

## Report of the Director of City Development

### Executive Board

**Date: 13 March 2013**

### **Subject: Leeds Local Development Framework: Authority Monitoring Report 2012**

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 type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Is the decision eligible for Call-In?	<input checked="" type="checkbox"/> Yes	<input 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 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 2012 AMR is attached as **Appendix 1** to this covering report and in the main relates to the period April 2011 to March 2012.
2. The main housing headlines of the AMR for 2011/12 are:
  - 1,931 homes completed (a 15% increase over historic low levels of 2010/11)
  - 405 affordable homes completed (returning to trend after abnormally high levels in 2010/11)
  - the presence of a 5 year housing land supply for 2013/14 to 2018/19
3. Changes to the planning system require monitoring to be undertaken differently, not least referring to 'Authority' rather than 'Annual' Monitoring Reports and removing the need for these to be submitted to the Secretary of State. This report sets out the key changes and the emerging approach of the Council to addressing these.

### Recommendations

3. The Executive Board is recommended to approve, for publication on the Council's web-site, the 2012 Leeds Local Development Framework Authority Monitoring Report, pursuant to Regulation 34 of the Town and Country Planning (Local Planning) (England) Regulations 2012.

## **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 2011 – 31 March 2012 for planning policy issues and the progress update on the Local Development Scheme is the position at January 2013. The 5 Year Housing Land Supply (5YS) picture is a forward look from the start of the next monitoring period i.e. 2013/14 to 2018/19.
- 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 recent changes to the planning system, as detailed below.

## **2. Changes to the preparation of Monitoring Reports**

- 2.1. 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. The key changes relate to:
  - renaming the 'Annual' Monitoring Report to 'Authority' Monitoring Reports and implying that a single report is no longer required
  - more flexibility as to when and how often local authorities prepare reports (including removal of the requirement to report to the Secretary of State)
  - removal of many (non-legislative) European, national and regional indicators against which the performance of authorities have been measured
  - requirement to make information on planning activity available to communities as soon as it is ready, and to do so on-line
  - requirement for specific information to be included in monitoring reports around: affordable housing, community infrastructure levy, neighbourhood planning and the duty to cooperate.
- 2.2. The AMR will continue to provide a crucial part of the feedback loop between 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.
- 2.3. 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.

- 2.4. Perhaps the most radical change is the potential to move away from financial year monitoring periods which have formed the basis of the past seven Annual Monitoring Reports in Leeds.
- 2.5. In terms of future AMRs officers are currently considering a range of potential options for future monitoring of the LDF. Key factors in setting a deliverable and effective future monitoring framework will need to include:
- links to Corporate outcomes
  - alignment of monitoring arrangements between departments
  - 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
  - alignment with City-Region authorities in the absence of regional arrangements

### **3. Main Issues**

- 3.1. The local trends identified by this AMR are largely reflective of the continued national economic recession but there are also significant success stories. Major developments that have been driven through the planning process and represent major investments for the City include: the Trinity retail scheme and Leeds Arena in the City Centre.
- 3.2. Wider changes to the planning system are also a key feature of this monitoring period. Many of these have yet to bed down and the full provisions of the National Planning Policy Framework (NPPF) come into force in March 2013. This means that where local plans are out of date or not compliant with new national policy the NPPF takes precedence. Other elements of the Localism Act – neighbourhood planning and the duty to cooperate – are also becoming central elements of the Leeds LDF.
- 3.3. In addition, the Yorkshire and Humber Regional Strategy was revoked on 22nd February 2013 following enactment of the relevant clauses of the Localism Act. This means that it no longer forms a part of the Leeds LDF and the housing and other targets within it are not material considerations for the purposes of plan making and decision taking.

#### ***Progress with the Local Development Framework***

- 3.4. The AMR reports progression on the Local Development Framework, in summary:
- The Core Strategy was subject to Consultation on Pre-Submission changes in January 2013 and is due to be Submitted to the Secretary of State for examination in Spring 2013
  - The Site Allocations document is due to be launched for initial consultation in Summer 2013 with a view to Submission to the Secretary of State in 2014
  - The Aire Valley Area Action Plan is due to be Published for consultation in Summer 2013 with a view to Submission to the Secretary of State at the end of 2013

- The Natural Resources and Waste Plan was adopted by the Council in January 2013
- The evidence base to underpin the LDF continues to be developed and the main piece of evidence over the past year, the Strategic Housing Land Availability Assessment 2012 Update is subject of a separate Executive Board report

3.5. The Government also expects local authorities to monitor progress against specific changes to the planning system. The AMR does this and in summary notes:

- Neighbourhood Planning:
  - The City Council has designated 13 Neighbourhood Areas and is working closely with a number of communities to support them in the production of their neighbourhood plan e.g Rothwell, Oulton and Woodlesford, Boston Spa and Kippax. Two of these areas (Holbeck and Adel) are not parished therefore work is being undertaken, with area committees, to establish Neighbourhood Forums.
  - The City Council successfully secured £80,000 Front Runner Pilot funding which has been equally divided between four areas: Holbeck, Boston Spa, Kippax and Otley.
  - A Neighbourhood Planning Steering Group has been established to provide a joined up strategic overview of neighbourhood planning, to promote partnership working and good practice and to support wider linkages to localism generally.
  - A number of events have been held to promote and support communities, including: parish and town council seminars, local workshops and a large evening meeting in October 2012 which was attended by approximately 130 local people and professionals, including CLG.
- Community Infrastructure Levy:
  - Consultation will commence on a Preliminary Draft Charging Schedule (subject to approval by Executive Board) in March 2013. Following amendments there will be an opportunity for public representations followed by an Examination in late 2013 or early 2014. It is intended to adopt the CIL by April 2014 following resolution by Full Council.
- Duty to Cooperate:
  - A regular meeting group of strategic policy planners known as the Strategic Planning (Duty to Cooperate) Group has been established and reports to the Leeds City Region Heads of Planning group. The Group has discussed topics such as housing growth, employment land reviews, the strategic highway network and environmental issues. It also provides a forum to consider the cross-boundary impacts of new development plans being prepared by individual authorities and works closely with the Local Enterprise Partnership (LEP).
  - The Core Strategy is the first of Leeds' development plans to be subject to the Duty. Cross boundary impacts of the Core Strategy have been scoped and agreed through meetings of the Strategic Planning (DtC) Group and through one-to-one meetings with adjoining local authorities and other prescribed bodies. Conclusions have been reached on all of

the issues (with some further comment awaited from the Environment Agency).

- As a consequence some of the Schedule of Pre-Submission Changes were made to address Duty to Cooperate issues and changes are being made to the Duty to Cooperate Background Paper and the Infrastructure Delivery Plan.

- 3.6. The 2012 AMR is a monitoring report in transition between the old and new arrangements. Many of the former Core Output Indicators, as previously required by Government, continue to form the basis for much of the monitoring document because the Council sees merit in reporting progress against indicators where a time series of data has been established. In summary the key messages for core thematic areas are as follows:

### ***Housing***

- 3.7. The Government's housing strategy "Laying the Foundations" was published in 2011. This recognised that there is a need to get house building moving again and that this is crucial for economic growth. It also emphasises that the Government's approach to this is a move away from top down targets towards incentives for house building. The report details a wide range of initiatives intended to increase the supply of homes, including increasing the supply of land. In response to this the Council is progressing a range of delivery initiatives that are set out below.
- 3.8. The relationship between land supply and the delivery of housing is complex. In the long run more homes need to be built in Leeds and this is a challenge directly addressed by the Submission Core Strategy (planning for more homes than in Leeds' history). However, the economic downturn has been deeper and longer than any in recent history and has led to a weakened housing market which means that many traditional methods to encourage house building may not have the intended benefits.
- 3.9. Increasing the supply of land is only a part of the solution to increase the delivery of housing. Consideration of the performance of the UK house building industry is a critical element in delivering the Government's desire for significant boosts in housing supply. Due to rising land values, the development industry has recently prioritised the trading of land over building homes.<sup>1</sup> Moreover, the latest Jones Lang Laselle (Nov 2012) report on the housing market states that "discussion of the barriers to development has focused on the planning system, but arguably the real blockage is the lack of funding for land purchase and construction". Similarly, the ability to purchase housing remains beyond the means of many because access to mortgage finance is restricted. Wider economic effects are locally pronounced e.g. Leeds' GVA increase by 5% between 2006 and 2011 compared to an 18% growth nationally and Leeds' housing sales fell 5% in the year to Oct 2012 compared nationally to a fall of 2.8%. There is also a need to rebuild capacity in the industry following severe cut backs experienced in 2007/8.

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<sup>1</sup> Griffith, M (2011) Delivering Reform of the Building Sector to Meet the UKs Housing and Economic Challenges, Institute for Public Policy Research

- 3.10. These considerations form important context for the housing delivery performance and approach to land supply discussed in the AMR.

#### *Housing Delivery Performance*

- 3.11. Following on from the 2008/09 monitoring year, where housing delivery was at an all-time high (3,828 net units), housing completions have continued to drop significantly. Housing delivery reached a new low during 2010/11, with 1,686 net units developed, but in 2011/12 there was a 15% increase to 1,931 units. This level represents only 52% of Draft Core Strategy requirements up to 2017.
- 3.12. In terms of the settlement hierarchy, 78% of new housing was focussed within the main urban area with 11% (203 completions) spread between the additional major settlements of Otley, Guiseley, Yeadon and Rawdon, Morley and Rothwell. Garforth and Wetherby had only 5 new housing completions between them. 5% was focussed on smaller settlements and 6% was focussed in villages and rural areas.
- 3.13. The majority of new housing was made up of flats/maisonettes. 1-bed and 2-bed units made up 33% and 32% of new stock respectively, with 3-bed and 4-bed units comprising 22% and 14% respectively. This mix reveals a continued overprovision of 1-bed units and an under provision of 2-bed and 3-bed units against identified needs in the Strategic Housing Market Assessment.
- 3.14. 26% (495 units) of new housing was affordable in the year (2011-12), which appears low compared to the 46% (779 units) affordable units delivered in the previous year. However, this is mainly due to specific grant programmes ending and it is anticipated that there will be an increase in future years as other programmes take their place and are delivered on the ground. The proportion of affordable housing provided through S106 was 11% (54 units), an increase of 4% from the previous year. Such low levels of completions from the housing industry reflects the weak market and the scale of the challenge in delivering housing completions to meet requirements.
- 3.15. Housing starts remain low, and combined with units under construction there still is not enough development activity to enable delivery to meet the Core Strategy annual requirement (3,660 per annum) for the period 2012/13. However, it is projected that net completions will increase to 2,064 net new houses, hopefully illustrating slow but sustained signs of recovery.
- 3.16. For the 2011/12 monitoring year new and converted dwellings on previously developed land (PDL) was 85% which maintains the high average delivery of 93% over the past five years. The five year supply period (2013/14 to 2017/18) predicts an average PDL delivery rate of 76%. This drops dramatically in the years 2017 and beyond.

3.17. Outside of the AMR monitoring period (2011/12) it is important to provide up to date information on the proactive activities of the Council designed to stimulate the housing market in line with the Government's Housing Strategy. These are important contextual factors and consist of:

- Release of Phase 2 and 3 UDP Greenfield Sites
  - the Council's Executive Board agreed to release UDP Phase 2 and 3 greenfield housing allocations at its meeting in June 2011, subject to proposals coming forward being acceptable in planning terms
  - up to September 2012, 55 units have been completed and 194 units are under construction on these sites. There are 596 units on Phase 2 sites and 526 units on Phase 3 sites with planning permission that have not yet started
  - there remains capacity for over 5,000 units to come forward for the remainder of the plan-period (up to 2028)
- Progression of the Core Strategy
  - the Council sought to provide an up to date picture on housing needs through a Strategic Housing Market Assessment Update in 2010 which showed that the objectively assessed housing need for Leeds are around 74,000 units (gross) and 70,000 units (net) for 2012 to 2028.
  - these requirements are reflected in the Draft Submission Core Strategy (due for Adoption 2014) and represent a clear intent to boost significantly the supply of housing when measured against both historic rates of delivery and also former top down targets
- Progression of Site Allocations for housing
  - the issues and options consultation draft of the Site Allocations document is due to be released in Summer 2013 with a view to adoption in 2015
  - there is a commitment to allocate land for 66,000 homes with a further 8,000 anticipated as windfall (a conservative estimate in line with previous trends)
- Empty Property Action Plan
  - there is an annual target to bring 3,200 empty properties back into use. 2,361 long term empty private sector properties have been returned to occupation by the end quarter three 2012, which is broadly on target.
- Brownfield Land Programme
  - Executive Board approved a new programme to bring forward housing development on 29 Council sites in low market locations (mainly east and south Leeds)
  - the sites within the programme cover 45 ha in total with an indicative capacity of up to 1100 homes (assuming an average development density of around 30 units per ha and allowing for existing open space on some sites). Work has started to bring the first two sites to market and it is anticipated these could deliver up to 120 homes by the middle of 2014. It is expected that the full programme will take some years to complete, subject to market conditions.
- Council House Building
  - Executive Board approved a programme of investment to delivery around 100 new council homes. over a three year timescale.

- short list sites are currently subject to feasibility assessments. but the Council is aiming to submit a planning application in July 2013 with a view to starting on site with phase one of the development at the end of 2013.
- Affordable Housing
  - the Council continues to support and facilitate the delivery of affordable housing including delivery via the Homes and Communities Agency's Affordable Homes Programme (AHP). In 2011/12, 441 affordable homes were delivered, and it is predicted that the figure will be approximately just under 300 for this financial year, as a result of AHP. However, the AHP is a 4 year programme and it is expected that by March 2015 approximately 1,400 affordable homes will have be delivered via this route.
  - in 2011/12 54 new affordable homes were delivered on new residential sites secured via a Section 106 agreement. It is currently predicted that delivery via this route will be approximately 90 units in this financial year demonstrating a increase over the last two years..
  - an approach has been developed for the spend of commuted sums collected in lieu of affordable homes, for the purposes of generating additional affordable housing. This includes; bringing back into use empty properties as affordable housing by means of a interest free loan facility to registered providers; purchase off the shelf units from a developer, and through repayable equity loan schemes in partnership with the developer to assist applicants to purchase their own home. Work is ongoing to secure formal approval for the detailed schemes.
  - the Leeds Local Authority Mortgage Scheme was approved by Executive Board in 2012 which provides a mortgage indemnity for first time buyers in partnership with the Leeds Building Society. It is hoped that the scheme will support around 30 first time buyers to purchase a home and unlock associated chains of house purchases.
- Self-Build
  - initiatives District wide in line with the Localism Act will promote self build but there are currently no monitorable outcomes

### *Housing Land Availability*

- 3.18. The Council has committed in its Submission Draft Core Strategy to allocate land for 66,000 new homes (over 90% of its full objectively assessed housing need) and expects at least 8,000 new homes to be delivered through windfall.
- 3.19. The Strategic Housing Land Availability Assessment (SHLAA) identifies and assesses all land that could be used for housing development. It is technical information and evidence designed to help deliver the Core Strategy housing requirement and in itself is not a statement of policy or the allocation of sites.
- 3.20. Preparation of Leeds' SHLAA commenced in 2008 with the setting up of a Partnership of external housing interests, agreement of a methodology and assessment of over 700 sites. The exercise completed in 2009 and the final reports were published early 2010. The SHLAA is updated annually to adjust delivery prospects of sites against new information and to consider new sites.

- 3.21. The 2012 SHLAA Update comprises of 1013 active sites with potential to deliver over 170,000 dwellings up to 2035/36. For the period starting from 1st April 2013 the dwelling apportionment is as follows:

Period	Years	Dwellings
Short	2013/14 to 2017/18	<b>23,668</b>
Medium	2018/19 to 2022/23	<b>57,548</b>
Long	2023/24 to 2027/28	<b>59,972</b>
Very Long	2028/29 to 2035/36	<b>30,123</b>
<b>Total</b>	<b>2013/14 to 2035/36</b>	<b>171,311</b>

- 3.22. The Site Allocations DPD will determine the suitability of SHLAA sites and allocate them for housing development in line with Core Strategy policies including the settlement hierarchy and sustainability criteria. Until that time the Council must rely on the SHLAA process to broadly identify a deliverable land supply sufficient to meet housing requirements. This process involves the consideration of sites by officers and the SHLAA partnership (comprising house builders and housing experts) and the identification of a 5 Year Supply of Housing Land (see below).
- 3.23. It should be noted that with the passage of time, sites anticipated in earlier SHLAA Updates to deliver dwellings in the medium term have crept into the later years of the short term 5 year period. For example, if a site was expected to deliver 50 dwellings in 2016/17, those dwellings would be regarded as part of the medium term in the 2011 SHLAA, but would become part of the short term in this 2012 SHLAA. So some sites have been concluded to be for the Site Allocations DPD to determine and these include some Protected Area of Search sites that have moved from the medium term to the later years of the short term simply through the passage of time.
- 3.24. It is therefore important to note that there may be valid policy reasons to filter out dwellings from a number of sites that form part of the short term totals. Whilst the SHLAA will provide the starting point, a further exercise is necessary to filter out sites that would not accord with emerging LDF policy. Within this wider pool of SHLAA sites for the plan-period there is a theoretical capacity for 23,668 units between 2013/14 and 2017/18. The NPPF requires that the 5 year supply be deliverable, which means it must be available now, offer a suitable location for development now and be achievable with a realistic prospect that housing will be delivered on the site within five years. Therefore, a “reality check” is applied to the SHLAA to establish a deliverable supply figure.
- 3.25. Given the state of the housing market house builders may be of the view that sites in the SHLAA are less deliverable now than they were in 2009 (when the credit crunch was optimistically viewed as short term and the Eurozone crisis had not yet emerged). There is no Government guidance on how to manage this circumstance and the Council considers that it would be very difficult to forensically examine the individual viability of sites within the SHLAA with any certainty for the next five years. A range of sites are coming forward from a range of house builders and in recognition of this, it is proposed that in future years the SHLAA Partnership include a house builder specialising in brownfield schemes alongside the volume house builders who currently help shape the process.

- 3.26. The SHLAA Partnership has considered the deliverability of the SHLAA sites as part of the 2012 Update and concluded that aside from a reduction in the numbers of City Centre sites in the short term, the current pool of sites is developable.

*Five Year Supply of Housing Land*

- 3.27. Taking the SHLAA as a starting point, the Council is required to update annually a supply of specific deliverable sites sufficient to provide five years worth of housing against their housing requirements, with an additional buffer of 5% to ensure choice and competition in the market for land. This is a five year snapshot of the housing trajectory for the Core Strategy plan-period.
- 3.28. Arguably the five year supply approach works well in periods of economic stability but poorly in periods of recession when land supply is not the chief impediment to the delivery of housing.
- 3.29. The Council has been unable to demonstrate a 5 year supply of housing land for a number of years. The previous 5 year supply picture (in 2011) was a housing requirement for 21,500 against a land supply of 19,605 dwellings (net). The failure to demonstrate a 5 year supply was a key element in the loss of appeals on Greenfield sites in the District.
- 3.30. The situation is now different to the one under which the Council fought those appeals:
- if the Council fails to demonstrate a 5 year supply of housing land the Government requires that its housing supply policies be replaced by those of the NPPF until such a time as it is able to demonstrate a 5 year supply
  - the RSS has now formally been revoked
  - the Council can point to a variety of proactive measures being taken to stimulate the housing market during the continued recession
- 3.31. Historically Leeds has over delivered against housing targets in the UDP and Draft Regional Strategy; however, significant increases to targets in the Adopted Regional Strategy coincided with the economic recession making it impossible to deliver on target. Now that the RSS has been formally revoked the Council considers that the Draft Core Strategy and its objectively assessed housing requirements should form a new starting point for housing requirements in the City and that it would be unproductive to seek to identify any potential under delivery quantum of housing.
- 3.32. Therefore, the AMR sets out the housing requirements for the next five years calculated against Draft Core Strategy requirements and including a standard 5% buffer as required by the NPPF. This results in a housing requirement of 20,307 dwellings for the five year period.

- 3.33. Much of the land within the SHLAA already benefits from allocation and planning permission. In total there are 29,605 units made up of the following:

Type	Outstanding capacity		Total
	Brownfield	Greenfield	
Allocated Sites with PP	911	2072	<b>2983</b>
Large Sites with PP	17369	464	<b>17833</b>
Allocated Sites No PP	1867	5866	<b>7733</b>
Small Sites/Windfall	1051	5	<b>1056</b>
Total	21198	8407	<b>29605</b>
%	71.6	28.4	

- 3.34. Whilst the SHLAA process will provide a theoretical assessment of which sites fall within the short term and form deliverable sites in line with the NPPF this is a very positive position relative to the 5 year target. In many cases it is reasonable to assume that the identification of allocations and permissions in the medium and longer term categories simply reflects market circumstances today rather than underlying problems of site viability or deliverability. In a more buoyant economy these sites may become more attractive and timescales may change. There may also be a significant pool of sites that currently lack the necessary infrastructure required to bring them forward.
- 3.35. The land that currently makes up the 5 year deliverable supply comprises a range of categories, as shown in the table below.

Category of Land Supply	Dwellings
Sites with planning permission and existing UDP allocations - including Phase 2 and 3 UDP sites	9,089
Brownfield land expected to come forward through windfall	2,500
Allocated sites in the UDP without planning permission	3,667
Brownfield sites to be determined through LDF	4,800
Greenfield sites to be determined through LDF - Greenfield (non-green belt) - Protected Areas of Search	2,706
Total (Gross)	22,762
<b>Total (Net)</b>	<b>21,512</b>

- 3.36. Taking the theoretical housing potential identified in the SHLAA and applying some high level policy considerations (such as accessibility, flood risk and environmental constraints) the Council may point to a potential for approximately 21,512 dwellings (net) over the next 5 years. This land supply assumes 250 units of demolition each

year, which have been removed from the gross figure of 22,762 dwellings and also includes an assumption of 2,500 units of windfall (500 units p.a. x 5 years).

- 3.37. When the identified supply is measured against the housing requirement this results in a 5.3 year supply of land. It is considered wise to maintain a supply slightly in excess of 5 years because all categories of supply are likely to be subject to intense scrutiny given the requirement of the NPPF for the supply to be available, suitable and achievable (but see paras 3.25 and 3.26 above).
- 3.38. However, in order to demonstrate a deliverable 5 year supply there is a need to include brownfield and greenfield sites that are not allocated and do not have planning permission. The SHLAA lists these as “LDF to determine” simply because they are not allocations or sites with planning permission. This includes some Protected Areas of Search. In reality, many of these sites, including unallocated brownfield and non-green belt or PAS greenfield sites have the potential to come forward for development now judged against UDP and Draft Submission Core Strategy policies. The PAS sites have been identified in the SHLAA and have rolled forward into the current five year housing land supply and to be released within the current five year period would require a specific interim approach.
- 3.39. The Council were criticised in the recent appeals for failing to provide sufficient greenfield land to supplement its brownfield target and ensure choice and competition for land. It is therefore important to stress that the release of a limited number of PAS sites, alongside the recent release of UDP phase 2 and 3 sites is in line with the direction of the Draft Submission Core Strategy. It also helps stimulate the housing market at the current time in advance of the Site Allocations DPD.
- 3.40. Details of the approach the Council could adopt in the implementation of this supply of land and the wider housing delivery context are set out in a separate report to the Executive Board.

#### *Conclusion on Housing Land Supply*

- 3.41. There are various factors that help demonstrate that the Council is significantly boosting the supply of housing land:
- the commitment to significantly increase the Core Strategy housing requirement above the UDP target and historic rates of delivery
  - the significant supply of land that is currently available with planning permission
  - the substantial levels of Greenfield land available to the market, but currently emerging slowly, as a result of UDP phase 2 and 3 releases
  - a significant stock of land emerging through the SHLAA albeit subject to a site allocations process that is already in preparation
  - the housing delivery initiatives of the Council outlined in para 3.17 above
- 3.42. These initiatives must all be set within the context of a continued recession and market signals that do not point to the release of land as a panacea to the current problems of the housing market.

- 3.43. It is therefore advised that the Council take a pragmatic approach to the requirement to demonstrate a five year land supply. This involves permitting some PAS release on sites that meet criteria so as to further supplement the supply of land with green field sites.

### ***Employment***

- 3.44. Development activity for employment has increased significantly over the past year. Total employment floorspace increased from 11,906 sq m to 38,370 sq m and 15.27ha to 33.02ha bucking recent trends of completions. Office completions continue to decrease and while accounting for close to half of the total floorspace completed, completions were 33% of the previous year and just 5% of the average over a five year period.
- 3.45. Despite the generally low level of B1 office activity, it is encouraging to record that B2 activity has increased significantly since last year. This change can be attributed to increases in completions within B2 Industrial (25,695 sqm) and B8 Warehousing (9,970 sqm) which has included an extension to the Arla Foods Dairy in Stourton (14,890 sqm) and a change of use of a contract vehicle storage depot in Hunslet (8,000 sqm).
- 3.46. In terms of the settlement hierarchy 70% of employment land was completed within the main urban area. The remainder was mainly delivered in Morley and Wetherby.

### ***Environment***

- 3.47. As with last year municipal waste arisings continue to remain at levels higher than the preceding three year drop. This may partly be explained by increases in levels of composted waste (including monitoring residual green composted waste). The AMR also reveals a continued reduction in waste sent to landfill and an increase in incineration as a means of waste management. This suggests that measures to encouraging recycling and composting continue to increase in their total percentage share of Leeds' waste management type.
- 3.48. Installed grid-connected renewable electricity capacity in Leeds currently stands at 14.87 MW, above the 11MW target for 2010 but some way short of the 75MW target for 2021. There are currently consents for 5.1MW of energy comprising a wind turbine at Knostrop and a Gasification Plant.

## **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. The AMR summarises LDF progress in relation to the priorities to the priorities set out as part of the Local Development Scheme. This includes publication in relation to the Core Strategy Publication Document February – April 2012.

## **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. In the context of demonstrating a five year supply of housing land the release of PAS sites will enable needs for housing and affordable housing to be met in the outer areas of the District where needs are high.
- 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 Authority Monitoring Report reflects on the Council's policies as it relates to the development Plan.

## **4.4 Resources and Value for Money**

- 4.4.1 The AMR monitors implementation in relation to planning policy and progress against the Local Development Scheme. There are no implications to the council as a consequence of the findings..

## **4.5 Legal Implications, Access to Information and Call In**

- 4.5.1 There is a legal requirement for the Council to publish a 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.

## **5. Risk Management**

- 5.1 Not applicable.

## **6. Conclusions**

- 6.1 The Authority Monitoring Report identifies that there are a number of key development areas (specifically in relation to meeting housing targets) in which the Council is falling short. Although it is considered that this is predominantly the result of economic conditions beyond the Council's control. However the figures also identify an improved forecast, as housing starts and units under construction have increased from the previous year.

## **7. Recommendations**

- 7.1 The Executive Board is recommended to approve, for publication on the Council's web-site, the 2012 Leeds Local Development Framework Authority Monitoring Report, pursuant to Regulation 34 of the Town and Country Planning (Local Planning) (England) Regulations 2012.

## **8. Appendix**

- 8.1 Leeds Local Development Framework Authority Monitoring Report 2012.

## **9. Background documents<sup>2</sup>**

- 9.1 None.

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<sup>2</sup> 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.