

## Development Plan Panel

Tuesday, 21st November, 2017

**PRESENT:** Councillor P Gruen in the Chair

Councillors B Anderson, C Campbell,  
C Gruen, T Leadley, R Lewis, J McKenna,  
J Procter, F Venner and N Walshaw

- 29 Appeals Against Refusal of Inspection of Documents**  
There were no appeals against the refusal of inspection of documents.
- 30 Exempt Information - Possible Exclusion of the Press and Public**  
The agenda contained no exempt information.
- 31 Late Items**  
No formal late items of business were added to the agenda, however Members were in receipt of the following documents despatched as a supplement to the main agenda pack:  
Agenda item 6b) Minutes of the additional Panel meeting held 3<sup>rd</sup> November 2017  
Agenda item 8 - Amendments to the Leeds Site Allocations Plan – Appendices 1 to 6
- 32 Declaration of Disclosable Pecuniary Interests**  
No declarations of disclosable pecuniary interest were made.
- 33 Apologies for Absence**  
Apologies for absence were received from Councillor G Latty. Councillor J Procter joined the meeting shortly after as substitute.
- 34 Minutes**  
**RESOLVED** - That the minutes of the following Development Plan Panel meetings be approved:  
a) 5<sup>th</sup> September 2017  
b) 3<sup>rd</sup> November 2017 (additional meeting)
- 35 Core Strategy Selective Review Housing Requirement Options**  
The Panel considered the report of the Director of City Development on one specific element of the Core Strategy Selective Review (CSSR) which was currently underway - to update the Council's **housing requirement target** which was currently set at 70,000 (net) homes between 2012 and 2028. The report set out the options for Leeds' housing requirement over the plan period 2017 – 2033 and provided the Panel with an opportunity to comment on the evidence and implications for Leeds prior to the drafting of specific housing policies for consultation. The Panel's comments were sought on the recommended approach to the housing requirement in the Publication Draft of the CSSR.

The Group Manager, Policy & Plans, presented the report, referencing the need to review the housing requirement target in the light of the latest evidence and performance of the housing industry; the evidence of the Strategic Housing Market Assessment 2017 (SHMA) and the recent consultation by the Department of Communities and Local Government (DCLG).

Based on the DCLG consultation and the SHMA 2017; three housing requirement option figures were identified for consideration:

DCLG Consultation (OAN)	2,649 (annual)	42,384 (Plan period figure)
SHMA REM 2017	3,478	55,648
SHMA High Growth	3,783	60,528

The Group Manager further explained that the DCLG plan period figure of 42,384 should be regarded as a baseline figure, and he introduced the option for a fourth figure taking into account evidence from headship rates from the 2014 household projection model and adjustments in the context of 2008-based rates:

SHMA ADJUSTMENT	3,247 (annual)	51,952 (Plan period figure)
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The Panel discussed the following issues:

- Recognition for the need to adopt a realistic and deliverable target and the impact of build-out rates on the ability to deliver the target
- One Member expressed support for the DCLG consultation figure of 42,384 reasoning that this figure was supported by the Government and would support Leeds' case for a 5 Year Land Supply.
- A formal response from the DCLG to the Leeds consultation submission was not anticipated, rather that all submissions would be considered and reflected in the forthcoming updated National Planning Policy Framework (anticipated in spring 2018) and through new Guidance documents.
- Acknowledgement that the Authority needed to ensure robust evidence to support the adoption of a figure above the DCLG Consultation figure of 42,384.
- One Member commented that adopting a figure higher than the DCLG Consultation figure could lead to land-banking by developers; falling build out rates and the development of the wrong type of houses in the wrong locations for the wrong price. Discussion on the East Leeds Extension scheme, granted permission in 2010, provided an example of a scheme where no development had yet begun on site
- The need to reflect the desire to encourage the economy, investment and job creation in the Leeds housing requirement target and also to recognise a 'contingency approach' – allowing for variables across different HMCAs; demolitions etc.
- Whether it would be better to adopt a lower target; and whether having done so, over-delivery could incur any penalties

- The need to ensure that clear explanations of the methodology, reasoning and evidence behind the housing requirement target are provided to the public

In response, the Chief Planning Officer clarified that through the use of the standardised methodology, the DCLG target did not take into account Leeds specific demographic, objectively assessed housing needs or adjustments.

The Group Manager, Policy & Plans, provided the Panel with further information on the evidence available to support the higher target figure options – through the work of the SHMA which included extensive consultation including a household survey and engagement with local groups; the modelling undertaken which accounted for additional factors (such as consideration of affordable housing provision) and by incorporating flexibility in each HMCA dependant on the accompanying land to be released.

Members were also reminded that currently, the SAP process continues with the Core Strategy 70,000 target included. Once the CSSR was adopted with a new housing target; then the Authority would move immediately to review the adopted SAP.

The Panel further considered the issue of Affordable Housing:

- The definition of “affordable” – 80% of market value in real terms was not attainable to many buyers
- How affordability can be factored into the revised housing requirement target figure
- The view that the DCLG Consultation figure of 42,384 would not address Leeds affordable housing needs but the SHMA ADJUSTMENT Plan period figure of 51,952 could
- The approach to affordable housing delivery taken by some house builders.
- The need to consider delivery of housing mix, noting the Government had expressed a wish to look at how to deliver housing mix to better meet local demands
- A comment about under-delivery of 2 bed homes against the existing Core Strategy target was also noted.

The Panel noted that a motion proposed by Councillor Leadley and seconded by Councillor J McKenna in support of the SHMA ADJUSTMENT figure of 3,247 (annual) / 51,952 (Plan period figure) was supported for the Core Strategy Selective Review plan period of 2017 to 2033. Another motion proposed by Councillor J Procter to support the DCLG figure of 42,384 was defeated.

Therefore; having considered the revised housing requirement options for the drafting of Publication Draft Policies for the Core Strategy Selective Review put forward in the submitted report, the Panel

**RESOLVED –**

- a) To note the comments and discussions on the revised housing requirement options which will inform a further report to be presented to the December 2017 Development Plan Panel seeking endorsement of Publication Draft

Policies for the Core Strategy Selective Review to the Council's Executive Board

- b) That the SHMA ADJUSTMENT housing requirement target figure of 3,247 (annual) / 51,952 (Plan period figure) be supported as the recommended approach, being progressed through the Core Strategy Selective Review.

(Under the provisions of Council Procedure Rule 16.5 Councillors B Anderson and J Procter required it to be recorded that they voted against the matter in (b) above).

(Under the provisions of Council Procedure Rule 16.5 Councillor C Campbell required it to be recorded that he abstained from voting on the matter in (b) above).

**36 Amendments to the Leeds Site Allocations Plan - further technical work on housing allocations and safeguarded land and revised timetable**

Further to minute 26 of the Panel meeting held 3<sup>rd</sup> November 2017, the Director of City Development submitted a report providing the detail of a proposed revised approach to progressing housing allocations and safeguarded land within the Leeds Site Allocations Plan (SAP) through its Examination. The report also set out an updated timetable to the SAP Examination for consideration.

The Submission SAP currently categorised two sorts of site allocation to meet the housing need identified in the adopted Core Strategy - Identified Sites and Allocated Sites; the revised approach proposed the introduction of a third category of site - **Broad Locations for Growth**.

Prior to the meeting, several appendices to the report had been despatched to Members of the Panel and made available on the Council's public website:  
Appendix 1 - Submission Housing Allocations on UDP Green Belt and their proposed change

Appendix 2 - Outcome by Housing Market Characteristic Area (HMCA)

Appendix 3 - Draft Sustainability Appraisal Addendum Report.

Appendix 4 - New policy setting out the designation of Broad Locations.

Appendix 5 – Non-Green Belt Housing Allocations in Submission Draft Plan proposed to be changed from Phase 2 or 3 to Phase 1

Appendix 6 - Table showing sites designated as Safeguarded Land in the Submission Draft SAP which are proposed to be changed to Broad Locations

In presenting the report, the Group Manager, Policy & Plans, highlighted that a revised approach had become necessary to ensure that the Council reflects the likely impact of the new 'standardised methodology' contained in the recent Department for Communities and Local Government (DCLG) consultation ('Planning for the right homes in the right places'); and responds to new evidence which suggested that the housing need in Leeds is likely to reduce when compared to that in the adopted Core Strategy.

The Group Manager referred to the following matters

- The previous steer provided by Panel that there should be a fair share approach to using 'Broad Locations' throughout the Housing Market Characteristic Areas

- The development of 5,594 homes on Green Belt land was regarded as necessary to meet Core Strategy targets by 2022/23 and assists determining the level of Green Belt release necessary to ensure that the SAP is considered by the Inspectors to be sound - in line with national guidance and the Core Strategy.
- An element of Green Belt release was also considered necessary to remedy the Council's current 4.38 year land supply and help demonstrate a 5 year housing land supply on Adoption of the SAP. To that end, the remainder of the proposed Green Belt allocations will be identified as Broad Locations i.e. land for 6,791 homes.
- In order to ensure Leeds has suitable developable land available and to limit use of the Green Belt, it would be necessary to revise the phasing of some sites.

In response to a query raised at the previous meeting regarding the definition of 'Broad Location', it was reported that neither the National Planning Policy Framework nor National Planning Policy Guidance provided a glossary definition of the term. Members received assurance that advice from external Counsel concurred with officer's view that no case law or guidance suggested that adopting the proposed approach to 'Broad Locations' was the wrong approach. Additionally, it was reported that both the NPPF and NPPG used the term 'Broad Location' and 'allocation' interchangeably; and there was nothing to suggest that a 'Broad Location' could not mirror a previously identified site, or that this approach was not sound.

The Panel discussed the following issues:

- A request for information on the trajectory for the delivery of 1&2 bed Affordable Housing
- In response to a query over site HG2-24 being included as a 'Broad Location', officers explained that this was now in line with the consistent approach to return Phase 3 sites to the Green Belt as Broad Locations
- Discussion focussed on whether other Local Planning Authorities had adopted the same approach to 'Broad Locations' and whether the approach would be acceptable to the Planning Inspectorate. It was felt that a wide definition would bring certainty to communities.
- Reference was made to the Gloucester Joint Plan which had been designated as sound by the Inspector, despite it not allocating land sufficient to meet its housing target. In this case, the Inspector had taken the view that it was better to have a Plan in place than not, on the basis that the Plan would be reviewed once adopted.
- The practicalities of being designated a 'Broad Location'; the Panel received confirmation that a 'Broad Location' could be designated in the Green Belt.
- Contribution to the housing trajectory by individual HMCAs. In response to a query whether units already delivered under the existing housing requirement target across the HMCA's had been taken into account within the methodology for site selection, Members were directed to Appendix 2 of the report which evidenced a proportionate split and did reflect the number of

units delivered to date. It was further noted that not all sites would be delivered at the same pace. A suggestion that, as the amendments to the SAP progress to consideration by the Executive Board, Appendix 2 should include additional information for each HMCA on the number of applications permitted and other available sites not in the Green Belt was noted for action. Additionally, the Chair requested that Appendix 2 be clarified to reflect the Panel's understanding of the principle of the proportionate split across the City; and that HMCAs which had already delivered a number of homes would not be expected to continue to deliver when some HMCAs had not yet begun to deliver on their own housing requirement target. The Chief Planning Officer noted the request to amend Appendix 2 prior to submission of the report and proposals to the December Executive Board meeting and indicated that the revised Appendix 2 would be circulated to Panel Members.

- The outcome of the re-assessment of Green Belt releases against the housing trajectory, which did reflect the number of units already delivered and have regard to the PAS sites released following successful appeals to the Planning Inspectorate.

**RESOLVED -**

- i. To note the update provided on further technical work on housing and Green Belt and the revised timetable for the hearing sessions of the Site Allocations Plan Examination
- ii. To request that the Chief Planning Officer amend Appendix 2, taking account of the Panel's discussions, prior to submission of the report and proposals to the Executive Board; and circulate a copy of the revised Appendix 2 to Panel Members
- iii. Having considered and discussed the report, to support the revised approach to Green Belt sites in the Submitted Site Allocations Plan and the consequent continued allocation of a selection of those sites, alongside the designation of Broad Locations for the remainder
- iv. To recommend to Executive Board that the Submission Draft Site Allocations Plan be amended to reflect this revised approach and be subject to public consultation prior to submission to the Secretary of State

(Under the provisions of Council Procedure Rule 16.5 Councillors B Anderson, Campbell, Leadley and J Procter required it to be recorded that they abstained from voting on this issue)

(Councillor R J Lewis left the meeting at this point)

**37 Strategic Housing Land Availability Assessment - 2017 Update**

The Chief Planning Officer submitted a report on the progress and conclusions of the 2017 Strategic Housing Land Availability Assessment (SHLAA) prior to its publication.

The 2017 update of the SHLAA used the Council's established methodology in accordance with national planning policy and up-to-date interpretation of planning guidance. The assessment concluded that an improving stock of deliverable land supply existed in Leeds within the context of the strengthening market, recent planning permission activity and ongoing housing growth initiatives.

The Principal Planner, Strategic Planning, presented the report. He highlighted that the SHLAA had been undertaken with interested parties, including Councillors and representatives of the housebuilding industry and as a result; the Authority could now evidence a 4.38 year housing land supply with confidence. Furthermore, the Council anticipated being able to demonstrate a 5 Year Housing Land Supply upon the adoption of the Site Allocations Plan, if not sooner, pending changes to the National Planning Policy Framework and consequent implications for the housing land supply requirement for Leeds.

(Councillor J McKenna withdrew from the meeting for a short while at this point)

The Panel noted comments on current build-out rates; the importance of collecting Council Tax rate records; and that it would be beneficial for the Panel to receive information presenting a snapshot of planning consents granted but not yet delivered along with land released and not yet delivered. The Chair suggested that a report presenting that information, along with details of the site developers, should be presented to an appropriate Joint Plans Panel meeting.

Additionally Members noted a comment that discussions with representatives of the volume house building industry would be useful to understand the reasons for the fall in the ratio of build out-rate: delivery; as it was believed that only 10-15% of planning permissions were currently being built.

In conclusion, the Chief Planning Officer reported on the outcome of a recent Court decision which provided clarity on how Local Planning Authorities take a view on the 5 Year Housing Land Supply and the balance between what is deliverable and what is actually delivered. The intention to present a report on this matter to a future Panel meeting was noted.

**RESOLVED** – To note the contents of the report and the comments made during discussions; and to agree the contents of the submitted report to be published.

### **38 Date and Time of Next Meeting**

**RESOLVED** – To note the date and time of the next meeting as Tuesday 19<sup>th</sup> December 2017 at 9.30 am