from 900 in the Further Engagement Draft (2011), 400 in the Publication Draft before having 600 concluded in the modifications. The status of Menston has also been changed to a "Local Growth Centre".
- 3.7 Leeds raised concerns with Bradford about the Green Belt and traffic implications of new housing at Holme Wood and Menston. In terms of Green Belt the Inspector concluded that housing growth in these locations could be accommodated at a strategic level, but that much will depend on the exact local details which can only be established through the Bradford Site Allocations Plan, currently under preparation. In Paragraph 48 he concludes, "A significant amount of Green Belt land will need to be released to accommodate identified housing and other development needs, but the detailed location, extent and implications of such releases cannot properly be considered at this stage in this high-level Core Strategy; this is a matter to be addressed in the subsequent SADPD."

- 3.8 Similarly, the Inspector concludes that the scale of growth at Holme Wood and Wharfedale (including Menston) raise questions about traffic congestion and the need for local public transport improvements but these can be addressed once more detailed proposals are advanced. In paragraph 205 the Inspector states, "...CBMDC's Transport Study addresses these matters at a strategic level and further detailed work will be undertaken on assessing transport and traffic impact when new developments come forward, including along the main A65/A650 corridors, additional mitigation measures and the issue of park-and-ride facilities and capacity; Travel Plans will also be required for all major developments. In some cases, there will be challenges, but further more detailed work at the appropriate time will identify the issues and the mitigation and improvements needed."
- 3.9 It should be noted that Leeds' Site Allocations Plan has its own set of site requirements to manage impacts, and some of the sites near to the boundary with Bradford will have site requirements to deal with impacts that affect Bradford.

Cooperation to Plan for Growth

- 3.10 Both Bradford and Leeds Councils have had to accommodate significant amounts of growth but also had to cooperate where growth is close to the administrative boundary between the cities. Leeds officers organised a Duty to Cooperate meeting with Bradford officers to support Leeds' Site Allocations Plan preparation on 6th May 2015 (Appendix 3).
- 3.11 The meeting recognised that Leeds is at a more advanced stage of plan preparation than Bradford, so that Leeds is planning for detailed site locations in its SAP whilst Bradford is planning for strategic apportionment of growth in its Core Strategy. Discussions centred around impact on the South Pennine Special Area, schools, traffic, Green Belt and the Holme Wood urban extension. It is accepted that the Councils will have to continue to work together particularly on school and transport matters.

4 Corporate Considerations

4.1 Consultation and Engagement

- 4.1.1 Bradford City Council has been responsible for running its own programme of consultation with its residents and other interests on its Core Strategy. It is also expected to meet the Duty to Cooperate which is a legal test of soundness and a procedural requirement. This means engaging with adjoining local authorities, including Leeds, to identify planning matters of concern, mechanisms for mitigating problems and conclusions on how they will be dealt with. It is not a duty to *agree* but a duty to seek to resolve issues as well as possible.
- 4.1.2 It should be noted that the Inspector found Bradford's Core Strategy sound in terms of the Duty to Cooperate. This is a vindication not only of Bradford Council's work, but also of the arrangements that have been established at Leeds City Region level to oversee and coordinate Duty to Cooperate considerations between local authorities and key DtC bodies, including the Environment Agency and Highways England. Leeds Council was instrumental in setting up these arrangements and continues to host bi-monthly meetings.

4.2 Equality and Diversity / Cohesion and Integration

- 4.2.1 The impacts of Bradford's Core Strategy on Leeds are likely to impact on certain geographic communities more than others but it is not thought to raise any issues of equality, diversity, cohesion or integration.

4.3 Council policies and Best Council Plan

- 4.3.1 The impacts of Bradford's Core Strategy on Leeds may have some effect on BCP priorities. Additional traffic may affect air quality, health and ability to move around the city easily. Eating into the Green Belt gaps between the communities of Bradford and the communities of Leeds could also impact on ability of residents to enjoy healthy and active lives.

4.4 Resources and value for money

- 4.4.1 No direct implications.

4.5 Legal Implications, Access to Information and Call In

- 4.5.1 None

4.6 Risk Management

- 4.6.1 Officers will need to continue cooperation with Bradford officers to satisfy the Duty to Cooperate. This will help ensure that Leeds' development plans are found sound at examination, and ensure that implications of Bradford's plans for Leeds residents continue to be considered and addressed.

5 Conclusions

- 5.1 Leeds had regular engagement with Bradford as its Core Strategy progressed from the outset and therefore the Inspector's report generated no surprises. The strategic impacts on the Green Belt gap and on traffic corridors between Leeds and Bradford were considered by the Inspector and he concluded that Bradford's Core Strategy is "sound". But he expects engagement between Bradford and Leeds councils to continue as more details site specific proposals are drawn up through Site Allocations Plans. Mitigation of effects on transport and social infrastructure of neighbouring authorities will be possible through site requirements and also planning applications.

6 Recommendations

- 6.1 Development Plan Panel is invited to note and comment on the contents of this report.

Appendix 1: Inspector's Non-Technical Summary

This report concludes that the Local Plan for the Bradford District Core Strategy provides an appropriate basis for the planning of the district providing a number of main modifications are made to the plan. The City of Bradford MDC has specifically requested me to recommend any main modifications necessary to enable the plan to be adopted. All the main modifications to address this were proposed by the Council, and I have recommended their inclusion after considering all the representations made in response to consultation on them. The Main Modifications can be summarised as follows:

- Amend the approach and policy for protecting the integrity of the South Pennine Moors SAC/SPA and their zones of influence in Policy SC8, the associated Subarea, Environment, Waste and Implementation policies and accompanying text, to reflect the updated Habitats Regulations Assessment;
- Amend the Settlement Hierarchy to designate Burley-in-Wharfedale and Menston as Local Growth Centres, to reflect the updated Habitats Regulations Assessment, and clarify the nature of development for each level of the hierarchy;
- Specify the “exceptional circumstances” identified to justify the amendment of Green Belt boundaries;
- Amend the spatial distribution of new housing development, to reflect the updated Habitats Regulations Assessment, the latest assessment of potential housing land availability and impact on heritage assets, including the revised apportionments for the City of Bradford Regional City (including Shipley & Canal Road Corridor, Shipley and North-East Bradford), Airedale (including Silsden & Baildon), Wharfedale (including Ilkley, Burley-in-Wharfedale & Menston), and the South Pennine towns and villages (including Haworth);
- Clarify and update the sub-area policies and detailed development strategy for each of the sub-areas of Bradford district, including the revised settlement hierarchy and spatial distribution of development, updated Habitats Regulations Assessment, and the scale and type of development at the settlements;
- Amend the number of new jobs envisaged to 1,600/year, to align with the housing strategy, clarify the justification for the overall amount of new employment land and confirm that this is a minimum figure, and clarify the purpose of the Economic Growth Areas;
- Clarify the approach to establishing the objective assessment of housing need, the overall housing requirement figure and the approach to 5-year housing land supply, and update the housing trajectory;
- Clarify the approach to phasing housing development, the release of housing sites, density, viability and housing standards;
- Amend the site size thresholds for affordable housing, specifying a minimum threshold of 11 units in Wharfedale and other specified villages;
- Update the approach and requirement for gypsies and travellers accommodation;
- Set out the approach and policy for development affecting Sites of Special Scientific Interest, and clarify the approach to Locally Designated Sites;
- Update and clarify the policy and approach to renewable energy;
- Update and clarify the policies and approach to flood risk and air quality;
- Re-draft the section and policies on Minerals, to provide more information about the supply and provision of minerals, including the Local Aggregates Assessment and landbanks;
- Re-draft the section and policies on Waste Management, to provide more information about existing and forecast waste arisings and existing and future waste management capacity, including the approach to identifying waste management sites and the area of search;
- Update and amend the content of the appendices, including monitoring, parking standards, amended housing trajectory, the approach to previously developed land and the programme for subsequent Development Plan Documents.

Appendix 2 (NB Table contents shortened to those matters most affecting Leeds 12th September 2016)

LCC Update 30/4/2014

Bradford Core Strategy: duty to co-operate

Section 110 of the Localism Act, November 2011, imposes a duty on councils to co-operate with other councils and bodies such as the Environment Agency and the Highways Agency on planning issues that cross administrative boundaries. The duty is explained in the national planning policy framework paragraphs 178 to 181. In particular paragraph 181 states: “Local Planning Authorities will be expected to demonstrate evidence of having effectively co-operated to plan for issues with cross-boundary impacts when their local plans are submitted for examination”.

The intention of the legislation is that the duty is carried out before councils make formal decisions on plans, with those decisions taking account of the outcome of the co-operation process. The duty applies to local planning authorities but also the following bodies:

The table below sets out the latest analysis of issues and proposed actions derived from the discussions held so far with relevant neighbouring LPAS and bodies since the new duty came into force. This information will be central to demonstrating that the duty has been carried out appropriately. This is a working draft and will be updated prior to submission.

Page 10

Ref	Strategic Issue	Potential Impact	Areas/bodies potentially affected	Evidence	Resolution / Mitigation	Monitoring	Actions / Response	NPPF Para 156 link
<i>Ref</i>	<i>Summary of the issue</i>	<i>Description of why it is an issue for neighbouring authorities</i>	<i>Details of the authorities affected by the issue</i>	<i>Evidence to show there is an issue (including links to source documents)</i>	<i>Details of how the issue can be overcome or managed</i>	<i>How the issue will be monitored including key indicators and trigger points</i>	<i>Agreed actions (including who is to lead & timescale)</i>	<i>Relevant strategic priority in para 156</i>
1 A	Scale and location of new land for homes	Impact on function of green belt	Leeds, Kirklees, Calderdale, Harrogate, North Yorkshire and Craven	Infrastructure Plan Growth study (includes strategic level green belt assessment)	Strategic Housing Land Availability Assessment (SHLAA) sets out constrained potential supply of land in terms of both total quantum (54,000 dwellings) and distribution. Total includes large amount of Green belt land (19,000	Allocations Development Plan Document revised green belt boundary.	Engage with adjoining Councils in agreeing detailed methodology for site selection and green belt review when undertaken through the Allocations DPD in line with Updated Local Development Scheme. Minimise the overall need for green Belt release under exceptional circumstances by	Housing need

Ref	Strategic Issue	Potential Impact	Areas/bodies potentially affected	Evidence	Resolution / Mitigation	Monitoring	Actions / Response	NPPF Para 156 link
Page 20				<p>Settlement study</p> <p>SHLAA</p> <p>Bradford District Housing Requirement Study</p> <p>Bradford Strategic Housing Market Assessment</p>	<p>dwelling). Exceptional circumstances demonstrated to warrant changes to green belt in order to fully meet objectively assessed need and comply with NPPF. Other Local Planning Authorities (LPAs) are not planning to meet any of Bradford Districts need.</p> <p>Growth study informed broad location of selective changes required under exceptional Circumstances to meet need.</p> <p>Criteria in green belt Core policy to inform site allocations site selection to ensure consideration of key functions in making revisions under exceptional Circumstances.</p>		<p>using non green belt land that is deliverable and suitable.</p>	
	1B	Impact on infrastructure (Including transport education and social)	Leeds, Kirklees, Calderdale , North Yorkshire (Highways and education provider) , Harrogate and Craven	Local Infrastructure Delivery Plan Transport Study (SDG) Education plans	<p>Sharing of evidence and information including updates to and content of the Infrastructure Delivery plan.</p> <p>Ensure LCR investment plan, growth Plan and emerging Strategic Economic Plan support strategic growth areas.</p> <p>Detailed choice and Phasing of development sites in allocations DPD.</p> <p>Ongoing work with adjoining Councils in particular on Transport impacts and mitigation (see below) and on education implications and mitigation.</p> <p>Share information on High Level</p>	<p>Allocations DPD choice of sites for development and supporting infrastructure where required.</p> <p>Monitoring housing completions</p> <p>Monitoring and Updating infrastructure plan</p>	<p>Ongoing liaison and sharing of evidence. Need to identify and quantify specific infrastructure capacities, shortfalls and future requirements, linked to scale and phasing of development. Where necessary, development in Bradford may need to fund infrastructure improvements in Leeds, via 106 Agreements or CIL receipts, where these are deemed necessary to support growth.</p> <p>Joint working through LCR LEP on strategic infrastructure delivery</p>	Housing need

Ref	Strategic Issue	Potential Impact	Areas/bodies potentially affected	Evidence	Resolution / Mitigation	Monitoring	Actions / Response	NPPF Para 156 link
					Aire Sewer with Craven.			
1C		Scale of housing provision/Meeting others needs	Leeds, Kirklees, Calderdale, Harrogate, Craven and North Yorkshire.	Bradford District Housing Requirement Study, addendum report and 2014 update. Strategic Housing Market Assessment Emerging LCR housing reports on housing markets and objectively assessed need methodology	Plan proposes to meet Districts Objectively assessed needs to 2030, in full. There are no unmet needs from other LPAs which Bradford are currently being requested to consider meeting.	Annual Monitoring Report (AMR) Allocations DPD 5 year supply delivery housing land	Review and assess when available LCR reports on objectively assessed housing need and strategic housing market areas. Ongoing liaison with adjoining councils. Leeds MD, through its Core Strategy & Site Allocations plan, is planning to meet its own objectively assessed needs, within the district boundary and is not planning to meet any shortfall arising from neighbouring authorities.	Housing need
1D		Travellers and Travelling Show People Provision	Calderdale, Leeds, Kirklees, Wakefield, craven, Harrogate and North Yorkshire	West Yorkshire G & T Study 2008	Updated Local Study of Need in consultation with other councils. Align with methodology and approaches within LCR where appropriate and practicable. Bradford District will meet its objectively assessed needs in full within Local Plan.	AMR Allocations DPD 5 year supply	Consult adjoining Councils on methodology and approach to update study and share findings.	
2	Scale and location of new land for employment	Potential to prejudice prospects for regeneration in neighbouring areas by diverting investment interest and	Calderdale, Leeds, Kirklees, craven, Harrogate and North Yorkshire	Employment land study REM Retail and Leisure Study (2013)	Share Retail and Leisure Study. Joint working through Leeds City Region (LCR) Strategic Economic Plan (SEP)	AMR Allocations DPD	Ongoing work through the LCR SEP Need to considered detailed implications of site specific allocations in separate DPDs.	Jobs and infrastructure needed

Ref	Strategic Issue	Potential Impact	Areas/bodies potentially affected	Evidence	Resolution / Mitigation	Monitoring	Actions / Response	NPPF Para 156 link
		infrastructure funding		LCR Strategic Economic Plan				
3	Flood risk							
4	South Pennine Moors SPA							
5	Pressure on strategic transport network							
5A	M62/M621/M6							
5B	A65	Potential for impact on traffic flows	Leeds North Yorkshire and Craven	SDG transport Assessment	LCR SEP investment LTP investment West Yorkshire Transport Fund Plus	AMR	Liaise with adjoining highways authorities to share corridor information and modelling as well as potential mitigation measures – linked to scale of proposed growth and site specific allocations.	Provision of infrastructure
5C	Pressure on local transport network:	Potential for impact on traffic flows	Craven, Calderdale, Leeds, Kirklees N Yorkshire	SDG transport Assessment	LCR SEP investment LTP investment West Yorkshire Transport Fund Plus	AMR	Liaise with adjoining highways authorities to share corridor information and modelling as well as potential mitigation measures	
6	Windfarm development							
7	Minerals							
8	Green Infrastructure							
9	Waste Management							

Ref	Strategic Issue	Potential Impact	Areas/bodies potentially affected	Evidence	Resolution / Mitigation	Monitoring	Actions / Response	NPPF Para 156 link
10	Green Belt	Long term strategic function of Green belt	Leeds, Kirklees, Calderdale , Harrogate, Craven and North Yorkshire	Growth Study (includes strategic assessment of green belt function around all settlements) SHLAA	Core Policy seeks to ensure strategic function of green belt is maintained where revisions are made under policy SC7. Plan seeks to establish green belt boundary for full plan period but given constraints of land supply and other environmental constraints is not proposing to allocate safeguarded land. The Long term extent of green belt will need to be addressed through subsequent plans comprehensively across the City Region.	AMR Allocations DPD	Ongoing liaison with other LPAs on emerging plans and implications for scale and extent of green belt in CityRegion. Minimise the overall need for green Belt release under exceptional circumstances by using non green belt land that is deliverable and suitable. Proposed Core Strategy urban extension (linked to Holme Wood) in South East Bradford, will reduce the extent of the current green belt gap in a strategically important location between Bradford and Leeds. . The detailed implications of any change on green belt function and any revised boundary will be undertaken as part of Allocations DPD. This will also look at the detailed issues of any release for development, including appropriate landscaping & infrastructure etc. Longer term Green Belt issues across the City Region need to be addressed as necessary via the next generation of development plans.	Deliver homes

Appendix 3

Site Allocations Plan Duty to Cooperate meeting of Leeds and Bradford Officers 6th May 2015 – Leonardo Building, Leeds

Present

Lois Pickering, Sarah Welsh and Janet Howrie (Forward Planning), Andy Thickett (Highways), Lesley Savage (Childrens Services) – Leeds City Council
Andrew Marshall (Planning & Transport Policy), Leah Midgley (Site Allocations/SHLAA), John Rowley (Highways), Nina Mewse (Education) – Bradford MDC

Bradford Context

The examination of the Core Strategy was recently completed. The housing requirements have been redistributed with a larger proportion assigned to Wharfedale (Burley, Menston and Ilkley). The overall requirement is 42,100 by 2030. 66% of the amount allocated to Bradford city with no allowance for windfall. No safeguarded land due to tightness of supply in the SHLAA.

Housing requirement for Burley increased from 200 to 700, Menston from 400 to 600 (400 from existing allocations and permissions) and Ilkley from 800 to 1000.
Aiming to adopt the Core Strategy in 2016.

Consultation on the Issues and Options for the Site Allocations Plan this summer and adoption late 2017/2018?

Appropriate Assessment

Habitats Regulations Assessment being updated to reflect increased housing numbers in Wharfedale. Natural England getting tighter on requirements. Assessing pressure impacts (visitor and recreational impacts). Distance impacts of 7 km. The issue of alignment of Leeds and Bradford is a consideration.

Schools

Concern about Bradford impact on Leeds in terms of primary education, eg Baildon. Ilkley secondary school extension recently turned down, whilst Ilkley Grammar want to reduce in size.

Highways

Greengates junction improvements styming sites. Employment-led proposal on the Esholt site will have a highway impact. Will need to look at corridor improvements. The station construction on-site at Apperley Bridge. The effect of the station is yet unknown. There are no obvious improvements to the A65 to improve traffic conditions.

Holmwood Estate

Neighbourhood Plan proposed 2,500 units but no number given in the Core Strategy. Bradford officers don't think there are clearly defined sites. This needs to be looked at through the Site Allocations Plan. Holmwood is the only named urban extension in the Core Strategy. There are links to the West Yorkshire Transport Fund road improvements. A lot of modelling work has been done including assessing visual impact and impact on the Adwalton Moor Registered Battlefield.

Green Belt

Bradford would like to undertake a cross boundary review of the Green Belt.

Sites of Concern

See separate table.

Actions

AM offered to share the Habitats Assessment data

AT to check traffic modelling work undertaken for Holmwood and Menston

SW check gas main crossing site 1343A (Harper Gate Farm, Tyersal Lane)

Continue reciprocal arrangements between Leeds and Bradford

- i) Add modifications
- ii) Add non-technical summary of Inspector
- iii) Add – Inspector concludes that DtC arrangements for LCR appropriate

This page is intentionally left blank



Report authors: Adam Harvatt
(787637), Daniel Golland
(787636)

Report of Director of City Development

Report to Development Plans Panel

Date: 27th September 2016

Subject: Planning Policy for Hot Food Takeaways

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 checked="" type="checkbox"/> Yes <input 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:	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No

Summary of main issues

1. This report considers the current and potential future planning framework to determining planning applications for Hot Food takeaways, and other uses that may give rise to negative impacts on health outcomes in Leeds. It follows a commitment to Development Plan Panel to monitor the effectiveness of the Local Development Framework in resisting, where appropriate, applications for Hot Food Takeaways (HFTs) in order to play a part in addressing wider health issues within Leeds.
2. The planning system has a clear role to play in promoting better health outcomes of Leeds residents and these ambitions are enshrined in the vision and policies of the Adopted Core Strategy alongside saved Unitary Development Plan policies. The report notes that, whilst many HFTs are successfully refused on the grounds of local amenity, very few are currently refused on the grounds of health.
3. The report scopes how the current policy framework may work better to align with other corporate activities to deal with health problems in particular localities, where a concentration of location of HFTs can be a contributing factor to persistent health issues like obesity. Other local authorities have successfully prepared Supplementary Planning Documents on the issue and the report sets out the broad scope of such a document. The report also notes that it is important that any future approach is based on sound evidence that a co-ordinated approach between planning, public health, licensing and environmental health is vital.

Recommendations

4. Development Plan Panel is invited to agree the preparation of a draft SPD, as set out in this report, to address links between health issues and planning policy, with a specific focus on tackling the location and/or concentration of Hot Food Takeaways in areas where health issues arising from unhealthy food choices are prevalent.

1 Purpose of this report

- 1.1 The purpose of this report is to review the implementation and effectiveness of current planning policies and other Council activities on planning for health as it relates to the number of new Hot Food Takeaways throughout the City.
- 1.2 The report then considers the changes that may be made to the Local Development Framework to better address the issue.

2 Background information

Planning and Health

- 2.1 Obesity is one of the most important public health issues currently being addressed in the country and in Leeds. It is a cause of chronic disease leading to early death and there is a body of evidence that suggests it is harder for people to attain and remain at a healthy weight and hardest of all for people in the most deprived areas¹.
- 2.2 The relationship between planning and health has been central to the preparation of the Adopted Core Strategy (CS) (November 2014) and the advancing Site Allocations Plan and Aire Valley Leeds Area Action Plan. A suite of policies around locations which encourage walking and cycling as well as promotion of green infrastructure and spaces for play has been central to these plans. The Core Strategy spatial context and planning vision articulates this and relates the Council's priorities on addressing health inequalities to the spatial framework and in particular for the impacts on children as part of the "Child Friendly Leeds" project. It should be noted also that the Best Council Plan (2015-20) also incorporates Breakthrough Projects including, 'Early intervention and reducing health inequalities'.
- 2.3 Development Plans Panel Members may recall a report in December 2014, which addressed the proliferation of HFTs (there are currently over 850 HFTs under license in Leeds). As the CS had only been recently adopted, Members agreed that that the development of further policies should be kept under review pending monitoring of the CS.
- 2.4 In June 2016, a White Paper was issued by Cllr Leadley that put forward the motion that:

"This Council believes that in the interests of public health and well-being it is essential that it adopts a coherent planning policy to control the siting and concentration of hot food takeaways. Therefore it instructs the Director of City Development to prepare a draft hot food takeaway planning policy to be presented to Development Plan Panel with a view to adding an appropriate document to the Leeds Local Development Framework as quickly as the statutory consultation and adoption process will allow".

¹ Local Government Association (2016) *Tipping the Scales*

2.5 At Council the Executive Member for Planning set out his response to the White Paper motion as follows,

“Thank you to Councillor Leadley for his White Paper on Hot Food Takeaway Planning Policy. In December 2014 Development Plan Panel considered the issue of Hot Food Takeaway planning policy and agreed that whilst there was no requirement to amend planning policy at that time, it was decided that the situation should be kept under review. I would agree that now is an opportune time to carry out that review by assessing the effectiveness of existing policy and the evidence that would inform the requirement for new policy. Such a review should be considered by Development Plan Panel and should encompass issues related to public health, proximity to schools, proliferation and amenity (and should closely involve colleagues working in these sectors), as well as the experiences of other authorities throughout the country. Given the pressing need for continued progress on the Site Allocations Plan, I consider that it would be appropriate for Development Plan Panel to consider this issue in the autumn of this year.”

2.6 This report reviews the effectiveness of CS policies and suggests amendments to the local planning framework. The next section sets out relevant Use Class Order definitions, national policy context, the evidence on the scale and nature of the health issues in Leeds, the current monitoring position, the current policy framework and potential for further implementation and policy changes.

Definitions and the role of planning

2.7 Hot Food Takeaways are defined as an A5 use under the Use Classes Order which specifies that they are *“for the sale of hot food for consumption off the premises”*. They are distinguished from restaurants and cafes which are an A3 use and defined as, *“for the sale of food and drink for consumption on the premises - restaurants, snack bars and cafes”*.

2.8 It is important to note that for the purpose of linking health outcomes and developments which may be a contributory cause of health problems, the planning system can largely control development which is within a particular use class, as opposed to the food that is being sold. Establishments such as McDonalds and KFC often come under the use class A3, whilst the A1 (retail) use class also covers establishments such as bakeries. The Use Classes also cannot discriminate between the types of food that is being sold by the A5 use. Therefore an A5 use specialising in healthy food options cannot be dealt with differently compared to an A5 use selling unhealthy food options, as the menu / quality or nutritional value of takeaway food is not a planning issue.

2.9 The Council’s planning powers are therefore limited in their scope to address the problem of obesity and other health problems related to unhealthy eating. As a fairly blunt tool the planning system is not designed to deal with the detail of how a business is operated, but rather with how land is used. Similarly, planning can do nothing to address problems caused by outlets that are already in place. That said, planning powers (in complementing a range of other interventions and initiatives) are a tool available to the Council and it is therefore reasonable to ensure that they are used as far as they can be in helping to tackle obesity among children and

young people, in particular or in localities where there are particularly prevalent health problems.

National Policy

- 2.10 The National Policy Planning Framework (NPPF) notes that Local Plans should *'take account of and support local strategies to improve health, social and cultural wellbeing for all, and deliver sufficient community and cultural facilities and services to meet local needs'*. It also states that Local planning authorities *'should work with public health leads and health organisations to understand and take account of the health status and needs of the local population (such as for sports, recreation and places of worship), including expected future changes, and any information about relevant barriers to improving health and well-being.'*

Local Policy

- 2.11 Currently, LCC does not have a specific policy related to the control of HFTs but measures to address the associated issues, are embedded across a number of policies. The Core Strategy sets out acceptable uses in Town and Local Centre locations, and the Saved Policies of the UDP set out acceptable uses within protected Shopping Frontages. The general saved UDP Policy GP5 protects against loss of amenity, danger to health or life and the prevention of crime. As a result, GP5 is the Policy generally used for the refusal of permission for HFTs. Its implementation is largely via an impact on amenity; rarely citing danger to health as a reason for refusal. Policies P3 and P4 of the Core Strategy cover acceptable uses in and on the edge of local centres and within local neighbourhoods and communities. Both policies state that (for the purposes of this report key sections are underlined):

Within lower order local centres, proposals for the change of use of existing retail units to non-retail units (including restaurants, cafes and take-away hot food shops) will be resisted where the vitality and viability of the centre to meet day to day local needs will be undermined and increase the need to travel, or where the proposal will lead to a concentration of non-retail uses in a locality which will detrimentally impact on the community. Proposals for such uses will be considered against the following criteria:

(i) The cumulative impact of such development, particularly upon the amenity of the area and traffic generation, especially where concentrations of such uses already exist,

(ii) Where a proposal involves evening opening, account will be taken of the proposal in relation to the proximity of the premises (and associated parking requirements), to nearby residential accommodation, the nature and character of the neighbourhood parade and existing noise levels,

(iii) The availability of public transport, convenient on/off street car and cycle parking provision and impact on highway

safety. Where there is insufficient car parking or where traffic movements are such as to create a traffic hazard, planning consent is likely to be refused.

- 2.12 Currently, HFTs tend to be refused on amenity grounds utilising both Core Strategy Policy and Saved UDP Policy G5. There are opportunities to legitimately use G5 in a more focussed manner to address health dis-benefits. To support the application of policy in this manner it will be necessary to carry out further evidence-base work, to make the links between health and particular development proposals, such as HFT, more explicit.
- 2.13 Since 2012, there have been 74 applications for HFTs, of which 24 were refused through use of Core Strategy and saved UDP Policies. The Table below shows the year by year comparison of applications. An analysis of refused A5 use applications can be found in **Appendix 3**.

	2012/13	2013/14	2014/15	2015/16	2016/17	Total
Takeaway / Drive thru applications	10	25	13	15	11	74
Pending	-	-	-	-	6	6
Approved	7	17	5	11	4	44
Refused	3	7	8	5	1	24
Appeal allowed	-	2	-	-	-	2
Appeal dismissed	-	1	-	-	1	2

- 2.14 The Council monitors the location of all HFTs across Leeds through Licensing Section. Whilst HFTs tend to be focussed in areas of higher deprivation initial strategic analysis of the location of HFTs and health indicators does not reveal an obvious link between HFTs and obesity in young or adult populations. However, there may be localised relationships, which can be explored further and such links whilst often hard to identify at a local authority scale may be discerned by more detailed mapping in localities.
- 2.15 This link between evidence and development is important for planning policies to have weight. Nationally 5 LPAs have had their policies on HFTs tested successfully on appeal - but to date there are no examples of appeals where an inspector has cited such policies as the only or chief consideration. Locally, the McDonalds appeal at the former White Bear pub in Tingley, was refused due to the adverse effects on local resident's amenity and the effect on highway and pedestrian safety. Whilst the issue of public health was raised extensively during the appeal, the inspector did not consider it as a significant reason in their final decision. This may have been due to the absence of evidence or an explicit policy framework.

Leeds Health Evidence

- 2.16 Nationally, 6 in 10 people are overweight and 1 in 4 people are obese. The Public Health Outcomes Framework has indicators for excess weight in adults and physical activity levels:

- 62.3% of adults in Leeds are classified as overweight or obese and this is not significantly difference from the England average,
- 63.8% of adults in Leeds are achieving 150 minutes of moderate physical activity a week and this is above the England average of 57%,
- 23.7% of adults in Leeds are classed as inactive. That is less than 30 minutes of moderate physical activity a week. Leeds performs better than the regional and national average (29.2% and 27.7%).

2.17 The GP Data Audit in January 2015, reviewed the Body Mass Index (BMI) recorded in patient records for the adult population (aged 16 years or over). This identified that 22% of the adult population are obese, compared to a 25% national average (BMI >30).

2.18 Childhood obesity stats from the National Child Measurement Programme show that they are of a similar level to national standards.

School Year	Area	Underweight	Healthy Weight	Overweight	Obese	Combined overweight and obese	% measured
Reception	Leeds	1.00%	77.40%	12.70%	8.80%	21.60%	95.40%
	Yorkshire and Humber	0.90%	77.60%	12.70%	8.80%	21.50%	95.00%
	England	1.00%	77.20%	12.80%	9.10%	21.90%	96.00%
Year 6	Leeds	1.50%	65.50%	13.70%	19.30%	33.00%	94.40%
	Yorkshire and Humber	1.40%	65.30%	14.10%	19.20%	33.30%	93.00%
	England	1.40%	65.30%	14.20%	19.10%	33.20%	94.00%

2.19 Maps showing adult obesity across the city can be found in Appendix 1 of this paper, and maps showing childhood obesity can be found in Appendix 2.

Other Local Planning Authorities

2.20 Several LPAs across the country have produced a HFT Supplementary Planning Policy (SPD) and there is evidence that in Waltham Forest and Newcastle this has been successful in deterring HFT applications. Generally, HFT SPDs have aimed to limit the concentration, clustering and proximity to schools (and other deemed sensitive areas) of HFTs. General examples of these restrictions are:

- CONCENTRATION: 5% limit on A5 frontages,
- CLUSTERING: No more than 2 adjoining frontages,
- PROXIMITY: 400m exclusionary zone around schools (but also in some cases youth facilities / community centres; playing fields / parks / children's play spaces and/or leisure centres).

3 Main issues

- 3.1 Planning powers rest within a much wider Council strategy for healthier communities, which is evidenced by the Joint Strategic Needs Assessment (JSNA). Approaches need to be co-ordinated and recognise that planning policies alone cannot restrict HFTs. Support from a range of services including, Public Health, Education (Children's Services), Environmental Health and Licensing will also be necessary to support an approach.
- 3.2 The current planning framework enables the Council to refuse HFTs when they would have an adverse effect on local amenity (including health) and establish an unacceptable concentration of non-retail uses within local centres and parades. Currently around $\frac{1}{3}$ of HFTs are refused permission on the basis of odours, traffic, noise and disturbances which can have a detrimental effect on residents living conditions.
- 3.3 Moving forward, it is proposed that the general saved UDP Policy GP5 continues to form the detailed Development Management policy basis for consideration of HFTs and that applications are considered alongside more detailed analysis of health dangers, particularly as they relate to the location of the proposal (i.e. proximity to susceptible groups) or in particular localities.
- 3.4 Policy and plans will continue to work with services (Public Health, Education, Environmental Health and Licensing, to prepare and maintain an evidence base on health, which facilitates better decisions on planning applications for health outcomes. Depending on the locality there will be opportunities for Neighbourhood Plans to prepare specific policies on this issue.

Supplementary Planning Document

- 3.5 Supplementary Planning Documents (SPD) can control and manage the impact of new hot food takeaways, addressing: a concentration and clustering of hot food takeaways in town or local centres, hot food takeaways in close proximity to susceptible existing uses such as schools.
- 3.6 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 tackling obesity and that this is reflected in the Adopted Core Strategy. The SPD can assist more targeted use of the current policy framework of GP5, P2-4.
- 3.7 The SPD will be prepared to consider:
- limiting the concentration / clustering of HFTs,
 - avoiding proximity to secondary schools (and other deemed sensitive areas such as parks or transport hubs),

- scope for measures such as planning conditions or informative notes on consents to ensure that “healthy choice” takeaways are promoted and not prejudiced.

3.8 The preparation of an SPD is recommended on this issue but as the report already notes the use of planning powers to address health issues is not straightforward. There will need to be further scoping of which aspects of the fast food environment the Council is keen to limit and why? Whilst the focus of the SPD is intended to focus on HFTs there remains the issue of fast food restaurants. It is recommended that in the first instance officers explore the potential to apply the guidance to both A3 and A5 uses.

Current Roles of Other Services

3.9 Planning can only be used effectively as part of a wider holistic framework for tackling health. Officers have already met with officers from other Council services and will need to maintain this liaison as an SPD is prepared. A summary of what other services currently provide is as follows:

3.10 **Licensing:** Any business selling hot food and drink after 11pm needs a premises licence issued under the Licensing Act 2003 by the council. The Licensing Act is a permissive regime which means that unless the authority receives representation in objection to the application, it's automatically granted. If a representation is received, then it must be relevant to the application and show how the proposed activities will impact on one or more of the four licensing objectives:

- Prevention of crime and disorder
- Prevention of public nuisance
- Public safety
- Protection of children from harm

3.11 Negotiation is encouraged and if agreement cannot be reached between the objector and the applicant then the matter is dealt with at a hearing. We cannot take demand, health or amenity into consideration, unless these can be linked to one of the licensing objectives.

3.12 **Public Health:** Hot food outlet planning controls should not be considered in isolation and should form part of a coordinated approach to tackle unhealthy diets and obesity alongside work to promote healthy eating i.e. incentives as well as controls . Current work programmes led by Public Health and partners to improve the food environment include:

- Development of a food charter for the Council and partners across the City.
- Research into the food environment working with Environmental Health to monitor the prevalence of hot food takeaways and explore consumer behaviours.

- Exploring strategies to tackle the unhealthy food environment working with Trading Standards and Environmental Health based on good practice from other areas. Exploring Strategies include improving the quality and nutritional value of food sold in takeaway outlets. All parties are seeking funding for a pilot project so this work is dependent upon funding being available.

3.13 Many other local authority areas have funded projects to look at improving the quality of food sold, range of foods sold and promotion of products sold in hot food outlets. Public Health are currently researching other local authority areas for more details on their work and hoping to recruit additional support to review the evidence base on the most effective strategies, in order for City Council resources to be more effectively targeted.

3.14 **Environmental Health:** Environmental health can only close HFTs when a food inspector finds that there would be a 'serious effect on health'. They are not consulted on every HFT application due to limited resources within Development Management and can only assess the application in terms of the effects on noise, odour, litter and light. Generally, the adverse effects created by pubs and clubs are bigger issue within Environmental Health.

4 Corporate Considerations

4.1 Consultation and Engagement

4.1.1 In preparing this report a multi service meeting was held. Representatives from Policy and Plans, Development Management, Environmental Health, Public Health and Licensing met to discuss how HFTs are currently processed and the issues they currently face. The results of that meeting have helped form the basis of this report.

4.1.2 If a SPD is recommended to be the best practice in combatting the effects of HFTs, then it would require significant consultation with: local businesses, Chamber of Commerce, NHS Trusts. It would also require advice from Licensing, Environmental Health and Public Health.

4.2 Equality and Diversity / Cohesion and Integration

4.2.1 An Equality Impact Assessment (EIA) is recommended for any SPD on this issue. HFT outlets are often owned by and employ members of the Black and Minority Ethnic (BME) community in Leeds. In some localities they can also play a role as a community hub.

4.3 Council policies and Best Council Plan

4.3.1 The Leeds Best Council Plan highlights the importance of a healthy city several times throughout the document. As part of its outcomes, it requires that people 'Live longer and have healthier, active lives', all children and young people 'Enjoy healthy lifestyles' and Leeds becomes 'a city which offers its residents the best support available to maintain their health and wellbeing long into the future'.

4.3.1 The Best Council Plan 2016/17 update highlights ensuring everyone in Leeds to 'Enjoy happy, healthy, active lives' as one of its key outcomes, and 'Early intervention and reducing health inequalities' as one of its breakthrough projects.

4.3.2 Leeds also has a higher proportion of young people than the national average, including a large student population. Within this context, the City Council has a key ambition for Leeds to be a Child Friendly City - in creating places and services where children and young people feel safe and welcome and involved and informed about what goes on around them. In taking this initiative forward, 12 'wishes' have been developed for a more child friendly Leeds. These include: a healthy lifestyle.

4.4 Resources and value for money

4.4.3 The production of a SPD would be effective as costs of consultation are relatively low and there would be no Examination in Public costs. An SPD is considered a more proportionate response than a Development Plan Review.

4.5 Legal Implications, Access to Information and Call In

4.5.1 The preparation of the proposed SPD, will be 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 Whilst the adopted Core Strategy (and Saved UDP Policies) provide a framework to address a range of public health issues, including hot food takeaways, the preparation of the proposed SPD provides an opportunity to more effectively focus upon the issues outlined in this report. This in turn will provide an opportunity for The Planning Service to collaborate with a range of City Council services and to consult with a range of agencies and businesses, in the development of a targeted approach, which is 'fit for purpose'.

5 Conclusions

5.1 In response to concerns raised by Members, this report sets out the scope of a proposed SPD, to tackle the issues associated with hot food takeaways. As emphasised above, there are key national and local imperatives to address a range of health issues associated with unhealthy diets and to promote healthier lifestyles. Within this wider context, the Planning system has an important role to play in helping to control the nature and location of new hot food takeaways. However, in meeting the wider objectives associated with this issue, the role of planning is a component alongside other Council services, together with the need for engagement and collaboration with agencies and businesses external to the City Council.

5.2 As outlined in this report, the issues are complex and the Council will need to be satisfied that the preparation of the proposed SPD, is underpinned by a robust evidence base, as a basis to support additional planning policies to help ameliorate the health and amenity issues raised as part of this report.

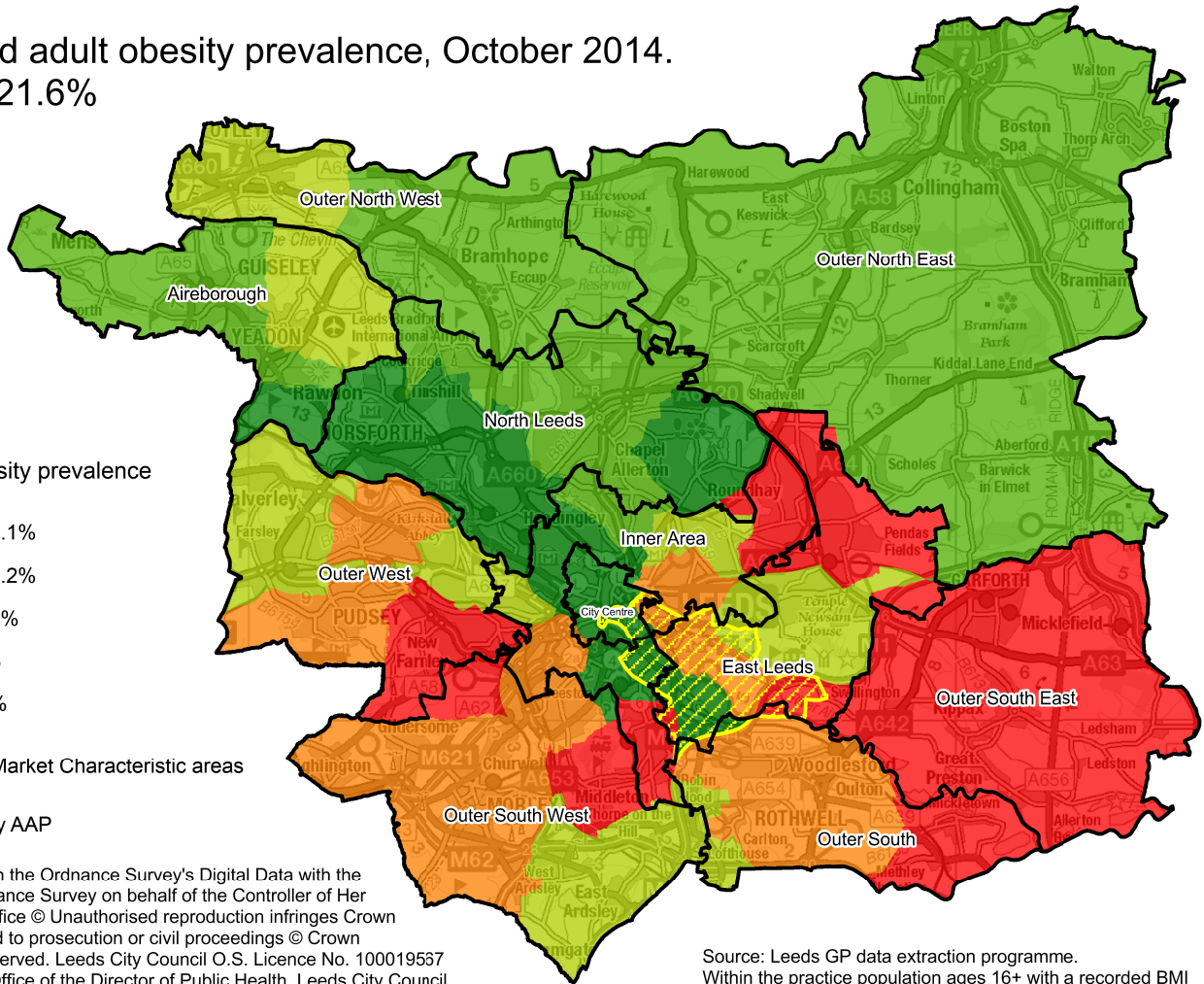
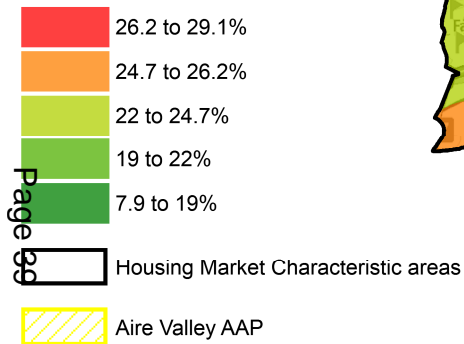
6 Recommendations

- 6.1 Development Plan Panel is invited to agree the preparation of a draft SPD, as set out in this report, to address links between health issues and planning policy, with a specific focus on tackling the location and/or concentration of Hot Food Takeaways in areas where health issues arising from unhealthy food choices are prevalent.

GP recorded adult obesity prevalence, October 2014.

Leeds rate 21.6%

GP recorded obesity prevalence
Wards



This map is based upon the Ordnance Survey's Digital Data with the permission of the Ordnance Survey on behalf of the Controller of Her Majesty's Stationery Office © Unauthorised reproduction infringes Crown Copyright and may lead to prosecution or civil proceedings © Crown Copyright. All rights reserved. Leeds City Council O.S. Licence No. 100019537 (2013) Adam Taylor, Office of the Director of Public Health, Leeds City Council

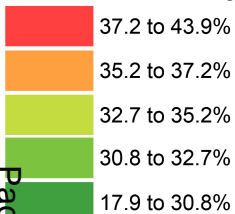
Source: Leeds GP data extraction programme.
Within the practice population ages 16+ with a recorded BMI

This page is intentionally left blank

Obese or overweight children - Year 6 2012-13

Leeds rate 33.7%

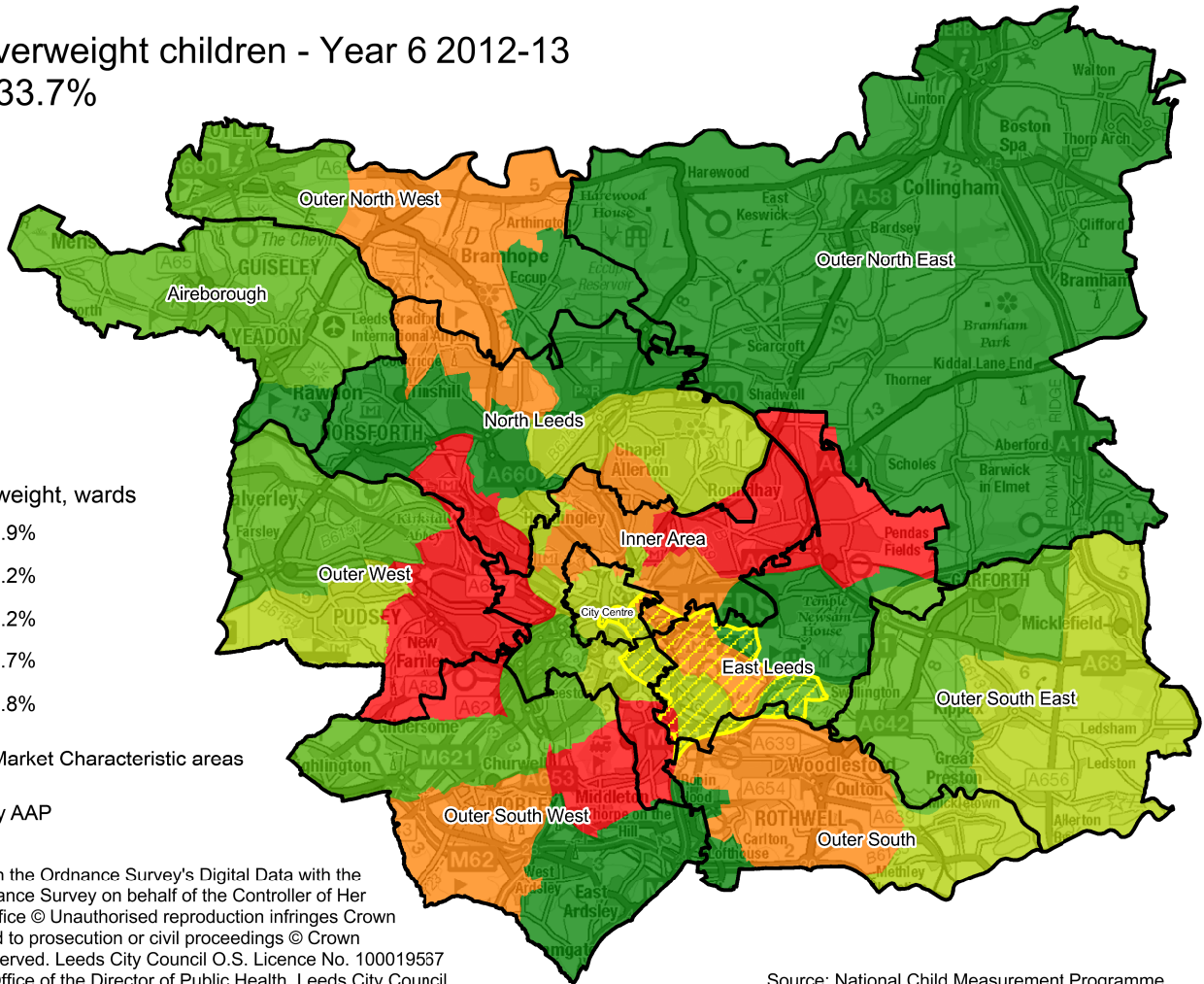
% Obese or overweight, wards



Page 4

Housing Market Characteristic areas

Aire Valley AAP



This map is based upon the Ordnance Survey's Digital Data with the permission of the Ordnance Survey on behalf of the Controller of Her Majesty's Stationery Office © Unauthorised reproduction infringes Crown Copyright and may lead to prosecution or civil proceedings © Crown Copyright. All rights reserved. Leeds City Council O.S. Licence No. 100019537 (2013) Adam Taylor, Office of the Director of Public Health, Leeds City Council

Source: National Child Measurement Programme

This page is intentionally left blank

Appendix 3 - Hot Food Takeaways Refusals Analysis

<i>Application Number</i>	<i>Address</i>	<i>Proposal</i>	<i>Reason for Refusal</i>
15/06861/FU	242 Wetherby Road, Roundhay, Leeds, LS17, 8NH	Change of use of hairdressers (A1) to hot food takeaway (A5)	<p>Odours and proximity to residential property have an impact upon living conditions.</p> <p>Adjacent to convenience store/ off-license and therefore would increase the likelihood of congregations of persons in close proximity to residential properties. P4 and saved UDP GP5.</p>
15/05480/FU	179 Beeston Road, Beeston, Leeds, LS11 7AN	Retrospective application change of use of shop (use class A1 to take away hot food shop (use class A5)	<p>Unacceptable loss of a retail unit in the local centre and would establish an unacceptable concentration of non-retail uses within the centre. P3 and UDP GP5</p> <p>Noise and disturbance issues associated with the operation of the use and the coming and goings of customers and any delivery vehicle(s) and the impact these will have because of a lack of parking facilities...also the close proximity of residential accommodation to the site. P4, P10 and UDP GP5.</p> <p>Large flue required therefore would be detrimental to the character and appearance of the building and area. Also bin storage. P10</p> <p>The increase in demand for parking and delivery without any provision for such being provided, the proposed development will exacerbate parking issues locally. T2, P4 and UDP GP5.</p>
15/04977/FU	856 And 856A York Road, Leeds, LS14 6DX	Change of use of retail units to form restaurant and hot food take away (A3/A5)	<p>Would lead to the unacceptable loss of 2 retail units in this local shopping parade and would establish an unacceptable concentration of non-retail uses within the parade. P4 and saved UDP GP5.</p> <p>Noise and disturbance issues associated with the operation of the use and the coming and goings of customers and any delivery vehicle(s) and the impact these will have because of a lack of parking facilities...also the close proximity of residential accommodation to the site. P4, P10 and UDP GP5.</p> <p>The increase in demand for parking and delivery without any provision for such being provided, the proposed development will exacerbate parking issues locally. T2, P4 and UDP GP5.</p>

15/02794/FU	6A Tinshill Lane, Cookridge, Leeds, LS16 7AP	Change of use from A1 retail to A5 hot food takeaway and associated works	<p>The extent of cooking odours emanating from the takeaway together with the increase in pedestrian and vehicular movements until 10pm, the proposed development will result in a significant degree of noise and nuisance detrimental to the residential amenity. <u>P4</u> and saved <u>UDP GP5</u>.</p> <p>The increase in demand for parking and delivery without any provision for such being provided, the proposed development will exacerbate parking issues locally. <u>T2, P4</u> and <u>UDP GP5</u>.</p>
15/00701/FU	8 Ivegate, Yeadon, Leeds, LS19 7RE	Change of use from bookmakers (A2) to hot food takeaway (A5)	<p>The proposed hot food take away would lead to a loss of amenity for occupiers of nearby residential properties due to the likely impact of cooking odours, noise and disturbance, particularly at anti-social hours. <u>UDP GP5</u>.</p> <p>Impact on Yeadon Conservation Area of large flue and bin storage areas. <u>P11</u></p>
15/00434/FU	134 Beeston Road ,Beeston, Leeds, LS11 8BB	Single storey extension to form one retail unit (use class A1) and one hot food takeaway (use class A5), including roller shutters and installation of wall and fencing	<p>Impact on green space therefore references <u>N1</u> and <u>N24</u> and guidance in <u>SPG20</u></p> <p>Overdevelopment of site therefore UDP policies <u>GP5, N12</u> and <u>BD5</u></p> <p>Detrimental effect on street scene. <u>UDP GP5</u></p> <p>Insufficient information has been submitted with regard to servicing, deliveries, bin storage and collection for the proposed units. <u>T2</u></p> <p>Shutters not sympathetic to the character of the area. <u>P10</u> and <u>UDP R2, GP5</u> and <u>BD6</u>.</p>
14/03295/FU	Unit 4,75 Spen Lane, West Park, Leeds	Change of use of A1 retail to restaurant (A3) with hot food takeaway (A5)	<p>Unacceptable increase in comings and goings and late night activity to the site, thereby resulting in an unacceptable impact on neighbouring amenity. The proposed odour extraction system is such as to result in unacceptable odours. <u>UDP GP5</u> and <u>SF15</u></p>
14/03167/FU	Former Newsagents, Main Street, Collingham, Wetherby	Change of use of vacant ground floor shop (use class A1) to take away hot food shop (use class A5)	<p>Later evening use of the premises and associated increase in late evening traffic movements and customer activity would result in a level of disturbance that would have an unacceptably adverse impact on the residential amenity of neighbouring residents. <u>P3</u> and <u>UDP GP5</u></p>
14/02657/FU	38 Kirk Lane, Yeadon, Leeds, LS19 7ET	Change of use from Shop (A1) to Hot food Takeaway (A5)	<p>The level of vehicular and pedestrian movements, on street parking, noise and odour will have a detrimental impact on the amenity of neighbouring developments. <u>UDP GP5, SF15, T2</u></p>



Report authors: Robin Coghlan / Daniel Golland
 Tel: 0113 378 7635 / 7636

Report of Director of City Development

Report to Development Plan Panel

Date: 27th September 2016

Subject: Affordable Housing Benchmarks Update

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. Policy H5 of the Core Strategy sets the principle that new Affordable Housing in Leeds should be made affordable enough for households on lower quartile and lower decile earnings. Affordable benchmark figures set the price that housing developers sell affordable dwellings to Registered Providers (RPs).
2. Historically, Leeds Affordable Housing benchmarks had related to UDP Policies; these have now been superseded by Policies contained in the adopted Core Strategy. The report suggests an updated methodology for setting new affordable housing benchmarks to accord with Policy H5 of the Leeds Core Strategy.
3. The benchmark figures have previously been updated annually using a methodology devised in the early 2000's, however this has been updated for the 2016 figures. The Chief Planning Officer normally deals with benchmark updates through Delegated Powers. However given the change in approach following Core Strategy adoption, it is considered appropriate to obtain views from Development Plan Panel.

Recommendations

4. Development Plan Panel is invited to note and comment on the contents of this report.

1 Purpose of this report

- 1.1 The purpose of this report is to seek the support of Development Plan Panel for updating Leeds' Affordable Housing benchmark prices.

2 Background information

- 2.1 Since adoption of the Unitary Development Plan (UDP) in 2001, planning Policies have expected new housing developments to provide an element of affordable housing. Affordable Housing benchmarks provide consistency and clarity on what price developers should make affordable housing available at.
- 2.2 To help implement the Unitary Development Plan (UDP) Affordable Housing Policy Supplementary Planning Guidance (SPG) was published in 2002. An Annex to the SPG was published annually to update the benchmark figures for the following fiscal year. This update was then published on the City Council's website.
- 2.3 According to the SPG, benchmark figures are required for sub-market housing and social rented affordable housing. The original sub-market figures were created using a methodology which calculated what households on lower quartile earnings in Leeds could afford. Social rented figures were agreed in conjunction with registered providers and have not been updated since they were originally agreed, therefore have stayed £520/sqm over the last several updates.
- 2.4 Since the adoption of the Leeds Core Strategy in 2014, the new Affordable Housing Policy (H5) has created the need to review the approach taken for updating the affordable housing benchmarks. The Policy is consistent with the National Planning Policy Glossary definition of affordable housing, "...*Social rented, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the market. Eligibility is determined with regard to local incomes and local house prices.*"
- 2.5 Policy H5 of the Core Strategy states:

POLICY H5: AFFORDABLE HOUSING

The Council will seek affordable housing either on-site, off-site or financial contributions from all developments of new dwellings. Housing developments above a certain threshold should include a proportion of affordable housing to be normally provided on the development site.

On-site provision

On site affordable housing will normally be expected at the targets specified for developments at or above the dwelling thresholds in the following zones:

Zone	Target	Threshold
1	35%	10
2	15%	15
3	5%	15
4	5%	15

Off-site provision for smaller schemes

For housing schemes below the on-site size thresholds¹ in Zones 1 and 2, an offsite commuted sum will be sought tapered down proportionately from the equivalent cost of on-site provision at the lowest size threshold.

Affordability of affordable housing should be designed to meet the identified needs of households as follows;

- 40% affordable housing for households on lower quartile earnings
- 60% affordable housing for households on lower decile earnings

The affordable units should be a pro-rata mix in terms of sizes and types of the total housing provision, unless there are specific needs which indicate otherwise, and they should be suitably integrated throughout a development site.

Applicants may choose to submit individual viability appraisals to verify that the affordable housing target cannot be met. In such cases, affordable housing provision may be reduced accordingly.

Affordable housing provision should be on site, unless off site provision or a financial contribution can be robustly justified.

Elderly persons sheltered housing and low cost market housing should not expect the requirement for affordable housing to be automatically waived or reduced, although individual viability appraisals will be taken into account. Secure arrangements in the form of S106 agreements, must be agreed to ensure delivery and that affordability embodied within affordable housing is maintained for future people of Leeds in housing need.

- 2.6 Policy H5 sets out that Affordable Housing should be affordable for households on lower quartile and lower decile earnings. This is slightly different to the approach adopted in the Supplementary Planning Guidance (SPG) adopted in 2002. Therefore an updated methodology is needed to create new affordable benchmark figures that translate affordability of housing for lower quartile and lower decile earners into simple prices and rents that can be used to ensure that developers deliver genuinely affordable housing. It should be noted that this approach is considered to be entirely consistent with national planning guidance (the NPPF) and the approach of the Core Strategy.

3 Main issues

- 3.1 The proposed affordable benchmarks are using an updated methodology for this year's publication. This methodology is based on earnings data with adjustment to account for households on benefits. The main stages of the methodology are:
- i Ascertaining lower quartile and lower decile earnings
 - ii Translating individual earnings to household earnings
 - iii Applying affordability criteria
 - iv Translating affordability into square metre benchmarks.

¹ In May 2016 the Government won its appeal against a High Court judgement concerning the lawfulness of Government policy to prohibit local authorities from seeking affordable housing from housing developments of 10 dwellings or fewer. Effectively, this means that this paragraph of Policy H5 seeking commuted sums for small schemes below the thresholds cannot be implemented.

Step 1 – lower quartile and decile earnings

- 3.2 The earnings figures were taken from the Annual Survey of Hours and Earnings (ASHE)² which are published annually and can be easily and quickly inserted into our methodology to update the benchmarks when needed. Figures are for male and female earnings of individuals resident in Leeds and are provided as quartiles and deciles.

Step 2 – household earnings

- 3.3 The ASHE source only provides earnings data for individuals, not households and no alternative regular reliable free data sources for household earnings could be identified. Therefore, the methodology translates individual earnings into household earnings. Data from the Office of National Statistics 2015³ was used to understand the distribution of different sizes and types of household in Leeds. Using the earnings of individuals enabled the earnings profiles of typical single and family households to be generated. It should be noted that the earnings of childless “couple” households has deliberately not been factored into single households because this would have the effect of exaggerating the benchmark prices for flats, making them unaffordable for many single households.

Step 3 – affordability criteria

- 3.4 Affordability will be different depending on whether affordable dwellings will be sold to a registered provider or rented directly in developments of private rented sector (PRS) dwellings. Sale dwellings are subject to standard mortgage multiplier maximums whereby single households are typically able to borrow 3 x gross salary and family households are typically able to borrow 2.5 x gross salary. A 5% deposit is then added onto those figures. For rental dwellings it is assumed that rents payable should not exceed 25% of gross earnings to be regarded as affordable.⁴

Step 4 – square metre benchmarks

- 3.5 The practice of requesting, negotiating and agreeing affordable housing with developers is helped by having benchmarks in a £/sqm form. It takes away the complexity of setting a multitude of different benchmarks for different dwelling sizes and it offers developers ability to quantify the cost of affordable housing in Leeds before they buy land. Some assumptions have to be made to translate affordability benchmarks into a £/sqm form. Generally speaking it is expected that single person households would be suited to living in 1 or 2 bedroom dwellings and therefore it would be appropriate to use single household affordability to calculate a square metre figure for apartments. Likewise, given that family households are thought to be suited to living in dwellings of 3 or more bedrooms it would be appropriate to use family household affordability to calculate a square meter figure for houses. Using the nationally described space standards it is assumed that a

² ASHE link:

<http://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/workplacepensions/bulletins/annualsurveyofhoursandearningspensiontables/2015-02-26>

³ <https://www.gov.uk/government/statistical-data-sets/detailed-data-for-modelling-and-analytical-purposes>

⁴ Leeds SHMA (2011) assumes that a household is considered able to afford market housing in cases where the rent payable would constitute no more than 25% of their gross household income.

55 square meter dwelling would provide a reasonable proxy for apartments, whilst an 85 square meter dwelling would provide a reasonable proxy for houses.

3.6 The new benchmarks are as follows:

APARTMENTS				RENTAL BENCHMARKS						
				25% OF GROSS INCOME £			£/sqm at 55 sqm AVERAGE		LOWER DECILE: INCOME ADJUSTED	
ALL (M + F)	INCOME PW £	INCOME PCM £	ANNUAL INCOME £	PW	PCM	PA	PW	PCM	PW	PCM
LOWER DECILE	286	1239	14872	71.50	309.83	3718			1.17	5.07
LOWER QUARTILE	363	1573	18876	90.75	393.25	4719	1.65	7.15		

				SALE BENCHMARKS			
ALL (M + F)	INCOME PW	INCOME PCM	ANNUAL INCOME £	3 X GROSS ANNUAL SALARY £	5% DEPOSIT	£/sqm at 55 sqm AVERAGE	INCOME ADJUSTED
LOWER DECILE	286	1239	14872	44616	46847		766.58
LOWER QUARTILE	363	1573	18876	56628	59459	1081.08	

HOUSES				SALE BENCHMARKS			
FAMILY HH*	INCOME PW	INCOME PCM	ANNUAL INCOME £	2.5 X GROSS ANNUAL SALARY £	5% DEPOSIT	£/sqm at 85 sqm AVERAGE	INCOME ADJUSTED
LOWER DECILE	484	2096	25151	62878	66022		699.05
LOWER QUARTILE	617	2672	32060	80149	84157	990.08	

3.7 The figures for apartments are based on single household earnings and for houses on family household earnings. This is a reasonable assumption, even though it is accepted that some single households and couples will live in houses and some family households in apartments. There is a simplicity and consistency of approach, to the £/sqm figures applying to all sizes of dwelling, whatever the number of bedrooms.

3.8 For the lower decile figures, a 10% discount has been applied to take account of those who would be claiming benefits and therefore would not be accounted for by the ONS earnings figures. Earnings figures are used due to Policy H5 of the Leeds Core Strategy quoting 'lower decile earnings' and lower quartile earnings'. The figure was only used for the lower decile benchmarks as those who could afford lower quartile housing would most likely not be claiming benefits.

Comparison with other local authorities

3.9 As part of the updating process, the proposed figures for Leeds have been compared with other Local Authorities. The City Council's proposed new benchmarks also are comparatively similar to local planning authorities such as Sheffield and Harrogate. Harrogate charge £1,100/sqm² and £1,050/sqm² for houses and flats respectively (assuming no grant), whilst Sheffield's Transfer Price, is based on the provision of homes for Affordable Rent, and is currently set at £850/sqm². Scarborough's social rented transfer price is £840/sqm² and Selby Council's is about £750/sqm² for a 1 bed flat.

Comparison with Leeds' SPG Benchmarks and Worked Examples

3.10 The following Table compares the new benchmarks with those of Leeds' most recent Supplementary Planning Guidance Annex (2014). Please note that the terms used in the SPG Annex are different to those used in Policy H5 of the Core Strategy. The term "submarket" equates to "lower quartile" and the term "social rent" equates to "lower decile".

TRANSFER TO RP FOR SUBMARKET SALE	2014 BENCHMARKS/SQM	2016 BENCHMARKS/SQM
HOUSE	£984	£990.08
APARTMENT	£1,230/£1,476*	£1081.08
TRANSFER TO RP FOR SOCIAL RENT	2014 BENCHMARKS/SQM	2016 BENCHMARKS/SQM
HOUSE	£520	£699.05
APARTMENT	£520	£766.58
EQUIVALENT SOCIAL RENT	2014 WEEKLY RENT/SQM	2016 WEEKLY RENT/SQM
APARTMENT	£0.80	£1.17

*Previous benchmarks considered benchmarks for flats within the City Centre (£1,476) and outside the City Centre (£1,230).

3.11 Compared with the 2014 benchmarks, the proposed approach sees the benchmarks for affordable dwellings being transferred to Registered Providers for **social rent** (affordable for lower decile earnings) increasing. This is because the 2014 transfer price benchmark had previously been negotiated with Registered Providers in 2003 and had not been subject to any annual updates. It has no connection to Core Strategy Policy H5's expectation for dwellings to be made available to households on lower decile earnings. Even with the adjustment to account for low income (as opposed to low earnings) as set out in paragraph 3.8, a consequence of this is that generally the proposed lower decile benchmark

provides an increase which may be favourable to developers and less favourable to RPs.

3.12 Conversely, compared with the 2014 benchmarks, the proposed approach sees the benchmarks for affordable dwellings being transferred to Registered Providers for **submarket sale** (affordable for lower quartile earnings) decreasing for apartments, but staying almost the same for houses. Such change is likely to be favourable for Registered Providers and ~~un~~ less favourable for developers. The difference in the benchmarks reflects changes to the methodology of calculation. There are three aspects to this:

- i In 2014 the methodology grouped the earnings of single male, female and average earnings to create average household⁵ earnings figures, one for lower quartile earners and one for lower decile earners. The proposed methodology uses evidence from the Office of National Statistics of the actual balance of household types in Leeds to translate individual earnings into household earnings (see Step 2 in paragraph 3.3 above). This generates a single household earnings figure and a family earnings figure, rather than a generic household figure as in the 2014 methodology.
- ii The mortgage multipliers (see Step 3 in paragraph 3.4) are different. The proposed methodology, reflecting common practice amongst mortgage providers, uses a multiplier of 3 for single borrowers and 2.5 for combined borrowers. Because the 2014 methodology had created one generic household, it used a multiplier of 2.75 to represent an average of the two mortgage multipliers.
- iii The sizes of the average hypothetical dwellings used to create the square metre benchmarks (see Step 4 in paragraph 3.5) are different. The 2014 methodology used 50sqm for city centre apartments and 60sqm for apartments elsewhere. The proposed methodology uses a single 55sqm figure for the whole of Leeds.

3.13 The change in benchmarks will have an effect on how much RPs/HAs will be expected to purchase affordable properties off housing developers. The examples below set out the differences in price RPs/HAs will be expected to pay*:

*According to the **2014** benchmark figures, a 2 bed (3 person) house (72m²) would have had a transfer price of **£70,848 for submarket sale**. According to the updated **2016** benchmark figures, it would now have a transfer price of **£71,337.60**.*

*According to the **2014** benchmark figures, a 2 bed (3 person) house (72m²) would have had a transfer price of **£37,440 for social rent transfer price**. According to the updated **2016** benchmark figures, it would now have a transfer price of **£50,331.60**.*

⁵ It used this formula $(a + ((b+c)/2))/2$ where:

a = Single person earnings (all, male and female),

b = Couple earnings (single male + single female)

c = Couple assuming children present (single male + ½ single female)

According to the **2014** benchmark figures, a 1 bed (2 person) flat (51.5m²) would have had a transfer price of **£63,345/£76,014 for submarket sale**. According to the updated **2016** benchmark figures, it would now have a transfer price of **£55,675.62**.

According to the **2014** benchmark figures, a 1 bed (2 person) flat (51.5m²) would have had a transfer price of **£26,780 for social rent**. According to the updated **2016** benchmark figures, it would now have a transfer price of **£ 39,478.8**.

**House sizes have been taken from the Nationally Described Space Standards.*

- 3.14 Compared with the SPG 2014 benchmark prices the broad effects of the proposed changes are to increase lower decile prices for both houses and flats, to keep lower quartile prices for houses roughly the same and to reduce lower quartile prices for flats. The SPG 2014 benchmark for social rent sale (lower decile sale) of £520/sqm had been agreed in 2003 without any update since and is significantly lower than benchmarks set by comparable local authorities.

4 Corporate Considerations

4.1 Consultation and Engagement

- 4.1.1 Housing Services have been consulted with regards to the update of methodology and have been actively involved since the start of the process since February 2016. Registered providers have also been consulted and their main concerns about the new benchmarks, related to the increase in the Social Rent figures. A group of local registered providers, "The Alliance", in a letter to the Director of Environment and Housing submitted a report with significantly lower income levels for Leeds. However, Core Strategy Policy H5 refers specifically to the use of *earnings* upon which to base calculations of affordability. Nevertheless, their feedback has resulted in the adjustment to lower quartile figures to account for households on benefits, who have a lower income than households on lower decile earnings.

4.2 Equality and Diversity / Cohesion and Integration

- 4.2.1 The Council's current policy to seek Affordable Housing from developments of new market housing will generally be of benefit to individuals and families associated with low incomes. The effect of altering the affordable benchmark prices is less clear cut. Registered providers may absorb price increases for lower decile affordable dwellings as they already have rent structures that are unlikely to change. Affordable apartments at lower quartile prices will become more affordable.

4.3 Council policies and Best Council Plan

- 4.3.1 Affordable benchmarks allow the Council to put Core Strategy Policy H5 into effect. The benchmarks are also an important component of Section 106 Agreements.
- 4.3.2 The City Council's Best Council Plan references the importance of Affordable Housing within its 21st Century Infrastructure and Good Growth sections. It states that:

*'We will work with partners in both the public and private sectors to enable affordable ultra-fast broadband; low carbon and low cost energy; **affordable housing** for families, first time buyers and the elderly; and transport that connects communities, cities and regions'*

and

*'Building more homes, including **affordable and social housing** is also key, and our Core Strategy sets ambitious targets for this.'*

4.3.3 The Best Council Plan 2016-17 update also highlights the need for *'good quality, **affordable** homes within clean and well cared for places'*.

4.4 Resources and value for money

4.4.1 Affordable Housing benchmarks have no direct financial effect on the City Council , however it is important to produce an accurate and balanced figure in order to ensure Affordable Housing is a viable process for registered providers and housing developers.

4.5 Legal Implications, Access to Information and Call In

4.5.1 It should be noted that the Chief Planning Officer has authority to approve affordable housing benchmarks and related methodology under delegated powers.

4.5.2 The benchmarks would be used in S106 Agreements that are used to legally bind developers to deliver Affordable Housing so that it is made available for people in need at affordable levels. Hence they need to be sufficiently robust in terms of evidence and consistency with Core Strategy Policy. There is no decision that would be subject to call-in. .

4.6 Risk Management

4.6.1 Affordable housing price benchmarks in use since 2003 have seen only small annual adjustments over the years to reflect earnings inflation. The proposed change in methodology proposed now would introduce more significant change overnight. Whilst the lower decile prices are proposed to increase and the lower quartile prices are proposed to decrease helping to maintain equilibrium in most cases, the exact effects will differ depending upon the mix of affordable housing agreed. It is possible that particular developments may need to be reviewed in the light of these changes and on their merits and it needs to be acknowledged that for a limited period of time development, investment and land acquisition decisions will have been taken without factoring in the changes. Also, the use of the rental benchmarks with the Private Rented Sector model of affordable delivery is comparatively untested. Therefore, it is considered appropriate to accept a "bedding-in" period of 12 months whereby delivery issues in achieving the new benchmarks can be considered in planning decisions.

4.6.2 It should be noted that following the enactment of the Housing and Planning Act (2016), further guidance is still awaited regarding the full scope and implementation of "Starter Homes" and how this provision related to existing policy guidance

relating to the delivery of Affordable Housing. Without knowing the detail of the Starter Home guidance there is a risk that Leeds' approach to affordable housing, including price benchmarks, may need to be reviewed.

5 Conclusions

- 5.1 The update to the Affordable Housing benchmark methodology is necessary to ensure the benchmarks are properly aligned with Core Strategy Policy H5. As the proposed price benchmarks depart from the long established trend of minimal delivery issues in achieving the new benchmarks can be considered in planning decisions.

6 Recommendations

- 6.1 Development Plan Panel is invited to note and comment on the contents of this report