

Report of Director of City Development

Report to Development Plan Panel

Date: 24th February 2014

Subject: Leeds Local Development Framework – Authority Monitoring Report (AMR)

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

Summary of main issues

1. This report is concerned with this year's Authority Monitoring Report (AMR) of the Local Development Framework (LDF). Consistent with previous Annual Monitoring Reports, a series of core areas have been monitored and a summary of LDF progress is provided. The 2013 AMR is attached as **Appendix 1** to this covering report and in the main relates to the period April 2012 to March 2013. Where appropriate and available, more recent information (post 31 March 2013, has been provided).
2. The main headlines of the AMR for 2012/13 are:
 - Slow growth as a result of the national economy, but with some notable exceptions especially in the city centre
 - Good progress on plan-making with key milestones reached
 - Progress with significant infrastructure projects
 - Progress with new planning arrangements e.g. Duty to Cooperate
3. The main housing headlines of the AMR for 2012/13 are:
 - Net housing completions fell to 1,623 due to the severity and length of last years winter but signs are that completions will reach 2,500 homes for 2013/14 which will be the highest level since 2008/09

- The focus of new housing was in the main urban area and 87% of new homes were built on previously developed land, but this represents a reduction from a five year average of 93%
- 360 affordable homes were built with 20% provided through Section 106

Recommendation

4. Development Plan Panel is requested to note the contents of this report.

1 Purpose of this report

- 1.1 The purpose of Authority Monitoring Reports (AMRs) is to report on both the performance of specific planning policies and to summarise progress against milestones set out for the preparation of Local Development Documents identified as part of the Local Development Scheme (LDS). The AMR provides an opportunity for local authorities to review delivery progress of the planning policies adopted through the LDF process and update, delete or revise Local Development Documents as necessary.
- 1.2 The reporting period for this AMR covers 1 April 2012 – 31 March 2013 for planning policy issues. This reporting information has been supplemented by more recent information (post 31 March) where appropriate and available and in the update on the Local Development Scheme.
- 1.3 Normally the AMR is submitted to the Secretary of State by December of the given monitoring year; however this requirement has been revoked by changes to the planning system. Monitoring of the LDF is a statutory requirement under Section 35, Planning and Compulsory Purchase Act 2004. The Localism Act 2011 amends the 2004 Act and the monitoring of local plans will now be undertaken in a different manner. There remains a statutory requirement for local authorities to assess the effectiveness of local plan policies in achieving their outcomes and to chart the progress of the Local Development Framework. This revised approach moves away from financial year monitoring periods and introduces a more flexible approach.
- 1.4 This AMR is the first to monitor the Core Strategy from its base date of 2012 and therefore sets a baseline. Further monitoring will occur throughout 2014 and specific reports will be prepared and published, covering the following:
 - Specific indicators with the Natural Resources and Waste Plan
 - A revised Five Year Housing supply position

2 Background information

- 2.1 Within the context of section 1 above, the AMR will continue to provide a key basis to review the links and performance of policy development and implementation. This plan, monitor and manage approach is a familiar one and essential for many aspects of planning, including maintaining an available five year supply of housing land.
- 2.2 There are opportunities for the Council to shape a specific approach to monitoring which addresses issues of particular local importance as opposed to only those contained within the previous suite of top down indicators.
- 2.3 An important aspect of the AMR, is not only to report on development plan performance and delivery but for this to be set within a wider corporate and operational context. The purpose of this is not to duplicate current corporate performance management and monitoring arrangements but to provide a wider

strategic context in the role of planning in the implementation of 'Best Council' outcomes. These links include:

- links to Best Council Plan (2013-17) Corporate outcomes;
- alignment of monitoring arrangements between directorates;
- identifying and addressing those local issues that may be monitored;
- links with neighbourhood planning;
- making best use of the internet as a means of dissemination to communities; and
- alignment with City-Region authorities.

3 Main Issues

3.1 Work is progressing on a revised Strategic Housing Land Availability Assessment (SHLAA). Once completed the Council will be in a position to update its five year housing land supply position.

3.2 The main issues arising from the 2013 AMR are set out as follows:

General

- The recession remains the key driver of slow development growth in Leeds, with some notable exceptions as set out below, particularly in the City Centre
- Progress on plan-making is good with significant milestones met this past year, including around Neighbourhood Planning
- There are significant numbers of developments in the planning pipeline ready to be delivered once the national economy shows signs of continued growth

Local Development Framework

- Adoption of the Natural Resources and Waste Plan (save for two policies which will be subject of further evidence and re-examination)
- Examination of Core Strategy started in July 2013 with a particular focus on hearing sessions in October 2013
- Core Strategy Duty To Cooperate legal tests were satisfied
- Public consultation on Site Allocations plan was held during Summer 2013
- 23 Neighbourhood Areas have so far been designated for Neighbourhood Plan making
- 5 new Village Design Statements were adopted last year
- Public consultation on Draft Charging Schedule for Community Infrastructure Levy was held at the end of 2013

City Centre

- Only 300 sqm of new office space completed however 4,350 sqm of floorspace under construction and key proposals are in the pipeline
- Over 90,000 sqm of outstanding capacity for offices but only 28,000 sqm is Grade 'A'

- Signs of a city centre housing market recovery with 318 completions and outstanding planning permissions for 6,000 homes with 240 dwellings under construction
- Trinity Leeds and First Direct Arena opened and Victoria Gate was granted permission
- Footfall increased for the first time in five years
- Leeds came fifth nationally in City Vibrancy rankings
- Significant progress on south bank projects, including £50 million for flood defence works

Housing

- New housebuilding fell to 1,623 homes
- Signs are that completions will reach 2,500 homes in 2013/14 the highest level since 2008/09 but still short of the Core Strategy target
- 74% of new homes were in the main urban area and 87% were on previously developed land
- There is outstanding capacity (as September 2013) for 26,500 homes, which in a positive short-term position in the context of a recovering housing market
- 50% of homes were flats or maisonettes
- 360 affordable homes were built with 20% provided through Section 106
- 162 purpose built older persons units were completed
- An extension to Cottingley Springs Traveller site is pending the decision of the Secretary of State

Employment

- New employment construction has decreased by 60% because of fewer large completions
- District-wide office floorspace completions have doubled
- The majority of development is in the main urban area
- The availability of large floorspace units for manufacturing and industrial uses will be investigated this coming year
- A revised Employment Land Review (due for completion in 2014) will help to consider this and other supply and demand issues

Retail and Leisure

- Generally slow growth as a result of the economy
- The Holt Park Leisure Centre, First Direct Arena and City Centre Everyman Cinema opened
- Some foodstores are under construction but the sector continues to adjust to the recession and changes in retail behaviour such as “click and collect” and the effects this is having on town centres will be monitored

Infrastructure

- High Speed Rail Phase 2 route announced with proposals for a new station on the south bank

- New Generation Transport Trolleybus scheme progresses and achieves key milestones
- 10 year £1bn West Yorkshire Transport Fund approved
- East Leeds Orbital Road and Leeds Bradford Corridor schemes are progressing
- £29 million City Cycle Ambition Grant funding secured

Transport and Accessibility

- 10,000 more journeys approaching the city centre than last year
- Modal share remains the same as last year but long term trends show that cycling into the city centre has increased by 158% over the past ten years and walking has increased by 35%
- The accessibility of new housing remains good with only around 9% of new homes not able to access services by public transport
- The “My Journey” Local Transport Plan 3 will set a data baseline this year which will help secure improved monitoring arrangements for the LDF AMR

Environment

- Absolute reductions in climate emissions for the District fell by 18% and maintained a trajectory of absolute reduction
- Trinity Leeds received a BREEAM “excellent” rating for on-site carbon saving initiatives and the First Direct Arena was BREAM “very good”
- A range of Council run home energy efficiency campaigns were run
- Total grid connected energy reached 15MW (enough to power 22,500 homes)
- Over £1million was received from S106 contributions for greenspace; enabling among other things 8 new children’s play areas and 3 sports pitches

4. Corporate Considerations

4.1 Consultation and Engagement

- 4.1.1 The Authority Monitoring Report is not subject to consultation and engagement as it is reporting tool. The figures in the Authority Monitoring Report should, however, be used to identify if policies set out in the development plan are being implemented correctly and having the desired effect.

4.2 Equality and Diversity / Cohesion and Integration

- 4.2.1 An equality, diversity, cohesion and integration screening exercise has not been carried out. This is because it is felt that Authority Monitoring Report is a reporting back mechanism and by itself, does not have an impact on community groups and is for information only. Instead, the Authority Monitoring Report is meant to highlight what and where change is happening and how that relates to policies in the development plan.
- 4.2.2 Once the Core Strategy is formally adopted, the monitoring framework that it will contain will set out the proposed actions if monitoring identifies that the policies and objectives of the development plan are not being met. It is these actions that will

need to be screened against their overall impact on equality and diversity, cohesion and integration.

4.3 Council policies and City Priorities

- 4.3.1 The Local Development Framework, plays a key strategic role in taking forward the spatial and land use elements of the Vision for Leeds and the aspiration to the 'the best city in the UK'. Related to this overarching approach and in addressing a range of social, environmental and economic objectives, where relevant the Core Strategy also seeks to support and advance the implementation of a range of other key City Council and wider partnership documents. These include the Best Council Plan (2013-17) and Leeds Joint Health and Wellbeing Strategy (2013-2015).
- 4.3.2 Within this context, the AMR provides a basis to monitor the implementation of Development Plan policies and progress against the Local Development Scheme.

4.4 Resources and value for money

- 4.4.1 The AMR has been prepared within existing provision and through the collation of existing data sets and intelligence. A key dimension of the preparation and monitoring and Development Plans however, relates to the need to maintain an up to date evidence base. This needs to reflect the evidence required for current policies as well as the need for additional evidence, as required, associated with national planning policy requirements. In some instances, such as demographic information and analysis, external advice is required to acquire and interrogate such data.

4.5 Legal Implications, Access to Information and Call In

- 4.5.1 There is a legal requirement for the Council to publish an Authority Monitoring Report on the Council's website.
- 4.5.2 The report does not contain any exempt or confidential information.
- 4.5.3 The report is open to call-in.

4.6 Risk Management

- 4.6.1 Whilst there are no specific risks associated with this report, the preparation of the AMR provides an important basis to review the delivery of planning policies and progress against the Local Development Scheme and to put in place appropriate interventions as required.

5 Conclusion

- 5.1 This is the first Authority Monitoring Report which charts progress of the Core Strategy since its base date of 2012. The report details the progress that has been

made in preparing the various documents that make up the Local Development Framework and the key milestones that have been reached.

- 5.2 The AMR also reports on the thematic policies of the Core Strategy and the main headlines for 2012/13 remain characterised by the national economy and slow recovery from recession. However, the AMR also stresses the key local developments such as the First Direct Arena, Trinity Leeds and Holt Park Leisure Centre which have been completed this past year.
- 5.3 Despite slow growth in housing, city centre office and employment land uses there are signs that 2013/14 will see significant and continued improvements. Not only do market analysts forecast that Leeds' housing market will recover strongly, especially in the city centre, there is a substantial amount of outstanding planning permissions for homes and employment which can be quickly implemented once the market improves and stabilises.
- 5.3 The AMR charts the progress of key infrastructure developments necessary to facilitate Leeds' housing growth over the next 15 years, including NGT, East Leeds Orbital Route and flood alleviation scheme south of the City Centre.
- 5.5 There are success stories too on the environmental front, not only did Trinity Leeds and the First Direct Arena perform well on BREEAM assessments, but Leeds has secured an increase in consented capacity for renewable energy schemes which puts the District well on course to meet plan period targets.

6 Recommendation

- 6.1 Development Plan Panel is requested to note the contents of this report.

7 Background documents¹

None

¹ The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.

Appendix 1: Leeds Local Development Framework - Authority Monitoring Report