



Report of the Head of Governance and Scrutiny Support & Director of City Development

Report to Scrutiny Board (Infrastructure, Investment and Inclusive Growth)

Date: 18th November 2020

Subject: Housing Mix – Update and Tracking of scrutiny recommendations/desired outcomes

Are specific electoral Wards affected?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
If relevant, name(s) of Ward(s):		
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?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
If relevant, Access to Information Procedure Rule number:		
Appendix number:		

Summary of main issues

1. This report sets out the progress made in responding to the recommendations arising from the Scrutiny inquiry into Housing Mix.
2. Scrutiny Boards are encouraged to clearly identify desired outcomes linked to their recommendations to show the added value Scrutiny brings. As such, it is important for the Scrutiny Board to also consider whether its recommendations are still relevant in terms of achieving the associated desired outcomes.
3. The Scrutiny recommendation tracking system allows the Scrutiny Board to consider the position status of its recommendations in terms of their on-going relevance and the progress made in implementing the recommendations based on a standard set of criteria. The Board will then be able to take further action as appropriate.

Recommendations

4. Members are asked to:
 - Note the update provided on The Planning White Paper:-
 - Note progress made on recommendations
 - Agree those recommendations which no longer require monitoring
 - Identify any recommendations where further progress is required and to determine the action the Board wishes to take as a result.

1 Purpose of this report

- 1.1 This report sets out the progress made in responding to the recommendations arising from the Scrutiny inquiry into Housing Mix.

2 Background information

- 2.1 In response to a request for scrutiny, at the July 2015 meeting of the former Scrutiny Board (City Development), members agreed to undertake a joint Inquiry with Scrutiny Board (Environment and Housing) into 'Housing Mix'.
- 2.2 It was agreed that the focus of the 2015/16 Inquiry would be the delivery of Policy H4¹, that is delivery, as expressed in the Core Strategy, of the right property type and tenure within criteria of affordability.
- 2.3 The review concluded in March 2016 and a report setting out the Scrutiny Board's findings and recommendations was published in the same month. In July 2016, the Scrutiny Board received a formal response to the recommendations arising from this review.
- 2.4 At the Scrutiny Board (City Development) meeting 26 April 2017, the Board conducted its first review of progress against the recommendations made in the inquiry report. The Board resolved that recommendation 6 and recommendation 7 were achieved.
- 2.5 At the Scrutiny Board (Infrastructure and Investment) meeting 21 March 2018 the Board resolved that recommendation 1 and recommendation 2 were also achieved. However, the Board requested to be kept informed of developments on the Core Strategy (CS) and the National Planning Policy Framework (NPPF).
- 2.6 The recommendations achieved are listed below.

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

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

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

- That as the current Strategic Market Assessment Practice Guidance 2007 was out of date that government revises Strategic Market Housing Assessments Practice Guidance (including approaches on how to calculate and monitor an Objectively Assessed Need) as a matter of urgency.***
- The Council would expect that revised Practice Guidance takes full account of the desirability of engaging Neighbourhood Planning forums in the preparation of the***

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

evidence base underpinning SHMAs and thus the objectively assessed housing need for the City, and requests clarification on how this might best be achieved.

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

3 Main issues

Planning White Paper – consultation.

- 3.1 The Planning White Paper ('Planning for the Future') was published on 6th August 2020 for consultation until 29th October. It has been heralded as the biggest overhaul of the planning system since it was first introduced in 1947.
- 3.2 The White Paper has wide ranging implications not only for the main planning functions of plan making and dealing with planning applications, but also for related services of transport and community infrastructure provision, design, landscape, conservation, contaminated land, regeneration, housing services, asset management and public health. To that end, consultation on the White Paper's proposals has been undertaken across a number of Council services (including Asset Management and Regeneration) recognising the role that the planning system performs in delivering, the City Council's strategic priorities and wider public sector outcomes (where specific groups are affected). Regard has also been given to emerging responses of the Core Cities and the West Yorkshire Combined Authority. [DPP meeting webpage 13/10/20](#)
- 3.3 A Paper was submitted to Development Plans Panel on 16th September 2020 with a draft response responding to the consultation questions and then once again submitted to DPP on 13th October 2020 with an updated response following points raised at this meeting and also following comments at the DPP working group meeting held on 21st September 2020.
- 3.4 On 21st October 2020 a Scrutiny Board working party group was held. Key points discussed were:-
 - Housing supply
 - Climate change
 - Duty to Cooperate
 - Engagement
 - Digitalisation
 - Neighbourhood Planning
 - Sustainable Development
 - Consolidated Infrastructure Levy
 - Democratic representation
 - Affordable Housing
- 3.5 Scrutiny Board Working Group concluded that not all the extensive implications of the proposals set out in the Planning White Paper could be fully explored in the time available to the working group.
- 3.6 However, of those prioritised for discussion the consensus was that the draft consultation response was "robust and detailed" and that issues of particular concern for the Infrastructure, Investment and Inclusive Growth Board were highlighted within the narrative.

3.7 A final response was sent to MHCLG in October.

Recommendation Tracking

- 3.8 Scrutiny Boards are encouraged to clearly identify desired outcomes linked to their recommendations to show the added value Scrutiny brings. As such, it is important for the Scrutiny Board to also consider whether its recommendations are still relevant in terms of achieving the associated desired outcomes.
- 3.9 The Scrutiny recommendation tracking system allows the Scrutiny Board to consider the position status of its recommendations in terms of their on-going relevance and the progress made in implementing the recommendations based on a standard set of criteria. The Board will then be able to take further action as appropriate.
- 3.10 This standard set of criteria is presented in the form of a flow chart at **Appendix 1**. The questions in the flow chart should help to decide whether a recommendation has been completed, and if not whether further action is required.

- 3.11 The Board is asked to determine a position status for each recommendation. Details of progress against each recommendation are set out within the table at **Appendix 2**.

4 Corporate Considerations

4.1 Consultation and Engagement

- 4.1.1 Where internal or external consultation processes have been undertaken with regard to responding to the Scrutiny Board's recommendations, details of any such consultation will be referenced against the relevant recommendation within the table at **Appendix 2**.

4.2 Equality and Diversity / Cohesion and Integration

- 4.2.1 Where consideration has been given to the impact on equality areas, as defined in the Council's Equality and Diversity Scheme, this will be referenced against the relevant recommendation within the table at **Appendix 2**.

4.3 Council Policies and City Priorities

- 4.3.1 The adopted Core Strategy takes forward the spatial objectives of the Vision for Leeds and the priorities set out in the best Council Plan, particularly in relation to promoting sustainable, inclusive economic growth, health and well-being and Leeds declared Climate Emergency. This is supported through identified land in the adopted Site Allocations Plan (adopted 2019) and Aire Valley Leeds Area Action Plan. Appropriate housing mix is a key element of this process.

Climate Change

- 4.3.2 The Council has acknowledged that the city's approach to housing will form an important part of its wider response to the declared climate emergency. With this in mind, Leeds City Council's own planning policy encourages high levels of energy efficiency and broader sustainability.

- 4.3.3 Member training has been planned to draw out the links between viability and climate change but has been postponed in light of the coronavirus response.

4.3.4 With regards to the recommendations of the Housing Mix inquiry, as noted below, the Council is currently working with the West Yorkshire Combined Authority, Planning Aid England and others on a neighbourhood planning and climate change event. The event was postponed from March 2020 due to the Covid-19 pandemic but it is hoped this will be able to go ahead in spring 2021.

4.4 Resources and Value for Money

4.4.1 Details of any significant resource and financial implications linked to the Scrutiny recommendations will be referenced against the relevant recommendation within the table at **Appendix 2**.

4.5 Legal Implications, Access to Information and Call In

4.5.1 This report does not contain any exempt or confidential information.

4.6 Risk Management

4.6.1 This section is not relevant to this report.

5 Conclusions

5.1 The Scrutiny recommendation tracking system allows the Scrutiny Board to consider the position status of its recommendations in terms of their on-going relevance and the progress made in implementing the recommendations based on a standard set of criteria. This report sets out the progress made in responding to the recommendations arising from the Scrutiny inquiry in Housing Mix.

6 Recommendations

6.1 Members are asked to:

- Agree those recommendations which no longer require monitoring;
- Identify any recommendations where progress is unsatisfactory and determine the action the Board wishes to take as a result.

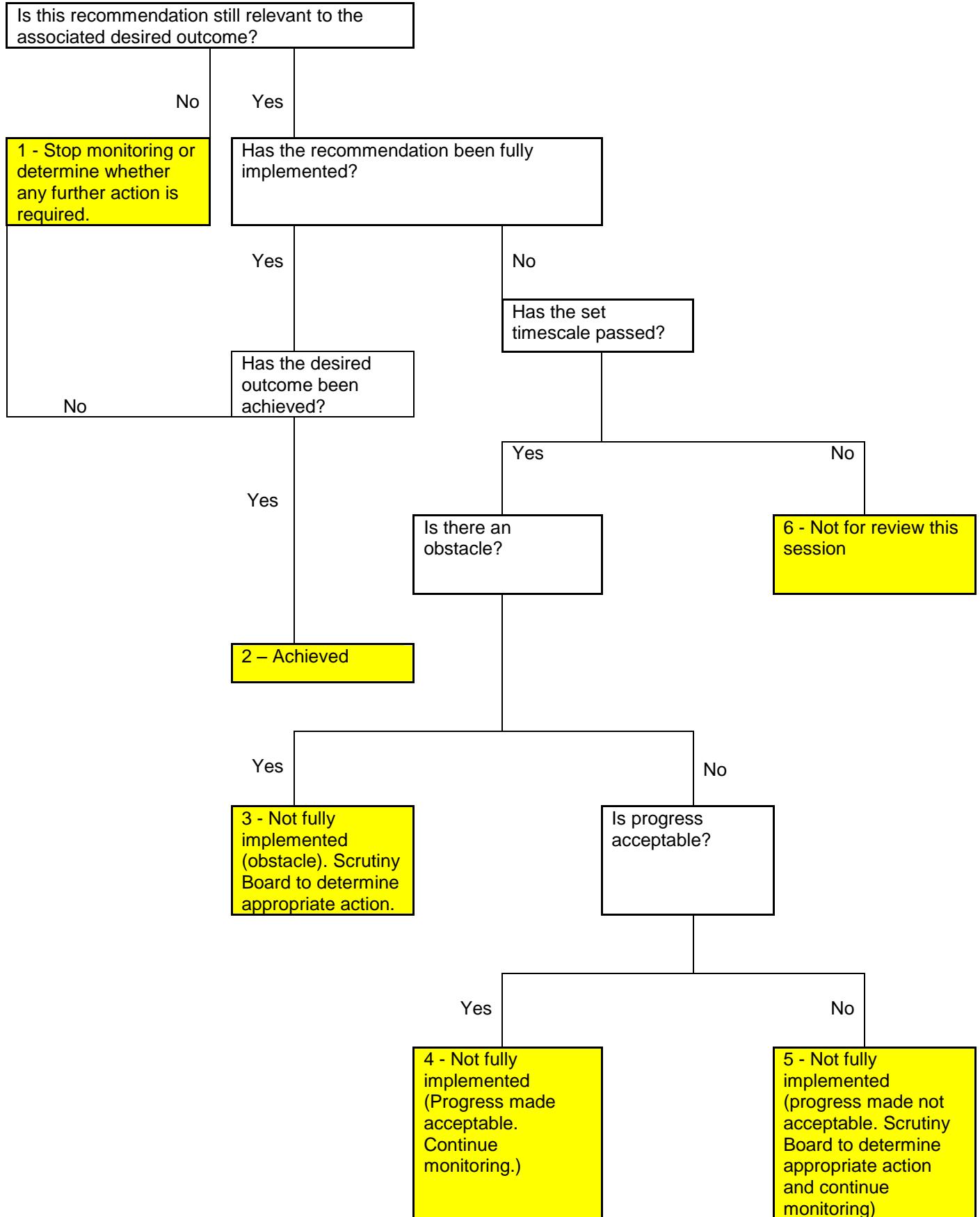
7 Background documents²

None

² The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.

Recommendation tracking flowchart and classifications:

Questions to be considered by Scrutiny Boards



Appendix 2

Position Status Categories

- 1 - Stop monitoring or determine whether any further action is required
- 2 - Achieved
- 3 - Not fully implemented (Obstacle)
- 4 - Not fully implemented (Progress made acceptable. Continue monitoring)
- 5 - Not fully implemented (Progress made not acceptable. Continue monitoring)
- 6 - Not for review this session

<p>Desired Outcome - The continuous improvement of elected members skills and knowledge</p> <p>Recommendation 3 – That the Chief Planning officer arranges for Plans Panel Members to receive further information and training on best practice in dealing with scheme viability appraisals, in collaboration with other West Yorkshire authorities and the Planning Advisory Service.</p> <p>Formal response to the original enquiry: A training session on viability for elected members is taking place on 13th July 2016. All members of the Plans Panel have been invited to attend. The session is being led by ATLAS (Advisory Team for Large Applications), with contributions from the District Valuer (DV) and representatives from the volume house builders.</p> <p>February 2020: Member training on viability forms a regular part of the Department's approach to ensuring that decision taking is supported by regular training for Members. Training took place on 30 January 2019 and further training is planned for this calendar year, including drawing out links between viability and the climate emergency.</p> <p>Planning Practice Guidance – ‘Viability’ related to NPPF para 57 states that, any viability assessment should be prepared on the basis that it will be made publicly available other than in exceptional circumstances. Even in those circumstances an executive summary should be made publicly available.</p> <p>Current Position November 2020 – During the initial period of the covid-19 pandemic training and development activity reduced with all Council services focusing on the delivery of core services and/or services associated with the immediate pandemic response. Member training generally during this period focused on ensuring members could perform their Council roles, including participating in public committee meetings, on a remote rather than physical basis – ensuring, for example, familiarity with key platforms such as Zoom, Skype, Public-I and MS Teams. While specific training on viability has not taken place in this period, more general engagement with members has now started to take place in relation to national planning policy. In September and October training and consultation took place with Development Plans Panel and Infrastructure, Investment and Inclusive Growth Scrutiny Board Members in relation to the proposals set out in the Government’s planning White Paper, for example.</p>
<p>Position Status - <i>This is to be formally agreed by the Scrutiny Board</i></p>

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

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

Formal response to the original enquiry:

The development of assessment guidance for carrying out Housing Needs Assessments remains a priority. The commissioning of local Housing Market Assessments (HMAs) on a neighbourhood basis is overseen by the Housing Growth Team and this work will be extended to include the preparation of a template which could provide guidance to assist others, including Neighbourhood Forums and developers, in carrying out local assessments. The current contract for this work is due for renewal in September and it will form part of the work programme of the new contractor once appointed.

A report back to Scrutiny Board will follow at that time. It will be important to reflect this workstream in any revised SHMA and be clear as to the roles of Ward Members and Community Committees in this area.

February 2019:

The HMA & Strategic Housing Research Commission was awarded to Arc4 in March 2017. Since 2011 the Council has commissioned Housing Market Assessments across the city (for a variety of purposes including neighbourhood planning approaches and new strategic developments) and these continue to be used as a basis for discussions with developers and Registered Providers to inform the development of schemes or respond to proposals. In 2018 Kirkstall, City Centre and Inner North West were completed along with a refresh of other areas. The Council has utilised the HMAs when identifying the need and type of Affordable Housing required as part of s106 Affordable Housing obligations. This enables the council, neighbourhood groups, developers to directly address local housing need and demand in different areas.

Developers are also required to submit their own HNAs on larger developments which are scrutinised by officers and compared against the council's own data. As well as relying on the local HMAs developers and plan users may also use a suite of 11 Housing Market Characteristic Area (HMCAs) reports which accompany the Strategic Housing Market Assessment (SHMA) undertaken for the CSSR. These are not prepared to support the CSSR strategic policies but do offer further detail on implementation.

A draft version of a report was included in the previous report to set out for Members the breadth of local HMCAs evidence that is on offer. These reports are not designed to replace the broad needs for housing mix as set out in Policy H4 but help illustrate locally distinctive circumstances. For example, this report for the Outer West area highlights that the gap between housing requirements and the existing stock is most apparent in 1/2-bed and 4-bed homes and flats.

February 2020:

The Strategic Housing Market Assessment (SHMA) 2017 is supported by a set of sub-area reports – Vital Statistics. A draft example is attached in Appendix 3.

As part of ongoing housing work being carried out by Arc4 consultants a training/workshop sessions for officers who assess HNAs will be delivered during 2020. This will help officers to consistently assess HNAs in securing a better mix. Some of the headlines which had been shared since the last tracking update include:

- Clarification over need i.e. clear advice that estate agents consideration of what

- house types are selling in an area is not an indication of what needs to be built
- Updated support for the housing mix targets (reported to Development Plans Panel (DPP) 12th November 2019)
- As part of management of the policy clarification that the minimum and maximum figures within the supporting text of the housing mix policy are less material on the basis that developers are consistently aiming for the maximum level of larger dwellings and minimum level for smaller (especially 2 bed) dwellings

A draft template for an HNA which sets out what should be provided within the assessment will be made available to the Development sector for consistency.

Tracking of Housing Mix and Affordable Housing indicators occurs through the annual Authority Monitoring Report.

Current Position November 2020:

Consultants Arc4 have carried out commissioned work on HMAs for Holbeck, Lincoln Green and Morley; the first two HMAs supporting work on priority neighbourhood areas and the latter regarding the bid for Morley Town Centre Initiative.

In addition to the above Arc4 have carried out work on build to rent, affordability of market housing an older terraces around the city centre.

The HMAs are still at draft stage and will be provided to Members when finalised.

In light of the present situation the HNA training has not been progressed as planned and is under review.

Position Status - *This is to be formally agreed by the Scrutiny Board*

Desired Outcome - Improvement in the quality of Neighbourhood Plans

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

Formal response to the original enquiry:

The Council currently supports 35 neighbourhood groups. 1 plan has got to referendum and about 8 plans have either reached pre-submission stage or are about to. Therefore the collaborative arrangements put in place by the Council; working alongside neighbourhood groups is now bearing fruit. The recent restructure of the planning service has allowed for greater flexibility in the deployment of staff within Policy and Plans to advise forums. However, at present the overwhelming priority for staff is the progression of the Site Allocations Plan (SAP) and Aire Valley Area Action Plan (AVAAP).

However, there are parts of the District where there are particular challenges. Officers are aware of specific issues in particular parts of the District and the Directorate has put arrangements in place to address those issues e.g. through regular ward member contact and attendance at Neighbourhood Forum meetings.

February 2019:

The Council currently supports 35 neighbourhood groups. As at January 2019 10 plans have now been made.

The Council now has 10 “made” Neighbourhood Plans:

- Alwoodley
- Bardsey-cum-Rigton
- Barwick-in-Elmet and Scholes
- Boston Spa
- Clifford
- Collingham
- Holbeck
- Linton
- Thorp Arch
- Walton

3 referendums are scheduled with 2 plans currently at Examination and a further 3 plans are expected to submitted within the next 6 months. If these are all successful that could bring the total number to 18 Plans for Leeds.

The Council held an event in October which sought to stimulate participation from non-parished areas with over 100 people attending. This sought to help address concerns that neighbourhood planning activity was out of reach of many inner area communities.

The Holbeck Plan (an inner area plan) received a commendation from the Royal Town Planning Institute in 2018 and the Council has submitted both the Holbeck and Walton Plans to the “Planning” Magazine awards for 2019. The Walton Plan is the first in Leeds to allocate land for housing.

Tracking of Neighbourhood Plans occurs through the annual Authority Monitoring Report.

February 2020:

There are over 36 designated neighbourhood areas in Leeds, covering villages, market towns and a wide variety of neighbourhoods within the main urban area.

As at January 2020 14 plans have been made and, as such, are part of the development plan for Leeds and will be used to help determine planning applications in the following neighbourhood areas:

- Aberford
- Alwoodley
- Bardsey-cum-Rigton
- Barwick-in-Elmet and Scholes
- Boston Spa
- Bramham
- Clifford
- Collingham
- Holbeck
- Kippax
- Linton
- Scarcroft
- Thorp Arch
- Walton

There are over 15 other neighbourhoods preparing neighbourhood plans, some at the early stages and others approaching examination/referendum. This includes a number of new areas (Micklefield – designation pending; Chapeltown – designation pending; Lincoln Green and Burmantofts - designation pending).

The Council, Holbeck Neighbourhood Forum and Walton Parish Council were awarded the national neighbourhood planning award at a ceremony in London in June 2019. This award was made for the quality of the plans and for the collaboration between the Council and the neighbourhood planning groups. This award has inspired a number of other groups in the area and set the standard for others to follow.

The Council is currently working with the West Yorkshire Combined Authority, Planning Aid England and others on a neighbourhood planning and climate change event, scheduled for late spring 2020. The aim of this event will be to inspire and to provide practical suggestions for neighbourhood plan policies and projects and to ultimately have a number of exemplar neighbourhood plans which will provide the lead on neighbourhood planning and climate change, locally and nationally.

Tracking of Neighbourhood Plans occurs through the annual Authority Monitoring Report and the Local Development Scheme.

Current Position November 2020

There are now 37 designated neighbourhood area in Leeds, covering villages, market towns and a wide variety of neighbourhoods within the main urban area.

This is an addition of one area since the last update.

As at November 2020, 17 plans have been made and, as such, are part of the development plan for Leeds and will be used to help determine planning applications in the following neighbourhood areas:

- Aberford
- Alwoodley
- Bardsey-cum-Rigton
- Barwick-in-Elmet and Scholes
- Boston Spa
- Bramham
- Clifford
- Collingham
- Horsforth - new
- Holbeck
- Kippax
- Linton
- Otley - new
- Scarcroft
- Thorp Arch
- Wetherby - new
- Walton

Shadwell Neighbourhood Plan has also recently passed in the independent examination stage (October 2020). Due to Covid-19 restrictions, all neighbourhood planning referendums have been postponed until 6 May 2021, in line with Local Government Elections. There are over 15 other neighbourhoods preparing neighbourhood plans, some at the early stages and others approaching examination/referendum. This includes a number of new areas, such as Micklefield (designated in February 2020), Chapel Allerton (designation pending), Chapeltown (designation pending), and Mabgate, Lincoln Green and Burmantofts (designated in January 2021).

Although the Covid-19 situation has been a challenge for many neighbourhood planning

groups, particularly those seeking to conduct public consultation during 2020, there has been a lot of progress for a number of groups in Leeds, particularly in Beeston, Garforth, Headingley, Hyde Park and Kirkstall. Groups have adapted their ways of working and have made good use of this year to re-focus on their neighbourhood planning priorities. Officers have continued to provide direct support to groups through using online meeting platforms to enable and support groups to continue making good progress.

Work on a neighbourhood planning and climate change event has been postponed due to Covid-19 however it is hoped that this event could take place in 2021. The aim of this event will be to inspire and to provide practical suggestions for neighbourhood plan policies and projects and to ultimately have a number of exemplar neighbourhood plans which will provide the lead on neighbourhood planning and climate change, locally and nationally.

Tracking of Neighbourhood Plans occurs through the annual Authority Monitoring Report and the Local Development Scheme.

Position Status – This is to be formally agreed by the Scrutiny Board

Desired Outcome 4 - That Housing Mix is discussed with developers at the earliest opportunity.

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

Formal response to the original enquiry:

Updated in the Current 2020 position below:

February 2019:

Securing housing mix in line with Policy H4 continues to be a challenge for the Council in some areas with volume housebuilders sometimes initially reluctant to submit schemes in line with the Policy requiring specific negotiation.

For example, the redevelopment of the former Stocks Blocks site in Garforth (proposed by Redrow Homes) started off significantly weighted in favour of 3 and 4 bed houses but following discussion and negotiation was amended to include an improved mix.

Similarly a reserved Matters application for 292 dwellings on land south of railway line at Thorpe Park (proposed by Redrow Homes) was negotiated to improve the housing mix

There has been improvement in the schemes submitted in the City Centre on large sites such as Tetley Site and former Evans Halshaw site – both providing 20% of homes as 3-bed. Smaller city centre sites are finding the policy more problematic with average of 6%.

The continued prevalence of properties at the lower and upper end of bedroom sizes reflects the recent market for residential development and construction activity since 2012. This period has seen the trend of a recovering housebuilding sector based upon the resurgence of the city centre providing large numbers of 1 bedroom properties including a new market for purpose-built student accommodation in studio apartments and, at the other end of the market, a high proportion of larger properties including 4+ bedroomed

dwellings provided in the outer areas in high market areas popular with the volume housebuilders. Whilst the number of 2 and 3 bedroom properties remains below the overall targets for the district this will be addressed through the adoption of the Site Allocations Plan. The SAP will allocate sites on both brownfield and greenfield land across all markets that will see the development of schemes in suitable locations of appropriate scale as part of a planned and managed approach. Accordingly, an implementation note for Policy H4 on Housing Mix is in preparation to assist the proper implementation of the policy through SAP. This will continue to be monitored through the Authority Monitoring Report.

Tracking of Housing Mix and Affordable Housing indicators occurs through the annual Authority Monitoring Report.

February 2020:

As highlighted before there continues to be a challenge for the Council with an over provision of 1 bedroom units and 4+ bedroom units and an under provision of 2 and 3 bedroom with regards to the targets found within Policy H4. The 1 bed over provision is mainly a result of a high proportion of development within the City Centre where 1 and 2 bed apartments are predominantly delivered.

The SAP, which is now adopted, allocated sites on both brownfield and greenfield land across all markets that will see the development of schemes in suitable locations of appropriate scale as part of a managed approach. The adoption of the SAP provides in excess of a 5 year land supply.

Through the pre-application process and planning applications, Housing Mix and Policy H4 is raised at an early stage of the process to ensure that developers are aware of this key policy, its requirements and how it should be implemented.

As part of the continuous implementation and briefing sessions with relevant officers regarding H4 an implementation note is being updated with up-to-date evidence.

The Authority Monitoring Report figures for 2018/19 are shown below for the comparable tables in the formal response.

Table 1: Monitoring of 2018/19 – proportion of all new housing per room

Year	Number of bedrooms			
	1	2	3	4+
2012/13	22%	27%	25%	27%
2013/14	21%	22%	28%	29%
2014/15	21%	15%	37%	28%
2015/16	26%	29%	28%	17%
2016/17	29%	25%	30%	16%
2017/18	29%	25%	22%	24%
2018/19	34%	28%	21%	18%
Policy H4 target	10%	50%	30%	10%

Table 3: Recent housing approvals per room

Period	Number of bedrooms approved			
	1	2	3	4+
April to September 2019	36%	34%	20%	10%
Policy H4 target	10%	50%	30%	10%

Range	0% - 50%	30% - 80%	20% - 70%	0% - 50%
Table 3: Affordable Housing completions				
Period	Section 106	Grant assisted	Non assisted	Total
2012/13	72	119	14	205
2013/14	109	175	45	329
2014/15	79	288	88	455
2015/16	129	78	249	456
2016/17	112	302	143	557
2017/18	88	130	20	238
2018/19	169	117	147	433

In terms of affordable housing delivery and the delivery of 433 homes in 2018/19 this is below the target that is set in the Core Strategy for over 1,200 homes to be affordable. Whilst this delivery is below target there are some important contextual headlines:

- It is important to note that the 1,200 homes Affordable Homes includes backlog of delivery so that the actual “in-year” net target is closer to 434 per annum
- The relatively poor contribution of S106 affordable units is mainly as a result of the proportion of student housing schemes within the completions which do not require affordable housing. It is forecast that once more market housing is delivered, now supported by an Adopted Site Allocations Plan – this proportion will increase.
- There are increasingly examples of sites being delivered by partners with 100% affordable housing.

Table 4: Housing mix of outstanding stock approved since April 2012

Type	Number of bedrooms (unimplemented approvals)			
	1	2	3	4+
Total	34%	27%	21%	17%
Policy H4 target	10%	50%	30%	10%

Tracking of Housing Mix and Affordable Housing indicators occurs through the annual Authority Monitoring Report.

Current Position November 2020:

The challenge continues for the Council with an over provision of 1 bedroom units and 4+ bedroom units and an under provision of 2 and 3 bedroom with regards to the targets found within Policy H4 as shown in Table 1 below. The 1 bed over provision is mainly a result of a high proportion of development within the City Centre where 1 and 2 bed apartments are predominantly delivered.

New tables, 1A and 1B have been introduced below showing the housing delivery across the district not including the city centre and one for the city centre delivery only.

Through the pre-application process and planning applications, Housing Mix and Policy H4 is raised at an early stage of the process to ensure that developers are aware of this key policy and its importance, taking account of the delivery statistics in the AMR.

Table 1: Monitoring of 2019/20 – proportion of all new housing per room – across the district.

Year	Number of bedrooms			
	1	2	3	4+
2012/13	22%	27%	25%	27%
2013/14	21%	22%	28%	29%
2014/15	21%	15%	37%	28%
2015/16	26%	29%	28%	17%
2016/17	29%	25%	30%	16%
2017/18	29%	25%	22%	24%
2018/19	34%	28%	21%	18%
2019/20	34%	29%	14%	23%
Policy H4 target	10%	50%	30%	10%

Additional Table 1A: Monitoring of 2019/20 - proportion of all new housing per room minus the city centre HMCA.

It has been discussed that it would be of assistance to remove the city centre from Table 1 and create a separate table for this as it delivery statistics are skewed by the city centre delivery of 1 & 2 bedrooms.

Table 1A shows the imbalance of approvals outside the city centre of delivery deficits of 2 bedroom units and a surplus of 4+ bedroom units.

Year	Number of bedrooms			
	1	2	3	4+
2012/13	19%	35%	25%	21%
2013/14	8%	24%	40%	29%
2014/15	17%	27%	30%	26%
2015/16	16%	28%	27%	29%
2016/17	13%	25%	31%	31%
2017/18	13%	25%	27%	35%
2018/19	13%	25%	27%	35%
2019/20	19%	27%	27%	26%
Policy H4 target	10%	50%	30%	10%

Additional Table 1B: Monitoring of 2019/20 - proportion of all new housing per room City Centre only

Table 1B shows the high delivery in the city centre of 1 bedroom units and the under delivery of 2, 3 and 4 bedroom units.

Year	Number of bedrooms			
	1	2	3	4+
2012/13	78%	4%	18%	0%
2013/14	75%	24%	2%	0%
2014/15	71%	20%	9%	0%

2015/16	59%	40%	1%	0%
2016/17	48%	41%	10%	2%
2017/18	73%	24%	2%	0%
2018/19	61%	27%	11%	0%
2019/20	72%	25%	3%	0%
Policy H4 target	10%	50%	30%	10%

Table 2: Recent housing approvals per room

Period	Number of bedrooms approved			
	1	2	3	4+
April to June 2020	62%	22%	12%	5%
Policy H4 target	10%	50%	30%	10%
Range	0% - 50%	30% - 80%	20% - 70%	0% - 50%

This table only shows 3 months of approvals which is limited in quantity and therefore does not necessarily give a true representation regarding targets generally and taking account of the present pandemic situation.

Table 3: Affordable Housing completions

Period	Section 106	Grant assisted	Non assisted	Total
2012/13	72	119	14	205
2013/14	109	175	45	329
2014/15	79	288	88	455
2015/16	129	78	249	456
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2017/18	88	130	20	238
2018/19	169	117	147	433
2019/20	166	203	70	439

In terms of affordable housing delivery and the delivery of 439 homes in 2019/20 (an increase of 6 units), more AHs have been delivered through grant assisted schemes, S106 AHs remains about the same and non-assisted AHs have reduced significantly. This is below the target that is set in the Core Strategy for over 1,200 homes to be affordable, whilst this delivery is below target there are some important contextual headlines:

- It is important to note that the 1,230 homes affordable homes includes backlog of delivery so that the actual “in-year” net target is closer to 434 per annum which has been met. The need to deliver AHs and the target will not change and it is expected that grant assisted AHs will increase significantly over the next few years (through combination of funding streams).
- The relatively poor contribution of S106 affordable units is mainly as a result of the proportion of student housing schemes within the completions which do not require affordable housing. It is forecast that once more market housing is delivered, now supported by an Adopted Site Allocations Plan (SAP) – this proportion will increase. However, the SAP High Court Judgement on Relief may impact upon the delivery of affordable homes. The green belt sites affected by the judgement generally fall within

the higher % requirement zones of 35%, therefore these sites are at risk and may not deliver affordable housing if the sites remain in the Green Belt.

- There are increasingly examples of sites being delivered by partners with 100% affordable housing.
- Sites are coming forward with increased provision for example the Guinness site in the City Centre is providing 35% AH on site instead of the policy requirement of 7%.

Table 4: Housing mix of outstanding stock approved since April 2012

Type	Number of bedrooms (approvals yet to be completed)			
	1	2	3	4+
Total	38%	26%	21%	15%
Policy H4 target	10%	50%	30%	10%

Tracking of Housing Mix and Affordable Housing indicators occurs through the annual Authority Monitoring Report.

Position Status –*This is to be formally agreed by the Scrutiny Board*

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

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

Formal response to the original enquiry: This will be reported to the first Joint Plans Panel (JPP) following the date of this Scrutiny response.

February 2019:

This was reported to the Joint Plans Panel in November 2017 who noted the initiatives being taken as detailed in recommendations above. The Authority Monitoring Report (AMR) was considered by Development Plan Panel (DPP) in May 2018 for the year 2016/17 and there is a scheduled meeting of DPP to discuss the 2017/18 AMR in March 2019.

February 2020:

The Core Strategy (as amended 2019) Policy H4 states:

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

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

The supporting text of Policy H4 contains a "Preferred Housing Mix Table" which details the

SHMA 2011. It contains targets for both type and size of housing.

Table H4: Preferred Housing Mix (2012 – 2028)

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

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

A report was presented to Development Plan Panel on 12th November 2019. The report included an overview of the effectiveness of the policy and its current implementation. Details of the proposed implementation note and updated housing mix evidence was also discussed.

It is considered that the current interpretation of the policy by developers has relied upon Table H4 (which is not itself part of the Policy) and the maximum and minimum percentages range therein rather than the targets themselves. Developers have contended that proposals, which provide up to 50% 4+bed houses satisfy the policy. Conversely they also contend that it is in line with the policy to deliver at the minimum level for 2-bed and 3-bed homes. Where this situation occurs consistently it is inevitable that the targets will not be met.

The supporting text of the policy provides a ‘Preferred Mix Table’ , whilst the maximum and minimum ranges and the target are set out to reflect a diversity across sites in Leeds, depending on the nature of the development and character of the area there is clearly a resulting skew towards 4+bed homes which is not in line with the objectives of the policy,

Consultants Arc4 have provided an up-to-date housing mix addendum to the SHMA which provides continued justification of the supporting policy text H4 Preferred mix targets. This evidence will be publically shortly. The implementation note will assist all users in understanding and applying the policy for applications and pre-applications which should aim to broadly align with the targets supported by the up-to-date evidence. It is accepted that the Council is not looking for a prescribed mix on all sites, but deviation from the target mix would have to be justified by the applicant.

Tracking of Housing Mix and indicators occurs through the annual Authority Monitoring Report.

Current Position November 2020:

The tables in Recommendation 8 highlights the continued challenge of the successful delivery of housing mix across the District. However, the period of 2019/20 saw an increase in delivery of 1 & 2 bed units outside the city centre.

The Implementation Note has now been drafted following discussions with officers within Planning and Sustainable Development and Legal Services and once a final draft version is agreed, Members will be updated when this is finalised.

Tracking of Housing Mix and indicators occurs through the annual Authority Monitoring Report.

Position Status –*This is to be formally agreed by the Scrutiny Board*

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

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

Formal response:

Housing Market Assessments for specific schemes as required by Policy H4 and referred to above at Recommendation 4 and can utilise data provided by services including Adult Social Care to inform housing mix requirements within market areas and relevant to schemes. The SHMA commission will seek strategic analysis of the Leeds market to help support local studies. A further report will be provided as part of the update referred to in recommendation 4.

February 2019:

In July 2017 Executive Board approved a commitment to facilitate the delivery of up to 200 new units of Extra Care housing using £30m of housing growth funding. The Council will deliver three schemes which will be owned and managed by the Council expected to provide up to 200 extra care affordable rented homes. A programme update report was submitted to Executive Board in December 2018. In addition, a consortium were awarded a contract to deliver around 240 new extra care homes across 4 schemes subject to planning approval. Alongside the Council led programme, four sites are being progressed which will facilitate the delivery of new supply housing with care: Ashfield Works in Otley, Bramham House, Cookridge Hospital and former Primrose HOP (Housing for Older Persons) in Boston Spa; additionally Queensway is to be considered for provision for adults with learning disabilities.

The CSSR introduces new policy in relation to accessible housing standards, see Appendix 4 for Policy H10: Accessible Housing Standards. The policy requires new residential development to provide two types of accessible accommodation defined in Building Regulations Part M Volume 1: M4(2) a general level of accessibility roughly equivalent to the old “lifetime homes” standard and M4(3) wheelchair accessible dwellings (that can be “accessible” or “adaptable”). Different percentages of accessible accommodation were viability tested with the conclusion that developments should make 30% of all dwellings accessible to M4(2) standards and 2% of dwellings accessible to M4(3) adaptable standards.

The Council has also committed to preparing a Supplementary Planning Document (SPD) on Student Housing and Houses in Multiple Occupation (HMO) and internal space standards to complement the national standards contained in the CSSR.

An update will be provided after the Adoption of the CSSR.

February 2020:

The updated Strategic Housing Market Assessment (SHMA) Households need survey evidences the housing needs for the District.

The Core Strategy (as amended 2019) was adopted in September 2019 introduces new policies:-

Policy H10: Accessible Housing Standards, supported through the review process with the Background Paper of need for Accessible Housing.

Policy H9: Minimum space standards was introduced reflecting national policy and an SPD on space standards is in the process of being prepared.

The Age Friendly Leeds team (and Board) have, working with planning, established an indicator on the percentage of new developments built to category M4 (2) standard of accessibility, as set out in the Core Strategy. This is to be included as a Key Performance Indictor (KPI) for the Age Friendly priority of the Best Council Plan.

An existing Core Strategy policy unaltered through the review, Policy H8: Independent Living supporting development through mixed use schemes and standalone development including sheltered and other housing schemes aimed at the elderly or disabled people.

Site Allocations Plan (SAP) adopted July 2019 Housing Policy HG4: states that the SAP identifies site allocations in the plan which are particularly suitable for older persons housing/ independent living.

Current Position November 2020:

Policies H9 and H10 are recently adopted polices with regard to monitoring and therefore methods of monitoring will be looked at where appropriate. With regard to Policy H10 going forward, Accessibility Standards will form part of the Best Council Plan 2020/21 as a Key Performance Indicator on the completion of accessible standards housing developments.

Position Status - *This is to be formally agreed by the Scrutiny Board*