

DEVELOPMENT PLAN PANEL

Meeting to be held in Civic Hall, Leeds, LS1 1UR on
Tuesday, 18th July, 2017
at 1.30 pm

MEMBERSHIP

Councillors

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

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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			LATE ITEMS To identify items which have been admitted to the agenda by the Chair for consideration. (The special circumstance shall be specified in the minutes).	
4			DECLARATION OF DISCLOSABLE PECUNIARY INTERESTS To disclose or draw attention to any disclosable pecuniary interests for the purposes of Section 31 of the Localism Act 2011 and paragraphs 13-16 of the Members' Code of Conduct	
5			APOLOGIES FOR ABSENCE	
6			MINUTES To approve the minutes of the previous meeting held 9 th May 2017 as a correct record.	1 - 4
7	All Wards		LEEDS SITE ALLOCATIONS PLAN - NEGOTIATED STOPPING SITES FOR GYPSIES & TRAVELLERS To consider the report of the Chief Planning Officer seeking Members views on a draft management approach to the negotiated stopping needs of Gypsies and Travellers. Appendix 1 of the report sets out the proposed approach in a note entitled "A management approach to negotiated stopping for short term Gypsy and Traveller visitors to Leeds". This is intended to support operational activities in relation to specific Council services including housing, planning, enforcement, asset management and health and well-being.	5 - 18
8	All Wards		HOUSING LAND SUPPLY AND DELIVERY UPDATE To consider the report of the Chief Planning Officer report which provides an update on the supply and delivery of housing. The report includes details of the Council's approaches through Housing Growth Team work between Planning and Asset Management & Regeneration to support housing growth in order to meet the current Core Strategy target. Additionally, the report highlights the importance of the adoption of the Site Allocations Plan.	19 - 30

Item No	Ward	Item Not Open		Page No
9			<p>DATE AND TIME OF NEXT MEETING</p> <p>To note the date and time of the next meeting as Tuesday 5th September 2017 at 1.30pm.</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, 9th May, 2017

PRESENT: Councillor F Venner in the Chair

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

67 Appeals Against Refusal of Inspection of Documents

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

68 Exempt Information - Possible Exclusion of the Press and Public

The agenda contained no exempt information.

69 Late Items

No formal late items of business were added to the agenda.

70 Declaration of Disclosable Pecuniary Interests

There were no declarations of disclosable pecuniary interests.

71 Apologies for Absence

Apologies for absence were received from Councillors Campbell; J Procter and Wakefield. Councillor P Gruen was welcomed as substitute for Councillor Wakefield.

72 Minutes

Minute 65 Hot Food Take Away Supplementary Planning Document – An amendment to the HFT2 narrative was requested to include “In Leeds there are the equivalent of 126 HFT per 100,000 population, which is above the national average, the Panel were asked to consider whether a discretionary measure of a given number of HFT per 100,000 population should be established.”

RESOLVED - That the minutes of the Development Plan Panel meeting held on 7th March 2017 be approved; subject to the amendment of Minute 65 identified above.

73 Matters Arising

Minute 63 Minutes – Site Allocations Plan – The SAP was submitted on 5th May 2017. The anticipated pre-Inquiry meeting with the Inspectors would set out the timetable to progress the SAP investigations and indicate how the hearings would be managed. Helen Wilson had been appointed as the independent Programme Officer. In response to a query, the Group Manager, Policy & Plans confirmed that all commentators and respondents to the SAP would be advised of the name and contact details for the Inspectors and Programme Officer and encouraged to contact the Inspection team.

Minute 64 Affordable Housing Benchmarks – The Chief Planning Officer had signed off the Benchmarks which would now form part of planning decision making process.

Minute 65b) Hot Food Takeaway Supplementary Planning Document – Following consultation with Panel Members on the definition of a proposed “exclusion zone”

Draft minutes to be approved at the meeting
to be held on 13th June 2017

around schools, consultation had now commenced with schools on the favoured proposal – generally using two school entrances which had the effect of widening the scope of the boundary.

74 Housing White Paper - Department of Communities & Local Government (DCLG)

The Director of City Development submitted a report on the Council's response to the Government's Housing White Paper (HWP), entitled 'Fixing our broken housing market'. The HWP was issued by the Department for Communities and Local Government (DCLG) on 7th February 2017 along with associated background papers and technical information.

Members noted that due to the requirement to respond to the consultation by 2nd May 2017; Executive Board had considered and agreed a report including proposed responses to the 38 questions set in the HWP on 19th April 2017. Executive Board Members had commented on the need for the HWP to have more explicit regard for the Environmental Impact of housing development, as well as recognising the need for housing growth and delivery – these additional points were incorporated into the overall response which had now been submitted to DCLG.

The Panel was asked to make additional comments which could be sent to DCLG as supplementary comments.

The Head of Strategic Planning presented the report, outlining the wide- ranging scope of the material in the HWP and the related consultation and technical documents. Members noted the view that although it was felt that the HWP analysis regarding the failure of delivery in the housing market was considered to be accurate, the proposals flowing out of this did not go far enough to remedy the issues identified. In addition, the 38 consultation questions did not reflect the full range of concerns raised by the Council.

During discussions, the Panel expressed support for the response already submitted and identified the following responses for comment and further emphasis:

Q6) Co-ordination of development - The need to take a strategic and holistic view of future development, particularly in areas where there were a number of parcels of land in different ownership; and to encourage place-making rather than isolated developments. Co-operation between developers should be encouraged with a greater onus on the industry to take responsibility for delivery.

Q18c) Fees and awards of appeal costs – Considered appeal costs awards balanced with the need to incentivise the right kind of development

Q3a),12d) and 13a) Role of Small & Medium sized house builder firms – To provide innovation and good design in the housing stock. The Panel acknowledged that small/medium sized firms could provide a volume of houses, however further clarity was need on the mechanism proposed to support the Government suggestion that a percentage of a volume house build site could be given over to SMEs. Leeds placed importance on good design quality and the national designs often proposed by large firms were not of sufficient quality.

Q31) Starter Homes/Affordable Housing mix – Clarity was required on the mix and requirements within developments, noting that developers and builders would preference starter homes over affordable housing provision. Officers responded that that this would be reviewed as part of the Core Strategy and Strategic Housing Market Assessment (SHMA) work.

Q27) Starter and Completion Notices – Implementation and completion of developments were regarded as being equally important. One Member expressed the view that the current 5 year lifespan of permissions was too generous and consideration should be given to reinstating a former approach whereby permission would lapse if not implemented by a given date.

Q23&24) Track record – Concern was expressed on the impact of knowledge of a developer's previous ability to deliver on the planning process.

Q12c) Infrastructure – Health Facilities should also be referenced.

Q15) Joined up approach to Brownfield Land – An exercise to map all Brownfield land, including that held by other bodies such as Network Rail/Rivers and Canals Trust - would facilitate a joined up approach to future development.

RESOLVED –

- a) That the contents of the report be noted
- b) That the comments identified above made by Members be sent as a supplementary response to the DCLG Housing White Paper

75 Leeds Local Development Scheme 2017 Update

The Panel considered a report on proposed updates to the Council's Local Development Scheme (LDS) programme prior to it being published on the Council's website. The proposed revisions reflected the need to make adjustments to the programme milestones and targets having regard to public consultation; technical requirements; additional programme injections (such as the Core Strategy Selective Review) and also the progress of the Neighbourhood Plans.

A copy of the LDS was attached as Appendix 1 of the report which included a work programme for the Policy and Plans Group. The Group Manager, Policy & Plans, introduced the report and requested an amendment to the recommendation to better reflect the existing delegation arrangements for the Chief Planning Officer as follows: "Development Plan Panel is requested to consider the contents of this paper and subject to any revisions, recommend to the Chief Planning Officer that it be adopted by the Council and be placed on the Council's website".

A draft copy of the Leeds Local Plan Newsletter was tabled at the meeting for reference.

Discussion covered the following aspects of the LDS

- The number of Neighbourhood Planning Documents in development
- Whether it would be timely to review the "Neighbourhoods for Living" Supplementary Planning Document, last updated in 2014.

- Leeds Bradford International Airport SPD and whether this would reference local transport infrastructure
- The anticipated timeframe for the Site Allocations Plan considering the number of representations likely to be considered
- The Hot Food Takeaway SPD and the need to reference internet app delivery services

The Panel also discussed the Neighbourhood Plans (NP) currently in development and noted a comment that it would be useful to undertake a mapping exercise to indicate those in development and those areas which had not yet started the process. The Panel was assured that officer support was available to support those areas seeking to establish a Plan but without the capacity to complete the process. Additionally continued liaison with areas which had completed the process was crucial, noting that those areas with NPs were entitled to 25% CIL funding where development occurred within the relevant neighbourhood area.

The following comments were made in respect of the Newsletter itself:

- It was a useful tool providing the public with a snapshot of how Leeds' Plans and planning documents fit together,
- '72% of our annual targets' should indicate the annual target figure
- The frequency of publication. Officers reported that, once agreed, the Newsletter would be made available to all respondents to the Site Allocations Plan process and be available on the LCC website.
- Noting that the newsletter will be available in paper format, a review of the web links included was required.

RESOLVED – Having considered the contents of the report and the Leeds Local Plan Newsletter, the Development Plan Panel agreed that they be placed on the Council's web-site, subject to the revisions detailed above.

76 Date and Time of Next Meeting

RESOLVED – To note the provisional date of the next meeting as 13th June 2017

Report of Chief Planning Officer

Report to Development Plan Panel

Date: 18 July 2017

Subject: Leeds Site Allocations Plan – Negotiated Stopping Sites for Gypsies & Travellers

Are specific electoral Wards affected?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
If relevant, name(s) of Ward(s): ALL		
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?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No

Summary of main issues

1. It is acknowledged that there is a shortage of authorised sites for Gypsies and Travellers (G&T) in Leeds, which has historically led to increasing incidence of unauthorised encampments. This can create tensions between the settled and G&T communities and does not meet the housing needs of Travellers. The issue is being addressed positively via the Site Allocations Plan (SAP), which allocates and safeguards sites for Gypsies and Travellers in three ways: a) Council managed sites, b) private run sites and c) sites for negotiated stopping.
2. The Core Strategy identifies a requirement for 9 negotiated stopping pitches to meet the needs of those G&T families who are stopping temporarily in Leeds for a specific Leeds based reason e.g. to visit their family. The approach taken in the SAP is not to identify and allocate specific sites to meet this need, but rather to provide a responsive management approach, which is case specific and avoids fixed transit sites with a regular turnover of temporary residents becoming problematic for their neighbours.
3. In order to support the Site Allocations Plan at Examination, and ensure that the policies within it are effective, there is a need to provide clarity on a responsive management approach to negotiated stopping. A draft implementation approach is provided as "*A management approach to negotiated stopping for short term Gypsy and Traveller visitors to Leeds*" at **Appendix 1**.

Recommendations

4. Members are recommended to endorse the approach outlined in Appendix 1 “A management approach to negotiated stopping for short term Gypsy and Traveller visitors to Leeds” and request that the Chief Planning Officer and Director of Resources and Housing approve the approach as a protocol with immediate effect and submit it as background evidence to the Site Allocations Plan.

1. Purpose of this report

- 1.1. To seek Members views on a draft management approach to the negotiated stopping needs of Gypsies and Travellers (G&T). This approach is set out in a note entitled *“A management approach to negotiated stopping for short term Gypsy and Traveller visitors to Leeds”* at **Appendix 1**, which is intended to support operational activities in relation to specific Council services including: housing, planning, enforcement, asset management and health and well-being.

2. Background

- 2.1. It is widely accepted that there is a national shortage of authorised sites for Gypsies and Travellers. This has led to increasing incidence of unauthorised encampments, which can create tensions between G&T and the settled community. It is also well recognised that G&T are amongst the most socially excluded groups in society and independent national research confirms the link between the lack of good quality accommodation and poor health and education outcomes. The Government acknowledge that G&T are being held back by some of the worst outcomes of any group across a range of social indicators on housing, health, education, incidence of hate crime and access to employment¹.
- 2.2. Between 2003 and 2010 Leeds City Council spent £2 million on eviction and clear up costs associated with unauthorised encampments. Locations of unauthorised encampments became increasingly inappropriate and land used for previous camps was barricaded and unsightly.
- 2.3. In 2011 the City Council published the findings of the Neighbourhoods and Environment Scrutiny Panel into Gypsy and Traveller site provision. Included in the 12 recommendations, the Scrutiny Panel suggested that the authority should conduct a pilot ‘negotiated stopping’ scheme and provide permanent pitch provision via the Site Allocations Plan. As part of the pilot negotiated stopping scheme the Kidacre Street site in City and Holbeck was identified. This site has subsequently been granted planning permission for 10 years and forms a part of the Council’s Site Allocations Plan.
- 2.4. The Adopted Leeds Core Strategy was supported by a needs assessment (carried out in collaboration with Leeds Gypsy and Traveller Exchange (Leeds GATE) during 2014). This sets the need for 62 G&T pitches in Leeds up until 2028 of which 9 pitches are for negotiated stopping needs at any one time. The Core Strategy also contains a criteria-based policy (Policy H7) to help take decisions on planning applications for G&T accommodation and provisions to safeguard new provision where appropriate.
- 2.5. The Site Allocations Plan, which was submitted to the Secretary of State on 5th May 2017, proposes a range of new and safeguarded sites for Council-run and private pitches to help address Core Strategy needs, although there remains a shortfall of private pitch provision against Core Strategy requirements. The Site Allocations Plan does not allocate negotiated stopping pitches; it notes in paragraph 2.68 that *“...Publically managed sites for negotiated stopping are provided so as to ensure that Leeds has a managed approach to Gypsies and Travellers who have a Leeds connection but who only require pitch provision for short periods of time each year*

¹ (2012) Department of Communities and Local Government, [Progress report by the ministerial working group on tackling inequalities experienced by Gypsies and Travellers](#)

and are travelling the remainder of the year. The Council will work to identify a pool of sites which can be made available at short notice e.g. currently vacant sites pending another future use, which are preferable to the roadside or more sensitive areas where temporary stopping has occurred in the past e.g. on parks and playing fields. This pool of sites will be an operational management issue for Environment & Housing.”

- 2.6. The Inspectors of the Site Allocations Plan have asked a range of initial questions on the Site Allocations Plan. One of these is *“The Council is not identifying any ‘stopping-sites’ despite an identified need. Is this approach sound?”*
- 2.7. This report and **Appendix 1** provides operational clarity to this matter, in order to address the needs of Gypsy and Traveller visitors to Leeds and so as to help ensure that the positive approach set out in the Site Allocations Plan is considered by the Inspectors to be a sound one.

3. Main Issues

- 3.1. This report focuses on a specific aspect of overall identified need for G&T provision in Leeds up until 2028 – known as negotiated stopping provision.
- 3.2. Negotiated Stopping provision is required so as to ensure that Leeds has a managed approach to Gypsies and Travellers, who have a Leeds connection but who only require pitch provision for short periods of time. They enable a flexible provision to suit the needs of the travelling community.
- 3.3. Negotiated Stopping describes an agreement reached between the local authority and G&T who wish to temporarily visit Leeds. The agreement may apply to a location that G&Ts have chosen themselves to pull onto, or it may be applied to another area of land that the City Council suggests. The agreement is a temporary ‘social contract’ which outlines the terms under which families may stay on a particular area of land, without being evicted, for a defined limited period. Gypsies and Travellers agree simple terms (such as not lighting large fires, not dumping waste and keeping animals under control). In return, the City Council agrees to provide household rubbish disposal and sanitation (e.g. skips and portaloos). The defining characteristic of Negotiated Stopping sites is that they are not permanently laid out for G&T use.
- 3.4. This approach is distinct from another form of accommodation for G&T visitors called Transit or Stopping Sites. Transit Sites are specifically developed, much like permanent sites, with hard standing, electric hook up and other fixed facilities. Residents would rent a pitch for a defined period. The defining characteristic of transit sites is that they are laid out formally for G&T use and are permanent fixtures within the local community.
- 3.5. Through the Site Allocations Plan (SAP) the Council has committed to using sites which can be made available at short notice e.g. currently vacant land pending another future use, which is preferable to the roadside or more sensitive areas where temporary stopping has occurred in the past such as on parks and playing fields. This pool of sites will be continually updated and managed by the Council over the plan period and used to react quickly to meet Negotiated Stopping needs at a given point in time.

- 3.6. The wider management and sustainability benefits of negotiated stopping are captured in Table 1 below.

Table 1: Sustainability benefits of negotiated stopping

Economic	Social	Environmental
<ul style="list-style-type: none"> • Lower incidence of illegal encampments • Reduced enforcement, eviction and clean-up costs • No requirement to develop and manage/maintain permanent 'transit' provision • Savings on police time and costs 	<ul style="list-style-type: none"> • Helps to foster good relations with the G+T community • Improvements to quality of life of G+T's (breaks the eviction cycle - no immediate threat of eviction) • Reduction in levels of nuisance and anti-social behaviour associated with encampments • Impact of temporary encampments is spread across the city 	<ul style="list-style-type: none"> • Promotes the use of previously developed land • Encampments steered away from environmentally sensitive sites • Development is temporary in nature and has no permanent impact • Encampments have a reduced impact on the environment (sanitation, refuse provision)

- 3.7. The attached management approach (**Appendix 1**) sets out the following principles:

- negotiation between the Council and Gypsy and Traveller community visitors to Leeds will be entered in to at the earliest opportunity.
- G&T visitors to Leeds who are stopping temporarily should stay no longer than 28 days.
- the use of land for G&T accommodation for longer than 28 days will require planning permission. Temporary planning permission may be sought via the development management process and will be assessed against the criteria in the Council's Core Strategy Policy H7.
- the City Council will take a decision as to the appropriateness of where G&T visitors have "pulled up" in Leeds. The Council will decide to either:
 - allow negotiated stopping on the "pulled up" site. This will depend on a range of factors around suitability, accessibility, landownership and risk
 - if the site is not suitable then the Council will identify an alternative suitable site to which G&T visitors will be directed.
- negotiated stopping sites will be used for short periods of time (i.e. less than 28 days) and will not be used again within a 12 month period. This enables a spread of opportunities for temporary sites throughout Leeds rather than in specific wards or communities. This fits with a long standing principle of the

Council to encourage smaller more distributed solutions to meeting G&T needs.

- 3.8. In identifying sites for temporary G&T accommodation under the Negotiated Stopping management approach, the City Council will make use of its Council owned land asset register. Sites will be identified which:
- are of a size which is suitable to the needs of the visitors to Leeds without encouraging further unauthorised stopping
 - satisfy a range of planning considerations including, amenity, noise, landscaping, flood risk, health and safety etc
- 3.9. The Council views Negotiated Stopping as a partnership. Keys to its success will be:
- the positive support both of Council officers and of Elected Members, including respect for the traditions and way of life of the Gypsy and Traveller community
 - direct negotiation with Gypsies and Travellers themselves, facilitated by Leeds GATE, whose role has been important and is greatly valued by the Council
 - pragmatism and compromise by both sides, motivated by the desire to ensure the Council meets and further embraces its duty under s.149 of the Equalities Act
- 3.10. The Council envisage that the process for Negotiated Stopping be applied on a case by case basis using the following sequential approach:
- decision taken to tolerate group of G&T on site that they have encamped on. Assumption could stay for up to 28 days with each household signing a negotiated stopping (setting out behaviour conditions) agreement, or if the site is considered to be unsuitable and/or unavailable then:
 - swift decision taken to direct to alternative land that is available at that point in time. Again assumption could stay for up to 28 days with each household signing a negotiated stopping (setting out behaviour conditions) agreement.
- 3.11. This managed approach does not replace the right that the Council may have to evict visitors from sites under the Criminal Justice and Public Order Act 1994 where Negotiated Stopping is not considered appropriate or is not entered into by G&T visitors to Leeds. The Council recognises that the ability to enforce against unauthorised development in Leeds is related to its proactivity in meeting the need for new provision in a number of different ways, including for negotiated stopping pitches. If the Council supports the provision of sites it will be in a much stronger position to resist inappropriate encampments.

4. Corporate Considerations

4.1. Consultation and Engagement

- 4.1.1. The approach set out above would continue the Council's recent positive activities on this issue:

- a Council Scrutiny Board Inquiry was held during 2010 and concluded that the current cycle of unauthorised encampment was not meeting the needs of Gypsies and Travellers, was leading to community tensions and was not delivering value for money in relation to use of the Council's resources. The immediate priority of the Council was to address the housing needs Leeds based roadside families.
- The Council have secured planning permission for 8 pitches at Kidacre Street for 10 years to meet immediate needs for Council-run provision.

4.1.2. The Site Allocations Plan has been prepared with the full engagement and support of Resources and Housing and wider City Development service. Resources and Housing colleagues are responsible for managing public sites and officers have provided views on the suitability of proposed permanent sites to be safeguarded and allocated in the SAP during the assessment process. They will also provide views on the suitability of Negotiated Stopping sites under the terms of the management approach in Appendix 1.

4.1.3. Active consultation with the Gypsy and Traveller community via Leeds GATE is ongoing as part of the plan making process and this implementation approach is supported by and has been prepared in liaison with Leeds GATE.

4.2. Equality and Diversity / Cohesion and Integration

4.2.1. Allocating sites for Gypsies and Travellers in Leeds raises equality issues in terms of access of different groups to housing. These issues have been addressed in previous Equality Impact Assessment screenings for Executive Board reports on the Site Allocations Plan.

4.3. Council policies and City Priorities

4.3.1. Leeds' Core Strategy Policy H7, including the provision of 9 negotiated stopping sites, anticipates releasing enough land to meet Leeds' Gypsy and Travellers housing needs, including a 5 Year Supply. Meeting Leeds' housing needs also forms part of the Vision for Leeds and the aspiration to the 'the best city in the UK'. The adopted Core Strategy takes forward the spatial objectives of the Vision for Leeds and the priorities set out in the City Priority Plans and the Best Council Plan (in particular Objective 2: to 'promote sustainable and inclusive economic growth'). Housing Growth is a City Council 'break through' project.

4.4. Resources and value for money

4.4.1. This report is concerned with ensuring that Leeds meets the needs of its Leeds-based Gypsies and Travellers and prepares a sound Site Allocations Plan in line with national policy. The management approach also ensures that costs of eviction are reduced. Between 2012 and 2017 the costs to the Council of dealing with unauthorised encampments were in excess of £800,000. A managed approach to negotiated stopping will help reduce these costs by providing appropriate pitches as an alternative to land currently being occupied and greater clarity for G&T as to where they can "pull up".

4.5. Legal Implications, Access to Information and Call In

- 4.5.1. The periodical review of housing needs under section 8 of the Housing Act 1985 is a statutory requirement on local housing authorities. This requires local housing authorities to assess and understand the accommodation needs of people residing or resorting to their district. It includes the duty to consider the needs of people residing in or resorting to a district with respect to sites for caravans and the mooring of houseboats is part of that requirement.
- 4.5.2. National planning guidance set out in Planning Policy for Traveller Sites (2012) places a requirement on local authorities to set pitch targets for Gypsies and Travellers which address the likely permanent and transit site accommodation needs of their area. In addition to setting pitch targets local authorities are required to identify a supply of specific deliverable sites, sufficient to provide five years' worth of sites against the locally set targets.
- 4.5.3. Local authorities have a duty under the Equality Act to actively seek to eliminate unlawful discrimination, advance equality of opportunity and promote good race relations. The Act does not define race, however case law has established that Roma Gypsies and Irish Travellers are covered by the protected characteristic of race for the Equality Act 2010.
- 4.5.4. It is also important to note that case law has determined (Chapman v UK, 2001) that whilst the need for housing as part of a Gypsy or Traveller's human rights is material it does not outweigh the environmental protection or amenity of others which are key considerations in the statutory UK planning process. However, the vulnerable position of Gypsies and as a minority means that *"some special consideration should be given to their needs and their different lifestyle both in the regulatory planning framework and in arriving at decisions in particular cases...to this extent there is a positive obligation ... to facilitate the Gypsy way of life"*.

4.6. Risk Management

- 4.6.1. A comprehensive consideration of needs and a strategy to meet the need identified in the Core Strategy will greatly strengthen the ability of the City Council to respond swiftly and firmly to inappropriate unauthorised developments and encampments.
- 4.6.2. To that end, the managed approach at **Appendix 1** helps meet specific evidenced needs for G&T who temporarily visit Leeds. This in turn will help ensure that the Site Allocations Plan is considered to a sound document. This outcome would lessen the risk of further delay to the plan making process which identifies allocations for settled housing and other land uses. The approach will also reduce future costs of unauthorised eviction and help build relationships with the Leeds based G&T Community and ensure that, through ongoing negotiation, they arrive at sites which are suitable.

5. **Conclusion**

- 5.1. As part of the Site Allocations Plan process the Council has undertaken an assessment of sites to meet the accommodation needs of Gypsies and Travellers, for 62 families in Leeds with a split between private, public and negotiated stopping sites. There is a need for 9 negotiated stopping sites at any one time to be delivered on a rolling basis.

- 5.2. This report sets out a management approach to identifying suitable, available and achievable negotiated stopping sites to be used by temporary visitors to Leeds. This approach will be submitted to the Inspectors of the Site Allocations Plan so as to help ensure that the Plan is sound.

6. Recommendations

- 6.1. Members are recommended to endorse the approach outlined in Appendix 1 “A management approach to negotiated stopping for short term Gypsy and Traveller visitors to Leeds” and request that the Chief Planning Officer and Director of Resources and Housing approve the approach as a protocol with immediate effect and submit it as background evidence to the Site Allocations Plan.

Appendix 1

A management approach to negotiated stopping for short term Gypsy and Traveller visitors to Leeds

1. Background

- 1.1. This protocol has been established to address the identified need for 9 negotiated stopping pitches within the Leeds Core Strategy. Negotiated Stopping will be managed, implemented and monitored by the Resources and Housing Department in liaison with City Development.

2. Definition of negotiated stopping

- 2.1. Negotiated stopping is when an agreement is reached between a local authority and members of the Gypsy and Traveller community. The agreement may apply to a location that Gypsies and Travellers have chosen themselves to pull onto, or it may be applied to another piece of ground that the local authority itself suggests. The agreement is a temporary 'social contract' which outlines the terms under which families may stay on a particular piece of ground, without being evicted by the authority, for a defined limited period for up to 28 days.

3. Definition of a negotiated stopping pitch

- 3.1. An individual negotiated stopping pitch is an area of land for up to 2 caravans which is used temporarily for a period of up to 28 days.
- 3.2. A formula of 2 caravans per family/household is applied as a benchmark unless there is clear evidence that each family unit is notably larger or smaller than this average. Families naturally vary in size. For the operation of the management approach it is considered that 9 pitches are required to meet the needs of 9 families at any one point in time with 2 caravans per family (i.e. 18 caravans to be accommodated at any one time). Depending on the circumstances there may be flexibility where family sizes exceed 2 caravans per family unit.
- 3.3. Given the temporary and informal nature of the sites it is unlikely that individual pitches will be marked out within negotiated stopping sites.

4. Maximum number of pitches at any one time

- 4.1. In line with the Leeds Core Strategy assessed needs this management approach will be applied to a maximum of 9 pitches at any one time. Additional requests for negotiated stopping will be dealt with on their merits at the discretion of the Council with regard to the needs of the individuals at the time. The 9 pitches may be delivered on 1 single site or across a series of smaller sites at any one time.

5. Who qualifies for Negotiated Stopping?

- 5.1. The Council will consider whether families meet the basic criteria for Negotiated Stopping. The basic criteria will be satisfied if the answer to the following questions must be yes before Negotiated Stopping agreement can be entered into:
 - does the group consist of 9 or fewer families?

- do the group intend to stay in Leeds district for 28 days or fewer?
- are the group willing to engage with the Council and sign up to a negotiated stopping agreement?

5.2. There will be a presumption in favour of negotiation with all Gypsies and Travellers. The Council will negotiate with every G+T group who encamp in Leeds. If it is clear that certain groups/individuals do not wish to negotiate with the Council then they will not be suitable for negotiated stopping.

6. Who will negotiate

6.1. Officers from Housing Support will negotiate with the G&T visitors, with a final decision on the negotiated stopping agreement being taken by the Head of Housing Support. The police will also be involved in the negotiations and be made aware of the negotiation at the earliest opportunity. In addition, Leeds GATE, health visitors and other partners who do or might have contact with families should have an opportunity to contribute to discussions about the appropriateness of negotiation and facilitate discussions where relevant.

6.2. The offer of negotiation should be suggested to any family or group of families unless there are strong reasons presented not to.

7. Site suitability criteria

7.1. If where G&T have stopped does not meet the suitability criteria the Council will seek to identify an appropriate site. The Council will work to identify land using its own land holdings, which are could be made suitable for potential Negotiated Stopping sites. The aim is to have a discrete pool of sites that are considered relevant at a given point in time which provide for a range of geographical locations and site sizes. The sites will be available for negotiated use at short notice and be available to the Head of Housing Support. The list will not be a publically available document as the availability of sites will change continuously.

7.2. The Council will then enter into an agreement with the G+T group to move to the identified negotiated stopping site for a temporary period.

7.3. This approach sets out specific criteria, which broadly aligns to national and local planning policy, whilst balancing this against the temporary nature of the Negotiated Stopping sites. This criteria will be applied City-wide as follows. Negotiated Stopping sites should:

- be vacant (no operating use on the site or expected to be in use for the proposed duration of the encampment)
- preferably be an existing flat area of hardstanding but grassland may be appropriate in some circumstances
- be safe for the occupants (with no dangerous buildings/structures, obvious health and safety hazards)
- have reasonable access to public transport, health care, schools, shops and local services, but this may depend on the length of the stay and will be discussed as part of the negotiated stopping agreement

- once used for temporary G&T use not unduly dominate an adjacent settled community
- be a defensible space or easily made defensible (to prevent uncontrolled expansion of encampment)
- have no impact on Public Rights of Way
- be sited outside flood zone 3 or the functional flood plain
- not be sited on sensitive areas of land (see below)
- no excessive amenity concerns for the Gypsy or Traveller group or the surrounding community which cannot be mitigated through agreement

7.4. Sensitive areas of land:

- Green space identified in the Local Plan or Local Green Space Designations (Neighbourhood Plans)
- Civic spaces
- Private land without consent of the owner, including operational car parks
- Nature Conservation Designations: Leeds Habitat Network, SSI's, Local Nature Areas, SEGI's, Local Nature Reserves where Negotiated Stopping sites have potential to harm intrinsic environmental or ecological assets

8. What the Council will provide

8.1. The Council will provide the following facilities to ensure that negotiated stopping sites are suitable, safe and secure:

- refuse facilities;
- toilets; and
- measures to contain the site, where necessary.

8.2. The Council will also provide a named liaison officer between the families and the local residents and Ward Members.

8.3. The Council will also facilitate a Negotiated Stopping agreement between the Council and the families involved including: conditions on behaviour, tidiness of the site, approach to animals, length of stay, clear guidelines on the lighting of fires and other matters which are necessary to ensure the amenity of the G&T visitors to Leeds and any neighbouring properties or residents whose amenity may be affected by the temporary use of land.

9. Groups which do not meet the Negotiated Stopping basic criteria

9.1. G&T encampments which do not meet the criteria to qualify for negotiated stopping, such as groups larger than 9 families will be dealt with using the existing Council processes for unauthorised encampments. This usually involves recovering land

possession. Families who decide to stay in Leeds for an indefinite period will be directed to make a housing register application to the City Council for a permanent pitch.

10. Monitoring

- 10.1. This managed approach to Negotiated Stopping will be monitored. Initially this will be undertaken on a six monthly basis to address issues with implementing this policy. Subsequently the approach will be monitored annually by Housing Support.

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Report author: Matthew Brook
Tel: 0113 378 7634

Report of Chief Planning Officer

Report to Development Plan Panel

Date: 18th July 2017

Subject: Housing land supply and delivery update

Are specific electoral Wards affected?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
If relevant, name(s) of Ward(s): ALL		
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?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No

Summary of main issues

1. Housing delivery in 2016/17 reached the highest level since the recession and there has been specific uplift in construction activity in the delivery of new homes from the housebuilding industry. The Housing Growth and High Standards in all Sectors Breakthrough Project is a multi-stranded programme, which delivers new housing through direct investment in new housing stock in the public and private sectors, bringing empty homes back into use and enabling delivery through a programme of intervention and support for housing associations, third sector partners and private sector land owners and developers. The Policy and Plans Group, through plan-making, monitoring and implementation supports this project.
2. Despite these efforts, housing completions remain below plan targets. Following five years of under delivery and a backlog of 4,476 units the Council is a 20% authority for the purposes of applying a buffer to the five year housing land supply requirement.
3. At this point, the Council has been found not to have a five year housing land supply. The 2017 Five Year Supply Update is now underway, supported by a revised Strategic Housing Land Availability Assessment (SHLAA) and will report this Summer. The adoption of the Site Allocations Plan is a key mechanism to increase the five year housing land supply and deliver completions.

Recommendation

4. Members' views are invited on the report.

1. Introduction

- 1.1 This report provides an update on the supply and delivery of housing. It includes details of the Council's approaches through Housing Growth Team work between Planning and Asset Management & Regeneration to support housing growth in order to meet the current Core Strategy target. It highlights the importance of the adoption of the Site Allocations Plan.

2. Background

- 2.1 Since 2012 housebuilding in Leeds has not met the Core Strategy requirement of 3,660 per annum and the Council has recently been adjudged (by the Secretary of State in his appeal decision on land at Grove Road, Boston Spa, May 2016 and decisions at Breary Lane, Bramhope, Leeds Road, Collingham and Bradford Road, East Ardsley on 23rd December 2016) not to have a five year housing land supply.
- 2.2 The Secretary of State agreed with the Inspector that the need for additional delivery is even more marked as there is no longer a development plan for delivery. Inspector concluded that the failure to produce an adopted Site Allocations Plan until December 2017 means that there is no policy to set out how delivery of any houses will take place.
- 2.3 This leaves the Council in a challenging position regarding pressure (via planning applications) for the development of sites (such as safeguarded land) on their merits in relation to wider Policy and site specific matters. The Core Strategy target steps up to 4,700 per annum this year.

3. Delivery of new homes

- 3.1 There were 3,306 new and converted homes were delivered in 2016/17 - the highest number of newly built homes delivered since the commencement of the Core Strategy plan-period (1st April 2012). Overall, completions last year include an increase in the delivery of new build homes less reliant on the return of long term empty properties than in the previous years.
- 3.2 There has been a steady increase in new and converted homes since 2014/15. However, despite this the Core Strategy target is yet to be met and there is an accumulated under-delivery of 4,476 homes since April 2012.
- 3.3 Overall new completions are comprised of additions to the housing stock as part of new and converted units from the housebuilding industry, the return of empty properties and the delivery of older persons accommodation set against the reduction in demolition activity.

New and converted units – housebuilding

- 3.4 A total addition of 2,878 units is the greatest level of delivery in the Core Strategy period and the highest amount from this source since 2008/09 – with over 80% of delivery on brownfield sites. There has been a 15% increase in the delivery of new homes from the housebuilding industry in the previous year.

- 3.5 In total, sites delivered by Top 20 volume house builders in the last 5 years is 25% of all new build homes. The number of outlets (sites under construction) running at any one time has been between 105 and 120 - only dropping below 100 during the recession. The number of outlets needs to be increased in order to meet Core Strategy targets. At present, build out rates range from 14 to 68 units per annum depending on the size of the site.

Table 1: Build out rates

Site capacity	Number of sites	Under construction	Yet to start	Outstanding	Build out
Under 20 units	44	237	22	259	14 units per annum
Between 20 to 50 units	23	395	106	480	30 units per annum
50 or more units	44	1,389	2,005	3,394	44 units per annum
Total	111	2,021	2,133	4,133	68 units per annum

Long term empty properties returned to occupation

- 3.6 The net reduction figure relates to the total number of private sector properties that have been empty for longer than 6 months. The annual net reduction figure at March 2017 was 437 units. This is higher than expected as this is a finite supply that has now contributed 2,436 completions in the last five years.

Older persons accommodation

- 3.7 The supply and delivery of older persons housing from care homes is counted at ratio of 2 bedrooms equalling 1 completed unit. Two care homes at Moresdale Lane in Seacroft, and 12 Outwood Lane in Horsforth were completed in 2016/17, with a total of 89 bedrooms. This equates to 45 units.

Demolitions

- 3.8 A total of 54 properties were demolished including bulk clearance at Rosemont flats between 67 and 141 Beckhill Avenue in Chapel Allerton.

Completions

- 3.9 Overall delivery of 3,306 homes in 2016/17 is the highest number since the Core Strategy was adopted in April 2012. Completions this year include an increase in the amount of new build homes; less reliant on the return of long term empty properties than in the previous years. This is supported by a number of large sites delivering in 2016/17 as shown in Table 2. This trend will continue on the basis of large sites currently under construction as shown in Table 3.

Table 2: Large sites delivering in 2016/17

Site	Completions
Grimes Dyke, York Road	166
City Campus, Calverley Street	143
Former Clariant Works, Calverley Lane, Horsforth	98
South Parkway, LS 14	80
Woodhouse Street, Woodhouse, Leeds	79

Table 3: Large sites under construction (contributing to future delivery)

Location	Capacity	HMCA
Land Off Asket Drive (South)	106	Inner Area
East Street XI Aire (Former Bellows)	247	Inner Area
Sweet Street And Manor Road, Holbeck (Dandarra)	744	City Centre
Tyersal Lane, Tyersal	270	Outer West
Bruntcliffe Road, Morley	181	Outer South West
Land At Owlars Farm, Wide Lane, Morley	114	Outer South West
Horsforth Mill, Low Lane, Horsforth	89	North Leeds
Department For Work And Pensions, Government Buildings, Otley Road	97	North Leeds
Green Lane Dyeworks, Green Lane, Yeadon, Leeds	171	Aireborough
Spofforth Hill, Wetherby	325	Outer North East

- 3.10 In the last five years 13,824 units have been completed against a cumulative target of 18,300. This is the backlog of 4,476 units against ambitious Core Strategy requirements. The rate of demolitions remains low following the completion of bulk clearance schemes before 2012. The return of empty properties has made an important contribution to delivery but this is a finite supply that will not continue beyond the next year.

Table 4: Completions during Core Strategy plan period

Year	Core Strategy Policy SP6	Type			Demolitions	Total	Under delivery
		New and converted units	Empty homes	Older persons housing (C2)			
2012/13	3,660	1,650	149	29	27	1,801	-1,859
2013/14	3,660	2,235	880	86	6	3,195	-465
2014/15	3,660	2,076	215	32	97	2,226	-1,434
2015/16	3,660	2,516	755	67	42	3,296	-364
2016/17	3,660	2,878	437	45	54	3,306	-354
Total	18,300	11,355	2,436	259	226	13,824	-4,476

3.11 Work is underway to review selective policy areas of the Core Strategy, with the main purposes of updating the housing requirement in line with recent household projections and including national housing standards. The current Core Strategy was based primarily on the 2008-based population projections and did not reflect subsequent lower population projections.

3.12 Executive Board agreed to commence the Selective Review of the Core Strategy and specifically agreed the targeted scope of the Review. Current progress is:

- Revised Strategic Housing Market Assessment underway and due to report August 2017
- Regulation 18 “scoping” consultation underway with deadline of 1st August

4. Planning, Housing and Regeneration Programmes

4.1 Housing regeneration and growth is a key priority for Leeds; it is a Breakthrough Project in the Best Council Plan and annual targets of 3,660 homes per annum between 2012/13 and 2017/18 (stepping up to 4,700 homes per annum thereafter to 2028) have been set in the Adopted Core Strategy. Whilst delivery issues remain, meeting housing needs and supporting good growth within a compassionate City are integral to the aspirations of Leeds. Within this context, it should be noted that, 3,000 new homes can generate £8 million in Council Tax and New Homes Bonus. Leeds also requires a functioning housing market to support jobs and investment. The Government has recently renewed its ambition to deliver 250,000 new homes per annum and in February released its Housing White Paper for public consultation, with the ambition of *‘Fixing the broken housing market’*. Members of this Panel considered the Council’s respond to the HWP at its meeting on 9th May 2017.

Maximising the use of Brownfield Land

- 4.2 Befitting a large metropolitan authority like Leeds, the Council have consistently made a clear priority to maximise the use of brownfield land in meeting the need for new homes across the district and we are actively engaged with incentivising the bringing back into use of brownfield sites. This approach is no different now, with the Core Strategy spatial strategy focussing on previously developed land and the main urban area.
- 4.3 This strategy gains support from the recent Housing White Paper and recognises that a range of tools and solutions are necessary to stimulate delivery on brownfield sites. A range of local activities are seeking to boost delivery on brownfield sites:
- the Council's Housing Growth Team works across a range of Council services including: Planning, Regeneration, Asset Management and Housing to identify and implement interventions to stimulate housing growth primarily in areas in need of regeneration and on brownfield land.
 - a Housing Investment Land Strategy (HILS) includes a proactive 'live' view of surplus brownfield land in the Council's ownership that has potential for residential development and brings together all proposals for market-led or public sector funded housing on these into a co-ordinated approach to how, when and where housing can be delivered. In April 2017, 917 homes in Seacroft, Halton Moor and Osmondthorpe were granted permission across a range of sites assembled by the Council under the Brownfield Land Programme. They will be delivered by Keepmoat and Strata builders.
 - a Brownfield Land Register (see below)

Brownfield Land Register

- 4.4 The Council has continued in its commitment to identifying brownfield sites for development as a pilot authority for the Government's Brownfield Land Register project, to help lead the way in bringing forward previously developed land for new homes. The Registers will help house builders identify suitable sites quickly, with the intention of de-risking investment decisions and access to funding for housing proposals, thus speeding up the construction of new homes.
- 45 The Council were invited by DCLG in January 2016 to be a pilot authority for the Brownfield Land Register project. As part of the project, the Council put together a pilot register of over 300 suitable sites with a total capacity of over 30,000 new homes – 'Suitable' sites from the SHLAA and proposed in SAP.
- 4.6 Government Regulations will:
- Introduce Permission in Principle (PIP) for sites would have to be approved by the Council through the adoption of a qualifying document (Brownfield Land Register).
 - Once PIP is established, a Technical Details Consent (TDC) would be required that would be similar to a full planning application that would include heritage, landscape, design, noise and conservation matters.

- Regulations that introduce PIP for sites entered on Brownfield Land Registers and the technical details consent came in to force on 16 April 2017.
- These Regulations require LPAs to publish and maintain a Register of brownfield land suitable for housing and give them powers to grant PIP to suitable sites on their brownfield registers and process TDC applications. They do not enable LPAs to grant permission in principle on receipt of an application – these provisions would need to be contained in a separate set of regulations.
- Local authorities are required to publish their Brownfield Registers by 31 December this year. Consequently, it is not anticipated that sites with PIP and, therefore, applications for TDC will start to come through until 2018.
- Local authorities will receive grant funding to cover their new responsibilities in relation to brownfield registers and permission in principle.

- 4.7 The Register is presented as an online portal of 'ready to develop brownfield land' that provides a package of site information, planning status and a map (site plan). This is integrated with the background evidence held in the Council's SHLAA database and is consistent with the Site Allocations Plan.

Small and Medium Enterprise House builders

- 4.8 The Council has a primary role in setting out a vision for the development of the District and by identifying sites through the development plan are actively creating new housing opportunities for a range of providers. However, there are locations in Leeds where the volume industry have told the City Council they will not build as it no longer meets their business models. As noted in paragraph 3.5 above sites delivered by the Top 20 volume house builders in the last 5 years are only 25% of all new build homes. The HWP notes that this is a national issue and recognises that the volume house building sector will not build all the homes that are needed to meet needs.
- 4.9 Other players in the housing market are therefore critical to ensure that housing needs are met. The Council recognises Government's support for the SME sector, including the reshaping of the Builders' Finance Fund, which enables support for small sites and recognises that the business model for SMEs is different to that of the volume builders. The Council has fed into a number of inquiries into capacity in the homebuilding industry and are currently exploring ways of supporting SMEs, including Registered Providers.
- 4.10 Through the Private Sector Acceleration Programme, the Council is already working with SMEs to address stalled sites, through providing planning advice, work locally with the Homes and Communities Agency (HCA) and de-risk sites where possible to add pace to delivery. Since this programme commenced, development has commenced on 12 sites delivering a total of 1200 units with a further 14 sites moving through the planning process.

Council House Building

- 4.11 The Council is engaging with other developers, SMEs and regional house builders in addition to building its own homes through Council House building. The programme to deliver 1,000 new council homes is delivering at pace and demonstrates Leeds' ability to deliver new housing at scale. In addition to Housing Revenue Account (HRA) resources of £134m, £16m HCA grant has been secured to match and stretch HRA resource to support increased housing supply.

- 4.12 Over 560 new units have been delivered under the programme to date (inclusive of the new build housing within the PFI programme). A further 79 units are currently on site and over 160 units are in the design, feasibility or planning stages. New build delivery includes the council's first and flagship Extra Care Scheme completed in December 2016 providing mixed tenure affordable housing and enabling older people to maintain their independence but with access to care and support tailored to their needs; as well as the development of the former Lord Cardigan Public House site, a former property on the Derelict and Nuisance sites programme working with a local SME builder.
- 4.13 The Council will be working closely with the development industry and other partners to clarify and encourage high quality growth and share ideas and experience – and actively use our own assets and knowledge to unlock housing opportunities and deliver more homes.

6. Site Allocations Plan

- 6.1 The Site Allocations Plan (SAP) has now been submitted to the Secretary of State for independent examination (5th May 2017), with Hearing sessions anticipated in the Autumn. The Plan is the key mechanism to translate the housing supply into completions through a variety of sources.
- 6.2 The Plan will see the comprehensive release of a range of sites, across 11 Housing Market Areas (HMCAs) as shown in Table 5. In the City Centre, the Private Rented Sector (PRS) is an emerging sector in the home building industry in Leeds with potential for over 10,000 new homes over the next 12 years. SME and regional-scale developers will have opportunities for increasing activity across the District including on challenging brownfield sites proving possible to deliver viable and attractive schemes.

Table 5: Housing Market Characteristic Area Targets and Allocated Supply

HMCA	Target	Submission Draft Plan figure (identified and new allocations)
1.Aireborough	2,300	2,014
2.City Centre	10,200	11,909
3.East	11,400	9,686
4.Inner	10,000	13,042
5.North	6,000	5,958
6.Outer North East	5,000	5,000
7.Outer North West	2,000	1,755
8.Outer South	2,600	2,434
9.Outer South East	4,600	4,378
10.Outer South West	7,200	6,969
11.Outer West	4,700	4,672
Overall figures	66,000	67,817

- 6.3 As a bridge between the Core Strategy policies and the Site Allocations Plan and delivery on the ground officers are undertaking a range of planning brief work with a range of larger site promoters. In November 2016 Members considered a report on models of housing delivery which sets this out aspirations to secure a range of housebuilding solutions across a range of sites including: the right tenure, mix and affordability of new housing which is well served by infrastructure as well as opportunities for self and custom build.

7. SHLAA update

- 7.1 The 2017 Update is now underway and will report this Summer. Following the Secretary of State decisions in December 2016 on housing land supply in Leeds, it is necessary for the Council to have regard to the Inspector's conclusions in respect of achievability, specifically market activity and landowner/developer interests.
- 7.2 Following on from previous technical work, the Council has written to all the landowners of the sites proposed to be allocated, to confirm the availability of sites and produce an accurate picture of delivery. Further technical work has also been undertaken on the SHLAA site assessments, to reflect recent planning and construction activity across the District.
- 7.3 Intelligence from the Housing Growth Team and representations made as part of the Site Allocations Plan making process provides details of availability and achievability and anticipated build-out rates.
- 7.4 The technical assessment of individual sites is currently out to consultation with the House Builders Federation with a request for commentary from HBF members on sites where they have a specific interest. A full update on the 2017 SHLAA and 5 year supply position will be reported to Development Plans Panel in September.

8. Recent permissions activity

- 8.1 The Council has continued to increase the stock of outstanding planning permissions over recent years with the number of units approved above the Core Strategy requirement. In 2016/17 6,792 new homes were approved which is more than any year since 2007/08. Members will note the increase in greenfield permissions due partly to the loss of planning appeals on safeguarded land sites.

Table 6: Planning permissions granted by year

Year	Brownfield	Greenfield	Total
2012-13	1,672	830	2,502
2013-14	4,057	991	5,048
2014-15	6,052	556	6,608
2015-16	3,395	1,633	5,028
2016-17	3,615	3,177	6,792
Total	18,791	7,187	25,978

9. Corporate Considerations

9.1 Consultation and Engagement

- 9.1.1 The focus of this report has been to provide a summary of the current position on housing land supply and delivery. Accordingly, no consultation arrangements are necessary.

9.2 Equality and Diversity / Cohesion and Integration

- 9.2.1 Given the scale of the District and diversity of community areas, these issues are especially acute in meeting housing needs, now and in the future. In reflecting such issues, the Adopted Core Strategy (and selective Review) is focussed upon setting overall housing requirements, as a basis to meet overall housing needs.
- 9.2.2 Evidence base work currently underway as part of the Core Strategy Review (Strategic Housing Market Assessment), gives particular emphasis to helping to understanding the dynamics and nature of up dated housing needs and the housing market in Leeds, as a basis to influence subsequent Policy and implementation issues.

9.3 Council policies and City Priorities

- 9.3.1 Housing is a key cross cutting issue for the Council, which has a direct impact on the Council's budget, policy and operational service issues. This is reflected in the expenditure required to maintain key services (including Social Care), income generated to the Council (including via Council Tax, Section 106 and CIL income), the management of the Council's housing stock and related asset management issues and also the strategic links to the provision of infrastructure and utilities.

9.4 Resources and value for money

- 9.4.1 Implementation activities are time consuming and will require staffing and in some cases, technical resources to support the preparation of planning briefs and bespoke technical work. However, it is considered that such activities will help promote better development and speedier progress through the planning.

9.5 Legal Implications, Access to Information and Call In

- 9.5.1 The need to deliver housing growth is a key priority as part of the Best Council Plan and related Breakthrough Project. Any subsequent related amendment to how housing growth is delivered needs to be kept under review given these Council responsibilities, the threat of special measures from DCLG and the operation of the Presumption in Favour of Sustainable Development in the absence of a five year land supply, which removes local choice.

9.6 Risk Management

- 9.6.1 In addressing a number of key issues set out in this report, there is a need for the Site Allocations Plan to be adopted to supplement the Council's housing land supply. There are therefore risks of critical deadlines not being met, prolonged exposure to speculative housing applications challenging the Council's five year housing land supply position and risk of unplanned and uncoordinated development without a plan

in place resulting in difficulties to co-ordinate and align investment decisions for infrastructure.

10. Conclusion

- 10.1 The purpose of this report has been to provide Development Plan Panel with an overview and update of housing land supply and delivery and progress made in relation to technical work and performance outputs.

11. Recommendation

- 11.1 Members' views are invited on the report.

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