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## DEVELOPMENT PLAN PANEL

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Meeting to be held in Civic Hall, Leeds, LS1 1UR on  
Tuesday, 16th July, 2024  
at 1.30 pm

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### MEMBERSHIP

#### Councillors

J Akhtar  
B Anderson  
C Campbell  
P Carlill  
R Finnigan  
J Garvani (Chair)  
J Lennox  
J Pryor  
J Heselwood  
A Lamb  
P Wray

# A G E N D A

Item No	Ward	Item Not Open		Page No
1			<p><b>APPEALS AGAINST REFUSAL OF INSPECTION OF DOCUMENTS</b></p> <p>To consider any appeals in accordance with Procedure Rule 15.2 of the Access to Information Rules (in the event of an Appeal the press and public will be excluded)</p> <p>(*In accordance with Procedure Rule 15.2, written notice of an appeal must be received by the Head of Governance Services at least 24 hours before the meeting)</p>	
2			<p><b>EXEMPT INFORMATION - POSSIBLE EXCLUSION OF THE PRESS AND PUBLIC</b></p> <p>1 To highlight reports or appendices which officers have identified as containing exempt information, and where officers consider that the public interest in maintaining the exemption outweighs the public interest in disclosing the information, for the reasons outlined in the report.</p> <p>2 To consider whether or not to accept the officers recommendation in respect of the above information.</p> <p>3 If so, to formally pass the following resolution:-</p> <p><b>RESOLVED</b> – That the press and public be excluded from the meeting during consideration of the following parts of the agenda designated as containing exempt information on the grounds that it is likely, in view of the nature of the business to be transacted or the nature of the proceedings, that if members of the press and public were present there would be disclosure to them of exempt information, as follows:</p>	

Item No	Ward	Item Not Open		Page No
3			<p><b>LATE ITEMS</b></p> <p>To identify items which have been admitted to the agenda by the Chair for consideration.</p> <p>(The special circumstance shall be specified in the minutes).</p>	
4			<p><b>DECLARATION OF INTERESTS</b></p> <p>To disclose or draw attention to any interests in accordance with Leeds City Council's 'Councillor Code of Conduct'.</p>	
5			<p><b>APOLOGIES FOR ABSENCE</b></p> <p>To receive any apologies for absence and notification of substitutes.</p>	
6			<p><b>MINUTES</b></p> <p>To receive and consider the attached minutes of the previous meeting held on the 30<sup>th</sup> of January 2024.</p>	7 - 14
7			<p><b>UPDATE REPORT ON THE LOCAL PLAN UPDATE: YOUR CITY, YOUR NEIGHBOURHOOD, YOUR PLANET</b></p> <p>The report of the Chief Planning Officer provides Members of Development Plan Panel with an update on the 'Local Plan Update – Your Neighbourhood, Your City, Your Planet', following an interim update given in January 2024 after the close of consultation on Pre-Submission Changes on the 11th December 2023. This plan has the objective of supporting the Council's Best City Ambition Net Zero Pillar through a range of policies including around design, placemaking, flood risk, green and blue infrastructure, biodiversity and net zero carbon buildings.</p>	15 - 26

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8			<p><b>PROGRESS UPDATE FOR LEEDS LOCAL PLAN 2040</b></p> <p>The report of the Chief Planning Officer provides a progress update for Leeds Local Plan 2040 (LLP2040). This will update planning policies relating to the overall strategy for development across Leeds up to 2040, including the amount, type and location of housing, economic, minerals and waste development needed; the approach to the City Centre and local centres; transport and connectivity; and set standards and criteria against which planning applications can be assessed. This paper provides a summary of the key themes and issues emerging from the consultation that was undertaken on the scope of this Plan in early 2023, and the evidence base that has since been and is still being developed to underpin the Plan. It outlines the intention to take an area-based approach as the starting point for planning for housing development that meets local needs in different parts of the District. It also outlines the approach to considering and assessing specific sites, and the next steps leading up to consultation on the 'issues' and 'options' for the Plan intended to take place in November 2024.</p>	27 - 38
9			<p><b>LEEDS LOCAL PLAN AUTHORITY MONITORING REPORT 2022-23</b></p> <p>The report of the Chief Planning Officer details that the purpose of Authority Monitoring Reports (AMRs) is to report on the performance of specific planning policies, summarise progress on the Local Plan against milestones set out in the Local Development Scheme (LDS), and provide up-to-date information on the implementation of neighbourhood plans.</p>	39 - 202
10			<p><b>DATE AND TIME OF NEXT MEETING</b></p> <p>To note the date and time of the next meeting as the 17<sup>th</sup> of September 2024, at 1:30pm.</p>	

Item No	Ward	Item Not Open		Page No
			<p><b><u>Third Party Recording</u></b></p> <p>Recording of this meeting is allowed to enable those not present to see or hear the proceedings either as they take place (or later) and to enable the reporting of those proceedings. A copy of the recording protocol is available from the contacts named on the front of this agenda.</p> <p>Use of Recordings by Third Parties– code of practice</p> <ul style="list-style-type: none"> <li>a) Any published recording should be accompanied by a statement of when and where the recording was made, the context of the discussion that took place, and a clear identification of the main speakers and their role or title.</li> <li>b) Those making recordings must not edit the recording in a way that could lead to misinterpretation or misrepresentation of the proceedings or comments made by attendees. In particular there should be no internal editing of published extracts; recordings may start at any point and end at any point but the material between those points must be complete.</li> </ul> <p>We strive to ensure our public committee meetings are inclusive and accessible for all. If you are intending to observe a public meeting in-person, please advise us in advance of any specific access requirements that we need to take into account by email (<a href="mailto:FacilitiesManagement@leeds.gov.uk">FacilitiesManagement@leeds.gov.uk</a>). Please state the name, date and start time of the committee meeting you will be observing and include your full name and contact details.</p>	

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## Development Plan Panel

Tuesday, 30th January, 2024

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

Councillors B Anderson, K Brooks,  
C Campbell, P Carlill, H Hayden,  
J McKenna, H Bithell and A Lamb

### **19 Appeals Against Refusal of Inspection of Documents**

There were no appeals.

### **20 Exempt Information - Possible Exclusion of the Press and Public**

There were no exempt items.

### **21 Late Items**

There were no late items.

### **22 Declaration of Interests**

Members did not declare any interests at the meeting.

### **23 Apologies for Absence**

Apologies for absence were received from Councillor J Akhtar, Councillor R Finnigan and Councillor A Carter, with Councillor A Lamb substituting for Councillor A Carter.

### **24 Minutes**

**RESOLVED-** That the minutes of the Development Plan Panel meeting held on the 26<sup>th</sup> of September 2023, be approved as an accurate record.

### **25 Interim Update on the Local Plan Update: Your City, Your Neighbourhood, Your Planet**

The report of the Chief Planning Officer provided Members of Development Plan Panel with an interim update on initial analysis of consultation comments received on the 'Local Plan Update – Your Neighbourhood, Your City, Your Planet', following the close of consultation on Pre-Submission Changes which closed on the 11<sup>th</sup> of December 2023.

The Group Manager for Policy and Plans presented the report, providing Members with the following information:

- The report covered two key areas which were, an interim assessment of the pre-submission changes to the Local Plan Update – Your Neighbourhood, Your City, Your Planet' (LPU) following the closure of the consultation and an update regarding the impact of a Written Ministerial Statement (WMS), which was published by Government on the 13<sup>th</sup> of December 2023, had on the suite of policies.
- The 2023 WMS sought to clarify uncertainty that had arose from a previous WMS in 2015 which had appeared to be superseded but had not been formally revoked by Government.

- The 2023 WMS was to formally replace the 2015 WMS in terms of energy efficiency standards and intended to set out to Local Authorities that they should not seek to adopt planning policy which went beyond existing building regulations.
- On the same day of the publication of the WMS, a consultation for the Future Home Standards (FHS) had opened, with a response to be completed by the Leeds planning authority before its closure on the 6<sup>th</sup> of March 2024.
- It was thought the FHS did not include a model for increased material energy efficiency standard over existing building regulations and the approach was for new buildings to be net zero ready, to be connected to the grid as it became decarbonized, with an emphasis on electric technology.
- The FHS was an emerging standard, referred to in the WMS but was not yet adopted policy.
- The effect that the WMS had on LPU, detailed from paragraph 3 of the report, was outlined as ensuring development and housing was still viable and deliverable and how policies that go further than building regulations were to be expressed and justified, as a percentage improvement over a target emissions rate.
- Draft policy EN1B had not been expressed in a manner that would satisfy the conditions raised in the WMS and Energy Use Intensity targets (EUI), which focused on reduction in carbon and energy costs, were not applicable, as part of the FHS, in terms of building fabric. To comply with the WMS, some policies were required to be re-written.
- Other Local Authorities were in a similar situation. Greater Manchester Council were currently working a Planning Inspectorate to examine and review their proposed policies to adhere to the WMS.
- There were two broad options available in light of the WMS and FHS consultation which were to maintain the current draft policy position through their examination at significant risk or to pause and review policies in order to comply with emerging standards.
- As a key test of the Planning Inspectorate's examination for LPU was to demonstrate consistency with national policy, including National Planning Policy Framework (NPPF) and the WMS. Some LPU policies were considered to not be compliant with the WMS and were thus required to be reviewed.
- The Town and Country Planning Association were coordinating conversations with Local Authorities in regard to progressing local policies, in line with Government set standards.
- The interim update on the LPU consultation had been provided to Members to keep them acquainted with the holistic overview of the path to adoption. 44 responses had been received upon the consultation's closure on the 11<sup>th</sup> of December 2023.
- The responses received displayed a fairly low turn out but were considered proportionate to the technicality and specifics of the information and consisted of a wide breadth of input from community groups, statutory consultees and developers.
- The previous rounds of consultation for LPU had been extensive (with over 10,000 views from 2,000 users published online) and the number of people and organizations notified for this consultation was vast and it was alluded



that the lack of response may be a positive sign of contentment with the draft policies.

- A brief summary of the responses to the consultation were available from paragraph 18 of the report, summarized as;
  - Support from the University of Leeds for transition to net zero and carbon reduction policies.
  - Some support from the development industry on transition policy but viability concerns.
  - General support for flood risk policies, with some developers raising concerns for water consumption targets.
  - General support from the Environment Agency subject to some technical detail changes.
  - Support for green and blue infrastructure changes including public right of way alterations and detailed comments from the Leeds Swift Group.
  - NHS support for placemaking and Health Impact Assessments.
  - Amendment requests from the British Horse Society.
  - Mixed views towards Complete, Compact and Connected Places.
  - Broad support for sustainable infrastructure changes including removal of policy DC1.
- Officers were to continue addressing consultation responses and were to update Members on the final position, as well as the consideration and response required to address the WMS which had been published two days after the LPU consultation had closed. Conversation with the Town and Country Planning Association were ongoing to address the impact the WMS had on LPU draft policies and the subsequent work required to comply and justify the position.

Members discussed the following key matters:

- It was confirmed that the intention of the WMS and FHS was for buildings to be ready to connect to the grid, once decarbonized, and would not require to be retrofitted, as opposed to being net zero upon completion of a development.
- The interpretation of the WMS was that it allowed local planning policies to exceed building regulation energy efficiency standards, following a net zero model, however, how local policy were to be examined had changed.
- If policy was to exceed building regulation standards, Members outlined that developers were likely to raise viability concerns. Further clarity from the Minister was requested regarding the process for policy being able to go further, it was also noted that the revision of policy for Greater Manchester was to be instructive in regard to expectations for the Leeds planning authority, once details had been published.
- Requests from Wakefield City Council, detailed on page 16 of the report were explained as reassurance that new solar schemes were to take account of impacts on communities across district jurisdiction boundary lines and required a minor redrafting of the relevant policy.
- The concerns raised by Leeds and Bradford Airport, referenced on page 17 of the report, were unclear and the mapping of strategic green and blue infrastructure was considered to be based on factual evidence, with policy allowing for future analysis and was not an absolute determination factor for any future applications submitted by the Airport.

- To address the consistently raised viability concerns of stakeholders and parties within the development industry, the local plan process entailed a viability study which was to be examined by a Planning Inspectorate to devise a plan level strategic understanding of viability but was not applicable to study individual planning applications. The frustration with the viability argument was understood and was required to be evidence based on material considerations.
- It was noted that reasons of viability and market confidence were a factor behind the transition policy and had reduced some requirements of LPU, particularly related to applications for tall buildings in the city centre, and was perceived to be robust, even against the WMS.
- Policy that exceeded building regulation standards was noted to create pressure on infrastructure but had been planned as part of LPU before the WMS, focusing on fabric energy efficiency first. Through the FHS it was clear the Government were in favour of improving energy efficient technology and capacity, mandating use of innovations such as air source heat pumps.
- As the WMS put less weight on material, fabric energy efficiency measures, and given that more energy may be required through electrical technology, putting greater pressure on the grid and a less certain expected date for it to be decarbonized, it was queried whether an assessment of allowable energy use had been conducted. The planning authority was keen to work with climate commissions on climate budgets and had concentrated on EUI, focusing on fabric changes to relieve pressure from the grid.
- Officers agreed to explore what impacts the WMS and FHS were to have on the Council and city's carbon budget allowances and to feedback notable findings to Members. The response to the FHS consultation was to outline the emphasis on electric technology and air source heat pumps were welcomed but without improvements to energy efficiency fabric the pathway to the decarbonising the grid was more challenging.
- The weight decision makers should give to the WMS was noted as dependant on when and what was being decided. For plan making, a Planning Inspectorate was to determine a plans conformity with the WMS, which was considered national policy, for planning applications it held the same weight as the NPPF, making it a material consideration and now law like the Planning Act 2008. There was however potential for the WMS to amend laws.
- As the WMS was not an act of Parliament and had been devised and signed by one Minister, it seemed potentially undemocratic for it to hold major effects to Local Authority autonomy.
- With the notion of planning policy being rejected at examination if not well reasoned or a robustly costed rationale, the revision of policy to ensure this was justified was through addressing viability. Some policies of the LPU were not expressed as a percentage uplift of targets emission rates.
- As the NPPF and WMS explicitly referenced viability, this raised focus on this issue through the LPU's examination stage.
- The FHS proposed developments were to be net zero ready, using carbon up to the point of the grid being decarbonized, whereas LPU had sought fully net zero buildings by 2027. Policy EN1B was expressed as EUI, driving down the

amount of energy required to power buildings and requiring offsetting energy use through sustainable means or paying for carbon credits. The WMS approach was a simplified percentage uplift and was to be based on estimations whereas EUI could oversee carbon use.

- To ensure a net zero approach and adhere to the WMS, it was suggested the requirements for target emissions rates would need to be a 100% increase over building regulations. It was thought Greater Manchester were taking this approach, but the Planning Inspectorate's response was not yet known.
- The WMS was considered a management instruction and the planning system was able to control material requirements, but not the rate of grid decarbonization. Developments were to be as efficient as possible whilst remaining affordable and viable, justified against the WMS.
- A fallback proposal, to be taken to the examination was likely not applicable as only one version of the policy suite was able to be submitted. Energy efficiency standards were required to sit within the expression of the WMS.
- Paragraph 33 of the report noted up to a 6 month delay in LPU's adoption, creating the inability for all policy to be given weight by decision makers; removing EN1B from the plan may allow other policies to be applied sooner. In response it was outlined instruction from Members and the Executive Board were to push for net zero and energy efficiency and decoupling parts of LPU risked further delays for full implementation.
- A key component of LPU was to achieve greater energy efficiency, in line with the Council's climate emergency declaration and plans for the city's adaptability; decoupling energy efficiency policies would require further consultation, so a priority was for all policy to be compliant with the WMS.
- The next iteration of this report was to instruct decision makers which draft policies were applicable or allowed to be given weight, with many policies being outside of the WMS terms and in line with NPPF guidance.
- Policies EN1B and EN1A may be applied differently with EN1B focusing on operational carbon and EN1A on whole life cycle carbon assessment and raised challenges if both were not applied to net zero developments. Officers noted EN1A required assessments unlike EN1B which set targets, EN1A outlined potential benefits of demolition rather than repurposing old buildings and the WMS was focused on energy efficiency standards.
- Home Quality Mark policies were also potentially impacted as some of their contents were energy efficiency targets. EN1B had been focused on in the report as the policy most obviously impacted by the WMS but further work was required to ensure the full scope of LPU was compliant.
- As a viability assessment had been conducted for the net zero approach it was felt that it was able to be justified against the WMS, subject to necessary amendments, to ensure energy efficiency.
- It was thought the WMS had been published to create consistency across the UK planning system and to address viability issues raised by developers with a range of new requirements to adhere to, including safety and biodiversity conditions, as well as the rise in various costs. The frustration for its timing of publication was understood, given that the process for LPU's adoption may be

delayed and as the data or drive for the Climate Act 2008 had not changed. Land sale and purchase processes were also imperfect and had changed due to additional costs and availability.

- It was noted that the cost of development was impacting viability more than land values, with some instances of developers being unable to enact planning permission.
- It was suggested that, as the totality of LPU aspired for developments to be net zero, alternative policy wording could state 'development zero' to address the unclear path to the decarbonization of the grid.
- There was some value in the WMS approach to set a standard across the country, much like previous housing need policies, but the profit levels expected by developers was sometimes unreasonable. The housing need policies had been superseded so it was alluded that a similar issue may occur with the WMS due to changes in decision maker or developer pressure on Government.
- In response to developer concerns for play sufficiency provision referenced on page 18 of the report, it was outlined that strong, hard to resist policy wording to embed the principle that places to relax, and play were a requirement for all ages and social demographics.
- The enhancement to people's lives, brought by areas to relax and play was stressed, and it was recommended that training related to play provision be available for Plans Panel Members. The Council had conducted a 'play sufficiency' audit which was to set out how the built environment can encourage play and the planning authority was not minded to change play facilities being applied to all forms of development.
- The need for visual markers for spaces allocated for play spaces was discussed in order for children and young families to feel invited and comfortable using the space, particularly in busy, central areas, however, informal play spaces required imagination and innovation. Policy related to play sufficiency was to ensure provision was not solely formal facilities, to create diverse options. A play sufficiency report was being produced and there was a dedicated officers within Children's Services and a process for Members training was to be sought.
- Frustration with the timing of the WMS and subsequent additional processes to address its contents was outlined, given the amount of work already conducted in relation to viability and energy efficiency. Dependence on the decarbonization of the grid impacted the weight and security of energy efficient fabric preference given the long term benefits for people and the environment, in light of cost of living and energy crisis.
- It was hoped a materials first approach could still be implemented, subject to the revision of LPU, to encourage secure and sustainable developments. Officers were thanked for their diligence responding the unforeseen changes.

**RESOLVED** – That the report, along with Members comments be noted.

## **26 National Planning Changes**

The report of the Chief Planning Officer outlined that on 19 December 2023, the Government published a revised National Planning Policy Framework (NPPF) document. On 26 October the Levelling Up and Regeneration Act (LURA) became law.

The Head of Strategic Planning, presented the report, providing Members with the following information:

- The Government had opened a consultation in December 2022 regarding proposed changes to the NPPF, which received over 26,000 responses. The responses had been taken into account and reflected in the revised NPPF document published in December 2023.
- Paragraphs 5 to 15 of the report detailed the changes made to the NPPF, which predominantly focused on housing need with flexibility for local housing need, clarification of the standard method with an advisory position and that assessments were subject to examination.
- The framework gave Local Authorities the ability to review green belt boundaries, but without a requirement to do so, when addressing local housing needs.
- Design code evidence was required as proof that additional housing was inappropriate in areas with existing high housing density. Housing need targets may not be met for locations that were deemed out of character.
- The 5 year housing land supply model had been relaxed, not requiring a Local Authority to demonstrate whether there was a 5 year deliverable supply of homes to meet the planned housing requirement in the same way as previous
- Plans in preparation that were seeking to widen the 5 year housing land supply were no longer to be penalised and were subject to the development of a 4 year supply plan. Clarity on the details of the new requirements were to be requested as it had been a topic of discussion for planning authorities.
- The 5-10% buffers previously applied to the 5 year housing land supply had been removed but a 20% buffer was required for low scoring authorities in terms of housing delivery.
- There was increased protection for neighbourhood plans for 2 to 5 years post adoption, with the condition of providing a plan of identified sites.
- Additional support was offered for self, custom and community built housing projects. The delivery for older people's housing model was similar to the Leeds Local Plan 2040 (LLP2040) and the ongoing work with the Strategic Housing Market Assessment (SHMA).
- Wording of the NPPF for polices related to beauty and place making had been revised, which was also emphasized in LPU and LLP2040.
- Extra protection for farmland and food production had been implemented, where food production land was required to be considered as part of the plan making process.
- Greater support for energy efficiency for existing buildings was included, placing weight on energy needs and improvements.
- The Secretary of State had also set out ambitions for plan performances for Local Authorities with the intention of creating a league table to rank performance in relation to decision granting, meeting time frames and delivery of targets. In 2022 there were around 20 Local Authorities that were subject to consequences given their poor housing delivery standards. Two Local

Authorities were under special measures in response to too many planning decisions overturned at appeal. There was also a clamp down on time extension agreements.

- The LURA became law on the 26<sup>th</sup> of October 2023, understood as framing legislation for changes to Community Infrastructure Levy (CIL), abolition of the duty to cooperate, environmental impact assessments replacing strategic environmental assessments, which were EU legislation, and improved timeframes for neighborhood plan production.

Members discussed the following key matters:

- Leeds's performance within the proposed league table was expected to be good with strong conduct in housing delivery and approvals, but there was need for resourcing for the continued determination of applications.
- There were some contradictions within the league table model if an authority was considered to be performing badly when refusing poor applications.
- The move from extension of time agreements was an issue as decision making required in depth analysis of a vast amount of information, amended plans or additionally requested information that may be submitted. It was suggested that this issue should be lobbied for to seek a resolution for navigating these circumstances.
- Although there was no requirement to do so, more direction for developers to submit pre-applications was planned to get relevant information correct the first time round and address new requirements such as bio-diversity net gain.
- Extension of criteria for documents required for validation were suggested as the point of validation was the start of the time deadline for determination. This was to be communicated to the relevant Minister.
- The Council's planning decision makers were considered to be good at negotiating with developers and time extensions had been mutually beneficial, deferrals caused delays and were sometimes due to omission of sound plans or evidence from a developer and were thus sometimes necessary.

**RESOLVED** – That the report, along with Members comments be noted.

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

**RESOLVED** – To note the date and time of the next meeting as the 26<sup>th</sup> of March 2024 at 1:30pm.

## Update Report on the Local Plan Update: Your City, Your Neighbourhood, Your Planet

Date: 16<sup>th</sup> July 2024

Report of: Chief Planning Officer

Report to: Development Plan Panel

Will the decision be open for call in?  Yes  No

Does the report contain confidential or exempt information?  Yes  No

### Brief summary

This report provides Members of Development Plan Panel with an update on the 'Local Plan Update – Your Neighbourhood, Your City, Your Planet', following an interim update given in January 2024 after the close of consultation on Pre-Submission Changes on the 11<sup>th</sup> December 2023. This plan has the objective of supporting the Council's Best City Ambition Net Zero Pillar through a range of policies including around design, placemaking, flood risk, green and blue infrastructure, biodiversity and net zero carbon buildings.

The report also includes information on the judgment of a High Court challenge on a Written Ministerial Statement (WMS) that was published by the Government on the 13<sup>th</sup> December 2023 and has delayed submission of the Local Plan. The intent of the WMS is to limit the ability of Local Authorities from setting their own zero carbon building policies. The judgement handed down on the 2<sup>nd</sup> July 2024 is therefore of critical relevance to the Local Plan Update.

### Recommendations

That Members of Development Plan Panel note the contents of this report.

### What is this report about?

- 1 This report seeks to provide Members of Development Plan Panel with an update on the 'Local Plan Update – Your Neighbourhood, Your City, Your Planet' (LPU), following an interim update given in January 2024, which followed the close of consultation on Pre-Submission Changes which closed on 11<sup>th</sup> December 2023.
- 2 The LPU proposes focussed changes to the Leeds Local Plan, which guides development decisions in the District. It proposes ambitious planning policies to tackle net zero, climate adaptation, improve health and well-being and protect and manage the environment. The LPU has been through three rounds of public consultation where, in general, support for these policies has been received from a wide range of participants. Of particular relevance to this report, the LPU proposes carbon reduction policies that focus not just on achieving net zero

developments, but on increasing the energy efficiency of new buildings to help reduce costs and improve the safety and liveability of dwellings through the use of Energy Use Intensity targets.

- 3 Members will recall that upon conclusion of the final draft consultation on the Local Plan Update, which ended on 11th December 2023 the previous Conservative Government released a Written Ministerial Statement (WMS) on 13th December 2023. This WMS entitled 'Planning – Local Energy Efficiency Standards Update' made it clear that the Government would not support Local Authorities in setting planning policies that set energy efficiency standards beyond those prescribed in the Building Regulations, particularly in light of updated Regulations which are due to come into force in 2025 (via the Future Homes Standard). The WMS stated that if local authorities were to set policies above Building Regulations these would need to be viable (and including any impact on housing supply and affordability) and would also need to be expressed as a percentage uplift of a dwelling's Target Emissions Rate (TER) calculated using a specified version of the Standard Assessment Procedure (SAP).
- 4 The LPU draft Policy EN1B (attached as Appendix 1) sets a zero carbon standard incorporating ambitious Energy Use Intensity targets, which are not necessarily consistent with the provisions of the WMS. One of the Tests of Soundness for Local Plan Examination (and for Plans to be submitted for Examination), is that Plans are considered 'sound' if they are 'Consistent with national policy'. The previous Government has made clear that they consider written ministerial statements to be an expression of national policy. Therefore, the WMS is of importance to the soundness of the draft Local Plan Update.
- 5 For clarity, the reason for the Council's proposed use of Energy Use Intensity targets within the Policy is, as previously reported to and supported by Members of Development Plan Panel, because the objective of the policy is to not only focus on achieving net zero development but also to require high standards of energy efficiency by setting ambitious Energy Use Intensity targets. These have been developed in response to issues presented by the costs of heating and powering homes being exacerbated by the 'Cost of Living crisis'.
- 6 A number of local authorities are affected by the WMS and the Council has been considering its future options for progression of the Plan along with these authorities and the Town and Country Planning Association. A factor in this consideration has been a legal challenge to the WMS, brought by the Climate Emergency legal action group 'Rights Community Action' and the Good Law Project. There were three grounds of challenge. In summary, 1. The Secretary of State (SoS) failed to have due regard to the Environmental Principles Policy Statement, 2. The SoS unlawfully restricted local authority powers already conferred by statute, and 3. That the WMS unlawfully presents a misleading picture of the legal powers of decision makers. The case was heard at the High Court on the 18<sup>th</sup> June and on 2<sup>nd</sup> July Mrs Justice Lieven handed down her judgement, which ruled against Rights Community Action and dismissed all three grounds of challenge.
- 7 The judgement supports the right of the Government, as expressed through the WMS, to prevent Local Authorities from setting standards based on Energy Use Intensity. The relevant paragraph from the judgement is provided below (with the 'PEA' referring to the Planning and Energy Act, and the 'PCPA' referring to the Planning and Compulsory Purchase Act):

*[69] In my view the WMS does not unlawfully state the law or undermine the purpose of s.1 PEA or s.19 and s.38(6) PCPA. The purpose of s.1(2) PEA and the section as a whole, was clearly explained by the Minister, Mr Khan MP as set out above. It was to prevent inconsistency of standards, which is precisely what the WMS is also seeking to*



*avoid. Section 1(5) makes it clear that the Government can constrain the setting of standards in development plans through the use of national policy. The WMS accords with this approach.* (Author's emphasis).

- 8 To that end, subject to any future appeal, it is settled that the WMS is not unlawful and that emerging Plans are required to be consistent with it. In relation to its reliance upon Target Emission Rates as a standard, the Council will need to further consider how to progress Policy EN1B.

### General Updates

- 9 Whilst the High Court case has been progressing the Council has been considering and progressing other aspects of the Local Plan Update.
- 10 As reported in January, a number of consultation comments had been received in objection to the Plan that triggered the need for a further review of draft policies. These include comments from members of the public, developers and statutory consultees, such as the Environment Agency. In addition, further changes to regulations on topics such as Biodiversity Net Gain require further consideration of draft policies. Much work has been undertaken over recent months to address these points and these will be reported to Members of DPP shortly, in advance of a final round of consultation.
- 11 Related to this, the Plan will be subject to a final round of viability assessment to help test the latest draft version of policies. This is a vital step in plan-making, to ensure that proposed policies are deliverable. It should be recognised that such work may require the further amendment of policies if the latest viability evidence suggests that they are not implementable in their current form. Should this be the case, it will be reported to DPP Members at the earliest opportunity.
- 12 Finally, it is noted that there will be a need to assess progress of the Local Plan Update against the mandate of the new Labour Government. The Labour Manifesto contains objectives to make changes to the planning system, but as yet it is not known what the new Government's views on the WMS are.
- 13 Therefore, there remains some further modifications to be made to the Local Plan Update and some areas of clarity are required before it is subject to a further round of consultation prior to submission.. Members will continue to be updated on progress.

### **What impact will this proposal have?**

- 14 This report provides an update on the Local Plan Update, with a more comprehensive update to be provided at the next available opportunity. As such, there are no proposals presented as part of the report.

### **How does this proposal impact the three pillars of the Best City Ambition?**

Health and Wellbeing

Inclusive Growth

Zero Carbon

- 15 This report is an update and does not contain a proposal. However, the adoption of the Local Plan Update has a clear and supportive impact on all three of the pillars of the Best City Ambition as has been noted in previous DPP papers on this matter. It should be noted,

however, that if the Plan has to be amended to remove standards to achieve ambitious targets for Energy Use Intensity that development will be slower to meet net zero requirements.

### **What consultation and engagement has taken place?**

Wards affected:

Have ward members been consulted?       Yes                       No

16 This report is an update report and therefore does not contain material subject to consultation. However, the Local Plan Update Pre-Submission Changes was subject to public consultation for six weeks between 30<sup>th</sup> October to 11<sup>th</sup> December 2023. This was the third round of public consultation on the Plan.

### **What are the resource implications?**

17 This report is an update and there are no resource implications as a result of this report. However, how the Council seeks to respond to the results of further viability work may have resource implications. These will be reported to Development Plan Panel at a future date.

### **What are the key risks and how are they being managed?**

18 This report is an update and no direct risks emerge from this report. However, there are risks attached to how the Council seeks to respond to the provisions of the WMS. One of the Tests of Soundness for Local Plan Examination is that Plans are considered 'sound' if they are 'Consistent with national policy'. The Government has made clear that they consider WMSs to be an expression of national policy. Therefore, the WMS is of relevance to the soundness of the Local Plan Update.

### **What are the legal implications?**

19 This report is an update and there are no legal implications arising of this report specifically. However, as per other implications listed above, how the Council responds to the WMS will need to take account of legal advice.

### **Options, timescales and measuring success**

#### **What other options were considered?**

20 This report is an update and does not require a decision and as such no formal options are considered at this stage.

#### **How will success be measured?**

21 Ultimately success on this matter will be measured by the adoption of the Local Plan Update.

#### **What is the timetable and who will be responsible for implementation?**

22 This report is an update and there is no decision to be implemented at this time. However, it is hoped that updated consultation policies will be brought to DPP for further consideration in due course.

- Appendix 1: Extract of LPU policy EN1B – as consulted on in Autumn 2023.

### **Background papers**

- None

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## **Item 1 Appendix 1: Extract of Local Plan Update Policy EN1B – as consulted on during Autumn/winter 2023**

### **Operational Energy**

Operational carbon targets for new development are currently set by Building Regulations. The District's previous Policy EN1 (2014) required new major developments to go beyond Part L of the Building Regulations, however evidence suggests that this will no longer support Leeds meeting its net zero targets.

Building regulations include fabric efficiency standards such as maximum heat loss through walls, windows etc. (U values), as well as the type of heating system it is expected that buildings will use. Building regulations relate the predicted carbon emissions from a building to the heating system through the Standard Assessment Procedure (SAP) which must be used to calculate building performance. However, Part L does not calculate building energy use performance accurately. Therefore, Policy EN1B will focus on energy based metrics and require applications to calculate their predictive energy demands using modelling tools applicants to calculate the predicted energy demands (space heating demand and Energy Use Intensity targets) of the development using modelling tools.

In line with the Policy SP0, Policy EN1B requires new development to be operationally net zero by 2030. It is important to note that building regulations requirements and calculation methodology include regulated emissions only (made up of primary building services like heating, cooling and lighting). The total operational energy and carbon emissions from a development also include unregulated emissions (including computer equipment, fridges, washing machines, TVs, computers, lifts, and cooking, etc) which can comprise up to 50% of a building's total operational energy. Therefore, in order to be operationally net zero (regulated and unregulated), a development's energy needs will need to be met through renewable energy, be that through onsite and offsite generation with financial contributions as a last resort

As the national grid decarbonises, operational carbon emissions may become less useful over time in assessing the quality of developments in terms of energy efficiency and demand reduction. Other measures of building performance during operational phase become more important. EUI targets which describe a buildings operational energy demand (unregulated and regulated) targets on a maximum kWh/m<sup>2</sup>/year basis are one way of addressing this. EUI targets can be assessed at design stage through the planning process, as well as measured as-built and in-use to support monitoring and help address any performance gap. Such targets will require a focus on fabric efficiency of buildings. This is important as it future proofs the built stock of the District and will help avoid expensive retrofit in future years. This is further justified as reduced energy needs will lower the costs of heat and power for the occupiers/end users.

In addition to fabric efficiency, developers should consider passive design principles for new development including:

- Building orientation, layout and optimised shading to maximise winter heat gain and minimise summer overheating.
- High levels of thermal insulation and air tightness to reduce heat demand.
- Passive ventilation and cooling e.g. through optimised glazed area and associated solar gain, and use of natural ventilation in summer
- Hot water demand reduced e.g. by limiting shower flow rates.

New development will be expected to be 'fossil fuel free'. A significant carbon emitter of new properties is the installation of a gas boiler. The inclusion of a gas boiler would make it impossible to deliver a net zero operational energy development and for national and local decarbonisation targets, any gas boilers installed now will have to be replaced with a net zero compatible heating technology in the future. This will cause disruption and expense to the future owner or resident. Therefore, no gas boilers will be permitted within new development. Moreover, direct electric resistive heating is not supported as it is inefficient when compared to other heating sources (such as heat pumps) and can result in higher energy consumption and therefore higher energy bills for occupiers. Fossil fuel plants onsite may be seen as acceptable where:

- There are emergency and life safety issues, such as providing back up power in the healthcare sector or other emergency uses.
- There is a requirement for energy back up to essential functions in buildings and sites defined of critical importance.

In order to comply with Policy EN1B planning applications will be supported by energy statements (pre and post construction) that demonstrate how the development meets a net zero operational energy balance. This can be done using an approved building modelling software such as IES VE, SBEM and PHPP depending on the type of development, the outputs of which must be included in the planning application.

Up until the end of the transition period on 31<sup>st</sup> December 2026, applications will have to demonstrate how they have maximised fabric efficiency and onsite renewable energy generation with an aim to meet the transitional EUI and Space Heating Demand targets found within the policy. The Council understands that the heating technologies, supply chains and skill base may not currently be at the required national level to deliver all buildings in all locations to the standards detailed in the policy. However, this is a fast moving area and the development industry has told the council that it is committed to net zero so there is a need for a transition approach. In, in the interim, justification should be provided for why the requirements cannot be met. Once the transition period is complete by the end of 2026, applications will be expected to achieve a net zero operational energy balance by meeting the EUI's and Space Heating Demand within the policy and could be refused planning permission if not met. Where applications submitted after the 1<sup>st</sup> January 2027 that cannot technically or feasibly be delivered to net zero operational energy balance, a carbon offsetting financial contribution would be sought. Examples where a scheme may not be technically feasible may be where:

- Site constraints resulting in a lack of potential for on-site renewable energy generation equal to the buildings operational energy. This is most likely in high density schemes where the available roof space to deliver Photo Voltaic (PV) panels would not generate enough energy for the gross internal floorspace delivered.
- Historic buildings where energy saving measures may create unacceptable damage or loss to the building's historic character.

In such circumstances robust justification for not achieving an operational net zero energy balance will be required which balances the need for the development against its additional carbon emissions that will conflict with Policy SP0.

Following the end of the transition period in 2026, applications that cannot generate the renewable energy demand of the development onsite will be expected to financially offset the

residual energy requirement. The offset value will be calculated using the following methodology:

$$\text{Shortfall between annual energy and renewable energy generation onsite (kWh/m}^2\text{)} \times \text{cost of PV installation offset figure}$$

The financial offset multiplier is linked to the Government’s solar photovoltaic cost dataset and the cost per kW for 10-50 kW installations. The Council will provide an annual update of the offsetting value to reflect any amendments to the Government’s cost dataset with. As of September 2023, the offset price would be £1.35/kWh/yr, although this figure will have been updated upon adoption of offsetting in 2027.

Financial contributions collected through offsetting will go towards renewable energy generation installations and projects to improve energy efficiency. These will include:

- Upgrading and retrofitting of existing housing stock
- Generating and supporting renewable and low carbon energy and heat projects
- Energy projects for community buildings
- Carbon sequestration projects (including tree planting)

The above projects are not exhaustive, and liable to change as the Council continues to support and introduce new projects. The annual sum of offset contributions received will be monitored through the AMR, which will also detail the projects that receive financial assistance through this mechanism.

#### EN1 B: OPERATIONAL ENERGY

**Up to the 31<sup>st</sup> of December 2026**, all new development must:

- Minimise energy demand through passive design principles including fabric efficiency measures,
- Maximise renewable energy onsite to attempt to deliver an annual net zero energy balance (including regulated and unregulated emissions) and
- Ensure on-site plant (e.g. heating, cooking, generator) are fossil fuel free, with the exceptions of emergency uses and uses where backup energy generation is deemed essential.

In order to achieve the above, applications will meet the following Transitional Energy Use Intensity (EUI) and Space Heating Demand targets:

Development Type	Energy Use Intensity Target (kWh/m <sup>2</sup> /year)	Space Heating Demand (kWh/m <sup>2</sup> /year)
Housing (including student accommodation)	40	30
Commercial (Offices, retail, hotels, education)	75	30

Leisure	100	30
Industrial	110	30
Research Facility	150	30

Where the above standards are not met, applicants will be expected to demonstrate the technical or policy factors that cause non-compliance, including evidence as to how they have maximised attempts to meet the target EUI and space heating demand figures.

Planning applications need to be supported by energy statements (pre and post construction) that will also demonstrate how the development seeks to maximise renewable energy opportunities onsite.

**From January 2027**, all new development must demonstrate how it will achieve a net zero operational energy balance. In order to achieve this, developments will use the following hierarchy:

- Minimise energy demand through passive design principles including fabric efficiency measure,
- Maximise renewable energy onsite to and attempt to deliver an annual net zero energy balance (including regulated and unregulated emissions),
- Ensure on-site plant (e.g. heating, cooking, generator) are fossil fuel free, with the exceptions of emergency uses and uses where backup energy generation is deemed essential.
- Subject to a demonstration of technical or policy constraints, provide offsite financial contribution to deliver the remaining energy imbalance off site.

In order to achieve the above, applications will have to meet the following Net Zero Operational EUI and Space Heating Demand targets:

Development Type	Energy Use Intensity Target (kWh/m <sup>2</sup> /year)	Space Heating Demand (kWh/m <sup>2</sup> /year)
Housing (including student accommodation)	35	15
Commercial (Offices, retail, hotels, education)	55	15
Leisure	100	15
Industrial	110	15
Research Facility	150	15



Planning applications need to be supported by energy statements (pre and post construction) that demonstrate how the development delivers a net zero operational energy balance.

Developments that will be exempt from this policy are:

1. Buildings exempt from building regulations
2. Alterations and extensions to buildings of up to 1,000 square metres
3. Ancillary buildings that stand alone and cover an area less than 50 square metres
- 4 Buildings which have an intended life of less than two years
- 5 Gypsy and Traveller and Showpeople pitches and plots

For all such exceptions development must show how efforts to reduce carbon emissions have been considered, in accordance with current good practice.

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## Progress update for Leeds Local Plan 2040

Date: 16<sup>th</sup> July 2024

Report of: Chief Planning Officer

Report to: Development Plan Panel

Will the decision be open for call in?  Yes  No

Does the report contain confidential or exempt information?  Yes  No

### Brief summary

This report provides a progress update for Leeds Local Plan 2040 (LLP2040). This will update planning policies relating to the overall strategy for development across Leeds up to 2040, including the amount, type and location of housing, economic, minerals and waste development needed; the approach to the City Centre and local centres; transport and connectivity; and set standards and criteria against which planning applications can be assessed. This paper provides a summary of the key themes and issues emerging from the consultation that was undertaken on the scope of this Plan in early 2023, and the evidence base that has since been and is still being developed to underpin the Plan. It outlines the intention to take an area-based approach as the starting point for planning for housing development that meets local needs in different parts of the District. It also outlines the approach to considering and assessing specific sites, and the next steps leading up to consultation on the 'issues' and 'options' for the Plan intended to take place in November 2024.

### Recommendations

Development Plan Panel is requested to;

- a) Note and comment on the contents of this report.

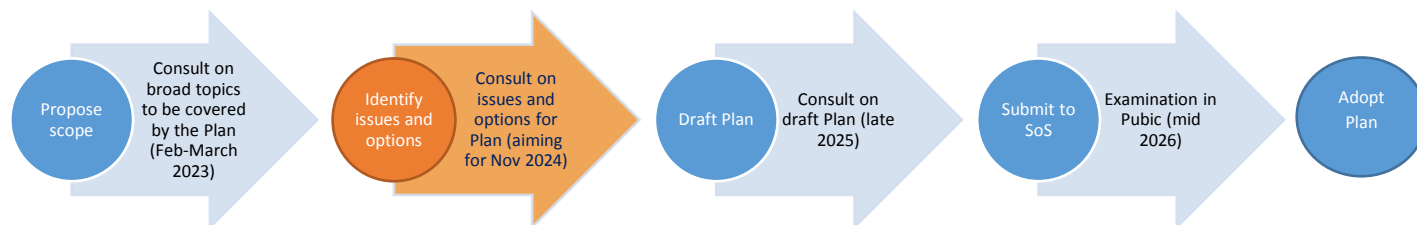
### What is this report about?

- 1 The Leeds Local Plan establishes the land use and spatial planning framework for the City's development. The current Leeds Local Plan is a set of five Development Plan Documents (DPDs) (namely the Adopted Leeds Core Strategy (amended 2019), the Natural Resources and Waste Local Plan (2013), Aire Valley Leeds Area Action Plan (2017), Site Allocations Plan (2019) and Unitary Development Plan (2006)) mainly covering the period between 2012 and 2028. Together, the Local Plan and Neighbourhood Plans (currently 22 in number) form the statutory Development Plan, which is used, alongside the National Planning Policy Framework, as the starting point to help direct decisions on planning applications in Leeds, subject to other material considerations.

- 2 Local Planning Authorities are required by the Town and Country Planning (Local Planning) (England) Regulations 2012 (amend amended) to review their policies to assess whether they need updating at least once every five years. A full Local Plan Policy Review was completed and published in July 2020, and updated in January 2023. This identified a number of extant policies that require update / amendment of varying scale and degree, arising from changes in evidence base, national or other local policy, or local circumstances since the adoption of these policies.
- 3 In response to this, the Local Plan for Leeds is being updated in two stages:
  - a) The Local Plan Update (“Your City, Your Neighbourhood, Your Planet”) focusses on policies that directly relate to addressing the climate emergency (including carbon reduction, flood risk, green and blue infrastructure, place-making and sustainable infrastructure). This targeted update is now at an advanced stage of development and subject to consideration following Government changes to the setting of net zero policies, will be submitted to the Secretary of State for examination by Spring ‘25. This is covered in agenda item 1 to this meeting.
  - b) The Leeds Local Plan 2040 (LLP2040) will address all other policies relating to development up to 2040, including the overall strategy for development, housing, economic development, city and local centres, minerals, waste, transport and connectivity, and a range of other topics. LLP2040 is the focus of this paper.

### Where are we with LLP2040?

- 4 There are a number of stages to producing or updating a Local Plan, which are set out in the Town and Country Planning (Local Planning) (England) Regulations 2012. For LLP2040 it is intended that there will be five key stages, with the next major milestone being consultation on the ‘Issues and Options’ for the Plan;



### Summary of responses to the scoping consultation

- 5 The first milestone in the preparation of a Development Plan Document such as Leeds Local Plan 2040 (LLP2040) is an initial stage of public consultation (‘Regulation 18’ consultation). The purpose of this stage is to ascertain views on what matters the Plan will need to consider and address i.e. its scope.
- 6 Public consultation on the scope of the Plan took place between 10 February and 24 March 2023. It sought views on the proposal for the Plan to address policies relating to the overall spatial strategy, housing, economic development, the role of centres, minerals & waste, transport & connectivity and a mix of ‘other topic areas’ that set standards and criteria against which planning applications can be assessed. Alongside the consultation a ‘call for sites’ was also launched, which enabled anyone to put forward suggestions of sites that they wished to be considered for inclusion in the Plan.
- 7 In total, the consultation attracted over 4,500 unique visitors to the website, with just under 1,000 responses being received. In terms of the material itself, the majority of respondents (68.75%) felt it was engaging, with particular support being expressed for it being mobile phone/tablet friendly (though some did want more hard copies). There were mixed views on the length of the response survey itself, and on the language used within the material, with some

considering it was pitched well and others considering it was too complicated. Several responses indicated a desire to understand how their comments would be taken into account through the Plan.

- 8 Trends identified from these responses included that;
- Whilst 87% people thought it was important to meet local needs for development (with affordable housing being regarded as particularly important), 63% were concerned about development taking place in their area.
  - 75% of people felt they would be more likely to support development in their area if it took place on brownfield land, and 40% would also be more likely to support development if it provided new local facilities, physical or social infrastructure, landscaping / new green space, gains for biodiversity, high quality design, low carbon development, local jobs, affordable housing or different sizes and types of housing
  - The majority of people were opposed to considering changes to Green Belt boundaries, though there was more acceptance of this being considered to meet affordable or specialist housing needs (as opposed to general market housing).
  - 68% of people agreed that the Plan should support people to be able to access their essential daily needs within a short distance of their home, though some mistrust was expressed about the concept of '20-minute neighbourhoods'.
- 9 The responses to the consultation have been considered in detail and will be published as part of the 'report of consultation' that accompanies the next version of the Plan. The key messages relating to individual topic areas will also be presented as part of the consultation material for each topic, to help people see how their comments are helping to shape the Plan.

#### Workshops with members of Development Plan Panel

- 10 Following the consultation, between January and March 2024, a series of five in-person workshops were held with the members of Development Plan Panel. These covered the following topics:
- 15<sup>th</sup> January: Housing
  - 31<sup>st</sup> January: Economic development and centres
  - 14<sup>th</sup> January: Minerals, waste and landscape
  - 26<sup>th</sup> February: Spatial strategy (including transport, Green Belt and countryside)
  - 26<sup>th</sup> March: Next steps and housing part 2
- 11 The workshops aimed to provide an update on key pieces of emerging evidence, highlight emerging key issues and options for the Plan, and seek views from Members on the way forward. They did not cover everything in the wide scope of LLP2040, but instead concentrated on key updates and issues. They provided an opportunity for members to ask questions, discuss the emerging evidence and options, and influence the Plan at an early stage.
- 12 The workshops have helped to focus the development of evidence and the potential options that will be presented for consultation, as well as identifying areas where further clarity or information was needed to help explain or justify potential approaches. The importance of joined-up working across the Council, and with partner organisations such as WYCA, was also consistently emphasised across the sessions.
- 13 The workshops have helped clarify that LLP2040 needs to:
- set a spatial strategy for all parts of Leeds;
  - be based on a locally driven housing need which distinguishes between different types of housing;
  - attach great importance to delivering more affordable housing;
  - seek to provide (and protect) local employment opportunities, as well as strategic sites;

- make early consideration of viability of development so that we are clear as to what new development can and will bring to a place;
- provide clarity on the link between public transport infrastructure, future investment and locations for significant growth; and
- understand the link between new development opportunities and the capacity of (and need for additional) community infrastructure.

### Evidence base development

14 In order to ensure that the Plan is based on a sound understanding of future needs, opportunities and challenges for Leeds, and can be justified (one of the ‘tests of soundness’ that all Local Plans need to pass) it must be underpinned by robust evidence. The development of an evidence base for the Plan has been a key focus of work over the last year, with key studies including:

- **Strategic Housing Market Assessment (SHMA):** This looks in detail at the needs for housing across Leeds. It identifies needs for new housing, of varying types, sizes and tenures, across all parts of the district. The significance of the scale of the need for additional affordable housing in Leeds is made clear by the study, with affordable housing needs being nearly 75% greater than that identified through the previous SHMA in 2017. It also identifies a need to increase and diversify the supply of specialist housing for older people, and for increased proportions of dwellings to be built to accessible standards.
- **Employment Land Needs Assessment:** This looks at the need for additional land/floorspace for employment development in Leeds, in order to cater for the needs of new or expanding businesses. A key emerging message from the study is the likely need for the Plan to identify additional land for general industrial purposes, in order to meet the needs of businesses.
- **Urban Capacity Study:** As the number of sites in the urban area submitted through the ‘Call for Sites’ was quite limited, an urban capacity study has been undertaken by the Council. This has sought to actively identify additional sites within the urban area that may have potential for future (re)development so that they may be taken into account through the Plan. This includes vacant buildings, land around vacant buildings such as car parking and servicing, and other open land within the urban area that is not protected as green space. Up to 100 potential sites of over 0.25ha have been identified through this process, and will be considered and assessed further as part of the wider ‘pool’ of sites undergoing detailed site assessment (as explained further in paragraphs 21 – 28 of this report).
- **Green Belt Review:** At this stage no decisions have been taken about whether or not the Plan will look to release land from the Green Belt in order to meet development needs, though this will be an option that is presented as part of the consultation. In order to help inform this decision, a strategic review of the Green Belt in Leeds is being undertaken. This is looking at broad ‘parcels’ of land surrounding settlements (not individual sites) and considering the extent to which they serve the five purposes of the Green Belt set out in the National Planning Policy Framework (NPPF).
- **Minerals Needs Assessment:** This work is ongoing, though given the overall balance in supply of minerals at the regional level, it is not anticipated that it will identify significant additional requirements for mineral extraction to take place in Leeds (above and beyond what is already consented or planned).
- **Waste Needs Assessment:** This work is ongoing, though following the development of the Leeds Recycling and Energy Recovery Facility (RERF) and Skelton Grange Energy

from Waste Facility it is expected that the overall needs for new waste management / processing facilities over the next plan period is likely to be smaller scale, and focussed on specific waste streams such as glass recycling and green waste composting.

- **Infrastructure Study:** This study is focussed on the infrastructure needs arising from new development across Leeds. The first phase of the study focuses on the capacity of existing infrastructure, with later phases (to be completed once decisions have been made about the overall spatial strategy and locations of proposed allocations) to look in further detail at what infrastructure will need to be delivered alongside this development, and the mechanisms for securing this.
- **Sustainability Appraisal:** The sustainability appraisal is an integral part of the preparation of the Local Plan. It appraises the social, environmental and economic effects of the Plan at each stage of the process, helping to ensure that decisions are made that contribute to achieving sustainable development. An appraisal is being undertaken of all of the options presented for consultation, including those relating to proposed policies as well as potential sites.

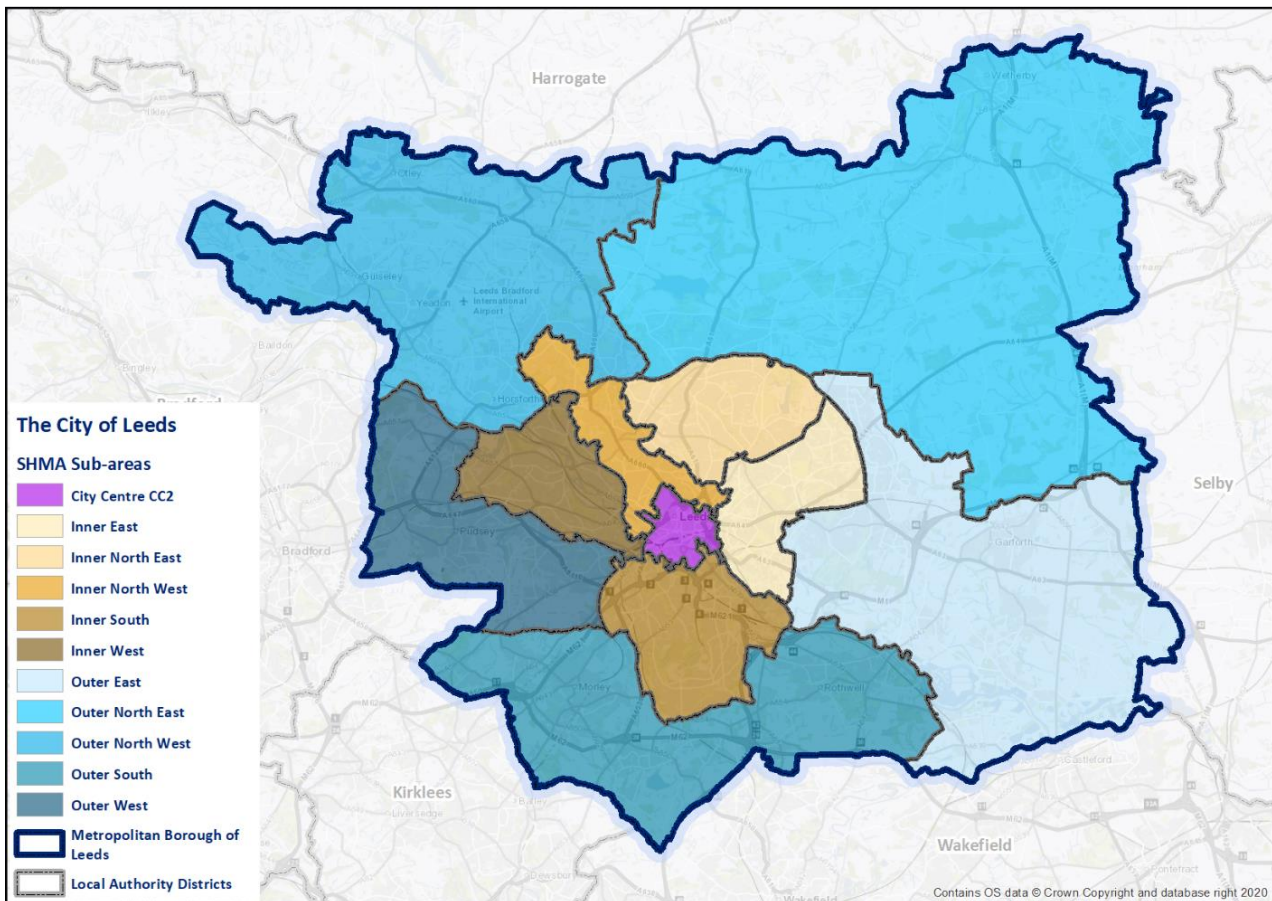
15 Work on many of these studies is still ongoing, and it is intended that they will be published as part of the next consultation. Alongside this, work is also ongoing to consider the implications of the findings of these studies in terms of both the issues that the Plan needs to address, and the different options for doing so.

#### Taking an area-based approach to planning to meet housing needs across Leeds

16 Leeds is a large and diverse metropolitan authority with a variety of communities ranging from small rural settlements to suburban estates and inner-city high-density areas with an active city centre. Therefore, when planning for housing, it is necessary to break down the overall district-wide requirement to smaller areas as it:

- a) helps to reflect the complexity of Leeds as district that is made up of a variety of different places, each with different needs and opportunities for and from development;
- b) gives more clarity to communities about how much residential development is likely to take place in their area; and
- c) ensures there is alignment between local needs for development and the allocation of sites.

17 To enable the Plan to be based on a thorough understanding of how local needs for housing vary across different parts of the City, and focus more specifically on individual places, the SHMA has been prepared on a 'bottom up' basis that breaks needs down to lower super output level. This means that it is able to provide localised evidence of specific needs in different parts of the City, though (to ensure that the findings of the study are easy to understand) the majority of data is present at an area level. These areas are based on the 'community committee' areas used by the Council for other purposes, which group together wards into a series of broader areas. However, the City Centre will form its own area, because the types of development that are needed in the City Centre may be different to other parts of the inner city. The areas are shown on the plan below:



18 These 11 areas are used as a starting point for planning for housing development that meets local needs in different parts of the City. This will help enable the plan to focus more specifically on the needs of individual areas and ensure that the opportunities that it presents to protect, enhance and celebrate local distinctiveness across all of the communities in Leeds are reflected through the policies of the Plan.

19 These areas will not be used for the purposes of distributing an overall target to meet housing needs in the same way that Housing Market Characteristic Areas were used in the previous Site Allocations Plan. Instead, they allow for a ‘bottom up’ approach to understanding what the needs are in different parts of the district, and for considering how these can be best addressed through the Plan.

20 It is recognised that each area will have strong links and relationships with other places nearby. As such, they can only be a starting point for considering the different needs, opportunities and challenges in different areas that the Plan will need to respond to.

Approach to considering and assessing specific sites

21 The Plan will need to earmark specific sites for development in order to meet the development needs identified. However, it will not need to ‘start from scratch’ in order to do this, as a number of sites exist that are already identified as suitable for development. This includes undeveloped sites that have:

- a) been allocated for development in the Aire Valley AAP or Site Allocations Plan; and
- b) recently been granted planning permissions (in the last 3 years, or where there is evidence of recent progress towards building the site).

22 LLP2040 will not revisit the decisions made on these sites unless the landowner has put forward an alternative proposal (e.g. is now proposing housing on a site that currently has permission for employment development). The capacity expected to be delivered by these sites over the Plan period will be reviewed and taken into account when determining how much additional land needs to be identified.



23 Sites with older (or expired) planning permission and undeveloped allocations from the previous Unitary Development Plan (UDP) will, however, need to be reassessed to ensure that they are still suitable and deliverable. They will be considered alongside (and using the same site assessment methodology) as sites suggested by developers, landowners and the public through the 'Call for Sites' or 'Strategic Housing Land Availability Assessment', and sites in the urban area that have been identified by the Council through the 'Urban Capacity Study'. Together, these form a pool of sites that need to be considered as potential options for allocation in the Plan.

24 In total, the capacity of all of these potential sites far exceeds the amount of land that is required to meet needs. This means that the Plan will be able to make choices about which should be allocated.

25 In order to inform future decisions about which sites are most suitable for development, a 'site assessment methodology' has been established. This is being used to assess all sites, on a consistent basis, against 37 indicators that are relevant to how suitable (or otherwise) they might be for development. This includes factors such as:

Relationship to settlements	Biodiversity & geodiversity	Flood Risk
Heritage	Woodland and trees	Green belt
Greenfield or brownfield land	Accessibility	Landscape character
Air quality	Agricultural land value	Compatibility with neighbouring uses
Contaminated land	Minerals resources	Renewable and low carbon energy
Green space	Non-road transport network	Regeneration or economic benefits
Town centre vitality & viability	Community facilities	Green & blue infrastructure
Waste processing facilities	Land instability	

26 For each indicator, sites will be given a score of between +3 and -3 in accordance with clear and consistent scoring criteria. These can then be totalled to give an overall score for a site, though it is worth noting that a significant negative against one indicator may, on its own, mean that a site is unsuitable even if it scores well against other indicators e.g. if a site lies within a flood risk zone.

27 It is intended that a map of all of the sites that have been assessed and the results of their initial assessment will be published as part of the Issues and Options consultation in order to:

- enable those with an interest in a site to 'fact-check' the initial assessment to ensure that all relevant information has been taken into account;
- allow local communities to share their views and preferences about potential sites; and
- provide an opportunity for landowners and developers to put forward proposals to improve their sites e.g. through layout, provision of accompanying infrastructure or delivery of wider plan benefits e.g. affordable housing.

28 At this stage in the plan making process, no decisions have been made about which sites are preferred. The responses to the consultation, and any amendments made to sites and/or scores, will be used to help determine which sites are the most appropriate for allocation (and this will be subject to further consultation before the Plan is submitted for approval).

### Next steps

29 Over the coming months, we will continue to develop and refine the evidence base needed to underpin the Plan. This will be used to define the key 'issues' and 'options' for the Plan, and preparing material that explains this in a manner that can be easily understood by anyone with an interest in the future strategy for development in Leeds.

- 30 Recognising the Council’s ambition for Leeds to be a ‘child friendly city’, significant work is currently ongoing to engage with school children about their aspirations for the City. Workshops for year 6 children are being held in 15 schools across the City (involving around 650 children in total) to understand their views about how we should plan for new development. This activity is taking place now as early discussions with schools indicated that the pre-summer holiday period would be the best time for these workshops to be accommodated and most fruitful. In addition, it will enable the outcomes of these sessions to be fed into the Plan prior to consultation.
- 31 A consultation strategy for the next public consultation is being developed. This will look at how material will be presented (and how new digital tools can be used to make the information as engaging as possible), as well as what events are planned as part of the consultation in order to raise awareness of the Plan, and enable people to speak to officers about what is all about. As part of this, careful consideration will need to be made of how best use can be made of resources, recognising the ongoing challenges that the Council faces with its budget and the need to spend money wisely.
- 32 It is proposed that a series of Ward Member briefings will be held. This is to ensure that Members across the City are aware of the Plan, understand what the upcoming consultation means for the parts of the City they represent, and how they can advise, support and promote the consultation. These will be held during in due course with presentation material being tailored to the area in question.
- 33 Development Plan Panel will then consider the consultation material in two stages. It is proposed that at the September meeting, details of evidence base outputs and proposed options for the Plan will be considered. It is proposed that in November, members will consider the consultation material itself, prior to it being considered by Executive Board and (subject to approval) being published for public consultation before the end of the year.

**What impact will this proposal have?**

- 34 Once adopted, the LLP2040 will guide development decisions through the determination of planning applications and also set a framework within which Neighbourhood Plans may be developed and updated. It will provide clarity for local people and investors on how Leeds is proposed to change up to 2040 and defend against inappropriate speculative development that is not supported in the Plan. It is important to ensure that local communities, and the development industry, are engaged in the process of preparing the Plan and that the Plan is underpinned by robust evidence. This report outlines the progress that has been made on the Plan since the last public consultation, and how it will be used to help shape the next consultation on the issues and options for the Plan.

**How does this proposal impact the three pillars of the Best City Ambition?**

- Health and Wellbeing                       Inclusive Growth                       Zero Carbon

- 35 There is a clear cross-cutting role for planning in delivering against all of the Council’s pillars as established through the Best City Ambition. This includes;
- 36 Zero Carbon – the existing spatial strategy for Leeds is based on the principles of reducing the need to travel (and enabling opportunities for the use of sustainable modes of transport) and maximising brownfield land and these principles will be reinforced and updated through the LLP2040 including by supporting the development of low-carbon transport networks, addressing the challenges of housing quality, and creating vibrant places where residents have close access to services and amenities. It will also promote the sustainable use of resources, and the sustainable movement of materials;

- 37 **Health and Wellbeing** – using planning policies to enable better and more equal access to essential health and learning services by directing development to locations where housing, jobs, services and facilities are most accessible by active travel (including by walking and cycling). Through the LLP2040 new high quality housing will be planned so that everyone can have a home that support good health, wellbeing and educational outcomes. It will consider connections between developments and green spaces, and secure the delivery of new or enhanced green space as part of housing development, recognising it's importance in supporting active lifestyles and mental health. The Plan will also have an important role in ensuring waste is appropriately managed to support health and wellbeing for all parts of the City;
- 38 **Inclusive Growth** – updating planning policies for to support Leeds as an outward looking global city where the benefits of housing (especially affordable housing) and economic growth are distributed fairly and there are opportunities for all. The LLP2040 will support the role of the centres across Leeds, and ensure that sufficient land and minerals are available to support the growth of the City so as to maximise the potential to deliver a wide range of jobs across that are accessible and available to all. It will also recognise the importance of place and that positive identity culture, heritage and pride in our communities are vital assets which need to be protected and enhanced through new developments.

#### **What consultation and engagement has taken place?**

Wards affected: ALL

Have ward members been consulted?       Yes  No

- 39 As outlined above, the plan-making process embeds consultation and engagement at each key stage. Consultation on the scope of the Plan was undertaken between February and March 2023, and it is intended that further public consultation is taken on the issues and options for the Plan in late 2024. Feeding into this, a series of workshops are currently being undertaken with year 6 children in schools across Leeds to ensure that the views of children, specifically, are taken into account (reflecting that increasing consultation and engagement by young people is a key target of the Statement of Community Involvement).

#### **What are the resource implications?**

- 40 The preparation of LLP2040 and accompanying evidence base is a resource intensive endeavour which incurs additional cost, in terms of both evidence base preparation and consultation, at a time of increased budget pressure. In general, costs will be met from within existing budgets and consultation will be carried out in a manner which makes best use of low-cost technological options whilst ensuring that local people have an opportunity to engage with planners at face-to-face events. This recognises that, by working with communities, we may reduce delays (and costs) associated with objections and challenges to the Plan.

#### **What are the key risks and how are they being managed?**

- 41 It is recognised that there are risks to pursuing updates to the Local Plan. The planning system has been subject to considerable legislative and policy changes in recent years and the new Labour Government has proposed further change. This is likely to lead to reforms being made as LLP2040 is being prepared which will need to be considered. However, with Local Plans continuing to be recognised as having a very important role in addressing the housing crisis it is necessary to progress the Plan rather than awaiting full details of proposed changes. Given the

Plan remains at an early stage in the plan-making process there should be opportunities to adapt the Plan, as necessary, when further clarity emerges.

42 Development viability also presents a potential risk to LLP 2040. Evidence identifies that at the strategic level existing and proposed policies are, as a whole, viable, but within a challenging international economic picture with high costs of development remaining a significant factor in what planning burdens can be added. To that end, it is acknowledged that there is an increased imperative to look for creative solutions through LLP2040 in order to deliver its vision without introducing significant additional costs that render development unviable. Wider economic conditions will need to be kept under review as the Plan is developed, and reflected within viability evidence, in order to understand any implications that they have for development viability across Leeds.

43 The breadth of the scope of LLP 2040 also presents a potential risk to timely progress, as a wide range of policy areas are proposed for inclusion as part of the update. Whilst there are issues around the management of resources, there are also risks that a single issue may slow down progress on all issues, which will need to be managed.

44 Many of the topic areas identified in the proposed scope LLP 2040 have links with wider corporate risks identified in the Council's Corporate Risk Map and Annual Corporate Risk Report 2022. This includes the risks of insufficient housing growth, insufficient school places, climate change, community cohesion, escalating poverty, economic growth lag increasing inequality and transport issues: keeping the city moving. The Plan will have an important role in helping to manage some of these risks (including by ensuring sufficient land is available to support housing and economic growth, the provision of affordable housing to meet local needs, and considering the accessibility and transport implications of development proposals), and will also need to ensure it is responsive to the wider challenges facing Leeds.

### **What are the legal implications?**

45 The preparation of LLP 2040 as a development plan document is in compliance with the provisions of the Planning and Compulsory Purchase Act 2004 and the Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended).

## **Options, timescales and measuring success**

### **What other options were considered?**

46 This report provides a general update on progress with LLP2040 so has not been subject to a wider appraisal of options. However, with regard to the future policies of the Plan, consideration is being given to all reasonable options at this stage. These will be refined into preferred options at a later stage in the plan preparation process.

### **How will success be measured?**

47 Monitoring indicators for each new planning policy included in LLP 2040 will be developed as part of the policy development process. Success will be monitored as part of the Annual Monitoring Report.

48 Targets for consultation are established through the Statement of Consultation, such as receiving responses from every ward in Leeds, and these will be reflected and monitored as part of the LLP2040 Report of Consultation.

### **What is the timetable and who will be responsible for implementation?**

49 With regards to the overall timescales for the LLP 2040, there are a number of steps to producing or updating a Local Plan. For LLP2040 we are proposing that there will be five key stages:

- *Scoping* – the current stage where we seek views about what the plan will address and what it should aim to achieve
- *Issues and Options* – where we carefully consider the comments made alongside evidence that we have developed, to identify the issues that the Plan needs to address and what the options for doing this are (the current stage).
- *Publication* – where, taking into account comments, we draft detailed policies which specify what will be expected from developments.
- *Submission* - where it is ensured that the final draft policies are considered sound and legal before submitting the Plan to the Secretary of State for independent examination by a Planning Inspector.
- *Adoption* – where, following independent examination (and any proposed modifications), the Council receives an Inspector’s Report and can formally adopt the policies as part of the statutory Local Plan.

50 It is intended that further reports will be brought to Development Plan Panel in due course, with fuller details of the evidence and proposed options for the Plan. This will be followed by a report in November with the consultation material itself, prior to it being considered by Executive Board and (subject to approval) being published for public consultation.

## **Appendices**

- n/a

## **Background papers**

- n/a

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## Leeds Local Plan Authority Monitoring Report 2022-23

Date: 16<sup>th</sup> July 2024

Report of: Chief Planning Officer

Report to: Development Plan Panel

Will the decision be open for call in?  Yes  No

Does the report contain confidential or exempt information?  Yes  No

### Brief summary

The purpose of Authority Monitoring Reports (AMRs) is to report on the performance of specific planning policies, summarise progress on the Local Plan against milestones set out in the Local Development Scheme (LDS), and provide up-to-date information on the implementation of neighbourhood plans.

The reporting period for this AMR covers the period 1 April 2022 – 31 March 2023. The full AMR 2022/23 document is set out in Appendix 1 of this report.

The main headlines of the AMR for 2022/23 are:

- Overall housing delivery was 2,703 new homes.
- Affordable housing delivery was at the highest level in the plan period with 633 affordable homes built.
- Journeys to work through sustainable transport modes (walk, cycle, bus and rail) increased by 3% from previous year, although private vehicles still remained the most common mode.
- Carbon emissions (CO<sub>2</sub> levels) across Leeds increased slightly by 3.7% from last year, although these still remained much lower than pre-Covid and are likely a result of the recent increase in commercial and domestic activity following Covid-19 lockdowns.
- Renewable energy installations, capacity and generation all increased in 2022/23.
- Air quality (NO<sub>2</sub> levels) generally improved, with all but one Air Quality Management Area, all but one air quality monitoring site and all particulate matter monitoring sites meeting air quality objectives.
- Office floorspace delivery was 63,000sqm and general employment (industrial and waste uses) delivery was 33ha, both exceeding Core Strategy targets.

## Recommendations

Development Plan Panel is requested to;

- a) Note and comment on the contents of this report; prior to the AMR being approved by the Chief Planning Officer and published on the Council's website in due course.

### What is this report about?

- 1 The purpose of Authority Monitoring Reports (AMRs) is to report on the performance of specific planning policies, summarise progress on the Local Plan against milestones set out in the Local Development Scheme (LDS), and provide up-to-date information on the implementation of neighbourhood plans. The AMR can also help inform if there is a need to undertake a partial or full update of the local plan, when carrying out a review at least every 5 years from the adoption date. This 'plan, monitor and manage' approach is a familiar one and essential for many aspects of planning. It must be set within the wider corporate performance management and monitoring and the strategic context of the Council's aims and strategies (including the Best City Ambition and Inclusive Growth Strategy).
- 2 The Council is required to make the information in the AMR available publicly. Regulation 34 of the Town and Country Planning (Local Planning) (England) Regulations 2012 sets out what information the reports must contain, for example the number of net additional dwellings delivered in the period, but authorities can largely choose for themselves which targets and indicators to report upon provided they are in line with the relevant UK legislation.
- 3 The reporting period for this AMR covers the period 1 April 2022 – 31 March 2023. The full AMR 2022/23 document is set out in **Appendix 1** of this report. The AMR is split into 12 main sections. These include a section covering information on the preparation of planning documents and neighbourhood plans and 11 topic-based sections which report on performance against monitoring indicators set out in the local plan and other relevant indicators. This report highlights some of the main headlines from the AMR 2022/23 below.
- 4 Members should note that there is an inevitable time lag between the end of the reporting period and publication of information in the AMR document. This period is used to collect and collate data such as housing and economic development planning approvals and completions. The AMR also makes use of data and information published by other bodies, such as the government, and the publication of this information can lag up to 6 months from the end of the reporting period. The AMR is also necessarily a 'data heavy' document given the breadth of topics covered and information is needs to provide. The expectation is that many users of the document will be looking for specific information and as such a useful function of the AMR is having this planning policy evidence in one document.
- 5 A revised format for the AMR has been prepared this year which makes it easier to find topic based data or information relating to specific monitoring indicators and gives a clearer indication of what the data means in terms of performance of policies relating to a topic or sub-topic. Some of the data compiled in the AMR can be variable from one year to another for example housing, and particularly economic development, delivery. In these cases, it is helpful to also look at longer term trends to get a better sense of the direction of travel. In this regard the AMR indicates performance over the short-term and long-term.
- 6 Having established this revised template for the report, it is hoped that in future and subject to resources and priorities reports can be prepared in a more timely manner i.e. at the beginning of the next calendar year.
- 7 The main issues arising from the 2022/23 AMR are set out as follows



## Plan-making

- 8 There were no new neighbourhood plans made during 2022/23 but a total of 19 neighbourhood plans have been made in Leeds since 2017. One supplementary planning document (SPD) was adopted, the Transport SPD in February 2023, which superseded the Street Design Guide, Travel Plans, Parking and Public Transport Improvements.
- 9 Progress was made in the preparation of the Local Plan Update (focused on updating planning policies to address the net zero pillar) and Leeds Local Plan 2040. The first stage of consultation of on the scoping of the Leeds Local Plan 2040 started in February 2023.

## Housing

- 10 Leeds delivered a net additional 2,703 new homes in 2022/23. This was the lowest since 2017/18 and 544 dwellings lower than the Core Strategy target of 3,247 dwellings per annum set out in Policy SP6. Over the plan period started in 2017, total delivery was cumulatively 1,241 dwellings below the target. It is considered that this was a consequence of the construction timeframes, which usually means completions are translated from construction starting 24-36 months previous, following the Covid-19 lockdown period when new site commencements dropped to almost zero. Members should be aware that the housing completions data is now available for 2023/24 and these show that a total of 4,340 net additional dwellings were delivered, well above the plan target and almost removing the deficit over the plan period. This will be reported in full in the 2023/24 AMR.
- 11 There continues to be an extensive supply of sites for new housing with 6,743 new dwellings approved during 2022/23, adding to the total stock of over 33,000 new homes under construction or with planning permission in March 2023.
- 12 Affordable housing completions were at the highest level since the start of the plan period with a total of 633 affordable homes completed. This improved delivery reflects:
  - a) partnership work via the Affordable Housing Growth Partnership Action Plan (the culmination of engagement with the Affordable Housing sector between 2021 and 2022 through a series of 1-to-1 discussions through the Council's Affordable Housing Delivery Group, which is made up of Registered Provider partners,
  - b) regeneration programmes,
  - c) Section 106 (planning obligations) spend, and
  - d) increasing delivery of Council Housing as part of the LCC Programme of schemes across the District which has sought to improve this delivery. Delivery continued to be below the need for the affordable housing of 1,230 affordable units per annum identified in the 2017 Strategic Market Housing Assessment (SHMA).
- 13 However, it should be noted that the SHMA affordable need figure is not a plan target for delivery. The AMR helps clarify the roles played by Section 106, the Council's own house building programme and the importance of grant funding through Registered Providers (by far the largest share of new affordable homes).
- 14 Core Strategy Policy H4 sets out a preferred housing mix target to be provided based on the number of bedrooms. During 2022/23, completions of 1, 3 and 4 bedroom properties exceeded the target proportion and 2 bedroom properties were significantly below the target (19% against the target of 50%). This partly reflects a longer-term trend of under delivery of 2 and 3 bedroom units and over delivery of 1 bedroom (led by development in the city centre) and 4 bedrooms units over recent years.

- 15 Targets for the proportion of accessible dwellings approved were exceeded in 2022/23. Core Strategy Policy H10 sets a requirement for 30% of new dwelling to meet the requirement of M4(2) 'accessible and adaptable dwellings' and 2% of dwellings to meet the requirement of M4(3) 'wheelchair user dwellings'. 41% of planning approvals in 2022/23 met the M4(2) standard and 2.2% the M4(3) standard.
- 16 Approvals of student accommodation were at the highest level of the plan period in 2022/23, with 2,942 units approved with 3,975 individual bedspaces. Conversely there were no completions during the recording period compared to an average of around 900 units per annum over the preceding five years. This likely also relates to the pause in construction starts during the Covid-19 lockdown period with completions expected to be high in forthcoming years based on planning approvals and construction activity.

#### Transport & accessibility

- 17 Development continued to be delivered in sustainable locations in relation to access to public transport, with 84% of new housing within a 30-minute journey to key local services (including over 95% to employment, schools and GP services) and 95% of all non-residential developments within 400m of a bus stop.
- 18 Journeys to work made by sustainable transport modes (walking, cycling, bus and rail) increased by nearly 3% in 2022/23 from the previous period, with a 2% reduction in journeys made by private vehicles. Since 2020, there has been an emerging trend in a significant increase in working from home) as a result of Covid-19.
- 19 The delivery of strategic transport improvements continued in 2022/23, including the completion of transformation works along New Briggate, the East Leeds Orbital Route (ELOR) and Connecting Leeds' £270m Leeds Transport Investment Programme, and works progressing on the City Square and Leeds City Rail station transformation works.

#### Minerals & waste

- 20 Total waste received in Leeds continues to increase year-on-year, with over 2,100,000 tonnes received in 2022. Just under 1% of collected waste was sent to landfill, with 61% being incinerated (with energy produced from waste) and 37% being recycled or composted.

#### Climate change

- 21 The amount of carbon (CO<sub>2</sub>) emitted in Leeds increased slightly in 2022/23, seeing a 3.7% increase from the previous year, although this is likely a result of the significant drop in emissions from 2019 during Covid-19 lockdown periods and the pickup in domestic and commercial activity as we emerged from lockdowns. CO<sub>2</sub> levels still remain lower than pre-Covid levels and reflects a similar rate of decrease seen before 2019, indicating progress is still being made towards carbon reduction, and which compares positively against the regional and national figures. The largest emitter types are for transport (40%), domestic (31%) and industry (17%).
- 22 Renewable energy installations continue to increase in 2022/23, resulting in increased renewable energy capacity and generation from the previous year, with targets continuing to be met.

#### Natural environment

- 23 There has been little change to Leeds' green and blue infrastructure (GBI) since monitoring of it began in 2021/22, with the largest typologies being for the habitat network (22%), green and open space (11%) and woodland (10%).

- 24 The majority of Leeds' Sites of Special Scientific Interest (SSSIs) are in 'Unfavourable – recovering' condition (75%), with 10% each being in 'Unfavourable – no change' and 'favourable', with 5% in decline and 0.5% destroyed.
- 25 Tree cover for Leeds has increased to 17.3% from a baseline position of 14.4% in 2016 using data from the Forest Research, and which matches the average tree cover for all of England.

### Environment quality

- 26 Air quality (NO<sub>2</sub> levels) has generally improved across Leeds, with 5 of Leeds' 6 Air Quality Management Areas (AQMAs) meeting air quality objectives and only one air quality monitoring sites exceeding this objective. Particulate matter (PM<sub>10</sub> and PM<sub>2.5</sub>) have increased slightly from 2021/22, although these remain well below maximum air quality objectives.
- 27 There has been improvement of one water body and deterioration of one other water body in terms of ecological water quality in 2022, with only one water body testing for 'good'. All water bodies failed chemical water quality tests most recently in 2019, although this has been seen nationally due to a change in methodology by the Environment Agency.

### Population & health

- 28 The last Census in 2021 shows that the population in Leeds increased by 8.2% from 2011 to 812,000, having the second highest population (behind Birmingham). Leeds continues to be ethnically diverse, with a 'White' population of 79%, 9.7% 'Asian', 5.6% 'Black, Caribbean or African', 3.3% 'Mixed or Multiple' and 2.3% 'Other'.
- 29 Life expectancy in Leeds has increased from the last period to 78.7 years for males and 82.7 for females, although this performs worse against the national figures. The under 75 mortality rate has also decreased to 356.7, although again remaining higher than the national figure but lower than for the region. Infant mortality rate remains similar to the previous period at 5.0, higher than the regional and national figures. Leeds does perform better than the national figure for some health outcomes, including the mortality rate from cardiovascular diseases, cancer and diabetes diagnoses, winter mortality, alcohol-related admissions and smoking prevalence in adults.
- 30 Social progress has decreased slightly in Leeds to an overall Social Progress Index score of 55.1, performing best on the 'Basic Human Need' dimension, moderately on 'Foundations on Wellbeing' and least-best on 'Opportunity'. The inner-city wards typically have a lower SPI score than those on the edges of Leeds, with Horsforth, Moortown and Adel & Wharfedale ranking the highest, and Gipton & Harehills, Hunslet & Riverside and Burmantofts & Richmond Hill ranking the lowest.

### Centres & neighbourhoods

- 31 Housing and employment delivery targets are set in the Core Strategy for the City Centre and Aire Valley regeneration area. Whilst there are no specific targets for Leeds' town and local centres, officers are looking at ways to measure the health of centres, through data such as vacancy levels, for future AMRs.
- 32 Leeds City Centre delivered 294 new residential units and 41,500sqm of office floorspace in 2022/23, with the majority of this being located to the north of the River Aire. This falls short of the expected annual delivery of 520 dwellings in the City Centre as set within the Core Strategy, but exceeds the annual target for 31,000sqm of new office floorspace.
- 33 Aire Valley Leeds delivered 165 new residential units, 9,500sqm of office floorspace and 23.5ha of general employment (industrial and waste) completions in 2022/23. This residential and office delivery falls considerably short of expected delivery targets of 310 residential dwellings, but

exceeds the annual target of 11.9ha of general employment land as set out in the Core Strategy.

### Economy

- 34 The number of residents in employment in Leeds increased by 5.8% to 408,000 in 2022, with an employment rate of 77.3 which compares positively against the regional and national employment rates.
- 35 Leeds delivered a peak total of 63,000sqm of additional office floorspace across 8 completions in 2022/23, far exceeding expected annual delivery targets of 33,600sqm. However, across the current Plan Period, since 2012, only 77% of planned floorspace has been delivered.
- 36 As of March 2023, there is a current supply of just under 800,000sqm of office floorspace, representing 23.7 years of office supply. The Plan Period (2012-2028) supply is just under 1,080,000sqm, representing a surplus of nearly 80,000sqm against Core Strategy requirements.
- 37 Leeds currently has a 1,800,000sqm stock of office floorspace in 2023, a decline of 0.4% from 2022. This loss compares positively to the regional and national figure which seen much higher losses.
- 38 33 hectares of general employment land (industrial and waste uses) was delivered in 2022/23 across 14 completions, reaching a peak total within the current Plan Period and exceeding the annual delivery target of 23.5 hectares. However, across the plan period (2012-2028) only 62% of planned land being has been delivered.
- 39 As of March 2023, there is a current supply of 299 hectares of general employment land, representing 12.7 years supply. The Plan Period (2012-28) supply in March 2023 was just under 460 hectares, representing a deficit of 33.2ha against Core Strategy requirements.
- 40 Leeds currently has a 4,930,000sqm stock of industrial floorspace in 2023, a decline of 0.7% from 2022. This loss compares negatively to the regional and national figure which actually saw increases.

### Historic Environment

- 41 There have been no new Conservation Area designations or new appraisals produced in 2022/23, although changes have been proposed for the Morley Town Centre and Dartmouth Park Conservation Areas, expanding the boundaries of both to create a new unified Morley Conservation Area.
- 42 There has been a net change in two Listed Buildings being removed from Historic England's Heritage at Risk register, although the net addition of one Places of Worship added on this list, although this meets the Core Strategy baseline position for the first time since 2014.

### **What impact will this proposal have?**

- 43 The AMR is a reporting tool, which indicates how plan policies are performing against specific monitoring indicators. This can then be used to identify if policies set out in the development plan are being implemented correctly and having the desired effect. The outcomes reported in the AMR will be used as part of the evidence base to inform the preparation of new and updated policies as part of the proposed Local Plan Update and Leeds Local Plan 2040 plan updates.

### **How does this proposal impact the three pillars of the Best City Ambition?**

- 44 The AMR monitors many indicators which relate directly and indirectly to the objectives and outcome set out in the against the three pillars of the Best City Ambition. These can be used to measure the performance of Local Plan policies against the three pillars. These are signposted below.
- 45 Zero Carbon – the Climate Change section (pages 48-63) includes indicators relating to carbon reduction, energy efficiency, and renewable energy capacity and production. Performance of plan policies has been generally positive with a reduction in carbon emissions, an increase in the proportion of energy efficiency buildings and an increase in renewable energy capacity and production being reported as outcomes in the AMR.
- 46 Health and Wellbeing – Health and well-being outcomes are reported in the Population & Health section (pages 91-107). These outcomes are often indirectly linked to planning policies such as those relating to housing quality, employment, access to facilities, the natural environment and environmental quality. There is a mixed picture in Leeds in terms of recent changes and when compared to national and regional averages. These indicators are important to consider in the preparation of new and updated planning policies in the Local Plan Update and Leeds Local Plan 2040.
- 47 Inclusive Growth – A number of local plan monitoring indicators relate to outcomes that are important to achieving inclusive growth and ensuring the benefits of economic growth are distributed fairly and there are opportunities for all. These include provision of housing, particularly affordable and specialist housing (Housing section, pages 12-31) in relation to targets and needs; economic development (Economy section, pages 123-142); infrastructure delivery (Built Environment & Infrastructure section, pages 85-90) and development in town & local centres and regeneration priority areas (Centres & Neighbourhoods section, pages 108-122)

### What consultation and engagement has taken place?

Wards affected: ALL

Have ward members been consulted?       Yes  No

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

### What are the resource implications?

- 49 Compiling the data that goes into the Authority Monitoring Report and preparing the report itself is resource intensive, particularly where this requires new data to be collected. As such, the AMR makes best use of existing data sets and intelligence and secondary evidence compiled by other bodies such as the government to monitor the performance of local plan policies against the relevant indicators.

### What are the key risks and how are they being managed?

- 50 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.

## **What are the legal implications?**

51 S.35 Planning and Compulsory Purchase Act 2004 requires every local planning authority to prepare reports containing information as prescribed to–  
(a) the implementation of the local development scheme;  
(b) the extent to which the policies set out in the local development documents are being achieved. The report must then be made available to the public

## **Options, timescales and measuring success**

### **What other options were considered?**

52 Publication of the AMR is a legal requirement so has not been subject to a wider appraisal of options. The scope of the information published in the AMR was determined by the requirements of legislation, monitoring indicators set out in the Local Plan and the availability of data and intelligence.

### **How will success be measured?**

53 The AMR is the document which reports on the success of Local Plan against the monitoring indicators set out against individual policies and in relation to progress made to implement the Local Development Scheme.

### **What is the timetable and who will be responsible for implementation?**

54 The document will be converted into an accessible version that meets website accessibility standard (for the visually impaired) and then will be published on the Council's website in due course.

## **Appendices**

- **Appendix 1:** Leeds Local Plan Authority Monitoring Report 1<sup>st</sup> April 2022 – 31<sup>st</sup> March 2023.

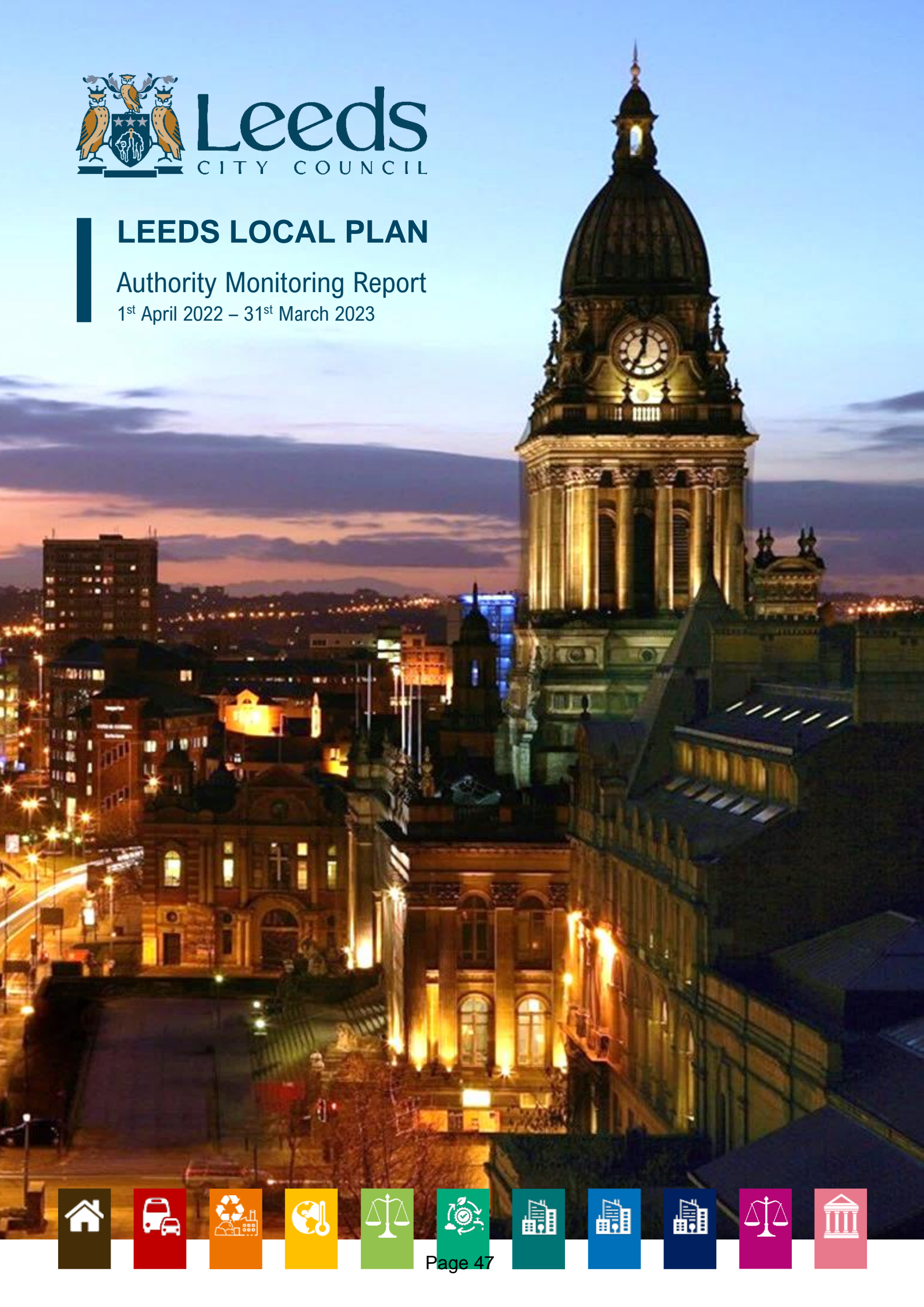
## **Background papers**

- N/A

## LEEDS LOCAL PLAN

### Authority Monitoring Report

1<sup>st</sup> April 2022 – 31<sup>st</sup> March 2023





# Authority Monitoring Report 2022/23

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Lead author: Jason Hammond

2024. All data sourced as referenced within the document, and is up-to-date and relevant for the time period covered (2022-23)

All images sourced from Leeds City Council Newsroom, except where referenced specifically



# Authority Monitoring Report 2022/23

## Introduction

### Introduction to the AMR

As outlined the Localism Act 2011, the subsequent Local Planning Regulations 2012 removed the requirement for local planning authorities to submit an Authority Monitoring Report to the Secretary of State, whilst retaining the overall duty to monitor.

The primary purpose of the AMR is to assess the implementation of the Local Development Scheme and the extent to which policies in the Local Plan are being achieved. It also enables the Council to share the performance and achievements of the planning service with the local community at least once every 12 months. Authorities can largely choose for themselves which targets and indicators to include in the report provided they are in line with the relevant legislation.

Monitoring helps to address key issues, including:

- are policies achieving their objectives?
- have the predicted effects on sustainability objectives occurred?
- are policies delivering sustainable development?
- have policies had unintended consequences?
- are the assumptions behind policies still correct?
- are targets being achieved?

The monitoring of plan preparation (including Neighbourhood Plan progress) is set out in the Local Development Scheme. The current Local Development Scheme (2023-2026) can be viewed [here](#).

### **AMR 2022/23**

The AMR is published annually covering the previous annual period, with this document looking at the period covering 1<sup>st</sup> April 2022 – 31<sup>st</sup> March 2023. The data contained within this document is the most up-to-date and relevant available as of March 2023.

The 2022/23 AMR is focused around eleven key topics split up by subsequent sub-topics, broadening the focus beyond just the monitoring indicators set within the Local Plan to allow for more data to be reported on which directly and indirectly influence these monitoring indicators and subsequently to fully ensure the Local Plan is having its intended effect on communities in Leeds.

The most relevant data for this time period is highlighted to set out the current position for each sub-topic, with previous data also being shown to identify key trends as well as comparison with regional and national data to allow for performance to be assessed for the short and long terms (wherever appropriate).

### **Adopted Development Plan Documents (DPDs):**

The key adopted documents which form the Leeds Development Plan, as of March 2023, are set out below:

<b>Table AMR1: Adopted Development Plan Documents; 2023</b>	
<b>DPD title</b>	<b>Adoption Date</b>
<u><a href="#">Unitary Development Plan (as amended by the Unitary Development Plan Review)</a></u>	August 2001 (reviewed in July 2006)
<u><a href="#">Core Strategy</a></u>	November 2014
<u><a href="#">Core Strategy Selective Review</a></u>	November 2019
<u><a href="#">Natural Resources and Waste Local Plan</a></u>	January 2013 (Policies Minerals 13 and 14 re-examined September 2015)
<u><a href="#">Aire Valley Leeds Area Action Plan</a></u>	November 2017
<u><a href="#">Site Allocations Plan</a></u>	July 2019 (partially subject to ongoing SAP Remittal independent examination; with consultation on the Inspector’s further proposed main modifications ending in January 2023)
Spatial policies within the Development Plan can be viewed together on the <a href="#">Policies Map</a>	



The Development Plan is also comprised of made Neighbourhood Plans, with no new Neighbourhood Plans having been adopted within the 2022/23 period. The Development Plan is also supported by guidance contained within adopted Supplementary Planning Documents (SPDs) to help make decisions on planning applications, with the Transport SPD having been adopted in February 2023, superseding the Street Design Guide, Travel Plans, Parking and Public Transport Improvements and Developer Contributions SPDs. The made Neighbourhood Plans and adopted SPDs, as of March 2023, are set out below:

<b>Table AMR2: Made Neighbourhood Plans; 2023</b>	
<b>Neighbourhood Plan</b>	<b>Date Made</b>
Clifford	March 2017
Collingham	June 2017
Bardsey-cum-Rigton	November 2017
Barwick in Elmet and Scholes	November 2017
Boston Spa	November 2017
Thorp Arch	January 2018
Linton	March 2018
Holbeck	April 2018
Alwoodley	July 2018
Walton	October 2018
Bramham cum Oglethorpe	March 2019
Kippax	March 2019
Scarcroft	March 2019
Aberford	November 2019
Wetherby	February 2020
Horsforth	May 2020
Shadwell	June 2021
Otley	November 2021
Oulton and Woodlesford	December 2021
Neighbourhood forum and parish / town council boundaries can be viewed on the <a href="#">Neighbourhood Planning Map</a>	

<b>Table AMR3: Adopted Supplementary Planning Documents; 2023</b>	
<b>SPD Title</b>	<b>Date Made</b>
Eastgate and Harewood Quarter	October 2005
Advertising Design Guide	November 2006
Biodiversity and Waterfront Development SPD	December 2006
Designing for Community Safety	May 2007
Tall Buildings Design Guide	Spring 2010
Building for Tomorrow Today – Sustainable Design & Construction	August 2011
Householder Design Guide	April 2012
Neighbourhoods for Living SPD	December 2003 (updated 2015)
Holbeck and Southbank	June 2016
Accessible Leeds SPD	November 2016
South Bank Leeds	July 2018
East Leeds Extension	August 2018
Hot Food Takeaway SPD	April 2019
Transport SPD	February 2023
A current list of adopted SPDs can be viewed <a href="#">here</a>	

Supplementary Planning Guidance (SPGs) has also been produced to help implementation of policies within the Local Plan, which can be viewed [here](#).

### **Planning documents in preparation:**

The Council is preparing an extensive update to the Local Plan, firstly through Local Plan Update which seeks to update and review policies in response to the declared Climate Emergency, and secondly through Leeds Local Plan 2040 which is a broader update in response to identified updates required within the Local Plan Review 2022. Ongoing work continues for the preparation and updates for Neighbourhood Plans and subsequent updates to the Policies Map.

<b>Table AMR4: Development Plan Documents in preparation; 2023</b>		
<b>DPD title</b>	<b>Current stage (as of March 2023)</b>	<b>Expected adoption</b>
<a href="#"><u>Local Plan Update</u></a>	In progress; initial scoping stage (Regulation 18) completed and review of Publication draft consultation responses (Regulation 19) underway	2024/25
<a href="#"><u>Leeds Local Plan 2040</u></a>	In progress; initial scoping consultation (Regulation 18) and call for sites process completed and review of responses and further policy development and evidence base underway	2025/26
<a href="#"><u>Neighbourhood Plans</u></a>	Ongoing; with consultation or referendums being made for Adel, Chapeltown, Harehills, Holbeck, Garforth, Mabgate, Lincoln Green and Burmantofts, and Rawdon	Various; 2023-25
Updates to <a href="#"><u>Policies Map</u></a>	Ongoing	Ongoing updates as required.

The Council is also preparing new Supplementary Planning Documents as well as updating existing SPDs to further assist in implementation of policies within the Local Plan and decision-making on planning applications. As of March 2023, the following SPDs were at some stage of preparation:

<b>Table AMR5: Supplementary Planning Documents in Preparation; 2023</b>		
<b>Title</b>	<b>Details</b>	<b>Current Stage (as of March 2023)</b>
<b>Tall Buildings (update)</b>	To provide advice on the location and design of tall buildings across Leeds.	Initial consultation completed Autumn 2019. No longer being progressed – to be considered as part of Leeds Local Plan 2040 and Leeds Design Code
<b>Housing Standards for Homes in Multiple Occupation and Purpose Built Student Accommodation</b>	Set space and quality standards for the provision of the titled accommodation	Initial consultation completed in Spring 2021. Plan re-scoped to remove Co-Living element. To be considered as part of Leeds Local Plan 2040.
<b>Innovation Arc SPD</b>	Sets a vision for physical changes to the west side of the City Centre	Initial consultation completed in December 2022



# Authority Monitoring Report 2022/23

## Monitoring Indicators

The indicators used in this AMR are set out in the [Core Strategy Monitoring Framework Update \(October 2019\)](#) which relates to policies primarily within the Core Strategy (as amended) but also those in the Natural Resources and Waste Local Plan, the Aire Valley Leeds Area Action Plan and the Site Allocations Plan.

### List of monitoring indicators:

A list of these monitoring indicators is set out in Table AMR6 below, alongside the policies and sub-topics which these indicators directly relate to. Note that not all sub-topics covered in the 2022/23 AMR will directly relate to a monitoring indicator and therefore may not be shown in the table below.

Table AMR6: List of monitoring indicators and associated topic and policies; 2023			
Monitoring indicator	Relevant topic / sub-topic		Relevant policies
1: % of development activity to the south of the river in the City Centre as compared to north of the river	Centres & Neighbourhoods	City Centre	CS Policies SP2, SP3, CC1 & CC2
	Housing	Housing delivery (by area)	
2: Vibrancy, character and cultural appeal of the City Centre	Centres & Neighbourhoods	City Centre	CS Policies SP3, CC1 & CC2
3: Net additional dwellings by location within the Settlement hierarchy	Housing	Housing need and supply	CS Policies SP6, SP7
		Housing delivery (by area)	CS Policies SP1, H1 & H2
		Housing delivery	CS Policies H1 & H2
4: Net additional dwellings by Housing Market Characteristic Area	Housing	Housing need and supply	CS Policies SP6, SP7
		Housing delivery (by area)	CS Policies SP1, H1 & H2
		Housing delivery	CS Policies H1 & H2
4a: Net additional dwellings (new and converted units) in Aire Valley	Housing	Housing need and supply	CS Policies SP1, SP5, SP6, SP7 and policies within the AVLAAP
	Centres & Neighbourhoods	Aire Valley Leeds	
5: New and converted housing units on Previously Developed Land	Housing	Housing delivery	CS Policies H1 & H2
6: Five year supply of housing sites and the long term housing trajectory	Housing	Housing need and supply	CS Policies H1 & H2
7: Housing completions (new and converted units) by land type	Housing	Housing delivery	CS Policies H1 & H2
8: Density of new housing sites	Housing	Housing delivery	CS Policies H1 & H3
9: Mix of net housing units delivered each year by housing type and number of bedrooms	Housing	Housing mix	CS Policy H4
9a: Mix of net housing units delivered each year by housing type and number of bedrooms in Aire Valley	Housing	Housing mix	CS Policy H4
	Centres & Neighbourhoods	Aire Valley Leeds	CS Policies SP5 & H4
10: Gross affordable housing completions	Housing	Affordable housing	CS Policy H5
11: Total number of C2 housing units delivered per annum	Housing	Older persons accommodation	CS Policies H4 & H8
		Student accommodation & HMOs	CS Policy H6










12: Total number of Gypsy and Traveller pitches in the District as compared to the previous year	<b>Housing</b>	Gypsy & traveller sites	CS Policy H7
13: Total number of Travelling Showpeople plots in the District as compared to the previous year	<b>Housing</b>	Gypsy & traveller sites	CS Policy H7
14: % of empty homes in the District (as measured through properties classified as long term vacant)	<b>Housing</b>	Housing need and supply	CS Policies SP6, SP7 & H1
15: Total amount of additional employment floorspace by type	<b>Economy</b>	Employment delivery	CS Policies SP9, EC1 & EC2
16: Total demand for employment land forecasted in the District until the end of the plan	<b>Economy</b>	Employment delivery	CS Policies SP9, EC1 & EC2
17: Employment land available by sector	<b>Economy</b>	Employment supply	CS Policies SP9, EC1 & EC2
18: Net change of employment land in Leeds	<b>Economy</b>	Changes to employment stock	CS Policies EC1, EC2 & EC3
19: Retail Land Supply / Total A1 (Retail) development in the District	<b>Economy</b>	Commercial & community uses	CS Policies SP2 & SP3
20: Total D2 (Leisure) development delivered in the District	<b>Economy</b>	Commercial & community uses	CS Policies SP2 & SP3
21: % of A1-A5, B1a, C1 and D1-D2 development within and on the edge of town and local centres	<b>Centres &amp; Neighbourhoods</b>	Town & Local Centres	CS Policies SP2, P2, P3, P4 & P5
22: % of development within and on the edge of town and local centres dividing between schemes of units larger or smaller than 372sqm	<b>Centres &amp; Neighbourhoods</b>	Town & Local Centres	CS Policies SP2, P1, P2, P3, P6 & P8
23: Provision of Infrastructure as outlined in CIL	<b>Built Environment &amp; Infrastructure</b>	Infrastructure delivery (CIL and Section 106)	CS Policies SP1 & ID2
24: Provision of Green Infrastructure and greenspace as obtained through development process and other sources	<b>Built Environment &amp; Infrastructure</b>	Infrastructure delivery (CIL and Section 106)	CS Policies SP13, ID2, G4 & G5
25: Amount of green space lost to redevelopment	<b>Natural Environment</b>	Green space	CS Policies G1, G4 & G5
26: Number of Conservation Area appraisals completed as a proportion of total Conservation Areas	<b>Historic Environment</b>	Heritage designations	CS Policies P11 and saved UDPR Policies N18a, N18b, N19, N20 & N22
27: Number of buildings noted as 'At Risk' on the 'At Risk Register'	<b>Historic Environment</b>	Heritage at risk	CS Policies P11 and saved UDPR Policies N14, N15, N16, N17, N28 & N29
28: Number of Listed Buildings demolished	<b>Historic Environment</b>	Heritage designations	CS Policies P11 and saved UDPR Policies N14
29: Total development in Regeneration Priority Areas	<b>Centres &amp; Neighbourhoods</b>	Regeneration Programme Priority Areas	CS Policies SP1, SP4 & SP5
30: Performance as measured by the Index of Multiple Deprivation	<b>Population &amp; Health</b>	Indices of Deprivation	CS Policies SP4 & SP5
31: Delivery of a City Centre park	<b>Centres &amp; Neighbourhoods</b>	City Centre	CS Policies SP3, CC1, CC2 & G5
	<b>Natural Environment</b>	Green space	
32: Accessibility of new dwellings to local services, employment, health, education and centres	<b>Transport &amp; Accessibility</b>	Public transport accessibility	CS Policies SP1 & T2
33: Public transport accessibility of new employment, health, education, leisure and retail developments	<b>Transport &amp; Accessibility</b>	Public transport accessibility	CS Policies SP1 & T2
34: The delivery of transport management priorities	<b>Transport &amp; Accessibility</b>	Transport infrastructure delivery	CS Policies SP11 & T1

35: Mode of travel to work	<b>Transport &amp; Accessibility</b>	Transport modal share	CS Policy T1
36: Expansion of the Leeds Core Cycle Network	<b>Transport &amp; Accessibility</b>	Transport infrastructure delivery	CS Policies SP11 & T1
37: Quality of existing Sites of Special Scientific Interest in Leeds	<b>Natural Environment</b>	Nature conservation	CS Policies SP1, G8 & G9
38: Increase in the amount of tree cover in the District	<b>Natural Environment</b>	Tree & woodland cover	CS Policies G1 and G2 & NRWLP Land 2
39: Planning permissions granted contrary to Environment Agency advice on flood risk and water quality	<b>Climate Change</b>	Flood risk	CS Policy EN5 and NRWLP Policies 3-6
	<b>Environmental Quality</b>	Water quality	NRWLP Policy Water 2 & 7
40: Delivery of the Leeds Flood Alleviation Scheme	<b>Climate Change</b>	Flood risk	CS Policies SP3 & EN5 and NRWLP Water 3-6
41: Air quality in Leeds	<b>Environmental Quality</b>	Air quality	CS Policy EN1 and NRWLP Policy Air 1
42: Renewable energy generation	<b>Climate Change</b>	Renewable energy	CS Policies EN3, EN4 and NRWLP Policies Energy 1-4
43: Production of primary land won aggregates	<b>Minerals &amp; Waste</b>	Minerals	CS Policy EN7 and NRWLP Policies 1-14
44: Capacity of new waste management facilities	<b>Minerals &amp; Waste</b>	Waste	CS Policy EN6 and NRWLP Policies 1-11
45: Amount of municipal waste arising and managed by waste stream	<b>Minerals &amp; Waste</b>	Waste	CS Policy EN6 and NRWLP Policies 1-11
NRWLP Minerals 1, 4 & 5: Amount of aggregate produced in line with the plan period provision in the NRW DPD	<b>Minerals &amp; Waste</b>	Minerals	CS Policy EN7 and NRWLP Policies 1-14
NRWLP Waste 1 & 3: Gap between capacity of existing facilities and forecasted arisings is met	<b>Minerals &amp; Waste</b>	Waste	CS Policy EN6 and NRWLP Policies 1 & 3
NRWLP Waste 3 & 6: Continued uptake of waste management other than landfilling	<b>Minerals &amp; Waste</b>	Waste	CS Policy EN6 and NRWLP Policies 3 & 6
NRWLP Energy: Ongoing annual progress towards meeting overall renewable energy capacity requirements within NRWLP Table 5.1	<b>Climate Change</b>	Renewable energy	CS Policies EN3 and NRWLP Policies Energy 1-4
NRWLP Air: Continued improvement of the District's air quality	<b>Environmental Quality</b>	Air quality	CS Policy EN1 and NRWLP Policy Air 1
NRWLP Water 1: Reduction in consumption of water per capita over the plan period	<b>Climate Change</b>	Water consumption	NRWLP Water 1
NRWLP Water 2 & 7 - Water quality of watercourses & sensitive water bodies are protected and applications are refused on grounds of water pollution	<b>Environmental Quality</b>	Water quality	NRWLP Policy Water 2 & 7
NRWLP Water 3-6: Ensure flood risk is managed, taking into account the effects of climate change	<b>Climate Change</b>	Flood risk	CS Policies SP3 & EN5 and NRWLP Water 3-6
Land 2: Protect and increase the amount of tree cover	<b>Natural Environment</b>	Tree & woodland cover	CS Policies G1 & G2 and NRWLP Land 2

## Summary of performance of sub-topics:

An indicative score (red, amber, green) has been provided for most of the sub-topics for performance against the short and long terms, wherever data has been made available and where performance can accurately be assessed and compared against. A grey score indicates where a scoring has not been possible. Short-term typically refers to comparisons with the previous year, and long term with the start of the Plan Period or when data was first available.

A summary of these scores is set out below, although caution should be noted when looking at these as these should be read alongside the justification given for these which are set out at the end of each of the sub-topic pages.

Topic	Sub-topic	AMR 2022/23 scoring	
		Short-term	Long-term
 <b>Housing</b>	Housing need & supply	Amber	Green
	Total housing delivery	Amber	Amber
	Housing delivery by area	Amber	Green
	Affordable housing	Amber	Red
	Housing mix	Amber	Amber
	Housing space standards	Green	N/A
	Older persons accommodation	Red	Amber
	Student accommodation & HMOs	Green	Green
	Gypsy and Traveller Sites	Red	Amber
 <b>Transport &amp; Accessibility</b>	Public transport accessibility	Amber	Amber
	Transport modal share	Green	Amber
	Transport infrastructure	N/A	N/A
 <b>Minerals &amp; Waste</b>	Minerals	Green	Amber
	Waste	Amber	Amber
 <b>Climate Change</b>	Carbon reduction	Amber	Green
	Energy efficiency	Green	Green
	Renewable energy	Green	Green
	Water consumption	Amber	N/A
	Flood risk	Green	Green
 <b>Natural Environment</b>	Green and blue infrastructure	N/A	N/A
	Green space	N/A	N/A
	Nature conservation designations	Amber	Amber
	Tree & woodland cover	Green	Green
	PROW	N/A	N/A
 <b>Environmental Quality</b>	Air quality	Amber	Green
	Water quality	Amber	Red
	Light pollution	Green	Green
 <b>Built Environment &amp; Infrastructure</b>	Urban design	N/A	N/A
	Infrastructure delivery	Green	Green
 <b>Population &amp; Health</b>	Population characteristics	N/A	N/A
	Indices of Deprivation	Amber	Red
	Health outcomes	Amber	N/A
	Well being indicators	Green	Green
	Social progress	Red	Amber
 <b>Centres &amp; Neighbourhoods</b>	Town and Local Centres	Green	Green
	City Centre	Amber	Amber
	Regeneration Programme Priority Areas	N/A	N/A
	Aire Valley Leeds	Amber	Red



 <b>Economy</b>	Employment delivery	Green	Red
	Employment supply	Amber	Amber
	Changes to employment land / premises	Amber	Amber
	Commercial & community uses	Amber	Amber
	Tourism & visitor economy	Green	Amber
	Socio-economic indicators	Green	Green
 <b>Historic Environment</b>	Heritage designations	Amber	Amber
	Heritage at risk	Green	Green
	Local list	N/A	N/A



# Housing

## Housing need and supply

Performance against target

Short Term

Long Term

### Relevant Monitoring Indicators:

- Indicator 3: Net additional dwellings (new and converted units) by Settlement Hierarchy
- Indicator 4: Net additional dwellings (new and converted units) by HMCA
- Indicator 6: Five-year supply of housing sites and the long term housing trajectory
- Indicator 14: % of empty homes in the District (as measured through properties classified as long term vacant)

### Relevant Local Plan Policies:

- Policy SP6: The Housing Requirement and Allocation of Housing Land
- Policy SP7: Distribution of Housing Land and Allocations

### Targets:

- For housing development to meet the broad spatial distribution patterns outlined in SP7 (Settlement Hierarchy and HMCAs)
- Increases in supply to meet requirements and maintain five-year housing land supply
- Reduction in number of long-term empty properties

### Triggers / Interventions:

- Bring forward further supply identified in the next phase of the SAP (and/or SHLAA) to achieve a five-year supply
- Ensure appropriate housing churn is achieved and new housing is having a positive impact on vacancy rates

## Context

### Housing requirements

The Core Strategy was amended in September 2019 by the adoption of the Core Strategy Selective Review which included a new housing requirement of 51,952 (net) between 2017 and 2033. This is the amount of housing Leeds needs to build, and equates to 3,247 dwellings per annum.

## Housing stock and completions

### Current Position (2022/23)

The 2023 Strategic Housing Land Availability Assessment (SHLAA) considered 1,127 sites with a total capacity of 196,810 dwellings. Of these, 377 sites are considered to be suitable, available and achievable contributing a total of 42,288 units to the identified supply from SHLAA sites from 1 April 2023 to 31 March 2033. The table below shows a rolling trajectory of deliverable supply from available and achievable sites that is updated on an annual basis.

Type	Sites	Units
Under construction	129	13,447
Site with detailed planning permission	91	15,738
Site with outline planning permission	15	3,917
Allocated site without planning permission	140	9,186
Unallocated site without planning permission	752	0
<b>TOTAL</b>	<b>1,127</b>	<b>42,288</b>

Source: LCC Data & Intelligence Monitoring

Overall supply remains extremely healthy and prospects for delivery for this year are promising with large sites in and around the city centre set to complete. Over 100 sites remain active across the city including schemes that will contribute significantly to completions.

### Trends

The number of homes being completed decreased in 2022/23, and was the lowest in the last five years. However, the number of units outstanding in planning permissions remain high and have in fact increased year-on-year across the medium term. Only 8% of these with permissions have been completed in the last year, the lowest figure across the long term.

<b>Table H2: New homes completed and outstanding capacity at year end; 2012 and 2019-2023</b>			
<b>Year</b>	<b>New homes delivered</b>	<b>Outstanding planning permissions</b>	<b>Delivery as a % of outstanding planning permissions</b>
2012	2,032	22,061	9.2%
2019	3,215	24,896	12.9%
2020	3,386	28,931	11.7%
2021	3,009	31,187	9.6%
2022	3,289	31,262	10.5%
<b>2023</b>	<b>2,703</b>	<b>33,679</b>	<b>8.0%</b>

*Source: LCC Data & Intelligence Monitoring*

## **Vacant properties**

### ***Current Position (2022/23)***

5,200 properties in Leeds have been classified as 'long term vacant' as classified within the Council Tax Register, equating to 1.4% of all properties in Leeds. This is up from 1.2% from the previous year, indicating a slight increase in the number and proportion of vacant properties across the District.

<b>Table H3: Empty homes in Leeds (as measured through properties classified as long term vacant); as of March 2023</b>	
<b>Property type</b>	<b>Total</b>
Number of properties	369,962
Number of empty properties	5,200
<b>% OF EMPTY HOMES</b>	<b>1.4%</b>

*Source: LCC Council Tax Register*

## **Overall performance against target**

A green score has been given over the long-term reflecting a healthy supply of land with planning permissions and site allocations and a relatively low proportion of empty properties, although an amber score has been given over the short term given recent decreases in the delivery of new homes and a slight increase in the number of vacant properties.



# Housing

## Total housing delivery

Performance against target

Short Term

Long Term

### Relevant Monitoring Indicators:

- Indicator 3 - Net additional dwellings (new and converted units) by Settlement Hierarchy
- Indicator 4 - Net additional dwellings (new and converted units) by HMCA
- Indicator 5 - New and converted housing units on Previously Developed Land
- Indicator 7 - Housing completions (new and converted units) by land type
- Indicator 8 - Density of new housing sites

### Relevant Local Plan Policies:

- Policy SP6: The Housing Requirement and Allocation of Housing Land
- Policy SP7: Distribution of Housing Land and Allocations
- Policy H1: Managed Release of Sites
- Policy H2: New Housing Development on Non-Allocated Sites
- Policy H8: Housing for Independent Living

### Targets:

- 55% of all new housing development on previously developed land
- Increases in supply to meet requirements and maintain five-year housing land supply
- Achieve housing densities as per Policy H3
- Reduction in number of long-term empty properties

### Triggers / Interventions:

- Review land release and resist further greenfield land release if PDL targets are not being met
- Significant deficit of delivery against net additional dwellings requirement

## Context

### Total housing requirement

The Core Strategy (2019) sets an overall housing requirement in Policy SP6 and seeks to distribute housing delivery in line with the spatial strategy through Policy SP7, so that all parts of Leeds have the advantage of new homes to meet local needs and the major settlements fulfil their role as a prime focus for growth.

## Total housing completions

### Current Position (2022/23)

Final net performance against the Core Strategy target for 2022/23 is 2,703 in total, representing 544 units under target. The real issue for delivery in 2022/23 has been the construction timeframe, which usually means completions are translated from construction starting 24-36 months previous, which was the lockdown period when new site commencements dropped to almost zero. Therefore, there was a lack of large schemes coming to completion for the current period.

Year	Core Strategy Policy SP6	Type			Demolitions	Total	Delivery against target
		New and net converted units	Empty homes	Older persons housing (C2)			
2017/18	3,247	2,289	-18	68	-6	2,333	-914
2018/19	3,247	3,430	0	94	-3	3,521	274
2019/20	3,247	3,333	0	58	-5	3,386	139
2020/21	3,247	2,950	0	66	-7	3,009	-238
2021/22	3,247	3,264	0	51	-26	3,289	42
2022/23	3,247	2,704	0	6	-7	2,703	-544
TOTAL	19,482	17,970	-18	343	-54	18,241	-1,241

Source: LCC Data & Intelligence Monitoring

## Completions by land type

Completions remain overwhelmingly on previously developed land which is reflective of the Council's overall strategy for sustainable growth focused in the City Centre and Main Urban Area. The strategy gains support from the NPPF and recognises that a range of tools and solutions are necessary to stimulate delivery on brownfield sites. However, this is the lowest proportion seen for brownfield completions, which could be explained by additional site constraints which need to be addressed for brownfield sites and which was further exacerbated by construction delays due to Covid-19.

Year	Brownfield			Greenfield			Total (gross)
	Approved	Completed	% Delivery*	Approved	Completed	% Delivery*	
2017/18	5,377	1,727	75.4%	2,283	562	24.6%	2,289
2018/19	8,300	2,741	79.9%	1,303	689	20.1%	3,430
2019/20	2,818	2,584	77.5%	901	749	22.5%	3,333
2020/21	6,259	2,358	79.9%	941	592	20.1%	2,950
2021/22	5,561	2,562	78.5%	2,241	702	21.5%	3,264
<b>2022/23</b>	<b>6,743</b>	<b>1,651</b>	<b>61%</b>	<b>4,219</b>	<b>1,052</b>	<b>39%</b>	<b>2,704</b>

\*Gross building new and converted (not including care homes and empty properties/demolitions)

Source: LCC Data & Intelligence Monitoring

## Housing density

### Current Position (2022/23)

Increasing delivery rates is particularly important on larger sites, where nationally it is acknowledged that slow build out rates are a barrier to addressing housing needs. To ensure the timely build out of large sites and overall high-quality development, it is essential that a wide diversity of homes are provided across large development sites in terms of type, size, style, design and tenure.

The City Centre continues to provide the highest density developments with an average density of 432 units per hectare, followed by fringe urban areas, other urban areas, and then smaller settlements, broadly aligning with the Core Strategy. However, whilst density targets were exceeded for most of these areas, densities for smaller settlements fell short of the 30 units/ha target set out in the Core Strategy.

### Trends

The average densities across the last five years have exceeded Core Strategy targets for all areas, with the exception of smaller settlements, with only 2019/20 having met this target in the last five years. City Centre densities has exceeded targets eight-fold, and over doubled for other and fringe urban areas. There is therefore a need to ensure that planning applications for new residential developments within smaller settlements achieve slightly higher densities in line with planning policy targets.

Period	City Centre and fringe	Other urban Area	Fringe urban areas	Smaller Settlements
2013/14	292.9	64.8	41.9	22.9
2018/19	473.3	103.6	81.1	23.3
2019/20	441.6	90.8	86.5	45.2
2020/21	475.0	93.8	51.1	23.2
2021/22	992.6	124.6	79.6	22.3
<b>2022/23</b>	<b>432.4</b>	<b>81.3</b>	<b>89.9</b>	<b>18.9</b>
<b>FIVE-YEAR AVERAGE</b>	<b>563.0</b>	<b>98.8</b>	<b>77.6</b>	<b>26.6</b>
<i>Core Strategy Policy H3 target minimum</i>	<i>65</i>	<i>40</i>	<i>35</i>	<i>30</i>

Source: LCC Data & Intelligence Monitoring

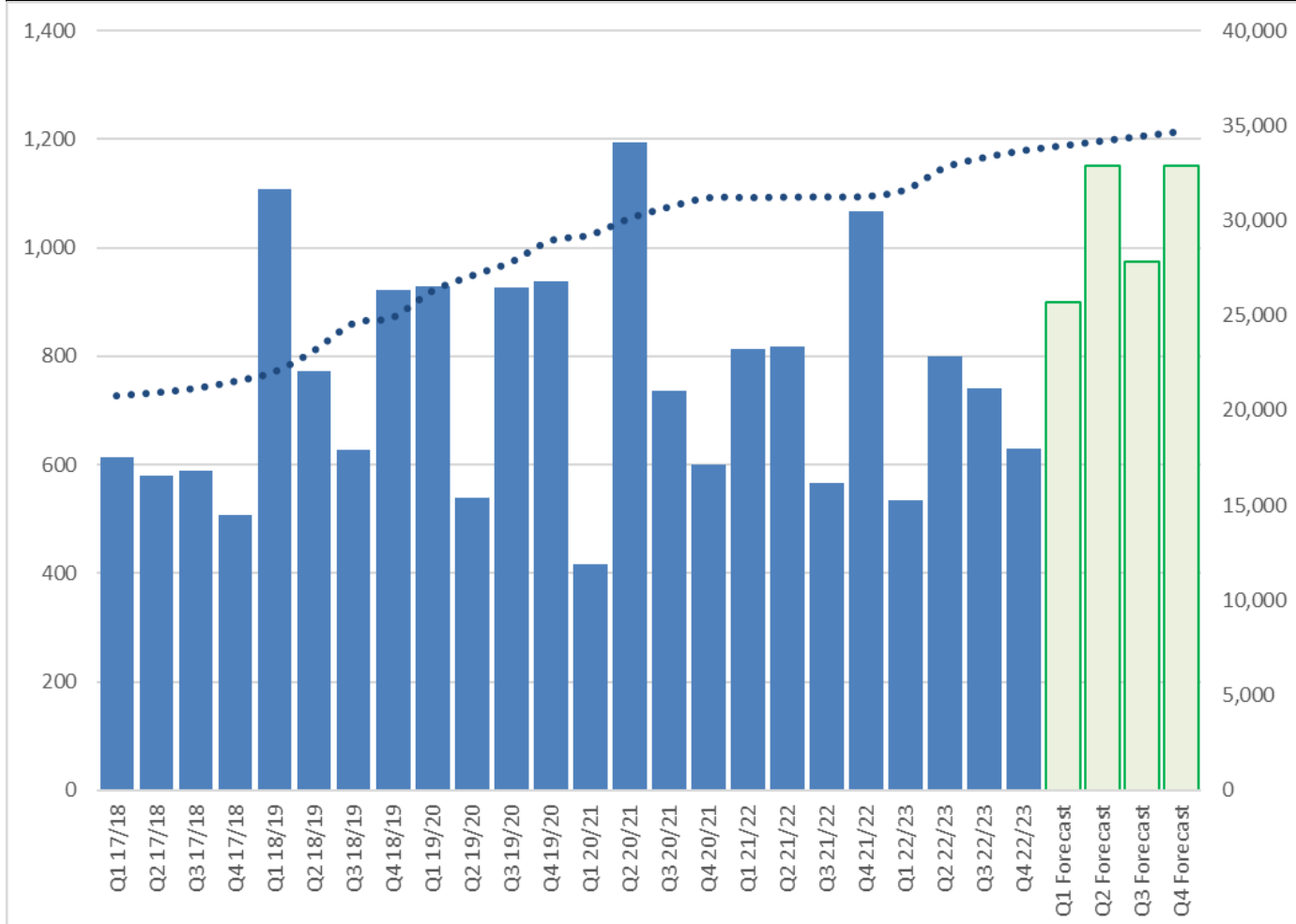
## Housing delivery and stock of planning permissions

### Current Position (2022/23)

The following chart shows quarterly delivery of new homes (bar charts against left-hand scale) and outstanding supply of planning permissions since 2017 (dotted line against right-hand scale). This shows:

- Outstanding capacity for over 35,000 new homes under construction or with planning permission ready to start on site.
- New record level of planning approvals granted in 2022/23 of 10,955 homes.
- Over half of all new homes completed in last 3 years in the city centre and inner area.
- Of 370 sites approved since 1 April 2018, 46% have been implemented.
- Over 100 sites remain under construction across all locations and markets in the city including those in the city centre expected to be completed in the next 12-18 months.
- Recent promising signs of greater levels of activity outside of the city centre with commencements at Skelton Gate and Leeds Road in Collingham.
- This represents a healthy pipeline of sites to contribute to delivery of new homes to the end of 2027/28 and beyond.

**Chart H1: Delivery of homes against outstanding planning permissions; 2017-2024**



Source: LCC Data & Intelligence Monitoring

However, recent changes in the market, interest rate increases and mortgage availability may have an impact on volume housebuilders sales market in the coming years, with a number already closing offices/ divisions following sales slowdown. As a result, we are anticipating seeing the impact of these factors in completions over the next 2/3 years as sites develop at a slower build out rate or are not progressed.

**Overall performance against target**

An amber score has been given for the short and long-term reflecting the mixed picture on delivery against the Core Strategy requirements including a small overall deficit for the plan period set against a healthy supply of planning permission which is expected to facilitate improved delivery in forthcoming years.



# Housing

## Housing delivery by area



### Relevant Monitoring Indicators:

- Indicator 1: % of development activity to the south of the river in the City Centre as compared to north of the river
- Indicator 3: Net additional dwellings (new and converted units) by Settlement Hierarchy
- Indicator 4: Net additional dwellings (new and converted units) by HMCA
- Indicator 4a: Net additional dwellings (new and converted units) in Aire Valley

### Relevant Local Plan Policies:

- Policy SP1: Location of new development
- Policy SP3: Role of Leeds City Centre
- Policy SP6: The Housing Requirement and Allocation of Housing Land
- Policy SP7: Distribution of Housing Land and Allocations

### Targets:

- For housing development to meet the broad spatial distribution pattern outlined in Spatial Policy 7: Distribution of housing land and allocations

### Triggers / Interventions:

- In the case of over provision / under provision in any one area, limit / promote permissions or adjust the phased release of allocated sites until an appropriate balance is maintained

## Context

### *Housing distribution*

The Site Allocations Plan saw the comprehensive release of a range of sites across the 11 Housing Market Characteristic Areas (HMCAs). Policy SP7 of the Core Strategy sets the distribution of the housing requirement in Policy SP6. The oversupply of housing allocations in the City Centre and Inner Areas when measured against the indicative targets of Policy SP7 was characteristic of the Site Allocations Plan. It meets needs in the most sustainable locations, is in line with the inclusive growth strategy objectives of locating homes close to jobs, especially in the priority areas and aligned with programmes for city centre growth such as the South Bank.

Core Strategy Policy SP6 also notes that the identification of dwellings is guided by the settlement hierarchy. This is contained in Policy SP1 of the Core Strategy, which among other things notes that the largest amount of development will be located within the Main Urban Area and Major Settlements, previously developed land within the Main Urban Area or relevant Settlement, suitable infill sites and lastly, sustainable extensions to the Main Urban Area or Settlement.

## Housing completions by HMCA

### *Current Position (2022/23)*

Table H7 sets out the distribution of housing delivery by HMCA areas which were identified within the SAP. The Inner Area (the outlying neighbourhoods which surround the City Centre) makes up the highest proportion of housing delivery with 832 net dwellings (31%), followed by Outer South West with 345 net dwellings (13%) and North Leeds with 289 net dwellings (11%). On the lower end, Aireborough provides just 1% of total net dwellings and Outer South provides 0% with 7 net dwellings.

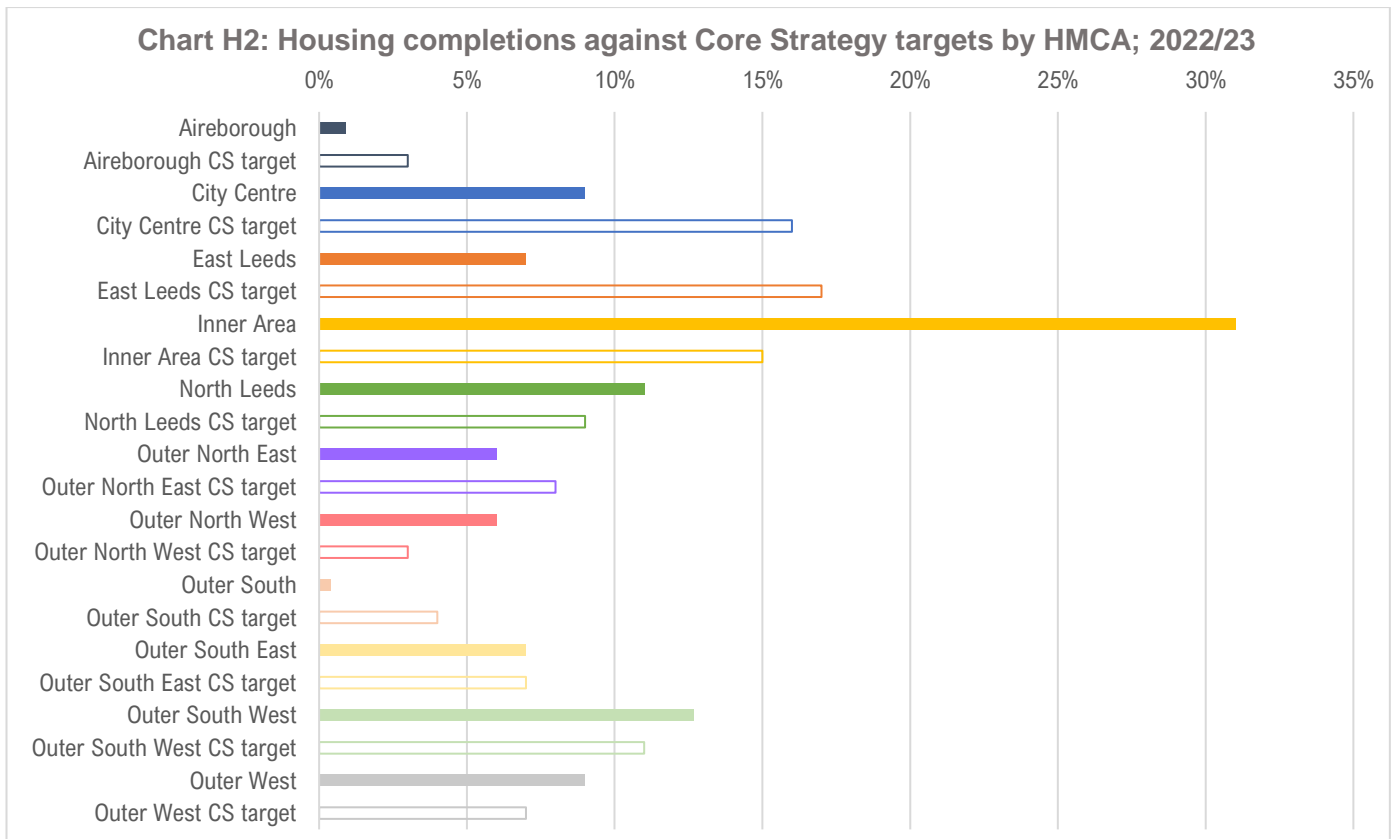
Comparing this against targets set out within the Core Strategy, the Inner Area far exceeds the target proportion alongside Outer North West. North Leeds, Outer North East, Outer South East, Outer South West and Outer West broadly aligns with these target proportions, with Aireborough, City Centre, East Leeds and Outer South falling significantly short of targets. This is best illustrated in Chart H4 below.

**Table H7: Housing completions by HMCA; 2022/23**

Location	Core Strategy Policy SP7 (excluding windfall)	%	Total housing gain (gross)	Demolished and/or lost units	Total change (net)	% of Total change (net)
Aireborough	1,558	3%	20	1	19	1%
City Centre	8,312	16%	249	0	249	9%
East Leeds	8,832	17%	196	0	196	7%
Inner Area	7,793	15%	832	0	832	31%
North Leeds	4,676	9%	293	4	289	11%
Outer North East	4,156	8%	152	1	151	6%
Outer North West	1,558	3%	173	0	173	6%
Outer South	2,078	4%	8	1	7	0%
Outer South East	3,637	7%	201	0	201	7%
Outer South West	5,715	11%	345	0	345	13%
Outer West	3,637	7%	241	0	241	9%

Source: LCC Data & Intelligence Monitoring

**Chart H2: Housing completions against Core Strategy targets by HMCA; 2022/23**



Source: LCC Data & Intelligence Monitoring

## **Housing completions by settlement hierarchy**

### **Current Position (2022/23)**

The Main Urban Area continues to deliver the majority of housing developments across the District, with over half of the homes completed in the current year being located in this area. 10% was located within the City Centre, 6% in Major Settlements, 5% within Smaller Settlements, and a significant portion (27%) having been delivered within villages, rural land or outside of the hierarchy.



**Table H8: Housing completions by settlement hierarchy; 2022/23**

Location	Total housing gain (gross)	Demolished and/or lost units	Total change (net)	% of total change (net)
<b>Main Urban Area (outside City Centre)</b>	<b>1,416</b>	<b>7</b>	<b>1,409</b>	<b>52%</b>
<b>City Centre</b>	<b>264</b>	<b>0</b>	<b>264</b>	<b>10%</b>
<b>Major Settlements</b>	<b>160</b>	<b>0</b>	<b>160</b>	<b>6%</b>
<i>Garforth</i>	<i>43</i>	<i>0</i>	<i>43</i>	<i>2%</i>
<i>Guiseley/Yeadon/Rawdon</i>	<i>18</i>	<i>0</i>	<i>18</i>	<i>1%</i>
<i>Morley</i>	<i>88</i>	<i>0</i>	<i>88</i>	<i>3%</i>
<i>Otley</i>	<i>1</i>	<i>0</i>	<i>1</i>	<i>0%</i>
<i>Rothwell</i>	<i>5</i>	<i>0</i>	<i>5</i>	<i>0%</i>
<i>Wetherby</i>	<i>5</i>	<i>0</i>	<i>5</i>	<i>0%</i>
<b>Smaller Settlements</b>	<b>136</b>	<b>0</b>	<b>136</b>	<b>5%</b>
<b>Villages/Rural/Outside Hierarchy</b>	<b>734</b>	<b>0</b>	<b>734</b>	<b>27%</b>
<b>TOTAL</b>	<b>2,710</b>	<b>7</b>	<b>2,703</b>	<b>100%</b>

Source: LCC Data & Intelligence Monitoring

### **Overall performance against target**

A green score has been given over the long-term reflecting the continued focus of new development in sustainable locations, although an amber score has been given for the short term with a recent decrease having been seen for completions in the City Centre and increase within villages or outside of the Settlement Hierarchy.



# Housing

## Affordable housing

Performance against target

Short Term

Long Term

### Relevant Monitoring Indicators:

- Indicator 10: Gross affordable housing completions

### Relevant Local Plan Policies:

- Policy SP1: Location of new development
- Policy H5: Affordable Housing

### Targets:

- SHMA identifies need for 1,230 affordable units per annum (but does not set a plan target)
- For housing development to meet the broad targets set out in Policy H5: Affordable Housing

### Triggers / Interventions:

- Review SHMA, Economic Viability Study and Economic Viability Assessment as necessary dependant on achievability of targets and changes to the key inputs e.g. state of the housing market / economy.
- To review alternative delivery options, such as obtaining grants, to enable affordable housing

## Context

### Affordable housing

The Strategic Housing Market Assessment (2017) identified an annual need of 1,230 affordable dwellings across Leeds (on year requirements + backlog) which is not being met. There is very limited scope to increase the % targets for delivery through planning obligations (S106) therefore other methods (which currently deliver about 75% of affordable homes) need to be maximised. These are also influenced by factors outside the control of the planning system i.e. grant funding to Registered Providers.

## Affordable housing completions

### Current Position (2022/23)

A total of 633 affordable homes were delivered in 2022/23, with the majority delivered through grant assisted schemes.

### Trends

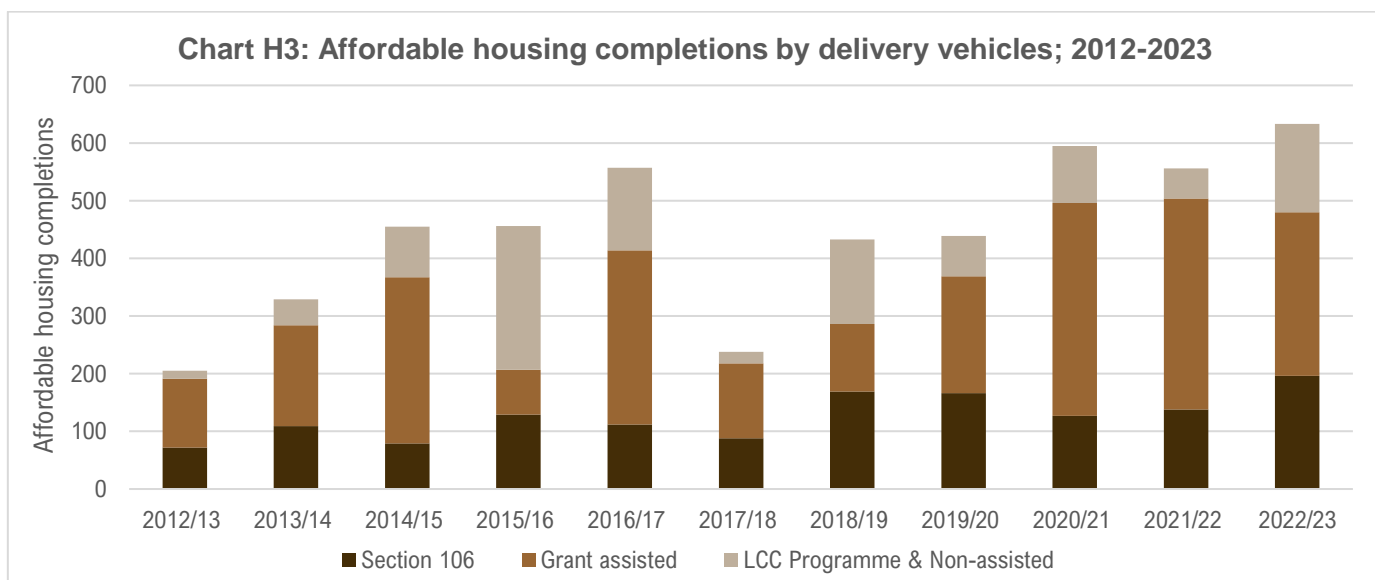
The current year has seen the highest affordable home completions since 2012, following a general trend of increasing affordable homes completions since 2017/18. A total of 4,896 affordable homes have been delivered across the Plan Period, with just under 50% of these being through grant assisted schemes, 28% through Section 106 implementations, and 22% through Council-led schemes.

The recent increases in affordable housing delivery shows some positive signs, and jointly reflects a) partnership work via the Affordable Housing Growth Partnership Action Plan (the culmination of engagement with the Affordable Housing sector between 2021 and 2022 through a series of 1-to-1 discussions through the Council's Affordable Housing Delivery Group, which is made up of Registered Provider partners, b) regeneration programmes, c) Section 106 spending, and d) schemes across the District which has sought to improve this delivery, with longer term work in progress as part of reviewing and updating the spatial and housing policy approach for Leeds Local Plan 2040.

**Table H9: Affordable housing completions by delivery vehicles; 2012/13 and 2018-2023**

Period	Section 106	Grant assisted	LCC Programme & Non-assisted	Total
2012/13	72	119	14	205
2018/19	169	117	147	433
2019/20	166	203	70	439
2020/21	127	369	99	595
2021/22	138	366	52	556
2022/23	196	284	153	633
<b>TOTAL</b>	<b>1,385</b>	<b>2,431</b>	<b>1,080</b>	<b>4,896</b>

Source: LCC Data & Intelligence Monitoring



Source: LCC Data & Intelligence Monitoring

Table H10 shows the affordable housing completions by tenure type. The highest proportion in 2022/23 was for affordable rent (41%), followed by social rent (34%) and shared ownership (22%), with some affordable completions through rent to buy, sub-market rent and for the first time, two First Homes completions.

Tenure	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23
Social Rent	14	201	129	183	286	217
Affordable Rent	67	140	157	206	174	261
Shared Ownership	25	59	152	192	85	138
Mixed	132	174	15	0	1	0
Sub Market Rent	0	4	0	9	0	7
Shared Equity	0	0	0	0	0	0
Rent to Buy	0	0	0	3	10	8
Intermediate Rent	0	0	0	2	0	0
First Homes	0	0	0	0	0	2
<b>TOTAL</b>	<b>238</b>	<b>578</b>	<b>453</b>	<b>595</b>	<b>556</b>	<b>633</b>

Source: LCC Data & Intelligence Monitoring

### **Overall performance against target**

An amber score has been given for the short-term reflecting improved delivery of affordable housing in recent years and a pipeline of schemes that should be able to maintain this upward trend, but noting that this still falls short of the level of need identified in the SHMA. A red score has been given over the longer term due to the challenges to deliver increased levels of affordable homes to meet identified needs; including the considerable uncertainty over the availability of grant funding for affordable homes and the continual losses of affordable housing stock in the District through the Right to Buy.

An updated Strategic Housing Market Assessment will assess needs in terms of numbers, type, size, tenure, location and review affordable housing policy to maximise delivery to meet updated needs, which will be reflected as part of Leeds Local Plan 2040.



# Housing

## Housing mix

Performance against target	Short Term	Long Term
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### Relevant Monitoring Indicators:

- Indicator 9: Mix of net housing (new and converted units) delivered each year by housing type and number of bedrooms

### Relevant Local Plan Policies:

- Policy H4: Housing Mix

### Targets:

- For housing development to meet the preferred housing mix as set out in Table H4

### Triggers / Interventions:

- Where targets in Table H4 are not being met over a number of years (average over previous 3-5 years), review housing mix policy against current and projected population demands to ensure policy is still relevant. If the policy is found to still be relevant, the Council will encourage developments to help address the problem through the planning application stage. Refusals of planning applications may be required if they do not meet the mix.

## Context

### Housing mix targets

Core Strategy Policy H4 guides housing mix and requires that “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”. Targets for house type and number of bedrooms are not set in Policy H4 itself but are illustrated in the introductory text and there is a target for 60% of homes to be 1 and 2 bed and 40% of homes to be 3 and 4 bed with a range to allow for some flexibility. This is in response to demographic changes and the rise of single person households (Core Strategy para 5.2.10) and notes that the focus is not primarily on family housing.

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. Monitoring of current Core Strategy policy reveals an over provision of 1 and 4+ bedroom properties and an under provision of 2- and 3-bedroom homes. This is reflection of the current land supply which is heavily skewed to 1 bed flats in the city centre and any sites in the outer areas providing large homes of 4+ bedrooms.

## Housing completions by housing type

### Current Position (2022/23)

Out of the 2,704 new dwellings constructed in 2022/23, 34% of these were for flats and 66% were for houses – split down further by 29% terraced, 21% semi-detached and 15% detached. This represents a slight oversupply of flats and undersupply of houses as set out in Policy H4.

Completions	Flat and apartments	Housing units (includes bungalows)			Total
		Terrace	Semi-detached	Detached	
Units completed	926	789	573	416	2,704
Proportion of units	34%	29%	21%	15%	100%
<i>Core Strategy Policy H4 target</i>	25%	75%			100%

Source: LCC Data & Intelligence Monitoring

## Trends

The current year has seen the closest alignment to the targets set out in Policy H4 over the current Plan Period, showing recent progress towards this indicator. 2020/21 saw a peak in delivery of flats (60%) and low of houses (40%), with this remaining similar last year, with the five-year average representing a near equal split in delivery of flats and houses indicating somewhat poorer progress against the longer term.

Year	Flats and apartments	Housing units (includes bungalows)			Total
		Terrace	Semi Detached	Detached	
2017/18	1,050	502	326	411	2,289
2018/19	1,813	633	527	457	3,430
2019/20	1,862	668	443	360	3,333
2020/21	1,814	516	336	343	3,009
2021/22	1,899	680	375	310	3,264
<b>2022/23</b>	<b>926</b>	<b>789</b>	<b>573</b>	<b>416</b>	<b>2,704</b>
<b>TOTAL</b>	<b>9,364</b>	<b>3,788</b>	<b>2,580</b>	<b>2,297</b>	<b>18,029</b>
	<b>64%</b>		<b>36%</b>		<b>100%</b>
<b>FIVE-YEAR AVERAGE</b>	<b>53%</b>	<b>21%</b>	<b>14%</b>	<b>12%</b>	<b>100%</b>
			<b>47%</b>		
<i>Core Strategy Policy H4 target</i>	25%		75%		100%

Source: LCC Data & Intelligence Monitoring

## Housing completions by number of bedrooms

### **Current Position (2022/23)**

The highest proportion of houses constructed in 2022/23 were for 3-bedroom dwellings (36%) and 4+-bedroom dwellings (27%) which were predominantly houses, and 19% being for 2-bedroom and 18% 1-bedroom dwellings which were predominantly flats. This represents a considerable oversupply of four bedroom properties across the District, a slight oversupply of one and two bedroom properties and a significant undersupply of two bedroom properties against targets set out in Policy H4.

Table H14 sets out this split just for the City Centre, with the majority being delivered for one-bedroom properties (48%), followed by three-bedroom properties (25%), two-bedroom properties (16%) and four-bedroom properties (11%). This represents a significant oversupply of one-bedroom properties and undersupply of two-bedroom properties against City Centre targets set out in Policy H4, with closer alignment to the targets for three and four bedroom properties.

Type	1	2	3	4+	Total
Flats/Apartments	468	316	83	59	926
Houses/Bungalows	16	198	896	668	1,778
<b>TOTAL</b>	<b>484</b>	<b>514</b>	<b>979</b>	<b>727</b>	<b>2,704</b>
	<b>17.9%</b>	<b>19.0%</b>	<b>36.2%</b>	<b>26.9%</b>	<b>100%</b>
<i>Core Strategy H4 target</i>	10%	50%	30%	10%	100%

Source: LCC Data & Intelligence Monitoring

## Trends

Across the District, the current period has seen the lowest delivery and closest alignment for one-bedroom properties since 2012, with increases also having been seen for three and four bedroom properties. After an increase in the proportion of two bedroom properties last year which aligned closely with Policy H4 targets, this decreased significantly in 2022/23.

There has been substantial changes in the delivery of City Centre housing by bedrooms, although with a continued and sustained over delivery of one bedroom properties, and under delivery of all other bedrooms, particularly two and three bedroom properties. There has been a recent increase in the proportion of three and four bedroom properties being delivered, closely aligning with targets, and decreases to the proportion of one bedroom properties better reflecting targets, but still with low delivery of two bedroom properties. This is reflected in the trend for the five year average.

Table H14: Proportion of housing approvals by number of bedrooms; 2012 and 2018-2023								
Year	Total Leeds District				Leeds City Centre			
	Number of bedrooms				Number of bedrooms			
	1	2	3	4+	1	2	3	4+
2012/13	22%	27%	25%	26%	78%	4%	18%	0%
2018/19	34%	27%	21%	18%	44%	36%	15%	5%
2019/20	34%	29%	14%	23%	72%	25%	3%	0%
2020/21	61%	22%	11%	6%	85%	11%	3%	0%
2021/22	40%	32%	10%	17%	62%	29%	1%	8%
<b>2022/23</b>	18%	19%	36%	27%	48%	16%	25%	11%
<b>FIVE-YEAR AVERAGE</b>	<b>37%</b>	<b>26%</b>	<b>19%</b>	<b>18%</b>	<b>62%</b>	<b>23%</b>	<b>9%</b>	<b>6%</b>
<i>Core Strategy Policy H4 target</i>	10%	50%	30%	10%	10%	50%	30%	10%

Source: LCC Data & Intelligence Monitoring

### **Overall performance against target**

An amber score has been given over the short term and long term. This reflects the delivery of a range of house types and sizes in 2022/23 and over the previous five years but noting an over provision of 1 and 4+ bedroom properties and an under provision of 2- and 3-bedroom homes against Core Strategy targets.

### Relevant Monitoring Indicators:

- No relevant monitoring indicators

### Relevant Local Plan Policies:

- Policy H9: Minimum Space Standards
- Policy H10: Accessible Housing Standards

### Targets:

- 30% of dwellings meet the requirements of M4(2) 'accessible and adaptable dwellings' of Part M Volume 1 of the Building Regulations.
- "2% of dwellings meet the requirement of M4(3) 'wheelchair user dwellings' of Part M volume 1 of the Building Regulations."

### Triggers / Interventions:

- Delivery of M4(2) or M4(3) dwellings is below target requirement

## Accessible housing standards

### *Current Position (2022/23)*

Monitoring of approvals for planning permission reveals that Policy H10 targets for both M4(2) 'accessible and adaptable dwellings' and M4(3) 'wheelchair user dwellings' are currently being met. This relates to recording of liable schemes for the development of new dwellings of 2 or more dwellings (new build developments only - excludes conversions, change of use, care homes and student accommodation).

Table H15: Proportion of housing approvals by accessibility standards; 2022/23				
Year	M4(2) Number	M4(2) %	M4(3) Number	M4(3) %
2022/23	4,413	40.9%	210	2.2%
22/23 Quarter	M4(2) Number	M4(2) %	M4(3) Number	M4(3) %
Q1	284	30.1%	18	1.9%
Q2	2,553	49.1%	106	2.0%
Q3	1,005	50.2%	46	2.3%
Q4	571	34.2%	40	2.4%

Source: LCC Data & Intelligence Monitoring

## Overall performance against target

A green score has been given for the short term as both M4(2) and M4(3) accessible dwellings approvals exceeded the Core Strategy requirement set out in Policy H10 for the current period. Data is unavailable for previous years so no scoring has been provided over the long term.



# Housing

## Older persons accommodation

Performance against target

Short Term

Long Term

### Relevant Monitoring Indicators:

- Indicator 11: Total number of C2 housing units delivered per annum

### Relevant Local Plan Policies:

- Policy H4: Housing Mix
- Policy H8: Housing for Independent Living

### Targets:

- No set targets

### Triggers / Interventions:

- No set triggers or interventions

## Context

### C2 housing

Ageing population requires the Council to understand the need for older persons accommodation through the provision of extra care housing, supported living and care homes. The NPPF requires local planning authorities to assess need for of extra care accommodation for older people.

There is evidence to support a programme of accommodation delivery to help meet the needs of older people and those with disabilities. Although most older people want to remain in their own home with support when needed, there is a need to diversify options available to older people wanting to move to more appropriate accommodation.

Currently there are around 16,159 units of specialist older person accommodation comprising 10,262 specialist older accommodation (C3 planning use class) such as retirement housing, 1,229 Extra Care units (C2 use class) and 4,668 bedspaces in residential care settings (C2 use class).

## C2 housing completions

### Current Position (2022/23)

Six C2 housing units were completed in 2022/23, representing twelve new bedrooms.

### Trends

The current period represents a significant decrease in the delivery of older persons accommodation, seeing a decrease of 88% in the number of C2 units from the previous year. This is likely attributed to stalled and delaying of construction of the majority of sites in Leeds as a result of Covid-19 and the associated lockdowns. After seeing year-on-year increases in the rolling average (with the exception of 2020/21 which saw a slight decrease), the rolling average for the current period has significantly decreased. Levels of delivery have increased significantly from 2012.

Year	Bedrooms	No of C2 units	Rolling 5-year average
2012/13	116	58	-
2018/19	376	188	61.2
2019/20	116	58	66.4
2020/21	264	132	66.2
2021/22	102	51	67.4
2022/23	12	6	55.0

Source: LCC Data & Intelligence Monitoring

## Overall performance against target

A red score has given for the short term reflecting the lower level of delivery in 2022/23 (12 units) compared to the previous five years (average 55 per annum). An amber score has been given over the longer term which reflect consistent delivery of older persons accommodation over the last 5 years but uncertainty over whether this addresses the critical need to provide this type of accommodation to support the needs a growing older population in Leeds.



### Relevant Monitoring Indicators:

- Indicator 11b: Total number of student housing units

### Relevant Local Plan Policies:

- Policy SP6: The Housing Requirement and Allocation of Housing Land
- Policy H1: Managed Release of Sites
- Policy H6: Houses in Multiple Occupation (HMOs), Student Accommodation and Flat Conversion

### Targets:

- An increasing number of purpose-built accommodation to free up existing housing stock for non-students

### Triggers / Interventions:

- Where there is a decreasing number of purpose built accommodation, application of the policy will be evaluated to see whether it is unduly restricting delivery / sufficient opportunities for purpose build accommodation exist

## Context

### Student accommodation in Leeds

In mapping student housing supply and demand in Leeds, the research provides an evidence-based assessment of the size, shape, profile and distribution of the local student housing market in 2022/23. Between 2014/15 and 2022/23 full-time student numbers grew by 9,522, up from 50,491 to 60,013. Information on future student projections suggests further growth of 4,061 additional students between 2022/23 and 2027/28.

Over the period 2014/15 to 2022/23, purpose-built student accommodation (PBSA) bed spaces increased by 5,030 units. A further 7,663 bed spaces have been granted planning permission, although it can't be assumed that all of these schemes will be delivered. Nevertheless, it can be seen that the number of additional PBSA bedspaces over this period will broadly match the number of additional students in the city. Between 2022/23 and 2027/28 a further 2,462 additional bed spaces are anticipated to come into commission – concentrated in summers 2023 and 2024.

### HMO Article 4 Directions in Leeds

Under national rules, planning permission is not required to convert a house into a house of multiple occupation (HMO) (such as those traditionally occupied by students in the Headingley, Hyde Park and Woodhouse areas). However, reflecting the impact such accommodation can have on the balance of communities in those areas of Leeds, the Council established what is known as an Article 4 direction in 2012. This has the effect of removing the right to convert housing to HMO accommodation without planning consent, and therefore gives the Council greater control over this form of development. This approach has the effect of limiting the further loss of existing housing suitable for family accommodation to HMOs.

## Student accommodation approvals

### Current Position (2022/23)

2,942 student accommodation units were approved in 2022/23, representing 3,975 additional bedspaces. This is up significantly from the previous year, and reaches a similar level achieved in 2018/19.

Year	Units	Bedspaces
2017/18	728	842
2018/19	2,797	4,298
2019/20	203	373
2020/21	1,698	1,969
2021/22	821	1,932
<b>2022/23</b>	<b>2,942</b>	<b>3,975</b>
<b>TOTAL</b>	<b>9,189</b>	<b>13,389</b>

Source: LCC Data & Intelligence Monitoring

## Student accommodation completions

### **Current Position (2022/23)**

17 new student accommodation schemes were completed in 2022/23, providing a total of 141 units. This is down significantly from last year, and which is likely a result of the stalled and delayed construction of sites as a result of Covid-19 and associated lockdowns.

Year	Schemes	Total Units
2019/20	6	1,083
2020/21	4	598
2021/22	5	391
<b>2022/23</b>	<b>2</b>	<b>141</b>
<b>TOTAL</b>	<b>17</b>	<b>2,213</b>

*Source: LCC Data & Intelligence Monitoring*

Since 1 April 2017, 13,456 bedspaces within student accommodation have been approved through planning permissions. The overwhelming majority of these schemes are within the city centre where 8,982 have been approved up to 30 September 2023.

Year	City Centre	Inner Area	North Leeds	Total
2017/18	842	0	0	842
2018/19	2,100	2,198	0	4,298
2019/20	75	298	0	373
2020/21	1,314	623	20	1,957
2021/22	1,393	627	0	2,020
<b>2022/23</b>	<b>3,258</b>	<b>7,17</b>	<b>0</b>	<b>3,975</b>
<b>TOTAL</b>	<b>8,982</b>	<b>3,746</b>	<b>20</b>	<b>13,465</b>

*Source: LCC Data & Intelligence Monitoring*

Of the 15,389 bedspaces approved, 4,595 had been delivered up to 30 September 2023 with 1,895 under construction and a further 8,899 yet to start. These schemes have made a significant and important contribution to overall housing land supply and delivery in recent years.

Year	Completed	Not yet started	Under construction	Total
2017/18	842	0	0	842
2018/19	2,507	1,501	290	4,298
2019/20	373	0	0	373
2020/21	397	43	1,517	1,957
2021/22	476	1,456	88	2,020
<b>2022/23</b>	<b>0</b>	<b>3,975</b>	<b>0</b>	<b>3,975</b>
<b>TOTAL</b>	<b>4,595</b>	<b>6,975</b>	<b>1,895</b>	<b>13,465</b>

*Source: LCC Data & Intelligence Monitoring*

### Overall performance against target

The green score for short and long term reflects the high level of planning approvals for student housing during 2022/23 and completions over the previous five years, recognising the likely short term and temporary effect of Covid-19 on the construction of new student accommodation developments.



# Housing

## Gypsy & traveller sites

Performance against target

Short  
Term

Long  
Term

### Relevant Monitoring Indicators:

- Indicator 12: Total number of Gypsy and Traveller pitches in the District as compared to the previous year
- Indicator 13: Total number of Travelling Showpeople plots in the District as compared to the previous year

### Relevant Local Plan Policies:

- Policy H7: Accommodation for Gypsies, Travellers and Travelling Show People
- SAP Policy HG6: Safeguarded Gypsy and Traveller sites
- SAP Policy HG7: Allocated Gypsy and Traveller sites
- SAP Policy HGR2: Gypsy and Traveller Monitoring and Review Policy
- SAP Policy HG8: Allocated permanent Travelling Showpeople sites

### Targets:

- Meet the provision outlined in Policy H7 (council provision of 25 pitches, private provision of 28 pitches, negotiated stopping provision of 9 pitches, and 15 plots for Travelling Showpeople)

### Triggers / Interventions:

- Identify sites through the SAP to meet needs as set out in Policy H7 and be responsive to changes in need arising through the plan period.
- Policy HGR2 requires a plan review of sites for G&T against Core Strategy needs in Policy H7 for private and public provision should the quantum of such sites provided through planning permissions be less than 13 as at 31st March 2023

## Context

### Gypsy & traveller sites

Like most other parts of the country, Leeds has a shortage of authorised Gypsy and Traveller (G&T) sites. There are also some concerns over the deliverability of previously identified sites. In addition, there is a requirement to update needs assessment for pitches and plots, as set out within the adopted Site Allocations Plan (2019), policy HGR2.

## Gypsy and traveller pitches (total)

### Current Position (2022/23)

In 2022/23, 1 additional temporary pitch was provided at Redbank Stables, Rear Of 115 Valley Road in Pudsey under 22/01551/FU. This results in a total of 67 pitches within Leeds, with 49 made up of public pitches and 18 made up of private pitches. These are all pitches found within Leeds, although many are of a historical nature and therefore do not contribute to the Policy H7 requirement and Leeds' 5-year supply position (5YS).

**Table H21: Gypsy and traveller pitches in Leeds; 2015-2023**

Type	Site	Number of pitches		
		2015/16	2016/17 - 2021/22	2022/23
Public provision	Cottingley Springs	41	41	41
	Kidacre Street	5	8	8
Private provision	Nepshaw Lane	2	2	2
	Rose Neath	1	1	1
	Ninevah Lane	1	1	1
	Knotford Nook	1	1	1
	Springfield Villas	2	2	2
	Rear Of 115 Valley Road, Pudsey	0	0	1
Private provision (safeguarded sites)	Dunningley Lane, Middleton	2	2	2
	White Rose Farm, Gildersome	2	2	2
	Scarecrow Farm, Gildersome	1	1	1
	Thorp Lane, Tingley	3	3	3
	Urn Farm, Middleton	2	2	2
<b>TOTAL PROVISION</b>		<b>63</b>	<b>66</b>	<b>67</b>

Source: LCC Data & Intelligence Monitoring

## Gypsy and traveller pitches (delivery)

### **Current Position (March 2023)**

The need for 62 pitches for Gypsy and Travellers was identified through Policy H7 in 2014. The Site Allocations Plan identified 49 of those pitches through safeguarding existing sites, new allocations and through negotiated stopping protocol. From adoption of the SAP in July 2019, the Council has not approved any new permanent private or public G&T pitches.

As of March 2023, the Council has not met the requirements with Policy HGR2 of the SAP which is to deliver 13 non-allocated sites through planning permissions and is therefore seeking to conduct a G&T policy and site review within Leeds Local Plan 2040. The review is intending to provide new policy mechanisms to encourage and deliver new G&T pitches within Leeds.

<b>Table H22: Delivery of gypsy and traveller pitches in Leeds; 2018/19-28</b>														
Type	SAP Ref	Address	Planning Status	Previous delivery					Expected delivery					Total
				2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	
Public	HG6-1	Cottingley Springs	Allocation (expansion)	0	0	0	0	0	0	2	0	0	0	2
	HG6-2	Kidacre Street	Allocation (8 pitches built)	8	0	0	0	0	0	0	5	0	0	13
	HG7-1	West Wood, Morley	Allocation	0	0	0	0	0	0	0	0	0	5	5
	HG7-2	Tong Road, Wortley	Allocation	0	0	0	0	0	0	5	0	0	0	5
Private	HG6-4	Nepshaw Lane	Allocation (1 existing pitch safeguarded)	0	1	0	0	0	0	0	0	0	0	1
	HG6-9	Dunningley Lane	Allocation (2 existing pitches safeguarded)	0	2	0	0	0	0	0	0	0	0	2
	HG6-11	White Rose Farm	Allocation (2 existing pitches safeguarded)	0	2	0	0	0	0	0	0	0	0	2
	HG6-12	Scarecrow Farm	Allocation (1 existing pitch safeguarded)	0	1	0	0	0	0	0	0	0	0	1
	HG6-13	Urn Farm	Allocation (2 existing pitches safeguarded)	0	2	0	0	0	2	0	0	0	0	4
	HG6-15	Thorpe Lane West	Allocation (2 existing pitches safeguarded)	0	2	0	0	0	0	0	0	0	0	2
	HG6-16	Thorpe Lane East	Allocation (1 existing pitch safeguarded)	0	1	0	0	0	1	0	0	0	0	2
	N/A	Land off Hollinhurst	Planning Permission	1	0	0	0	0	0	0	0	0	0	1
<b>TOTAL ANNUAL DELIVERY</b>				<b>9</b>	<b>11</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>3</b>	<b>7</b>	<b>5</b>	<b>0</b>	<b>5</b>	<b>40</b>

Source: LCC Data & Intelligence Monitoring

## **Gypsy and traveller pitches (5-year supply)**

### ***Current Position (March 2023)***

As of March 2023, the Council has a supply position of 2.7 years, which is significantly short of the required 5-year supply.

Table H22 details Leeds' current G&T supply position, which is made up of sites allocated and safeguarded through the SAP, and those granted permanent provision (temporary not included). The 5-year supply is calculated by the expected delivery of pitches over the next 5 years divided by the current 5 year requirement (remaining pitch requirement for each year remaining of the current Plan Period x 5).

<b>Table H23: Current 5-year requirement of gypsy and traveller pitches in Leeds</b>	
Total Plan Period G&T pitch requirement*	53
Total pitches delivered within current Plan Period	20
Remaining pitch requirement	33
Remaining years of Plan Period	6
Remaining pitch requirement per year of current Plan Period	5.5
<b>CURRENT 5-YEAR REQUIREMENT</b>	<b>27.5</b>
<i>*Does not include negotiated stopping sites</i>	

<b>Table H24: Year supply position of gypsy and traveller pitches in Leeds</b>	
Expected delivery (2022-27)	15
<b>CURRENT YEAR SUPPLY POSITION</b>	<b>2.7</b>

*Source: LCC Data & Intelligence Monitoring*

### **Overall performance against target**

A red score has been given for the short term given the lack of provision of additional pitches in recent years. An amber score has been given over the longer term as there has been some delivery at the start of the Plan, providing 20 out of the required 53 pitches (excluding negotiated stopping pitch requirement) over the current Plan Period.

### **Emerging Local Plan policies – Housing:**

#### ***Leeds Local Plan 2040***

Following Local Plan Update, Leeds City Council is preparing a further comprehensive update to the Local Plan in order to review, update and / or replace all existing remaining policies contained within the Local Plan to ensure policies are effective, up-to-date and reflect needs up to 2040. This includes reviewing housing delivery and requirement targets, setting the overall spatial strategy to guide overall housing development across the District, and updating existing policies on specialised housing development.

Public consultation on the initial scope of the update was conducted early 2023 as well as launching a call for sites process, with work beginning on analysing public comments and refining the scope and progressing work on the background evidence needed to support the update.

Details of LLP 2040, including latest news of the development of the plan update and information on the initial scoping topics, can be viewed [here](#).



# Transport & Accessibility

## Public transport accessibility

Performance against target

Short Term

Long Term

### Relevant Monitoring Indicators:

- Indicator 32 - Accessibility of new dwellings to local services, employment, health, education and centres
- Indicator 33 - Public transport accessibility of new employment, health, education, leisure and retail developments

### Relevant Local Plan Policies:

- Spatial Policy 1: Location of development
- Policy EC1: General employment land
- Policy T1: Transport management
- Policy T2: Accessibility requirements
- Policy P8: Sequential and impact assessments
- Policy P9: Community facilities and other services

### Targets:

- Most new housing development is accessible to a variety of services either by walking or by public transportation.
- Most new employment, health, education, leisure and retail uses is accessible to a variety of services either by walking or by public transportation.

### Triggers / Interventions:

- Review the location of allocated housing land available for development.
- Apply Policies SP9, EC1, EC2, P7 and T2 more stringently. Review the location of allocated employment land available for development.

## Public transport accessibility of new residential development

Public transport accessibility is measured by total journey time using public transport from new housing developments (5 dwellings or more) to a range of key services and facilities: employment (which refers to recorded office, industrial and leisure sites), primary and secondary schools, higher education, GP surgeries and hospitals.

### Current Position (2022/23)

An average of 67% of new dwellings were accessible within less than 15 minutes by public transport to all key local services (employment sites, schools and education, and health centres) in 2022/23, with this figure increasing to 84% when looking at a journey time less than 30 minutes on public transport. Highest accessibility was for primary schools, employment, GP services (all at over 90% for both 15 minute and 30 minute journeys), with the least accessible services being hospitals and higher education.

Table TA1: Accessibility of new dwellings to key services by public transport; 2022/2023		
Key Local Services	Less than 15 Minutes	Less than 30 Minutes
Employment	93%	95%
Primary Schools	95%	97%
Secondary Schools	75%	96%
Higher Education	24%	61%
GP Services	92%	96%
Hospitals	22%	59%
<b>AVERAGE</b>	<b>67%</b>	<b>84%</b>

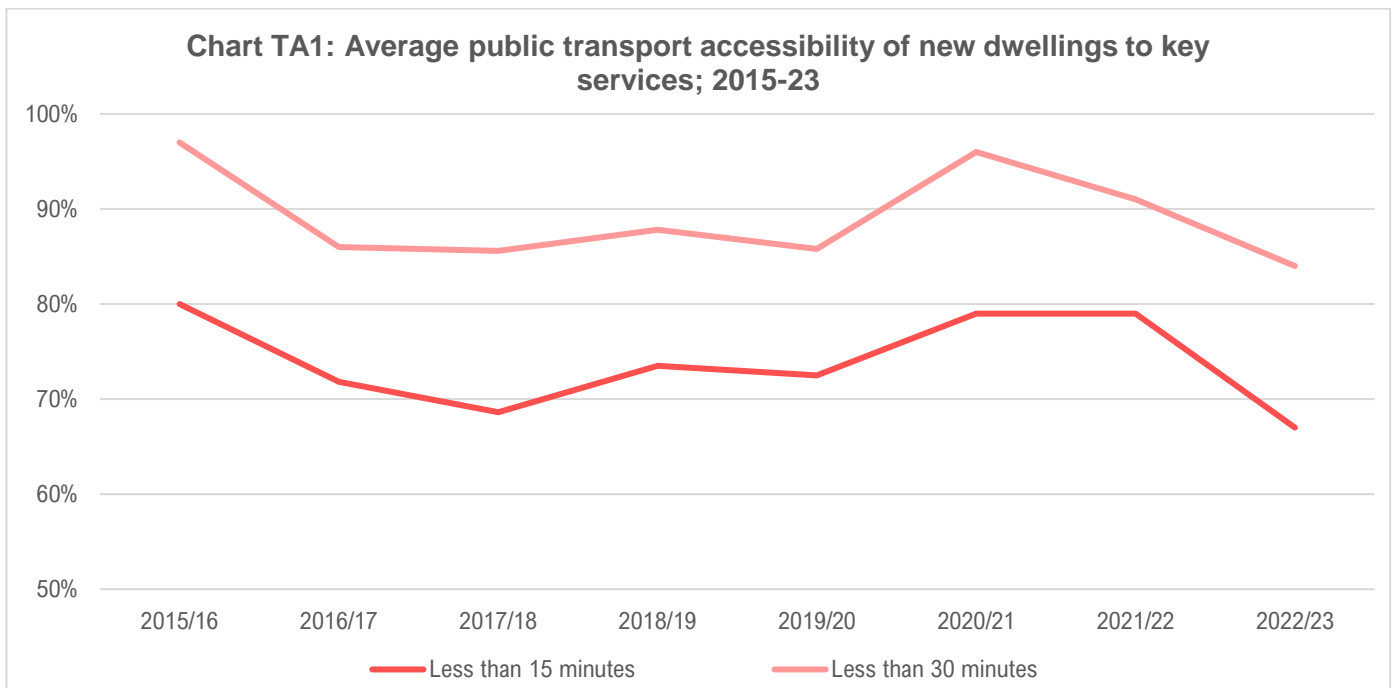
Source: LCC Data & Intelligence Monitoring

### Trends

There has been a decrease in the average level of public transport accessibility over the short term, reaching the lowest figures since 2015/16. This is likely due to more dwellings being created near where new facilities are not being built – such as hospitals and higher education facilities and which only have particular locations across all of the District and which have seen significant decreases within the last year.

Looking at the longer term, levels remained relatively constant between 2016 and 2019, with a considerable rise in accessibility levels that following year, although in recent years has returned to the lowest levels of accessibility since monitoring began in 2015/16.





Source: LCC Data & Intelligence Monitoring

### **Public transport accessibility of new non-residential development**

Accessibility to the public transport network is measured by whether new non-residential development (offices, industrial, health, education, culture, leisure and retail uses) are within a 5 minute (400m) walking distance to the nearest bus stop.

#### **Current Position (2022/23)**

An average of 95% of new non-residential development accessible to the public transport network in 2022/23. This equates to 100% of all new office, cultural, leisure and retail development, 92% of all industrial development and 80% of all education development.

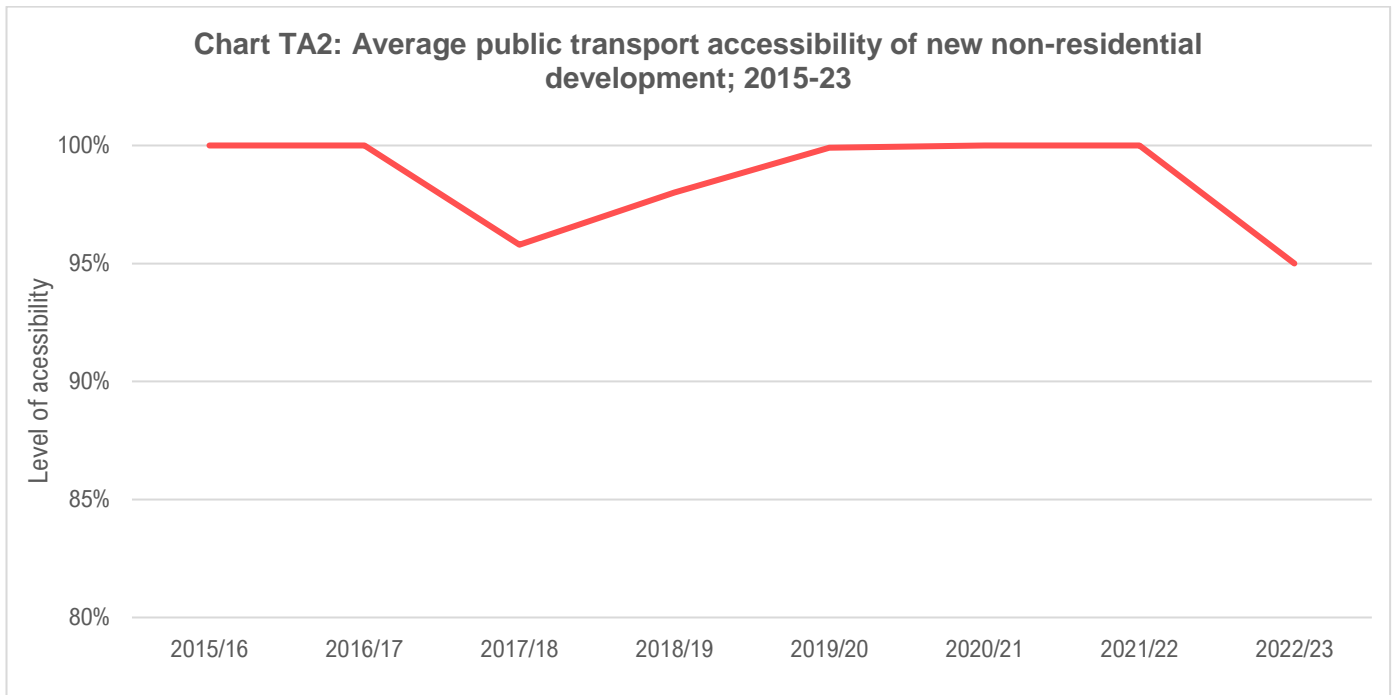
<b>Table TA2: Accessibility of new employment, commercial and community uses to the public transport network; 2022/2023</b>	
<b>Development Type</b>	<b>Accessibility</b>
Office	100%
Industrial	92%
Health	N/A
Education	80%
Culture	100%
Leisure	100%
Retail	100%
<b>AVERAGE</b>	<b>95%</b>

Source: LCC Data & Intelligence Monitoring

#### **Trends**

Levels of accessibility of new non-residential development to the public transport network have remained typically high since 2015/16, remaining at average levels above 95%. However, some caution should be noted with this data as this assumes a 5-minute walking time to a bus stop from a singular point, and does not reflect actual walking routes, any topographical or geographical constraints and no assessment on the level of service the bus stop affords (i.e. number of bus services and frequency).

Average levels of accessibility in the short term have decreased by 5% from the previous year, reflecting a drop in the accessibility of new industrial and education uses. However, this might just be indicative of only one or two developments not meeting this criterion due to the low number of completions recorded for some uses each year.



Source: LCC Data & Intelligence Monitoring

**Overall performance against target**

An amber score has been given over the short term given the high accessibility levels seen for new residential and non-residential development to local services (except for those with a larger catchment area). An amber score has also been given over the longer term reflecting the slight reduction seen in the overall trend in average levels of accessibility from 2015/16, although this is relatively minor and accessibility remains relatively high overall.





# Transport & Accessibility

## Transport modal share

Performance against target

Short Term

Long Term

### Relevant Monitoring Indicators:

- Indicator 35 – Mode of travel to work

### Relevant Local Plan Policies:

- Spatial Policy 1: Location of development
- Policy T1: Transport management
- Policy T2: Accessibility requirements

### Targets:

- Increasing the modal share of sustainable transport use

### Triggers / Interventions:

- Lobby for public transport infrastructure improvements and stricter application of policies to focus new employment in locations accessible by public transport, cycling and walking

## Context

### Travel to Work Survey

The travel to work survey is an annual survey conducted by Connecting Leeds that helps to identify commuting trends and to inform future transport investment decisions. The 2022 survey ran between 31<sup>st</sup> October and 9<sup>th</sup> December 2022 and received 8,480 individual responses. The survey is sent to numerous registered public and private businesses in Leeds, asking individuals how many days they commute to work and their primary method of commuting to work for each day of the week.

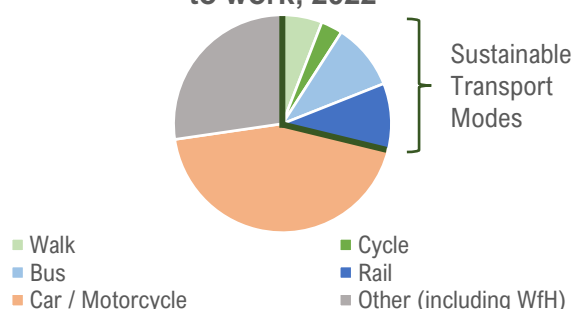
## Mode of travel to work

### Current Position (2022/23)

29% of all work journeys monitored as part of the Travel to Work survey were undertaken through sustainable transport modes (walking, cycling, bus and rail) in 2022. 44% of journeys were undertaken with either a car or motorcycle, and 27.3% were by 'other' modes (which includes working from home).

Travel Method	Modal share (%)
<b>Sustainable transport modes</b>	<b>28.8</b>
<i>Walk</i>	<i>5.9</i>
<i>Cycle</i>	<i>3.2</i>
<i>Bus</i>	<i>9.9</i>
<i>Rail</i>	<i>9.8</i>
<b>Car / Motorcycle</b>	<b>43.9</b>
<b>Other (including work from home)</b>	<b>27.3</b>

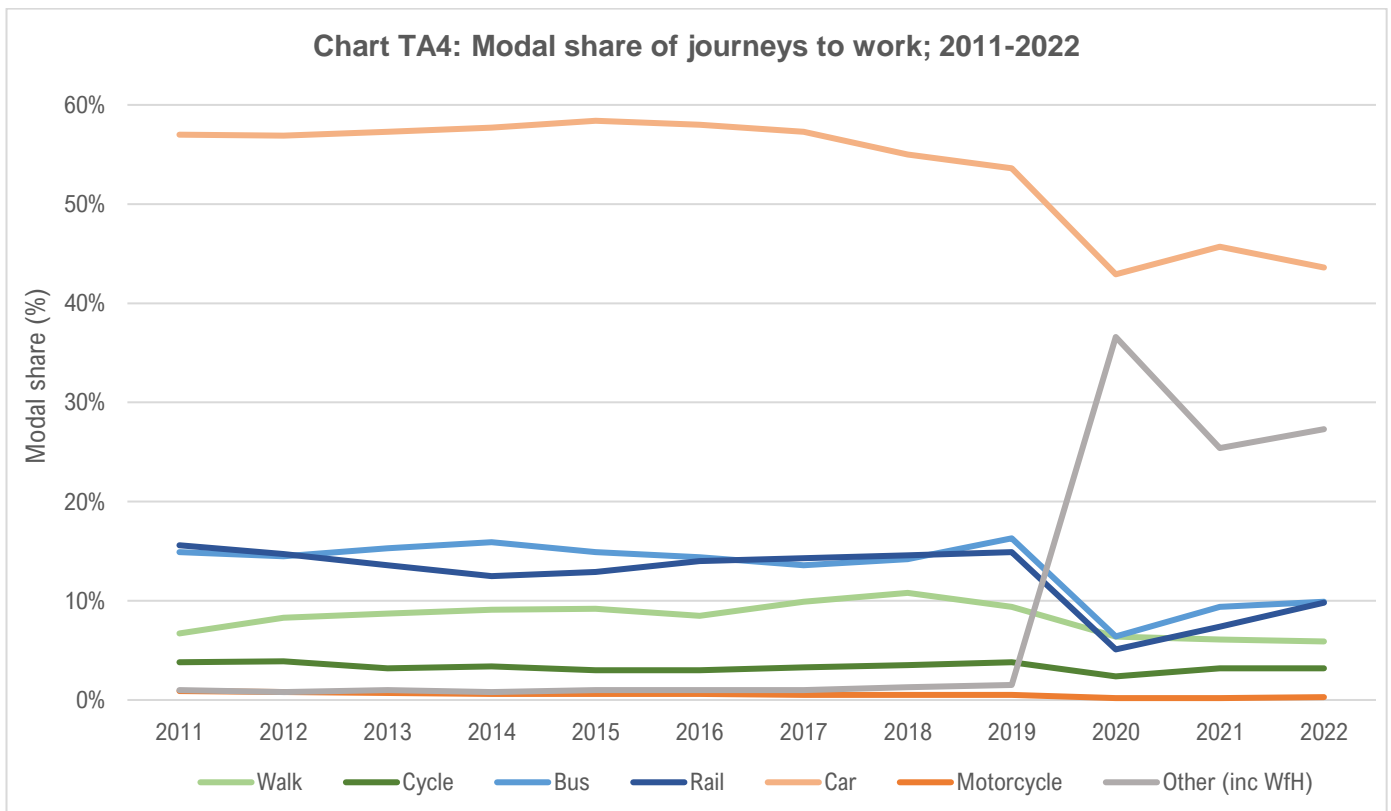
Chart TA3: Modal share of journeys to work; 2022



Source: Connecting Leeds

### Trends

The main mode of travelling to work in Leeds has been by cars and motorcycles for every year since 2012, with very little change between 2011 and 2017, with a small gradual decrease between 2017 and 2019, a sharp decrease in 2020 (a consequence of Covid-19) and remaining at a lower proportion since. Sustainable transport modes have remained relatively consistent between 2011 and 2019 (with slight increases in walking and subsequent reductions in cycling), and with decreases since 2019. The decreases were more significant for bus and rail, albeit with a higher rebound since 2021. The decreases for all these transport modes from 2019 levels have been a result of the surge in 'other' modes, mainly working from home, which has remained relatively consistent since with a slight increase in the current year.



Source: Connecting Leeds

Looking at the trends, there has been a 2.7% increase in the proportion of travel to work trips made by sustainable transport modes in the current year compared to 2021, with a 2% decrease in the proportion of trips made by cars and motorcycles in the same time frame, indicating an overall shift towards sustainable travel modes. The longer term shows a decrease of 8% in sustainable travel modes in the last five years (2018-2023) compared to the previous five years (2013-2017) but a larger 9.8% decrease in the proportion of trip by private car/motorcycles. The drop across all travel modes is indicative of the general shift to working from home rather than a negative trend in terms of sustainable travel.

Travel method	One year trend (short term)			Five year trend (medium term)		
	2022	2021	Change (%)	2018-23	2013-17	Change (%)
Sustainable Methods	28.8	26.1	+2.7%	32.5	40.5	-8.0%
Car / Motorcycle	43.9	45.9	-2.0%	48.5	58.3	-9.8%

Source: Connecting Leeds

### Overall performance against target

A green score has been given for the short term due to the increase in sustainable transport modes in recent years, with a subsequent decrease in private car usage (despite this still remaining the highest proportion of all travel modes). An amber score has been given over the longer term because sustainable transport modes have decreased considerably since 2011, but by less than the equivalent private cars due to the recent surge in home working.



# Transport & Accessibility

## Transport infrastructure delivery

Performance against target	Short Term	Long Term
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### Relevant Monitoring Indicators:

- Indicator 34 - The delivery of transport management priorities
- Indicator 36 - Expansion of the Leeds Core Cycle Network

### Relevant Local Plan Policies:

- Spatial Policy 1: Location of development
- Policy T1: Transport management
- Policy T2: Accessibility requirements

### Targets:

- Increasing the modal share of sustainable transport use and supporting new development / growth areas

### Triggers / Interventions:

- Review priorities to determine if appropriate. Seek investment to further enact priorities
- Lobby for public transport infrastructure improvements
- Review constraints

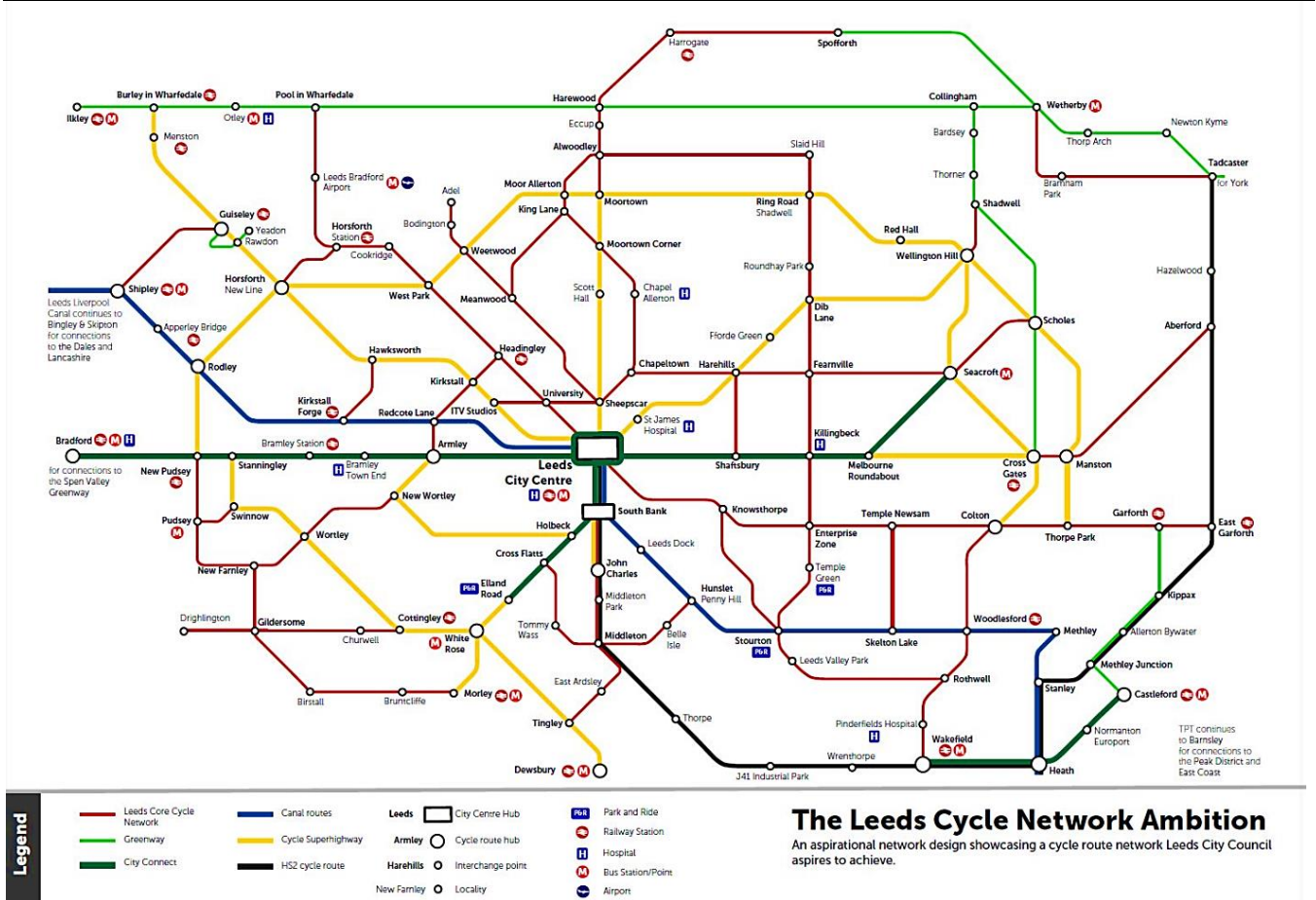
## Context

### Connecting Leeds Transport Strategy and Action Plan to 2024 (2021)

The Connecting Leeds Transport Strategy sets out the vision for Leeds to be a city where a car isn't needed and where everyone has an affordable zero carbon choice in travel, as well as addresses the climate emergency, deliver inclusive growth and improve health and wellbeing. The strategy can be viewed [here](#).

The associated Action Plan to 2024 sets out the measures to achieve this. One of the four themes the plan focuses on is infrastructure development, which sets out numerous actions to improve public transport and deliver active travel infrastructure across Leeds, including the delivery of more segregated cycle routes and the completion of the city centre cycle network as set out in the Leeds Cycle Network Ambition below (Figure TA1).

**Figure TA1: Map of Leeds Cycle Network Ambition**



# Delivery of transport infrastructure projects

## Current Position (2022/23)

Leeds has seen continued progress towards delivering strategic transport improvements in 2022/23, including starts, continued progress and completions of several key projects:

### May 2022:

New Briggate transformation works completed, improving bus routes, cycle lanes, footways and the wider public realm in the City Centre as part of Connecting Leeds' £173.5m programme



### August 2022:

Bus infrastructure improvements along the A647 Stanningley Road connecting Leeds and Bradford completed, improving public transport movements during peak travel and improved cycling and walking infrastructure as part of the Leeds Public Transport Investment Programme



### August 2022:

Work started on latest round of cycle improvements in Leeds City Centre, providing 2.71km of two-way segregated cycle lanes, widened pavements and safer crossings as part of the £7.2m WYCA Transforming Cities Fund programme

### August 2022:

East Leeds Orbital Route (ELOR) completed, easing congestion and provides 7km of dual carriageway, 14km of dedicated and connected cycleways, pedestrian and equestrian pathways and significant green space and planting as part of WYCA's West Yorkshire-plus Transport Fund

### September 2022:

Leeds Safe Roads Vision Zero 2040 Strategy adopted by Councillors of LCC Executive Board, aiming to eliminate road death and serious injury

### September 2022:

Work progresses on delivery of Leeds' first public e-bike hire scheme 'Leeds City Bikes' with bidding opening for potential operators which is due to be in operation by 2023 as part of WYCA's Transforming Cities Fund programme



### November 2022:

Consultation began on proposals to improve sustainable transport connections along Whitehouse Lane and Scotland Lane between the proposed parkway rail station and North West Leeds Employment Hub, Leeds Bradford Airport and surrounding communities

### January 2023:

Work progresses on the City Square transformation with facilitation and utilities works beginning with further subsequent road closures, following on from work that began in November to make City Square a people-first gateway by removing general through-traffic away from the area, also improving air quality



Source: Leeds City Council Newsroom / Connecting Leeds

### October 2022:

Full completion of Connecting Leeds' £270m Leeds Transport Investment Programme, which includes new park and ride facilities, significant road improvements, transformation of Leeds Bus Station, installation of new real-time bus information boards and a new fleet of low emission buses, improved connections and gateways and kick-started development on new rail stations

### December 2022:

Response to WYCA's Mass Transit Vision 2040 consultation endorsed by Councillors of LCC Executive Board, reaffirming commitment and resources for the delivery of a mass transit system in Leeds

### March 2023:

Major improvement works begin on the transformation of Leeds City Rail Station entrance, which will create an improved people-friendly environment and accommodate for rail passenger growth as part of the £46.1m Leeds Station Sustainable Travel Gateway scheme



## **Overall performance against target**

Whilst clear and significant progress continues at delivering transport infrastructure in Leeds, including the expansion of the Leeds Cycle Network Ambition, no scoring is provided given this progress cannot be assessed against a benchmark or against a clear set target.

## **Emerging Local Plan policies – Transport & Accessibility:**

### ***Leeds Local Plan 2040***

Following Local Plan Update, Leeds City Council is preparing a further comprehensive update to the Local Plan in order to review, update and / or replace all existing remaining policies contained within the Local Plan to ensure policies are effective, up-to-date and reflect needs up to 2040. This includes updating the spatial strategy, overall transport infrastructure ambitions, and transport and accessibility policies and approaches.

Public consultation on the initial scope of the update was conducted early 2023 as well as launching a call for sites process, with work beginning on analysing public comments and refining the scope and progressing work on the background evidence needed to support the update.

Details of LLP 2040, including latest news of the development of the plan update and information on the initial scoping topics, can be viewed [here](#).



### Relevant Monitoring Indicators:

- Indicator 43: Production of primary land won aggregates
- NRWLP Minerals 1, 4 & 5 - Amount of aggregate produced in line with the plan period provision in the NRW DPD

### Relevant Local Plan Policies:

- CS Policy EN7: Minerals
- NWRLP Policies: Minerals 1-14

### Targets:

- Annual aggregate provision of 146,000 tonnes of sand and gravel and 440,000 tonnes of crushed rock

### Triggers / Interventions:

- Action taken when provision undershoots 25% over five years of the plan period and review appointment alongside WY authorities.

## Context

### Mineral extraction sites

There are currently no coal working sites in Leeds except where coal is removed from development sites as part of site preparation. Where possible, former workings have been restored to provide a beneficial use for biodiversity and recreation, such as at St Aidan's country park. A policy in the Natural Resources & Waste Local Plan encourages the removal of coal from development sites and there are signs this proves effective in avoiding the sterilisation of some shallow coal. However, as a fossil fuel, the medium-term prospect is that coal extraction will cease except where required to secure ground stabilisation.

As of 2023, there are seven active quarries in Leeds:

- Hawksworth Quarry, Guiseley (Mineral: Sandstone)
- Moor Top Quarry, Guiseley (Mineral: Sandstone)
- Highmoor Quarry, Bramham (Mineral: Magnesian Limestone)
- Blackhill Quarry, Bramhope (Mineral: Sandstone)
- Arthington Quarry, Bramhope (Mineral: Sandstone). No quarrying is currently taking place, but reserves remain
- Howley Park Quarry & Brickworks, Morley (Minerals: Sandstone and Clay)
- Britannia Quarry, Morley (Mineral: Sandstone)

To note, the annual tonnages and sales from each individual quarry are confidential competitive market information.

## Aggregate landbank and reserves

### Current Position (2022/23)

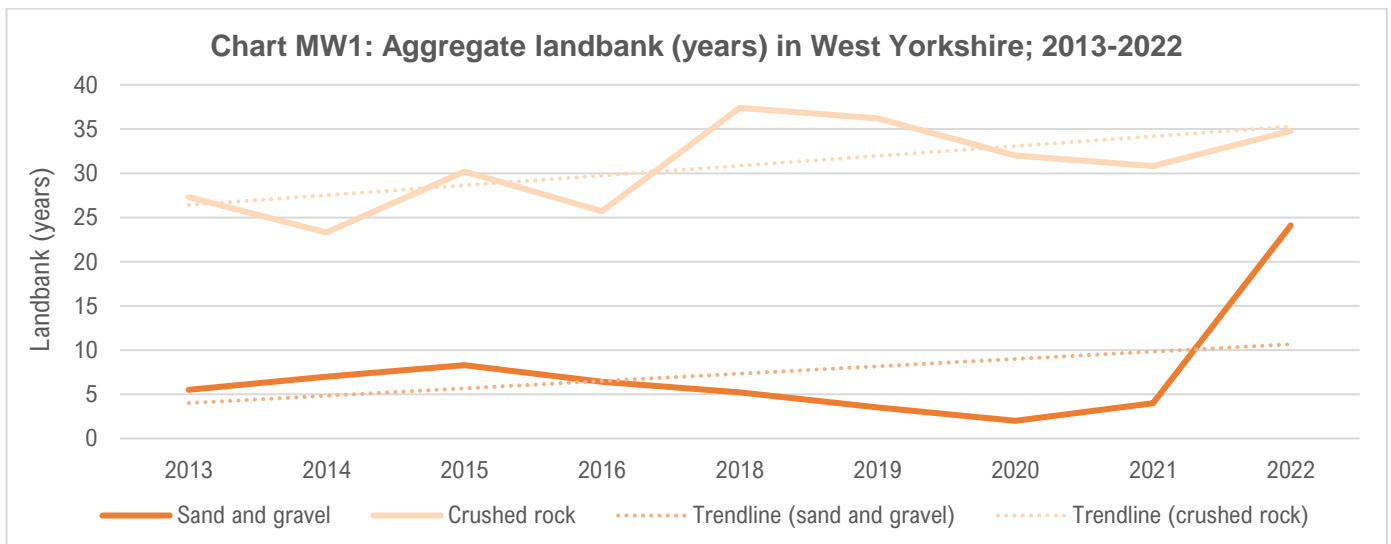
Leeds had a crushed rock reserve of just over 25,000,000 tonnes in 2022, with no recorded sand and gravel reserves.

Looking regionally (given the reliance on importing and exporting between authorities), West Yorkshire had a crushed rock reserve of 40,530,000 tonnes and a sand and gravel reserve of 1,910,000 tonnes, equating to a landbank of 24 years and 1 month and 34 years and 8 months respectively.

### Regional trends

In the short term, both the crushed rock and sand and gravel landbanks in West Yorkshire increased (Chart MW1). This was particularly apparent for the sand and gravel landbank which saw a 503% increase in the last year, which was due to additional reserves being permitted at Stanley Ferry, Wakefield (84% of the reserves) and Hallas Rough, Bradford. This now exceeds the minimum 7-year landbank required by the NPPF for the first time in 7 years, although this heavy reliance on just a few sites does raise some doubts on resilience.

Longer term, there has been a general slight increase in both landbanks since 2013. The crushed rock landbank has seen fluctuations year-on-year, which is to be expected, with a landbank significantly more than that required by the NPPF for all years. It is also worth noting that these high levels should not be seen as particularly excessive given the dependence on neighbouring regions for higher specification crushed rock aggregates. The sand and gravel landbank was decreasing to critical levels prior to 2020/21, decreasing each year from 2015 onwards before a slight increase in 2021 as new reserves started to become available and reaching a record-high landbank for this year.



Source: West Yorkshire Local Aggregate Assessment (2022 data)

## Aggregate production

### Current Position (2022/23)

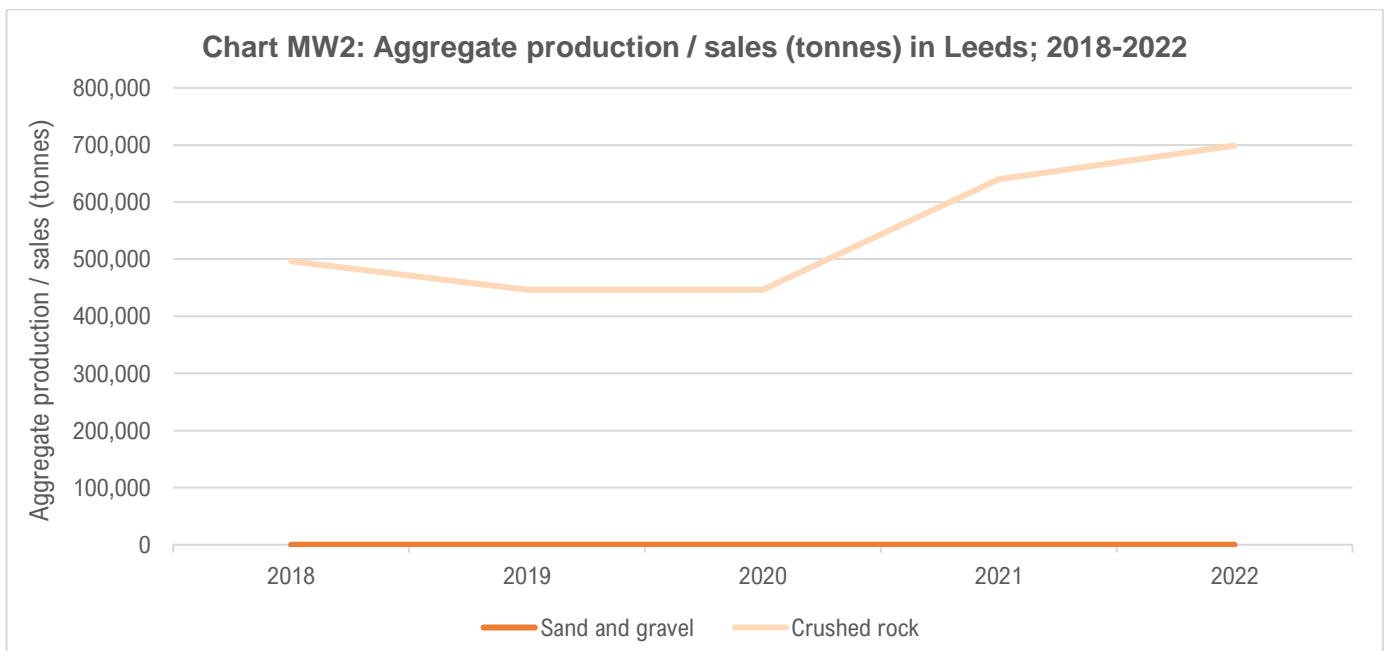
Leeds had a production of 700,000 tonnes of crushed rock in 2022 (surplus of 260,000 tonnes), with no sand and gravel aggregate production (deficit of 146,000 tonnes).

Aggregate	Production / sales	Production requirement	Surplus / deficit
Sand and gravel	0	146,000	-146,000
Crushed rock	698,872	440,000	258,872

Source: LCC Aggregate Returns Information (2022)

### Trends

There continues to be a high level of production of crushed rock in Leeds, after being just above production requirement in 2019 and 2020, with recent increases from 2020 onwards far exceeding production. Despite a production requirement of 146,000 tonnes each year, there has been no sand and gravel production in the past five years in Leeds, representing a significant deficit / underproduction.

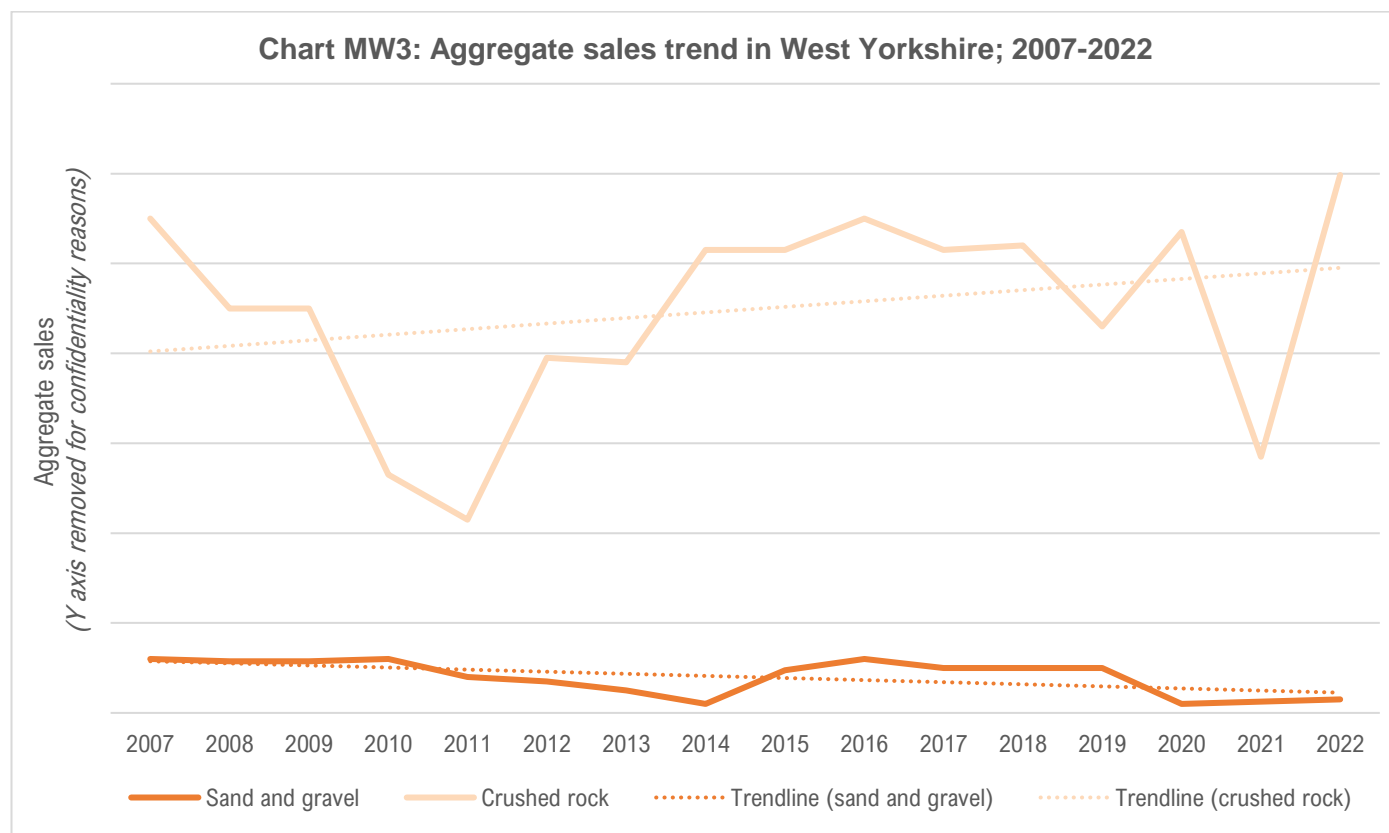


Source: LCC Aggregate Returns Information (2022)

### Regional trends

West Yorkshire saw crushed rock sales of 1,200,000 tonnes in 2022 with a ten-year average of 970,000 tonnes. The annual sand and gravel sales are kept confidential for market reasons, although a ten-year average of 70,000 tonnes has been provided.

Chart MW3 below provides the trend data for crushed rock and sand and gravel sales across the region, although with the Y axis being removed for market confidentiality reasons. Nevertheless, this illustrates low and slightly decreasing sand and gravel sales across the region, reflecting local trends seen in Leeds, despite new reserves opening up in Wakefield and Bradford. Conversely, crushed rock sales have been slightly increasing over the long term with some annual fluctuations, with a 15-year high having been recorded in the previous year following near post-recession levels in 2021.



Source: West Yorkshire Local Aggregate Assessment (2022 data)

### Recycled aggregate

As for recycled aggregate, Leeds saw a production of just over 293,500 tonnes in 2022, down 11.6% the previous year, although this is a trend seen in every West Yorkshire authority except Kirklees (Table MW2). Hardcore aggregate produced for recovery increased by 30% in the last year with just under 33,500 tonnes. Leeds makes up nearly 48% of West Yorkshire’s total recycled aggregate production, which increased further from last year, indicating strong regional importance in this regard.

LPA	Inferred recycled aggregate production		Hardcore produced for recovery	
	2021	2022	2021	2022
Leeds	331,956	293,539	25,716	33,454
Bradford	67,116	47,332	72,024	38,642
Calderdale	17,721	13,856	2,237	1,179
Kirklees	76,932	83,242	590	690
Wakefield	244,198	168,565	13,031	8,550
<b>TOTAL</b>	<b>737,922</b>	<b>606,533</b>	<b>113,598</b>	<b>82,516</b>

Source: West Yorkshire Local Aggregate Assessment (2022 data)

### West Yorkshire summary ‘dashboard’

The West Yorkshire Local Aggregate Assessment (2022 data) sets out a summary dashboard to report on performance against key indicators, providing trends for regional aggregates. This includes sales data and reserves, landbank and capacity with comments provided for each aggregate type. An indicative trend has been provided based upon comparison with the previous LAA; with green and an upward arrow indicating an increasing trend, amber indicating no change, and red and a downwards indicating a declining trend. This is set out in Table MW3 below to provide further regional context.



**Table MW3: West Yorkshire minerals summary ‘Dashboard’; 2022**

Aggregate Type	2022 Sales (Mt) & Trend	Average (10-yr Sales & Trend (Mt)	Average (3-yr) Sales & Trend (Mt)	Aggregate Provision Rate (Mt)	Reserve (Mt)	Landbank (years)	Allocation (years)	Capacity (Mtpa)	Comments
Sand & Gravel	*Market confidential data	0.07 (no change)	0.03	0.79 ↓	↑ 1.91	↑ 24	7.5	No data	APR = 20% uplift on 10-year average sales; Significant increase in reserve and landbank (now >7yrs) due to 2 sites granted pp. Landbank resilience uncertain.
Crushed Rock	↑ 1.2	↑ 0.97	↑ 0.95	↑ 1.16	↑ 40.53	↑ 34.71	0	No data	A significant increase in sales. Continued increase in reserve and landbank mainly to reassessment of sites in Calderdale
Recycled / Secondary Aggregates	0.85 ↓	No data	0.86 ↓	n/a	n/a	n/a	n/a	1	Sales based on WDI 2022. Capacity based on max output achieved in recent yrs.
Marine Sand & Gravel	No data	No data	No data	n/a	n/a	n/a	n/a	2	Wharf stopped importing marine won S&G – currently HGV only. Potential 2mt capacity of Aire & Calder Navigation Wharfs
Rock Imports by Sea	No data	No data	No data	n/a	n/a	n/a	n/a	No data	Rock is imported by rail to WY
Rail Depot Sales (Sand & Gravel)	No data	No data	No data	n/a	n/a	n/a	n/a	There is one rail depot importing aggregate	Sales from rail depots are not surveyed
Rail Depot Sales (Crushed Rock)	No data.	No data	No data	n/a	n/a	n/a	n/a	There is one rail depot importing aggregate	CR is imported by rail but sales from rail depots are not surveyed

Source: West Yorkshire Local Aggregate Assessment (2022 data)

### **Overall performance against target**

A green score has been given for the short term due to the increase in the regional crushed rock and sand and gravel landbanks and continued high production of crushed rock in Leeds and the region. An amber score has been given over the longer term reflecting the uncertainty on the reliance of the new sand and gravel reserves.



### Relevant Monitoring Indicators:

- Indicator 44 - Capacity of new waste management facilities
- Indicator 45 - Amount of municipal waste arising and managed by waste stream
- NRWLP Waste 1 & 3 - Gap between capacity of existing facilities and forecasted arisings is met
- NRWLP Waste 3 & 6 - Continued uptake of waste management other than landfilling

### Relevant Local Plan Policies:

- CS Policy EN6: Strategic Waste Management
- NWRLP Policies Waste 1-11

### Targets:

- To provide for the projected arisings by waste stream to 2026 as follows in tonnes per annum:  
*Municipal Solid Waste - 383,976,*  
*Commercial and Industrial - 1,212,000,*  
*Construction, Demolition & Excavation - 1,556,000,*  
*Hazardous - 103,026*

### Triggers / Interventions:

- Failure to meet targets over a five year period
- Review if any new national waste management targets are set for after 2020

## Waste received

### **Current Position (2022/23)**

Leeds saw over 2,100,000 tonnes of waste received in 2022. 36% of this was from construction associated waste (CD&E), 35% commercial and industrial waste (C&I), 25% municipal waste (MSW) and 3% hazardous waste.

### **Trends**

The total amount of waste received in Leeds increased by 8% from last year, with small increases being seen in all waste streams. There is an apparent trend of increasing waste being received in Leeds over the short term after decreases being reported between 2016 and 2018, with a longer term trend also seeing slight increases in waste being received from 2012 levels (Chart MW4).

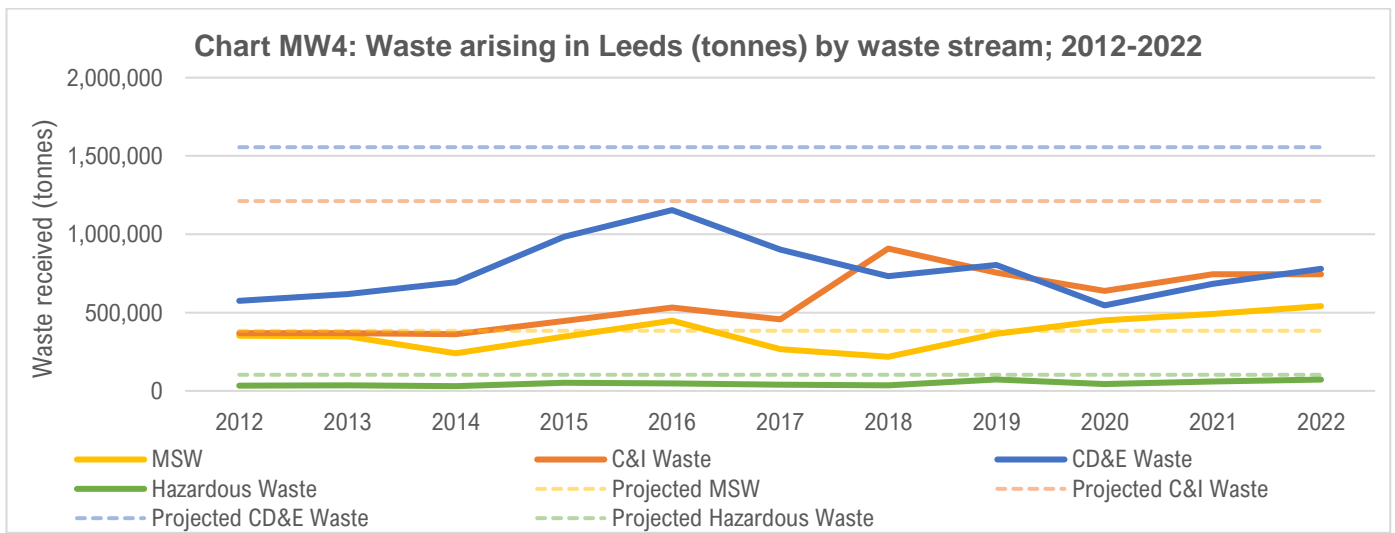
The largest waste streams were for CD&E and C&I. 89% of this C&I waste consisted of waste and water treatment, with the majority of this (81%) of this falling under the 'Mechanical treatment of waste (for example sorting - crushing - compacting - pelletising)' sub-category.

All waste streams were below the waste arising projections in the Local Plan up to 2026, with the exception of MSW which was 141% above the projected waste figure. MSW has risen each year since 2018, exceeding the projected figure since 2020. This would need to be monitored over forthcoming monitoring periods as to whether this target will not be met for five consecutive years. Nevertheless, waste policies are set to be reviewed as part of Leeds Local Plan 2040 based upon up-to-date evidence to ensure adequate capacity to manage current and projected waste levels.

**Table MW4: Waste received in Leeds (tonnes) by waste stream; 2018-2022**

Waste stream	Projected arisings (per annum)	2018	2019	2020	2021	2022
Municipal Solid Waste (MSW)	383,976	217,855	365,616	451,478	490,599	541,312
Commercial and Industrial (C&I)	1,212,000	908,786	755,779	637,709	745,640	745,009
Construction, Demolition & Excavation (CD&E)	1,556,000	731,880	804,483	545,914	683,549	778,578
Hazardous	103,026	35,181	72,949	43,967	59,169	71,845
<b>TOTAL</b>	-	<b>1,893,701</b>	<b>1,998,827</b>	<b>1,679,067</b>	<b>1,978,956</b>	<b>2,136,743</b>

Source: DEFRA Waste Data Interrogator (2018-2022)

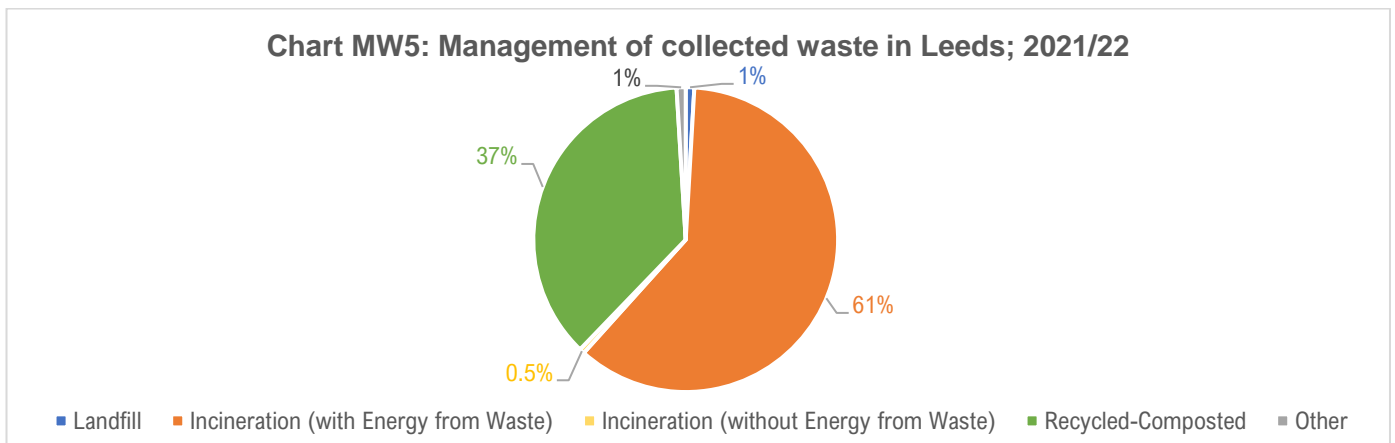


Source: DEFRA Waste Data Interrogator (2012-2022)

## Waste treatment

### Current Position (2022/23)

Leeds saw just under 340,500 tonnes of waste treated in 2022. 61% of this collected waste was treated through incineration with energy recovery, 37% was recycled and just under 1% was sent to landfill.



Source: DEFRA Waste Data Interrogator (2012-2022)

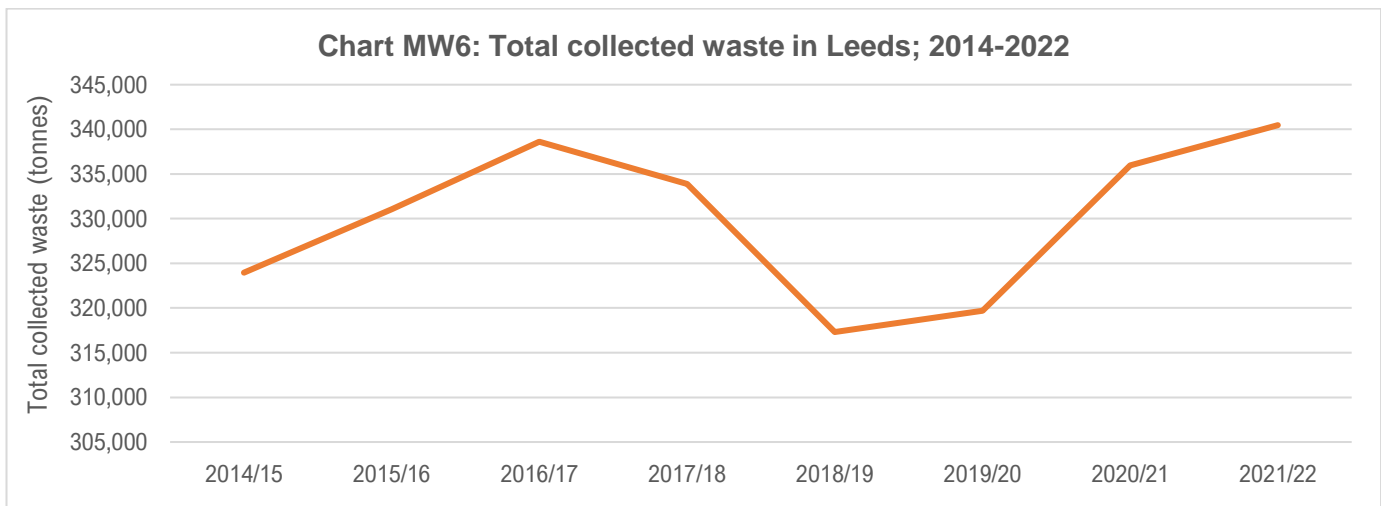
### Trends

The total amount of waste treated in Leeds increased by 1% in 2022 from from the previous year, which might be explained by a continuing increasing local population and increased levels in commercial activity following Covid-19. This reflects the apparent short-term trend which shows a sharp increase in total waste being collected in Leeds from 2019/20 onwards following a sharp fall in total waste collected between 2016 and 2018 . The longer-term trend shows fluctuations in the levels of total waste being collected, although with a general increase from 2014 levels. Landfill has seen a significant drop in waste collected from 2014 (-98%; -146,000t), with a subsequent increase in waste being incinerated (with energy recovery) within the same time frame (+395%; +165,000t). Slight decreases have been seen in recycling (-6%) with waste being treated by 'other means' since 2017 and being incinerated without energy recovery for the first time in the previous year.

**Table MW5: Management of collected waste in Leeds (tonnes); 2014-2022**

Treatment Type	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22
Landfill	148,933	85,528	37,560	27,962	10,576	2,467	2,102	3,088
Incineration (with Energy from Waste)	41,756	124,259	177,910	180,767	186,961	181,177	208,028	206,855
Incineration (without Energy from Waste)	0	0	0	0	0	0	0	1,831
Recycled-Composted	133,276	121,256	123,161	125,165	119,612	126,526	121,033	125,426
Other	0	0	0	2	165	9,521	4,809	3,267
<b>TOTAL</b>	<b>323,965</b>	<b>331,043</b>	<b>338,630</b>	<b>333,895</b>	<b>317,313</b>	<b>319,691</b>	<b>335,972</b>	<b>340,466</b>

Source: DEFRA 'Local Authority Collected Waste Statistics' (Table 2)



Source: DEFRA 'Local Authority Collected Waste Statistics' (Table 2)

## Waste performance indicators

### Current Position (2022/23)

Table MW6 sets out performance against selected key indicators on waste for each year in Leeds since 2014, based upon the National Indicators for local authorities which were discontinued in 2012. These continue to be monitored and published, providing an indication on performance against set key indicators on waste treatment and recycling.

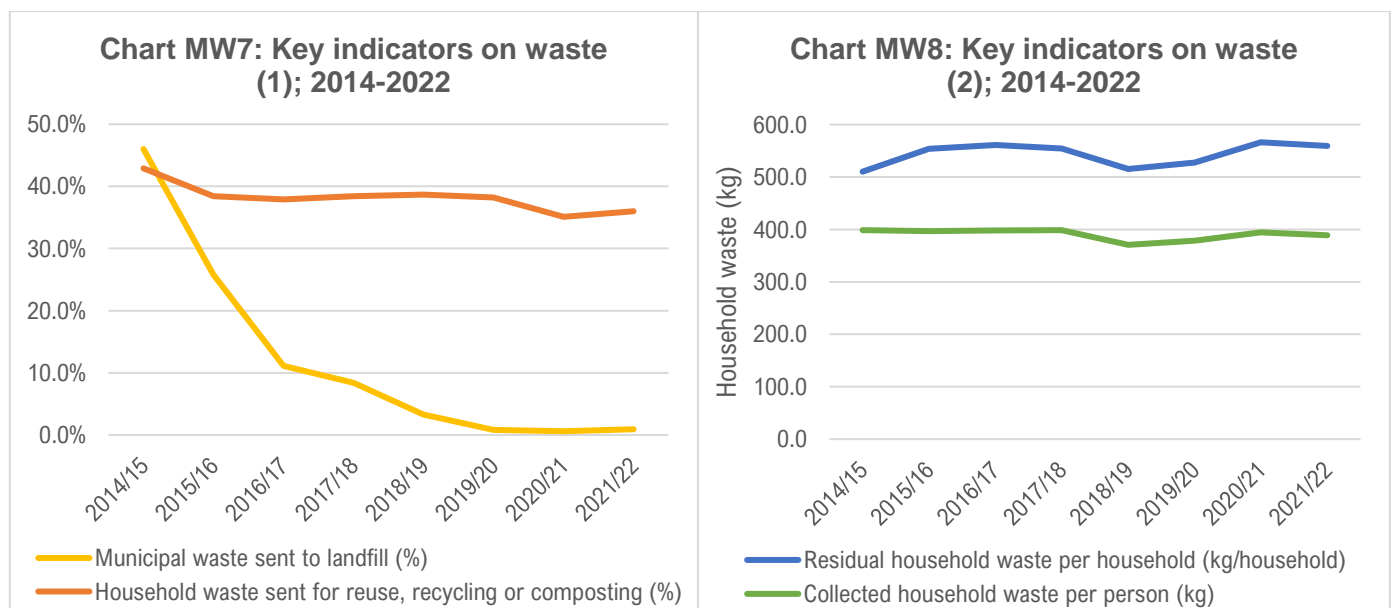
Just under 560kg of residual waste was produced per household in Leeds in 2022, with just under 390kg of household waste being collected per person. 36% of household waste being recycled, and with just under 1% of municipal waste being sent to landfill.

### Trends

Charts MW7 and MW8 show relatively constant figures for household recycling rates and waste per household and per household across both the short and long term. This contrasts with the amount of municipal waste sent to landfill which significantly dropped between 2014 and 2016, with the shorter-term trend showing constant low levels.

Indicator	2017/18	2018/19	2019/20	2020/21	2021/22
Municipal waste sent to landfill	8.4%	3.3%	0.8%	0.6%	<b>0.9%</b>
Household waste sent for reuse, recycling or composting	38.4%	38.7%	38.2%	35.1%	<b>36.0%</b>
Residual household waste per household (kg/household)	554.5	515.2	527.6	566.3	<b>559.2</b>
Collected household waste per person (kg)	398.7	370.7	378.8	394.4	<b>388.7</b>

Source: DEFRA 'Local Authority Collected Waste Statistics' (Table 3)



Source: DEFRA 'Local Authority Collected Waste Statistics' (Table 3)

## ***Regional/national comparison***

The recycling rate in Leeds (36%) is lower than the comparable regional and national rates (42.3% and 42.5% respectively). However, the 0.9% proportion sent to landfill is significantly less than the regional and national figures (2.9% and 8.1% respectively).

## **Overall performance against target**

An amber score has been given for both the short and long term given the continued low levels of waste being sent to landfill and high levels of recycling and energy recovered waste and with C&I, CD&E and hazardous waste being below projected arisings. However, total waste continues to increase, particularly MSW which has exceeded projected arisings since 2020.

## **Emerging Local Plan policies – Minerals & Waste:**

### ***Leeds Local Plan 2040***

Following Local Plan Update, Leeds City Council is preparing a further comprehensive update to the Local Plan in order to review, update and / or replace all existing remaining policies contained within the Local Plan to ensure policies are effective, up-to-date and reflect needs up to 2040. This includes reviewing existing policies and targets on mineral extraction and waste management.

Public consultation on the initial scope of the update was conducted early 2023 as well as launching a call for sites process, with work beginning on analysing public comments and refining the scope and progressing work on the background evidence needed to support the update.

Details of LLP 2040, including latest news of the development of the plan update and information on the initial scoping topics, can be viewed [here](#).



# Climate Change

## Carbon reduction

Performance against target

Short Term

Long Term

### Relevant Monitoring Indicators:

- No relevant monitoring indicators

### Relevant Local Plan Policies:

- Policy EN1: Climate Change - Carbon Dioxide Reduction
- Policy EN2: Sustainable Design and Construction
- Policy EN3: Low carbon energy
- Policy EN4: District heating

### Targets:

- LCC Climate Emergency commitment of zero carbon by 2030
- National target of zero carbon by 2050

### Triggers / Interventions:

- No set triggers or interventions

## Context

### Carbon emissions data

Data on carbon (CO<sub>2</sub>) emissions is published annually by the Government, although estimated figures are recalculated annually and are published two years in arrears. The latest data published in 2023 therefore relates up to 2021, with a baseline year of 2005.

## Carbon dioxide emissions (within the scope of Local Authorities)

### Current Position (2021)

An estimated 2,812kt of carbon dioxide within the scope of Local Authorities was emitted in Leeds in 2021 (this subset dataset excludes emissions from large industrial sites, railways, motorways, land-use, livestock and soils outside the remit of LAs). This equates to an increase of 3.7% in the level of carbon emissions from 2020.

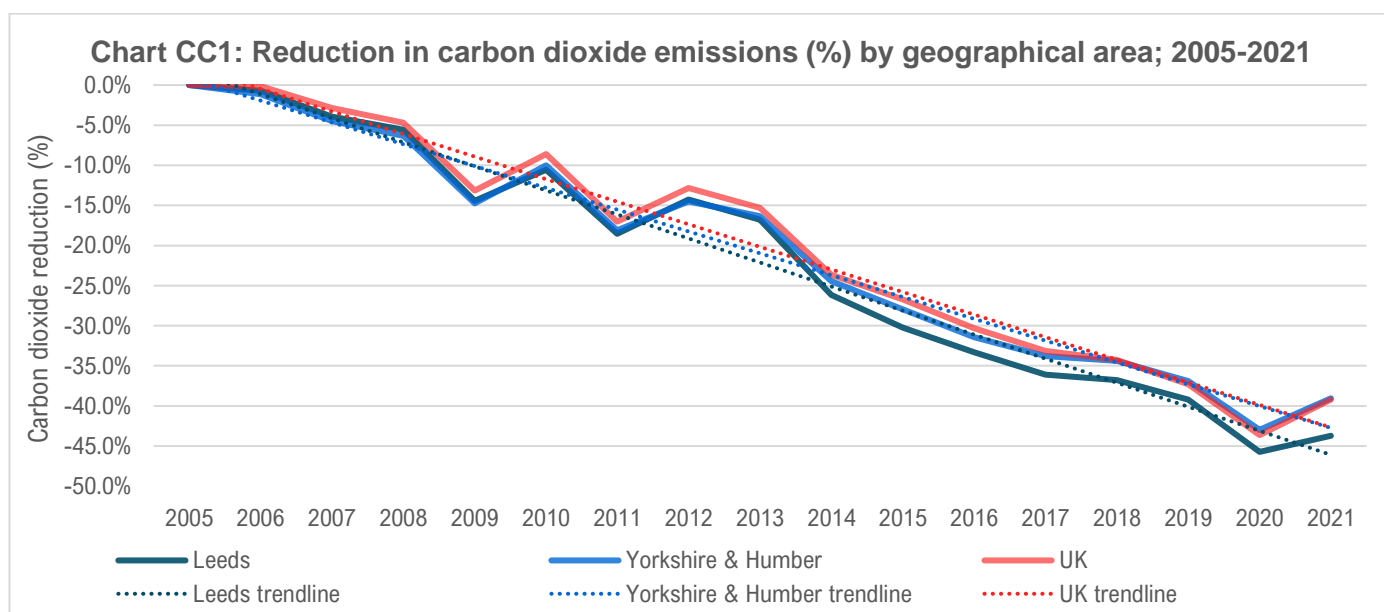
### Trends

The short term has seen an increase in the estimated CO<sub>2</sub> emissions for the first time since 2012. However, data from 2021 would have directly followed Covid-19 which contributed to a significant drop in carbon emissions from 2019, and this increase is likely a result of a pickup in domestic and commercial activity (such as travelling and business operations) following this. The CO<sub>2</sub> levels for 2021 are still lower than the data from 2019 and follows the same rate of decrease pre-Covid, indicating the sharp decrease in 2020 was an anomaly rather than the increase seen in the current year.

Longer term, there is a clear trend of reductions in CO<sub>2</sub> emissions from the 2005 baseline, with just under 44% reduction within this timeframe (an average annual decrease of 2.6%). Chart CC1 shows some fluctuations in the data (particularly between 2009 and 2013), although with relatively consistent decreases seen from 2014 onwards (with the exception of 2020/2021).

Year	Leeds		Yorkshire & Humber		U.K.	
	Estimated CO <sub>2</sub> emissions (kt)	% change	Estimated CO <sub>2</sub> emissions (kt)	% change	Estimated CO <sub>2</sub> emissions (kt)	% change
2005	4,996	-	38,335	-	363,691	-
2017	3,192	-36.1%	25,384	-33.8%	243,146	-33.1%
2018	3,158	-36.8%	25,147	-34.4%	239,069	-34.3%
2019	3,036	-39.2%	24,188	-36.9%	228,061	-37.3%
2020	2,711	-45.7%	21,857	-43.0%	204,999	-43.6%
2021	2,812	-43.7%	23,357	-39.1%	221,022	-39.2%

Source: Gov.uk / DESNZ 'UK local authority and regional greenhouse gas emissions national statistics: 2005-2021' (Table 2.1)



Source: Gov.uk / DESNZ 'UK local authority and regional greenhouse gas emissions national statistics: 2005-2021' (Table 2.1)

Trend Period	Leeds		Yorkshire & Humber		UK	
	Change in CO <sub>2</sub> emissions (kt)	Average annual % change	Change in CO <sub>2</sub> emissions (kt)	Average annual % change	Change in CO <sub>2</sub> emissions (kt)	Average annual % change
One year period (current) - 2020-21	+101	+3.7%	+1,499	+6.9%	+16,023	+7.8%
Five-year period (short term) - 2016-21	-520	-15.6%	-2,932	-11.2%	-32,366	-12.8%
Ten-year period (medium term) - 2011-2021	-1,257	-30.9%	-8,045	-25.6%	-80,752	-26.8%
Total (long-term) - 2005-2021	-2,184	-43.7%	-14,537	-39.1%	-142,067	-39.2%

Source: Gov.uk / DESNZ 'UK local authority and regional greenhouse gas emissions national statistics: 2005-2021' (Table 2.1)

### Regional/national comparison

These local trends are best presented in the context of the comparable figures for Yorkshire & Humber and the U.K, which are shown in Chart CC1 and Table CC2. In the short term, the increase in carbon emissions in the last year is also apparent for the region and nation, albeit with the increase in Leeds (+3.7%) being nearly half that across Yorkshire (+6.9%) and even less than for all of the U.K (+7.8%). Looking longer term and at all trend periods, Leeds has seen a greater reduction in CO<sub>2</sub> emissions from the baseline year when compared to the regional and national figures. This shows good local performance against both the short and long terms.

The fluctuations seen in the level of carbon reduction in Leeds is also apparent in the regional and national reductions, indicating Leeds is following a similar pattern. The level of reduction was near identical to the regional level up until 2014 which saw Leeds' carbon emissions reduce considerably more than the region for that year, and with this difference having been seen similarly for each year since.

### Carbon dioxide reduction (per capita)

#### Current Position (2021)

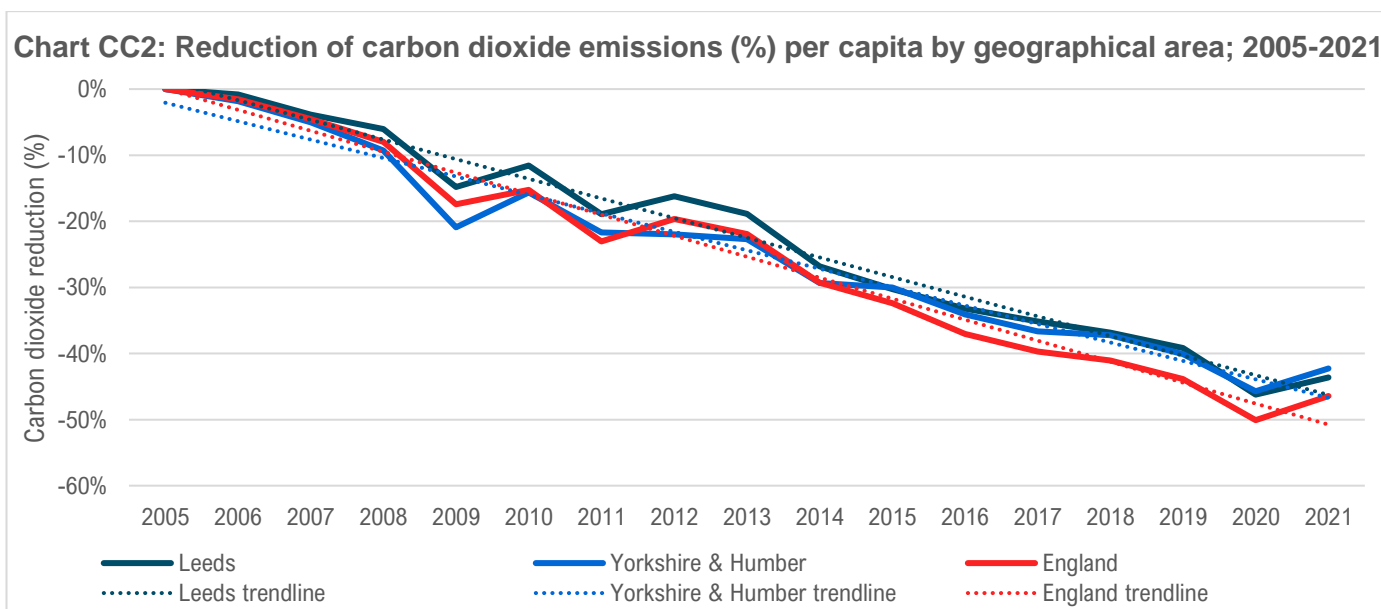
An estimated 7.8kt of carbon dioxide was emitted in Leeds in 2021. This equates to an increase in the level of carbon reduction per capita of 5.6% from 2020.

## Trends

Just as been seen in the short term for the total emissions within the scope of Local Authorities, there has been a jump in the carbon emissions in the past year after seeing continued decreases in recent years which again may be explained to a pickup in general activity following Covid-19. The longer term for the per capita reduction has also seen similar fluctuations as above, with a total 43.6% reduction from the 2005 baseline year showing consistent and strong reduction in carbon reduction even within the context of a growing local population.

Year	Leeds		Yorkshire & Humber		England	
	Estimated CO <sub>2</sub> emissions per capita (kt)	Per capita % reduction	Estimated CO <sub>2</sub> emissions per capita (kt)	Per capita % reduction	Estimated CO <sub>2</sub> emissions per capita (kt)	Per capita % reduction
2005	7.8	-	10.4	-	8.6	-
2017	5.1	-35.2%	6.6	-36.6%	5.2	-39.7%
2018	4.9	-36.8%	6.5	-37.2%	5.1	-41.0%
2019	4.7	-39.2%	6.2	-40.1%	4.8	-43.9%
2020	4.2	-46.2%	5.6	-45.7%	4.3	-50.1%
2021	4.4	-43.6%	6.0	-42.3%	4.6	-46.4%

Source: Gov.uk / DESNZ 'UK local authority and regional greenhouse gas emissions national statistics: 2005-2021' (Table 1.2)



Source: Gov.uk / DESNZ 'UK local authority and regional greenhouse gas emissions national statistics: 2005-2021' (Table 1.2)

## Regional/national comparison

The per capita emissions and rates in reductions are able to be directly compared with the regional and national figures to provide useful context with other geographical areas. Over the short term, Leeds performs slightly favourably on the total reduction since 2005 (-43.6%) compared to Yorkshire & Humber (-42.3%) although unfavourably to England which has seen a greater increase in carbon reduction (-46.4%). However, the actual per capita emissions remains much lower than the regional and national figures, being 30.7% lower than the regional per capita figure and 4.4% lower than the national figure.

Over the longer term, Leeds has seen less of a reduction in per capita carbon reduction for most of the years since 2005, as shown in Chart CC2. However, the actual per capita emissions have remained lower in Leeds than Yorkshire and England for all years. For wider context and comparing this against all other authorities, Leeds has the 170<sup>th</sup> lowest per capita carbon emissions in England (141<sup>th</sup> outside of London), out of a total of 348 authorities.

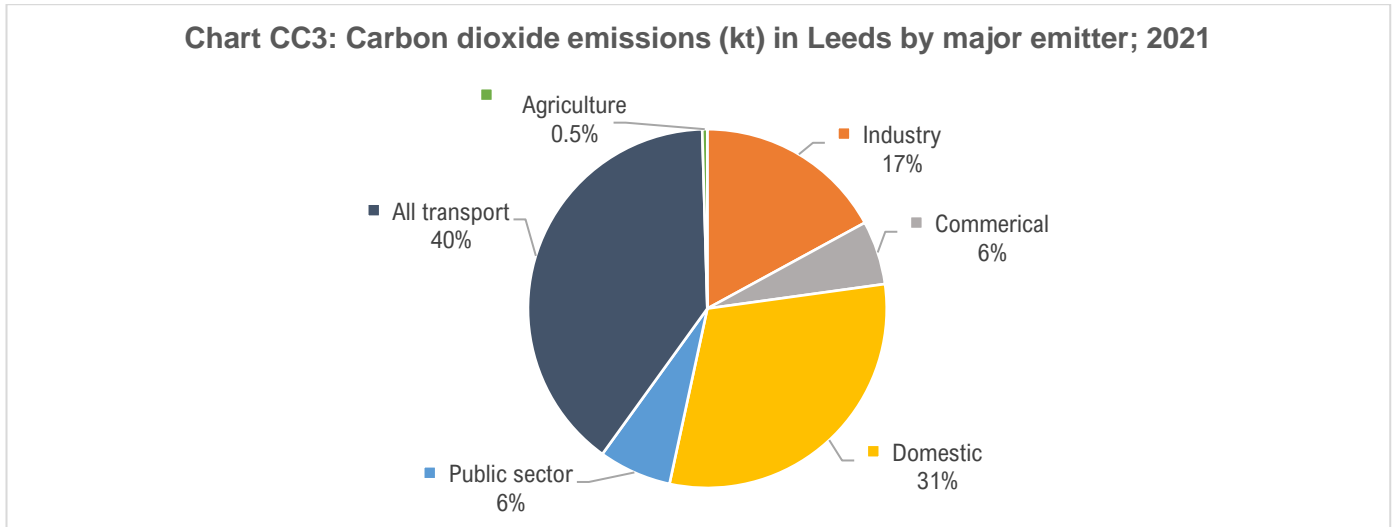
This shows that whilst Leeds has seen favourable per capita carbon reductions against the regional figure and less than that for the nation, the actual per capita emissions remain low and compare relatively favourably to other authorities.



## Carbon dioxide emissions by major emitter type

### Current Position (2021)

An estimated total of just over 3500kt of carbon dioxide was emitted in Leeds in 2021, an increase of 4.7% from 2020. Breaking this down by major emitter (Chart CC3), the largest emitters in 2021 were for transport (39.8%), domestic (30.7%) and industry (17.3%), with the other emitters being made up of public sector (6.6%), commercial (5.8%), agriculture (0.5%) and waste management (0.3%).



Source: Gov.uk / DESNZ 'UK local authority and regional greenhouse gas emissions national statistics: 2005-2021' (Table 1.2)

### Trends

All major emitter types have seen slight increases in carbon dioxide emissions in the short-term, with the greatest increases having been seen in agriculture and commercial. This is a trend which has been explored in detail above, and is likely a result of a pick-up in activity across many sectors following Covid-19 following sharp decreases in carbon emissions.

The longer-term trend has shown general decreases in most emitter types, with the largest reduction in carbon dioxide emissions from 2005 being seen in the commercial (-78%), domestic (-41%), industry (-31%) and public sector (-27%) sectors. Each of these sectors have seen gradual decreases since 2005, although with some varying level of fluctuation – for example, the rate of reduction in public sector emissions has decreased since 2015 and similarly for industry between 2016 and 2018. Whilst the rate of reduction seemed to have been relatively gradual for some sectors, commercial has seen a sharp and consistent fall in carbon emissions since 2013.

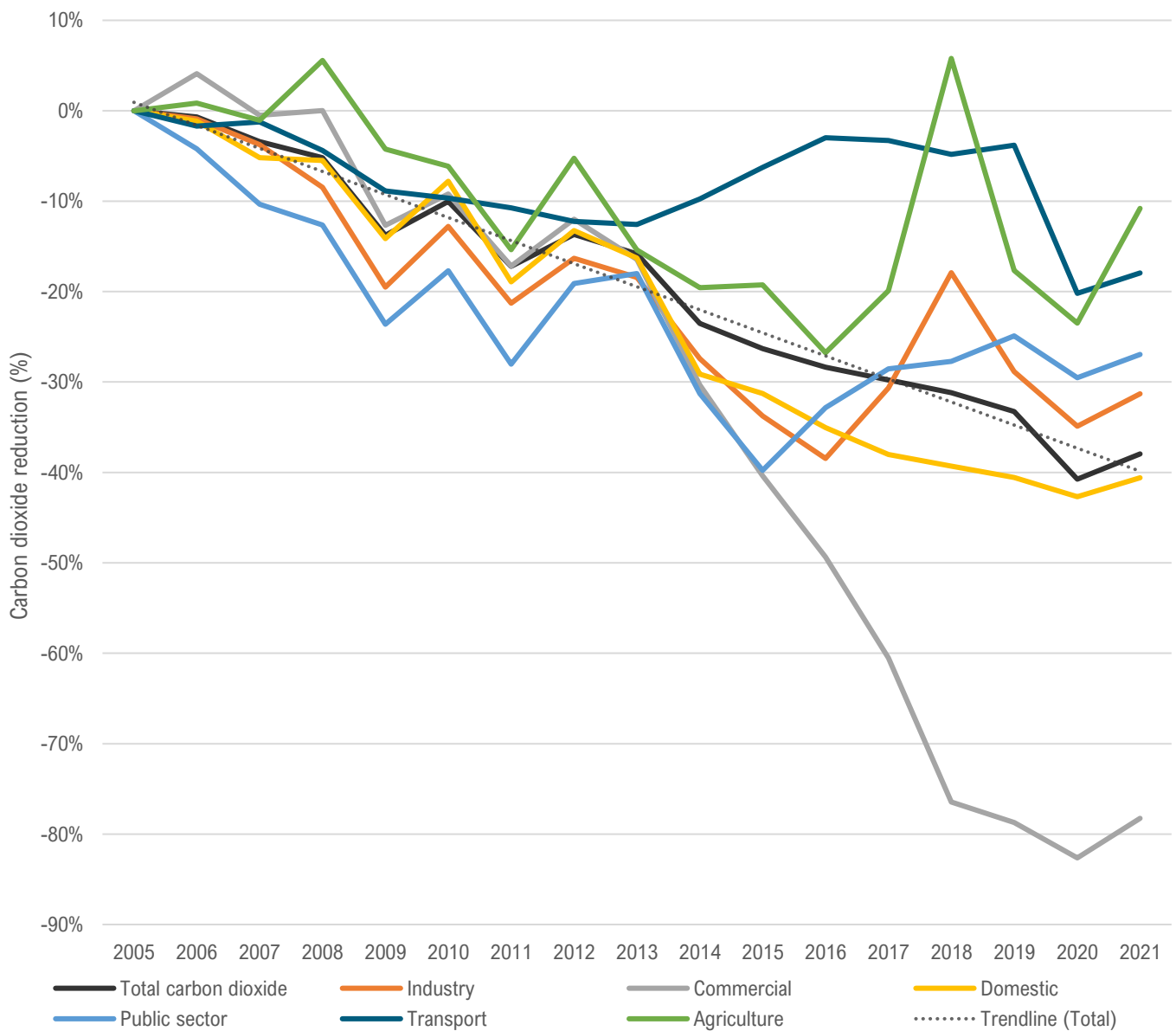
The lowest reductions have been seen in the agriculture (-11%) and transport (-18%) sectors. Agriculture saw a gradual overall decrease between 2005 and 2016 with fluctuation, with a sharp increase between 2016 and 2018 with recent decreases. Similarly, slight decreases were seen for all transport types between 2005 and 2013, with this having reversed between 2013 and 2019 with an overall increase in this time period. It is worth noting that agriculture only makes up a small portion of the overall emissions in Leeds, and transport on the other hand makes up the highest proportion thereby having a greater impact.

**Table CC4: Carbon dioxide emissions in Leeds by major emitters; 2005 and 2017-2021**

Year	Total CO <sub>2</sub> emissions (kt)	Absolute % reduction	Industry % reduction	Commercial % reduction	Domestic % reduction	Public sector % reduction	All transport % reduction	Agriculture % reduction
2005	5733.9	0.0	0.0	0.0	0.0	0.0	0.0	0.0
2017	4026.4	-29.8%	-30.7%	-60.5%	-38.0%	-28.5%	-3.3%	-19.9%
2018	3945.8	-31.2%	-17.9%	-76.5%	-39.3%	-27.7%	-4.8%	5.8%
2019	3826.6	-33.3%	-28.8%	-78.7%	-40.5%	-24.9%	-3.8%	-17.7%
2020	3397.5	-40.7%	-34.9%	-82.6%	-42.7%	-29.5%	-20.2%	-23.5%
2021	3556.8	-38.0%	-31.3%	-78.2%	-40.6%	-26.9%	-17.9%	-10.8%

Source: Gov.uk / DESNZ 'UK local authority and regional greenhouse gas emissions national statistics: 2005-2021' (Table 1.2)

**Chart CC4: Reduction of carbon dioxide emissions (%) in Leeds by major emitter; 2005-2021**



Source: Gov.uk / DESNZ 'UK local authority and regional greenhouse gas emissions national statistics: 2005-2021' (Table 1.2)

**Overall performance against target**

An amber score has been given for the short term despite the increases in carbon emissions in 2021 as the rate of the increase performs much favourable than the comparable regional and national figures. A green score has been given over the longer term given the continued and gradual decreases in carbon emissions from the 2005 baseline, especially when compared against the regional and national figures.



### Relevant Monitoring Indicators:

- No relevant monitoring indicators

### Relevant Local Plan Policies:

- Policy EN1: Climate Change - Carbon Dioxide Reduction
- Policy EN2: Sustainable Design and Construction

### Targets:

- Increase in A and B Energy Performance Certificate (EPC) ratings for new lodgements for domestic and non-domestic buildings
- Reduction in E, F, G Energy Performance Certificate (EPC) ratings for new lodgements for domestic and non-domestic buildings

### Triggers / Interventions:

- No set triggers or interventions

## Context

### Energy Performance Certificates ('EPCs'):

Energy Performance Certificates (EPCs) provide information on a property's energy use and costs. An EPC lodgement is required when a property is built, sold or rented, with data being available on all new lodgements for existing domestic and commercial buildings and all new domestic buildings. A building is rated from A (most efficient) to G (least efficient), with the data here being divided into three levels of EPCs; high ratings (A and B), average ratings (C and D) and low rating (E, F and G). The most recent data available is from 2022.

## EPC domestic lodgements

### Current Position (2022)

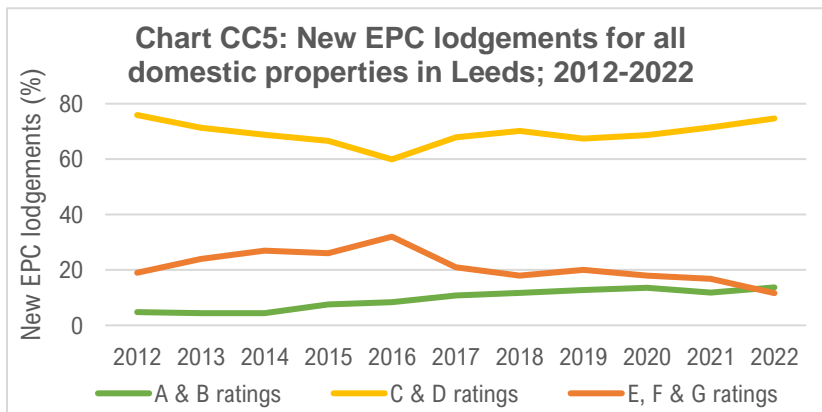
The majority of new Energy Performance Certificate lodgement made for all dwellings (new and existing) achieved the C and D ratings (75%), with 14% being for the higher A and B ratings and 12% for the lower E, F and G ratings. Breaking this down for new dwellings only, the majority for EPC lodgements made achieved the higher A and B ratings (71%), with similar proportions for the average C, D and E (14%) and low E, F and G ratings (15%).

### Trends

The proportion of new EPC lodgements for all dwellings have remained relatively similar over the long term since 2012, with the C and D ratings having remained the highest proportion by a significant margin. This might be explained by a dependence on homeowners improving the efficiency of existing housing stock, difficulty in improving the efficiency of some older housing stock, and no requirements for existing dwellings to adhere to new building regulations.

In the short term, there does appear to be some change with an increasing proportion of C and D ratings and with a slight decrease in the lower ratings and subsequent increase in the higher ratings over the past few years. In fact, the higher EPC ratings exceeded the proportion of lower ratings for the first time in the last year. This may be a result of initiatives (e.g. government grants) helping to improve the efficiency of some existing dwellings in recent years, as well as personal benefits to do so (e.g. reducing energy bill costs).

Year	A & B ratings	C & D ratings	E, F & G ratings
2012	4.8%	75.9%	19.3%
2018	11.7%	70.2%	18.1%
2019	12.7%	67.4%	19.1%
2020	13.6%	68.7%	17.7%
2021	11.8%	71.4%	16.8%
2022	13.7%	74.7%	11.6%

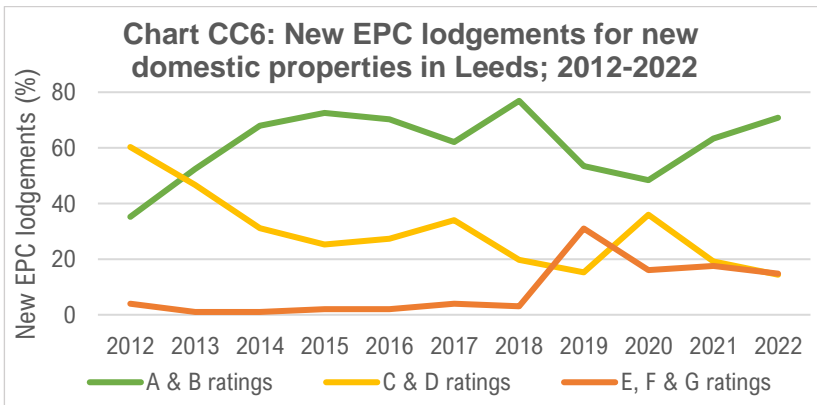


Source: Gov.uk / DHLUC 'Live tables on Energy Performance of Buildings Certificates' (Table D1)

For new dwellings only, there has been a greater level of fluctuation over the long term, with a general increase in the higher A and B EPC ratings (over doubling since 2012) and a subsequent decrease in the average C and D ratings, which is likely a result of updates to building regulations in that time which has required more efficient construction methods and design, as well as the introduction and implementation of planning policy encouraging more energy efficiency in new builds – for example, nationally with the NPPF and NPPG, and locally with the Core Strategy and Policy EN1.

There has also been an overall increase in the lower E, F and G ratings since 2012, although this was a result of a spike in 2019 across the short term, with a similar spike for the average ratings in the following year. This might be a result of new dwellings being created through changes of use of existing buildings by Permitted Development, which may typically consist of older property stock (including Listed Buildings) which have poorer EPC ratings as a result of the building's age and not being built for residential use. In more recent years, the lower and average ratings have remained relatively constant with a considerable increase again in the higher proportions, showing some positive signs.

Table CC6: New EPC lodgements (%) for new domestic properties in Leeds; 2012 and 2017-2022			
Year	A & B ratings	C & D ratings	E, F & G ratings
2012	35.2%	60.3%	4.5%
2018	76.9%	19.7%	3.4%
2019	53.5%	15.3%	31.2%
2020	48.4%	36.0%	16.6%
2021	63.3%	19.2%	17.5%
2022	70.9%	14.4%	14.7%



Source: Gov.uk / DHLUC 'Live tables on Energy Performance of Buildings Certificates' (Table NB1)

## EPC non-domestic lodgements

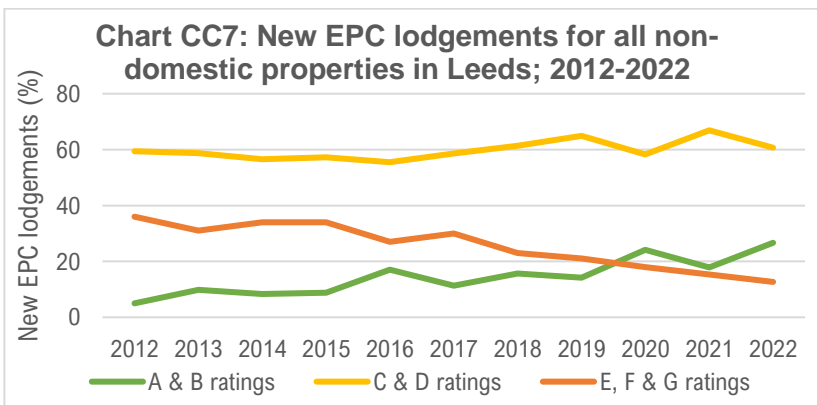
### Current Position (2022)

The highest proportion of new Energy Performance Certificate lodgements made for all non-domestic properties achieved the C and D ratings (61%), with 27% being for the higher A and B ratings and 13% for the lower E, F and G ratings.

### Trends

The proportion of new EPC lodgements made for all non-domestic properties have remained relatively constant over the long term, although with a general and consistent increase in the higher A and B EPC ratings and a subsequent decrease in the lower ratings. This could be due to the replacement of older non-domestic property stock with more modern and energy-efficient buildings, which would help to operate more efficiently and comply with relevant building regulations.

Table CC7: New EPC lodgements (%) for all non-domestic properties in Leeds; 2012 and 2017-2022			
Year	A & B ratings	C & D ratings	E, F & G ratings
2012	5.0%	59.4%	35.6%
2018	15.7%	61.4%	22.9%
2019	14.2%	64.9%	20.9%
2020	24.2%	58.3%	17.5%
2021	17.8%	66.9%	15.3%
2022	26.7%	60.7%	12.7%



Source: Gov.uk / DHLUC 'Live tables on Energy Performance of Buildings Certificates' (Table A)

## Overall performance against target

A green score has been given over the short-term reflecting the recent increases in the higher EPC ratings for domestic and non-domestic properties. A green score has also been given over the longer term given the continued trend of increasing higher EPC ratings and decreasing low ratings for new domestic and all non-domestic properties.



# Climate Change

## Renewable energy

Performance against target

Short Term

Long Term

### Relevant Monitoring Indicators:

- Indicator 42 – Renewable energy production
- NRWLP Energy – Ongoing annual progress towards meeting overall renewable energy capacity requirements within NRWLP Table 5.1

### Relevant Local Plan Policies:

- Policy EN3: Low Carbon Economy
- Policy EN4: District Heating
- NRWLP Policies Energy 1-4

### Targets:

- 75MW of installed renewable energy capacity by 2021 (Core Strategy)
- 20MW of wind power energy production, 10MW of renewable micro-production, and 35MW of energy from waste production by 2026 (NRWLP)

### Triggers / Interventions:

- Review of development application process to ensure policy implementation set triggers or interventions

## Context

### **Renewable energy sources**

Photovoltaics - Solar power generates electricity by capturing sunlight on solar panels in a joint chemical and physical reaction. Energy generation is dependent on the availability and strength of sunlight at any given time, and can be affected by location, weather / season and time of day.

Onshore wind - Onshore wind generates electricity by spinning the blades of wind turbines, which converts this into electric energy. Energy generation is dependent on the availability and strength at wind at any given time, and can be affected by location and weather.

Hydro - Hydro power is created using the movement of flowing or falling water. Electricity is generated through underwater turbines that turn a generator.

Anaerobic Digestion - Anaerobic digestion can produce heat and energy through the natural process of micro-organisms breaking down organic matter found in wet biomass waste (such as sewage sludge, animal manure and slurry and waste food) to produce biogas which can be burnt to directly produce heat or be used in a combined heat and power unit to produce heat and electricity, or be cleaned to remove the carbon dioxide to produce biomethane which can be used in the same way as natural gas or vehicle fuel.

Landfill Gas - Landfill gas is a natural by-product of the decomposition of organic material in landfills. These gases are captured instead of escaping into the atmosphere and is then converted to be used as energy or electricity.

Municipal Solid Waste - Municipal Solid Waste ('MSW') can produce energy by typically being burned at waste-to-energy plants to produce steam which generates electricity through a turbine, or uses heat to directly warm buildings using a district heating network. Recovering energy from waste is only appropriate for waste that cannot be prevented, reused or recycled with less greenhouse gas emissions. This process also helps reduce the amount of waste which is sent to landfills and subsequent landfill methane emissions.

Plant Biomass - Bioenergy can generate electricity when organic matter is burned as a fuel source. Carbon dioxide is emitted when bioenergy is made, but this is still considered a renewable source as the biomass can be regrown and absorbs as much as carbon as they emit through this process across their lifespans.

## Renewable energy

### **Current Position (2022/23)**

Leeds had a total of 10,742 renewable electricity installations in Leeds in 2022, up from 15.7% from the previous year. This is mostly up of photovoltaic (solar panel) installations (99.6%), which is unsurprising given the small-scale nature of these installations.

These installations equated to a renewable energy capacity of 94MW in 2022, 51% being made up by photovoltaics, 16% onshore wind and 15% landfill gas. This exceeds the 75MW target set for 2021.

Leeds also produced 125,000MWH of renewable energy in 2022, 34% of this continuing to be made up by landfill gas, 32% photovoltaics and 25% onshore wind.



## Trends

Looking at the short-term trend, increases have been seen in renewable energy installations (+15.7%), capacity (+6.6%) and generation (+2.3%) all within the last year. This is also apparent in the long-term trend, seeing considerable increases for all from 2014 also; an increase of 121% in installations, 174% in capacity and 35% in generation.

The importance of photovoltaics continues to increase with installations over doubling and a 170% increase in both capacity and generation, due to the relative low cost and practicality of installing and retrofitting these on various buildings across Leeds. Landfill gas is the only source which has saw year-on-year decreases in generation despite unchanged installations and capacity, which is likely a result of less waste being sent to landfill which is a positive and expected trend. This also explains the trend in overall reduced renewable production since 2017. For all other sources, the number of installations and subsequent capacity have remained the same in recent years, although generation has greatly fluctuated for most of these, which is expected as a result of external factors which impact on some renewable generation (such as wind, rainfall and sunshine as well as management of the energy sources).

Whilst still contributing to renewable energy generation in Leeds, analysis cannot be made on municipal solid waste or plant biomass given data is kept confidential for market reasons.

Table CC8: Number of renewable electricity installations in Leeds; 2014-2022									
Year	Photovoltaics (solar)	Onshore wind	Hydro	Anaerobic Digestion	Landfill gas	Municipal solid waste	Plant biomass	TOTAL	Annual change
2014	4,552	23	2	-	5	1	1	4,584	-
2018	7,514	27	3	3	5	2	2	7,556	+208
2019	8,494	27	3	3	5	2	2	8,536	+980
2020	8,790	29	3	3	5	2	2	8,834	+298
2021	9,241	29	3	3	5	2	2	9,285	+451
2022	10,698	29	3	3	5	2	2	10,742	+1,457

Source: Gov.uk / DESNZ 'Renewable electricity by local authority 2014 - 2022'

Table CC9: Renewable energy capacity (MW) in Leeds; 2014-2022									
Year	Photovoltaics (solar)	Onshore wind	Hydro	Anaerobic Digestion	Landfill gas	Municipal solid waste	Plant biomass	TOTAL	Annual change
2014	17.8	0.2	0.2	-	13.8	0.2	2.2	34.4	-
2018	35.6	12.4	0.6	1.6	13.8	16.7	2.3	83.0	+4.7
2019	39.3	12.4	0.6	1.6	13.8	16.7	2.3	86.6	+3.7
2020	40.5	12.4	0.6	1.6	13.8	15.2	2.3	86.4	-0.2
2021	42.4	12.4	0.6	1.6	13.8	15.2	2.3	88.3	+1.9
2022	48.2	12.4	0.6	1.6	13.8	15.2	2.3	94.1	+5.8

Source: Gov.uk / DESNZ 'Renewable electricity by local authority 2014 - 2022'

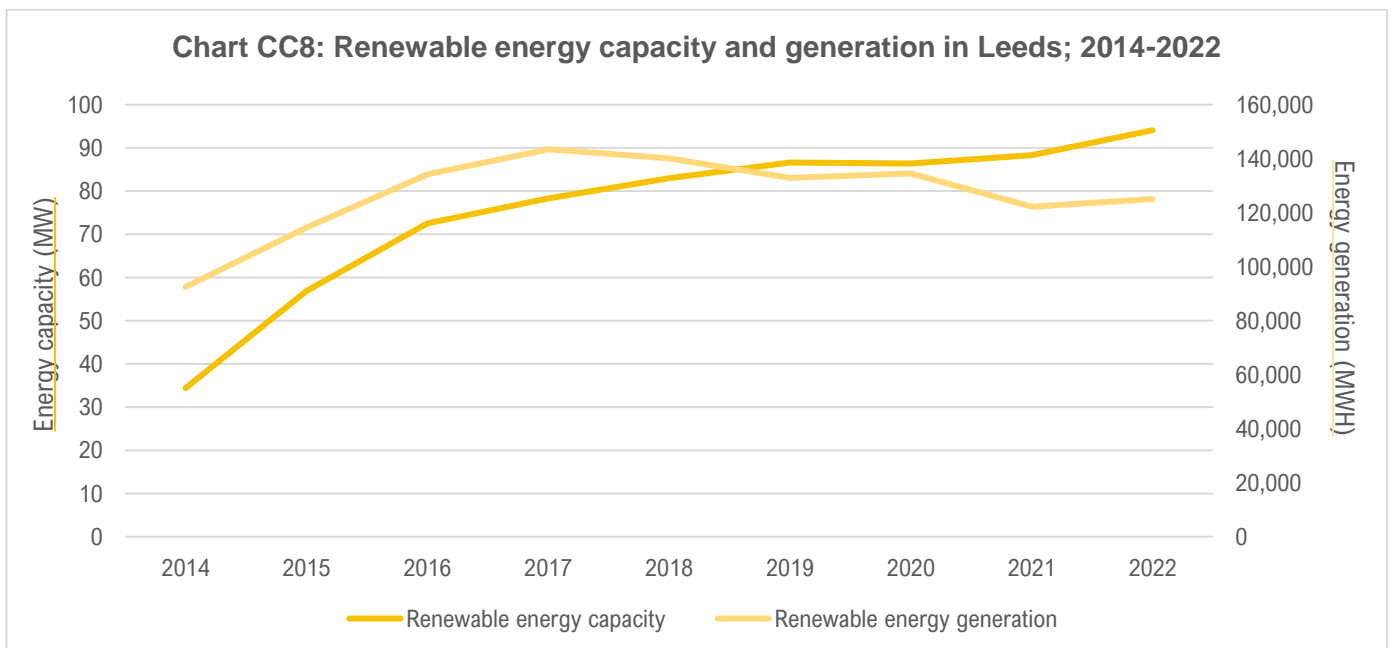
**Table CC10: Renewable energy generation (MWh) in Leeds; 2014-2022**

Year	Photovoltaics	Onshore wind	Hydro	Anaerobic Digestion	Landfill gas	Municipal solid waste	Plant biomass	TOTAL	Annual change
2014	14,817	420	661	0	76,295	[X]	340	92,533	-
2018	35,201	31,607	1,658	8,758	61,792	[X]	1,113	140,128	-3,350
2019	35,673	30,832	1,949	8,835	55,590	[X]	[X]	132,879	-7,250
2020	35,880	35,611	2,122	8,871	52,064	[X]	[X]	134,548	+1,669
2021	34,758	28,629	1,713	8,847	48,283	[X]	[X]	122,230	-12,318
2022	40,142	31,202	1,936	8,847	42,967	[X]	[X]	125,093	+2,863

[X] - there was some generation but it has been suppressed to prevent the output of individual plants being revealed

Source: Gov.uk / DESNZ 'Renewable electricity by local authority 2014 - 2022'

**Chart CC8: Renewable energy capacity and generation in Leeds; 2014-2022**



Source: Gov.uk / DESNZ 'Renewable electricity by local authority 2014 - 2022'

**Renewable energy capacity and generation targets**

The Core Strategy sets out a target for a total of 75MW of installed renewable energy capacity by 2021, which was first met in 2017 and has been met for each year since with further annual increases.

The Natural Resources and Waste Local Plan sets further targets for generation by 2026, with expected wind power energy production of 20MW, renewable micro-production of 10MW and renewable energy from waste of 35MW. Data is not available on micro-production, although renewable energy production targets for wind production were first met in 2016 and has achieved this for every year since and even with the absence of data on municipal solid waste, targets for energy from waste have been exceeded for each year since 2014 (anaerobic digestion and landfill gas).

## Heat networks

### Current Position (2022/23)

Table CC11 below sets out all updates to heat networks in Leeds in 2022/23.

As for updates to the Leeds PIPES district heating network, this supplied 22,029MWH of heating in 2022 (up by 43% from the previous year), and which has reduced Leeds' carbon footprint by 3,975 tonnes of CO<sub>2</sub>. Work has been progressing on expanding the PIPES network with plans for two major extensions in the City Centre and numerous connections to the network including the first private sector residential developers.

Table CC11: Updates to heat networks in Leeds; 2022/23										
Site name	Operator / Applicant	Development status	Record last updated	Technology type	Primary fuel type	Heat network connection type	Development type	Installed capacity (Mwelec)	Number of customer connections	Number of building connections
Denbigh Heights - Ground source heat array	Leeds City Council	Operational	12/04/2022	Ground Source Heat Pumps	Electric	Communal	Domestic	0.15	-	-
Doncaster Monk Bridge - Mixed Development and 307 Flats	Highline Investments GP Limited	Under Construction	21/04/2022	Gas Fired CHP	Gas	District	Mixed	-	322	3
Barncroft Grange - Ground Source Heat Array	Leeds City Council	Awaiting Construction	23/05/2022	Ground Source Heat Pumps	Electric	District	Domestic	0.15	-	4
Holdforth Court, Brussels Street - 189 Flats	KMRE Group Limited	Application Submitted	12/09/2022	EfW Incineration	Gas	District	Domestic	-	189	1
2 Regent Street - 96 Flats	KMRE Group Limited	Application Submitted	12/09/2022	EfW Incineration	Gas	Communal	Domestic	-	96	1
St Cecilia Street - 78 Apartments	Legal and General Group PLC	Application Submitted	25/10/2022	EfW Incineration	Gas	District	Domestic	-	78	1
Grayson Crest, Eden Mount - Air Source Heat Pumps	Leeds City Council	Awaiting Construction	13/12/2022	Air Source Heat Pumps	Electric	Communal	Domestic	0.2	69	1
Lands Lane - 18 Flats	Bramall Properties Limited	Application Submitted	15/12/2022	Air Source Heat Pumps	Electric	Communal	Domestic	-	18	1
Seacroft Crescent, Seacroft - 25 Flats & 8 Houses	Leeds City Council	Awaiting Construction	10/01/2023	Air Source Heat Pumps	Electric	Communal	Domestic	-	25	1
Holborn Towers - Air Source Heat Pump	Leeds City Council	Awaiting Construction	10/01/2023	Air Source Heat Pumps	Electric	Communal	Domestic	0.15	17	1
Mushroom Street - 80 Flats & 37 Bed Hotel	Sing Kee Foods Supplies Limited	Application Submitted	12/01/2023	Air Source Heat Pumps	Electric	Communal	Domestic	-	80	3
Sheepscar Grove - 355 Bedroom Student Accommodation	MBU Capital	Awaiting Construction	17/01/2023	Gas Fired CHP	Gas	Communal	Non Domestic	-	-	1
Queensview, Seacroft Crescent - Air Source Heat Pumps	Leeds City Council	Awaiting Construction	24/02/2023	Air Source Heat Pumps	Electric	Communal	Domestic	0.15	91	1

Source: Gov.uk / DESNZ 'Heat Networks Planning Database'



## **Overall performance against target**

A green score has been given over both the short and long terms because the renewable energy capacity and generation targets set out in the Core Strategy and Natural Resources and Waste Local Plan continue to be exceeded, and renewable installations, capacity and generation continues to grow from the 2014 figure and within recent years.

Work is also continuing at pace at extending heat networks in Leeds, including the continued expansion of the Leeds PIPES network.



# Climate Change

## Water consumption

Performance against target	Short Term	Long Term
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### Relevant Monitoring Indicators:

- NRWLP Water 1 - Reduction in consumption of water per capita over the plan period

### Relevant Local Plan Policies:

- NRWLP Water 1: Water Efficiency

### Targets:

- Use of water reduces over the plan period

### Triggers / Interventions:

- Review implementation of policy with Yorkshire Water if per capita usage has increased compared to previous five years

## Water demand

### Current Position (2022/23)

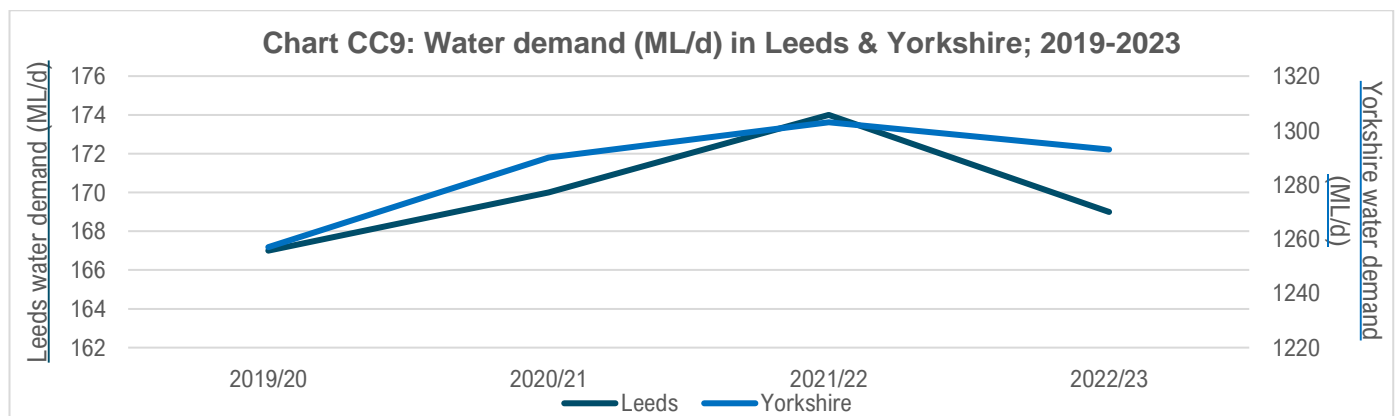
Water demand in Leeds was an average of 169 megalitres (i.e. 169 million litres) in 2022/23, down by 2.9% from the previous year.

### Trends

Data on water consumption and demand has only been made available from 2019, so only short-term trends can be established. There has been an overall increase of 1.2% from the 2019 baseline in terms of water consumed in Leeds, consisting of two years of considerable increase in demand, with a fall in the previous year.

Year	Leeds		Yorkshire	
	Average demand (ML/d)	% change from baseline	Average demand (ML/d)	% change from baseline
2019/20	167	-	1,257	-
2020/21	170	+1.8%	1,290	+2.6%
2021/22	174	+4.2%	1,303	+3.7%
2022/23	169	+1.2%	1,293	+2.9%

Source: Yorkshire Water 'Watsit'



Source: Yorkshire Water 'Watsit'

### Regional/national comparison

Comparing the water demand in Leeds with that seen in the region, Leeds does appear to perform slightly better. Yorkshire has seen a lower decrease of 0.8% in the previous year, and much higher overall increase of 2.9% since the 2019 baseline.

### Overall performance against target

An amber score has been given over the short term due to the decrease in water usage seen in the previous year and which performs somewhat positively against the regional figure, although this does follow two years of consistent increase in water usage. No scoring has been able to be given over the longer term given data is only available from 2019 onwards.



### Relevant Monitoring Indicators:

- Indicator 39 - Planning permissions granted contrary to Environment Agency advice on flood risk and water quality
- Indicator 40 - Delivery of the Leeds Flood Alleviation Scheme
- NRWLP Water 3-6 - Ensure flood risk is managed, taking into account the effects of climate change

### Relevant Local Plan Policies:

- CS Policy SP3: Role of Leeds City Centre
- CS Policy EN5: Managing Flood Risk
- NRWLP Policy Water 3: Functional Flood Plain
- NRWLP Policy Water 4: Development in Flood Risk Areas
- NRWLP Policy Water 5: Zones of Rapid Inundation
- NRWLP Policy Water 6: Flood Risk Assessments

### Targets:

- 100% of applications determined to comply with Environment Agency advice
- Delivery of Flood Alleviation Scheme by 2025

### Triggers / Interventions:

- Sustained non-compliance of Environment Agency advice
- Sustained increase in total applications (over a two year period) where flood risk issues have not been addressed
- SFRA updates indicate the need to review flood risk policies

## Context

### Strategic Flood Risk Assessment ('SFRA'):

Leeds has produced a Strategic Flood Risk Assessment (SFRA) which defines the four flood zones:

- Zone 1 is areas of low flood probability;
- Zone 2 (Undefended 0.1% AEP Flood Event Outline) are areas of medium flood probability;
- Zone 3a (Undefended 1% AEP Flood Event Outline) are areas of high flood probability; and
- Zone 3b is the functional floodplain.

The current SFRA map can be accessed [here](#), which includes a map on the flood zones, various climate change scenarios and the subsequent predicted impacts on flood risk, and residual risk (areas protected by flood protection).

## Environment Agency flood risk objections

### Current Position (2022/23)

Out of a total of 26 objections received on the basis of flood risk, advice from the Environment Agency was followed on all occasions in 2022/23 (Table CC12). This demonstrates good performance for the short term.

Table CC13: Planning applications determined in 2022/23 with objections received from Environment Agency on flood risk			
LPA reference	Development type	Year initial EA objection made	LPA decision compared to EA advice
19/01059/OT	Residential - Non-Major	2019/20	Environment Agency advice followed
19/04510/FU	Mixed Use - Major	2019/20	
19/04510/FU	Mixed Use - Major	2020/21	
19/06537/FU	Other - Major	2019/20	
20/02494/OT	Residential - Major	2020/21	
20/02889/FU	Other - Non-Major	2021/22	
20/03431/FU	Residential - Non-Major	2020/21	
20/04141/OT	Residential - Major	2020/21	
20/07781/FU	Offices/Light Industry - Major	2020/21	
20/08324/FU	Residential - Non-Major	2020/21	
20/08597/FU	Residential - Major	2020/21	
21/00591/FU	Other - Major	2020/21	

21/07186/FU	Other - Major	2021/22	Environment Agency advice followed
21/07191/FU	Other - Non-Major	2021/22	
21/08094/FU	Other - Non-Major	2021/22	
21/08190/FU	Mixed Use - Major	2021/22	
21/08248/FU	Other - Non-Major	2021/22	
21/08429/FU	Other - Non-Major	2022/23	
21/09574/FU	Offices/Light Industry - Major	2021/22	
21/09580/FU	Residential - Non-Major	2022/23	
21/09675/FU	Other - Major	2021/22	
22/00009/FU	Residential - Major	2021/22	
22/00806/FU	Residential - Non-Major	2021/22	
22/00834/FU	Other - Non-Major	2021/22	
22/02521/FU	Mixed Use - Major	2022/23	
22/03777/FU	Educational Institutions - Major	2022/23	

Source: Environment Agency

### Trends

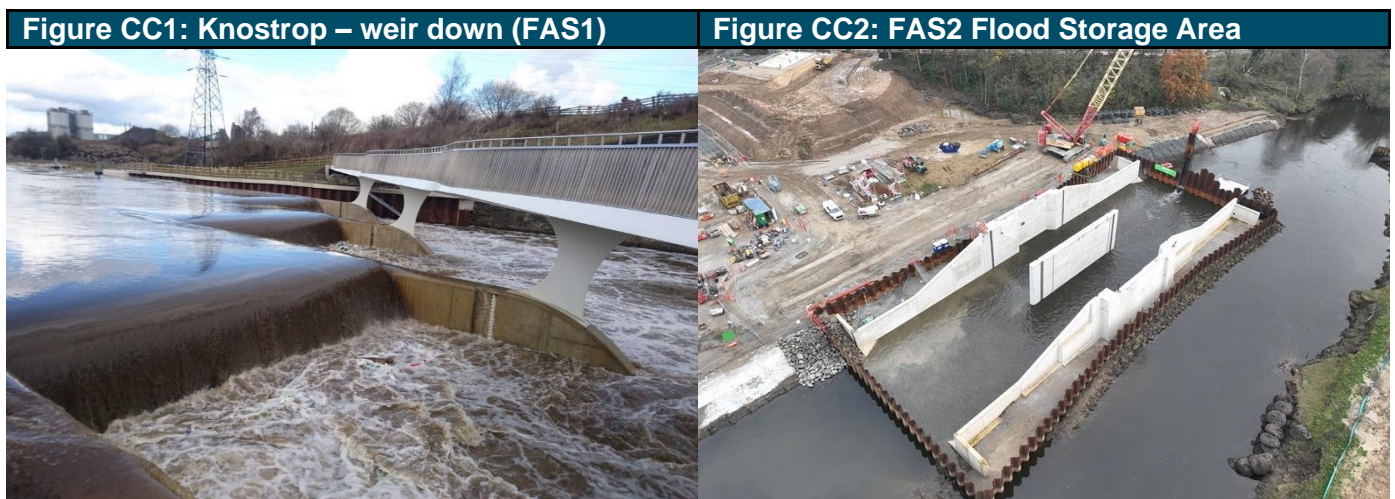
Table CC13 below shows the percentage of applications determined following the advice of Environment Agency on flood risk for each year from 2016/17 onwards. This shows that out of the seven years data is available for, only three years have followed the advice of EA, with these having been recorded in the past five years.

Table CC14: Proportion of Environment Agency advice followed on flood risk; 2016-2023	
Year planning application determined	% of EA advice followed
2016/17	95%
2017/18	93%
2018/19	91%
2019/20	100%
2020/21	94%
2021/22	100%
2022/23	100%

Source: Environment Agency

### Leeds Flood Alleviation Scheme ('FAS')

The Leeds Flood Alleviation Scheme is one of the largest flood alleviation schemes in the country, consisting of the construction of various flood mitigating schemes in order to reduce the risk of flooding across Leeds primarily from the River Aire and Hol Beck. This is to be delivered over two phases (FAS1 – running downstream to the south of the City Centre, and FAS2 – running upstream to the north of the City Centre being delivered in two steps).



The movable weir at Knostrop - one of two moveable weirs completed as part of the FAS1

The removal of the first steel sheet pile from the dry working area, resulting in water covering the structure for the first time; under construction as part of FAS2 (December 2022)

## **Current Position (2023)**

FAS1 was completed in October 2017, which cost £50m and protects more than 3,000 homes, 500 businesses and 300 acres of development land and safeguards more than 22,000 jobs over the next ten years. The first phase involved the construction of state-of-the-art moveable weirs at Crown Point and Knostrop that can control river levels, removal of the Knostrop Cut to merge the river and canal and new flood walls, glazed panels and embankments stretching more than 4.5km.

Following the completion of the first phase, work now continues at pace on Phase 2 (FAS2). This focuses on a combination of natural flood management (e.g. creation of new woodland areas which will more than double canopy coverage in the River Aire catchment, active land management to reduce run off and the restoration of meanders) and engineered measures (e.g. new defence walls, embankments and a flood storage area) to help slow the flow and catch water further up the catchment so that flood peaks are reduced further downstream. This will reduce flood risk to a 0.5% probability of occurring in any given year (1 in 200 probability), including an allowance for climate change until 2069 and represents an overall investment of £112.1m.

Upon completion (expected 2023/24), this will protect 1,048 homes, 474 businesses and key infrastructure along a 14km stretch from Apperly Bridge to Leeds City Station.

Progress on the Flood Alleviation Scheme can be viewed on the [Leeds City Council website](#) or on the [Leeds FAS X \(formerly Twitter\) page](#). Further details on the FAS can also be viewed [here](#).

## **Overall performance against target**

A green score has been given over the short and long term because EA advice has been followed on flood risk matters in the current year and across recent years, and work on the Flood Alleviation Scheme is set to complete next year ahead of the 2025 target.

## **Emerging Local Plan policies – Climate Change:**

### ***Local Plan Update***

Leeds City Council is preparing a Local Plan Update ('LPU') which will introduce new and amend existing local planning policies in order to respond to the Council's declared Climate Emergency in 2019; helping to meet carbon reduction targets and prepare for the effects of climate change upon people, places and the natural environment. The LPU is being prepared with the following five objectives: carbon reduction, flood risk, green and blue infrastructure, place-making, and sustainable infrastructure.

Details of the LPU, including its current stage of the Plan-making process and a list of emerging proposed policies, can be viewed [here](#).

### ***Leeds Local Plan 2040***

In addition to Local Plan Update, Leeds City Council is also preparing a further comprehensive update to the Local Plan in order to review, update and / or replace all existing remaining policies contained within the Local Plan to ensure policies are effective, up-to-date and reflect needs up to 2040. This includes wide-ranging policies and potential allocations to support carbon reduction through improved accessibility standards and greater emphasis on sustainable transport, and exploring potential new sites for renewable energy production.

Public consultation on the initial scope of the update was conducted early 2023 as well as launching a call for sites process, with work beginning on analysing public comments and refining the scope and progressing work on the background evidence needed to support the update.

Details of LLP 2040, including latest news of the development of the plan update and information on the initial scoping topics, can be viewed [here](#).

### Relevant Monitoring Indicators:

- No relevant monitoring indicators

### Relevant Local Plan Policies:

- Spatial Policy 13: Strategic Green Infrastructure
- Policy G1: Enhancing and Extending Green Infrastructure

### Targets:

- No set targets

### Triggers / Interventions:

- No set triggers or interventions

## Context

### Strategic Green and Blue Infrastructure Network

The Council has produced a [Strategic Green and Blue Infrastructure \(GBI\) Network Map](#) as part of the draft Local Plan Update, which shows the spatial extent of the network. This shows the following types of GBI, using the latest data available:

- Green Space
- Nature Conservation Sites
- Leeds Habitat Network
- Woodland
- Historic Parks and Gardens
- River corridors, lakes, and ponds
- Functional flood plain

## Strategic Green and Blue Infrastructure Typologies

### Current Position (2022/23)

A substantial portion of Leeds continues to be covered by Green and Blue Infrastructure (GBI). Table NE1 below shows the cover of Leeds by each green and blue infrastructure typology, with caution to be noted that several of these may overlap so these cannot be added together to calculate the total GBI coverage of the District.

Habitat Network sites make up the highest proportion of all of the GBI typologies in Leeds at 21.5%, followed by green and open spaces (11.3%) and woodlands (10%). Land serving as functional floodplain has the highest proportion of the blue infrastructure typologies at 4%.

Green / Blue Infrastructure	Typology	Total Area (ha)	% Cover of Leeds
Green Infrastructure	Habitat Network	11,857	21.5%
	Green Space & Open Space	6,233	11.3%
	Woodland	5,499	10.0%
	Nature Conservation Sites	3,590	6.5%
	Historic Parks & Gardens	2,477	4.5%
	Ancient Woodland	747	1.4%
Blue Infrastructure	Functional Floodplain	2212	4%
	Lakes, Dams & Ponds	500	0.9%
	Rivers & Canals	319	0.6%

Source: LCC Data & Intelligence Monitoring

### Trends

There has been little change to the GBI network since monitoring began last period. The only change to the GBI network to have occurred is a slight decrease of 0.8% to the Habitat Network, which might reflect changes to some boundaries of the Habitat Network as part of progress on Local Plan Update rather than actual losses to the network.

## Overall performance against target

No score has been given for overall performance for this sub-topic due to the lack of a target to assess performance against and lack of data for previous years to allow accurate comparisons.

### Relevant Monitoring Indicators:

- Indicator 25 – Amount of green space lost to redevelopment
- Indicator 31 – Delivery of a City Centre park

### Relevant Local Plan Policies:

- Policy G1: Enhancing and Extending Green Infrastructure
- Policy G3: Standards for Open Space, Sport and Recreation
- Policy G4: Green Space Improvement and New Green Space Provision
- Policy G5: Open Space Provision in the City Centre

### Targets:

- To lose no greenspace that is not justified according to Policy G6 criteria
- No set target for greenspace provision

### Triggers / Interventions:

- Review unjustified loss of green space to development and reasons for lower achievement

## Context

### Green and open space

Green space is defined within the Core Strategy as a collective term to describe areas of open space and vegetation, whether public or private, used for formal or informal recreation, with examples including recreation grounds, parks, linear spaces alongside canal towpaths, grass playing pitches, bowling greens, tennis courts, pedestrian areas in the City Centre, small play spaces within housing areas, or woodland. Open space (which applies primarily to the City Centre) is defined as a particular type of green space with the addition of civic space, usually comprising hard landscaped open areas for public gathering and Churchyards.

## Green space provision

### Current Position (2022/23)

There is a total of 6,223ha of green and open space in Leeds in 2023, which equates to 11.3% of the district. Separate to this, and with some overlap, Leeds has 2,477ha of historic parks and gardens.

Typology	Total area (ha)	% cover of Leeds
Green Space & Open Space	6,233	11.3%
Historic Parks & Gardens	2,477	4.5%

Source: LCC Data & Intelligence Monitoring

### Trends

There has been no change to the current provision of green space since monitoring of the GBI network began last period. However, green space monitoring only relates to green space which has been allocated and designated, and will therefore not include green space created through new development before being designated and does not live monitor losses of existing green space.

## Accessibility of green space

### Current Position (2020)

As for accessibility to public green spaces, latest data from ONS (2020) states that the average distance to the nearest park, public garden or playing field for Leeds is 345m with the average number of parks, public gardens or playing fields within 1km is just over 5 at an average combined size of 327km<sup>2</sup>. This is the first and only publication of this data, so comparisons with previous years cannot be made, although it is hoped this will be updated for the next monitoring period.

**Table NE3: Accessibility to public greenspace (parks, public gardens, playing fields) by geographical area; 2020**

Geographical area	Average number of public greenspaces within 1,000m radius	Average distance to nearest public greenspace	Average size of nearest public greenspace	Average combined size of public greenspaces within 1,000m radius
Leeds	5.0	345m	73,374 m <sup>2</sup>	327,063 m <sup>2</sup>
Yorkshire & Humber	4.3	384m	57,072 m <sup>2</sup>	226,774 m <sup>2</sup>
England	4.4	385m	94,586 m <sup>2</sup>	379,882 m <sup>2</sup>

Source: Office for National Statistics

### Regional/national comparison

Leeds performs much better than the regional and national averages in terms of accessibility to green space, having a larger average number of greenspaces accessible within 1000m with a shorter average distance to the nearest public greenspace.

### Green Space Index

Fields in Trust produces an annual Green Space Index which takes stock of the quantity and accessibility of local park provision against local population, using OS Greenspace data. This provides an overall GSI score which measures whether an area meets a minimum level of park and green space provision (roughly 2.4ha of local green space in close proximity for every 1,000 population), with a score of 1 demonstrating a minimum standard of provision is being met. The exact GSI score is only provided at ward level, but an overall indicator has been used to indicate whether a minimum standard of green space provision has been met.

### Current Position (2023)

Leeds did not meet the minimum standard of green space provision in 2023 (i.e. a score less than 1), with each person having an average green space provision of 25.6sqm. 8.5% of the population (68,426) is not within a 10-minute walk of public green space or parks. This is the first time data has been published at local authority level.

Table NE4 compares this against the other LAs in West Yorkshire, with all authorities in West Yorkshire not meeting the minimum standard of green space provision, with the exception of Wakefield. Leeds achieves the second highest green space provision per person, although the highest proportion of the local population not within a 10-minute walk.

**Table NE4: Green Space Index results in West Yorkshire; 2023**

Local Authority	Overall GSI score indicator	Provision per person (sqm)	Population not within a 10-min walk
Leeds		25.6	8.5%
Bradford		15.8	5.9%
Calderdale		24.4	7.8%
Kirklees		19.1	4.1%
Wakefield		42.3	6.9%

Source: Fields in Trust

### Regional/national comparison

Comparing the Green Space Index scores for Leeds with Yorkshire & Humber and England, Leeds provides slightly less green space than the national figure but significantly more than the regional provision. Leeds' green space is also accessible to more people than within Yorkshire and England. Neither have a GSI score over 1 meaning these do not meet the minimum provision standard, although with Yorkshire scoring higher than the national average.

**Table NE5: Green Space Index results in Leeds, Yorkshire and England; 2023**

Region	Overall GSI score & indicator	Provision per person (sqm)	Population not within a 10-min walk
Leeds	-	25.6	8.5%
Yorkshire & Humber	0.72	15.82	9.0%
England	0.82	29	9.1%

Source: Fields in Trust

### Overall performance against target

No score has been given for overall performance for this sub-topic due the lack of data for previous years to allow for accurate comparisons.



### Relevant Monitoring Indicators:

- Indicator 37 – Quality of existing Sites of Special Scientific Interest in Leeds

### Relevant Local Plan Policies:

- Spatial Policy 1: Location of Development
- Policy G8: Protection of Important Species and Habitats
- Policy G9: Biodiversity Improvements

### Targets:

- Improvement in quality of SSSIs

### Triggers / Interventions:

- Recommendations made by Natural England on how SSSI management could be improved and adverse external impacts reduced

## Context

### Sites of Special Scientific Interest

A Site of Special Scientific Interest (SSSI) is a formal conservation designation by Natural England when a site has features of special interest and best represent natural heritage, such as through its wildlife (flora and fauna), geology and landform.

Natural England regularly assesses the quality of SSSIs (typically every 6 or 10 years), and categorises these into:

- Favourable - the objective for all SSSIs to indicate healthy habitats and features
- Unfavourable (recovering) – current management measures are sustained and site will recover over time
- Unfavourable (no change or declining) – special features are not being conserved or are being lost
- Destroyed or part destroyed – fundamental damage where special features have been permanently lost and favourable condition cannot be achieved

There are 17 SSSIs that are wholly or partially located in Leeds, split between multiple main habitat units, as set out in Table NE6 below.

## Quality of SSSIs in Leeds

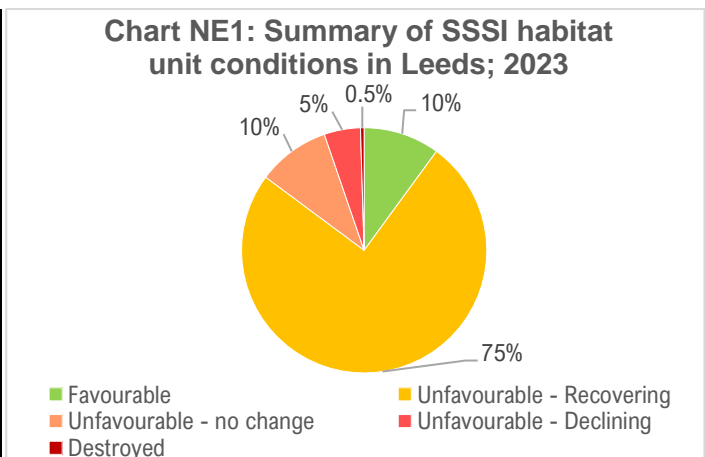
### Current Position (2022/23)

Table NE7 provides a list of all SSSIs located in Leeds as of 01/04/2023, and the latest reported condition of the main habitat units of each by Natural England. It is worth noting that due to the size and location of some SSSIs, not all habitat units will be located within Leeds (such as the South Pennine Moors which covers nearly 21,000ha).

Recent assessments undertaken within the 2022/23 period were made for Great Dib Wood (March 2023; remaining favourable), Norwood Bottoms (November 2022; 2.9ha going from favourable to unfavourable - recovering) and part of South Pennine Moors (December 2022 and March 2023; unfavourable – declining and no change).

Table NE6 and Chart NE1 provides a summary of the condition of all SSSI habitat units in Leeds. Three quarters of habitat units are in unfavourable but recovering condition, with 10% both in favourable and unfavourable with no change condition, with 5% unfavourable and declining and 0.5% (1 unit) being destroyed at Roach Lime Hills.

Habitat unit condition	Number of habitat units	Proportion of habitat units
Favourable	21	10.0%
Unfavourable - Recovering	157	75.1%
Unfavourable - No change	20	9.6%
Unfavourable - Declining	10	4.8%
Destroyed	1	0.5%



Source: Natural England

**Table NE7: Quality of Sites of Special Scientific Interests in Leeds; 2022/23**

SSSI Name	Area (ha)		Date last surveyed	Main habitat unit	Latest condition
Breary Marsh	9.7	7.8	27/11/2020	Broadleaved, Mixed and Yew Woodland - Lowland	Favourable
		0.3	10/07/2015	Fen, Marsh and Swamp - Lowland	Favourable
		1.6	27/11/2020	Broadleaved, Mixed and Yew Woodland - Lowland	Favourable
East Keswick Fitts	12.6	3.9	25/01/2019	Rivers and Streams	Unfavourable - Declining
		8.7	25/01/2020	Rivers and Streams	Unfavourable - Declining
Eccup Reservoir	116.2	91.3	28/09/2010	Standing Open Water and Canals	Favourable
		24.9	13/05/2010	Broadleaved, Mixed and Yew Woodland - Lowland	Favourable
Fairburn & Newton Ings	173.9	76.0	05/10/2011	Fen, Marsh and Swamp - Lowland	Unfavourable - Recovering
		25.2	07/08/2012	Fen, Marsh and Swamp - Lowland	Unfavourable - Recovering
		72.7	07/08/2012	Neutral Grassland - Lowland	Unfavourable - Recovering
Great Dib Wood	1.0	1.0	24/03/2023	Earth Heritage	Favourable
Hetchell Wood	14.7	1.4	09/06/2022	Calcareous Grassland - Lowland	Unfavourable - No change
		10.8	10/06/2022	Broadleaved, Mixed and Yew Woodland - Lowland	Favourable
		2.5	21/05/2012	Dwarf Shrub Heath - Lowland	Unfavourable - Recovering
Hook Moor	2.3	0.7	08/07/2020	Neutral Grassland - Lowland	Favourable
		0.4	08/07/2020	Neutral Grassland - Lowland	Favourable
		0.7	29/06/2010	Neutral Grassland - Lowland	Favourable
		0.5	29/06/2010	Neutral Grassland - Lowland	Favourable
Leeds - Liverpool Canal	16.6	2.0	10/04/2012	Standing Open Water and Canals	Unfavourable - Recovering
		2.0	10/04/2012	Standing Open Water and Canals	Unfavourable - Recovering
		3.3	29/11/2011	Standing Open Water and Canals	Favourable
		2.1	10/04/2012	Standing Open Water and Canals	Unfavourable - Recovering
		2.4	10/04/2012	Standing Open Water and Canals	Unfavourable - Recovering
		2.5	10/04/2012	Standing Open Water and Canals	Unfavourable - Recovering
		2.4	10/04/2012	Standing Open Water and Canals	Unfavourable - Recovering
Linton Common	0.9	0.9	02/08/2011	Calcareous Grassland - Lowland	Unfavourable - Declining
Madbanks and Ledsham Banks	6.0	4.5	09/06/2010	Calcareous Grassland - Lowland	Favourable
		1.5	09/06/2010	Calcareous Grassland - Lowland	Favourable
Micklefield Quarry	0.6	0.6	13/11/2015	Earth Heritage	Favourable
Mickletown Ings	38.0	8.4	20/09/2011	Standing Open Water and Canals	Unfavourable - Declining
		11.6	20/09/2011	Standing Open Water and Canals	Unfavourable - Declining
		1.4	31/08/2011	Standing Open Water and Canals	Unfavourable - Declining
		14.9	01/03/2012	Standing Open Water and Canals	Unfavourable - Recovering
		1.7	01/03/2012	Standing Open Water and Canals	Unfavourable - Recovering
Norwood Bottoms	10.5	2.9	31/10/2022	Broadleaved, Mixed and Yew Woodland - Lowland	Unfavourable - Recovering
		7.6	31/10/2022	Broadleaved, Mixed and Yew Woodland - Lowland	Favourable
Roach Lime Hills	4.7	0.7	24/06/2010	Calcareous Grassland - Lowland	Destroyed
		2.5	21/07/2015	Calcareous Grassland - Lowland	Unfavourable - Recovering
		1.5	30/07/2015	Calcareous Grassland - Lowland	Unfavourable - Recovering
South Pennine Moors	20944.5	Mar, Nov/Dec 2009, Feb/Dec 2010, Dec 2011, Mar 2012, Mar 2013, Mar/June/July/Oct/Nov/Dec 2014, Nov 2015, Jan 2016, Feb 2021, Feb 2022, <b>Dec 2022</b> (Unfavourable - declining), <b>March 2023</b> (Unfavourable - no change)		Bogs - Upland (164 Units)	Unfavourable - Declining (3) Unfavourable - No change (19) Unfavourable - Recovering (138) Favourable (4)
Townclose Hills	11.6	3.3	06/07/2021	Broadleaved, Mixed and Yew Woodland - Lowland	Unfavourable - Recovering
		7.7	18/03/2022	Neutral Grassland - Lowland	Unfavourable - Recovering
		0.2	06/07/2021	Neutral Grassland - Lowland	Unfavourable - Recovering
		0.4	18/03/2022	Neutral Grassland - Lowland	Unfavourable - Recovering
Yeadon Brickworks and Railway Cutting	3.2	2.6	25/04/2022	Earth Heritage	Unfavourable - Declining
		0.6	24/06/2010	Earth Heritage	Favourable

Source: Natural England



## **Nature conservation sites**

### ***Current Position (2022/23)***

Leeds' Nature Conservation Sites covers a total area of 3,590ha and Leeds' Habitat Network covers a further 11,857ha, equating to 6.5% and 21.5% of the district respectively (with these overlapping in some instances).

Leeds has the following Local Protected Sites (non-statutory):

- Local Wildlife Sites: 107 (up from 105 last period)
- Local Geology Sites: 11 (no change)
- Local Nature Reserves: 14 (no change)

### **Overall performance against target**

An amber score has been given over the short term reflecting SSSI habitat units at Norwood Bottoms and South Pennine Moors having declined to unfavourable conditions. An amber score has also been given over the longer term given 85% of SSSI habitat units within Leeds are favourable or unfavourable but recovering.

### Relevant Monitoring Indicators:

- Indicator 38 – Increase in the amount of tree cover in the District
- NRWLP Land 2 - Protect and increase the amount of tree cover

### Relevant Local Plan Policies:

- Policy G1: Enhancing and Extending Green Infrastructure
- Policy G2: Creation of New Tree Cover
- NRWLP Land 2: Development and Trees

### Targets:

- Increase of tree cover from 6.9% to the England average of 8.2% (Forestry Commission; 2005)
- National target of 30,000ha of trees and 7,000ha of woodlands to be planted annually by May 2024

### Triggers / Interventions:

- Review development process to ensure tree cover is being addressed at the planning application stage

## Tree cover

There are various datasets and methodologies available in estimating tree and woodland cover, including from Forest Research and Friends of the Earth:

### **Forest Research (2019/20)**

Latest data from the Forest Research (a child agency of the Forest Commission) shows that Leeds has an average tree cover of 17.3% across all of Leeds' 33 wards, last being surveyed in 2019/20. This compares to a baseline position of 17.4% in 2016, suggesting little change in tree cover in Leeds using this methodology.

Forest Research also estimate a tree cover of 17.3% across all of England's 5,749 urban wards, exactly matching the cover seen in Leeds.

### **Friends of the Earth (2022/23)**

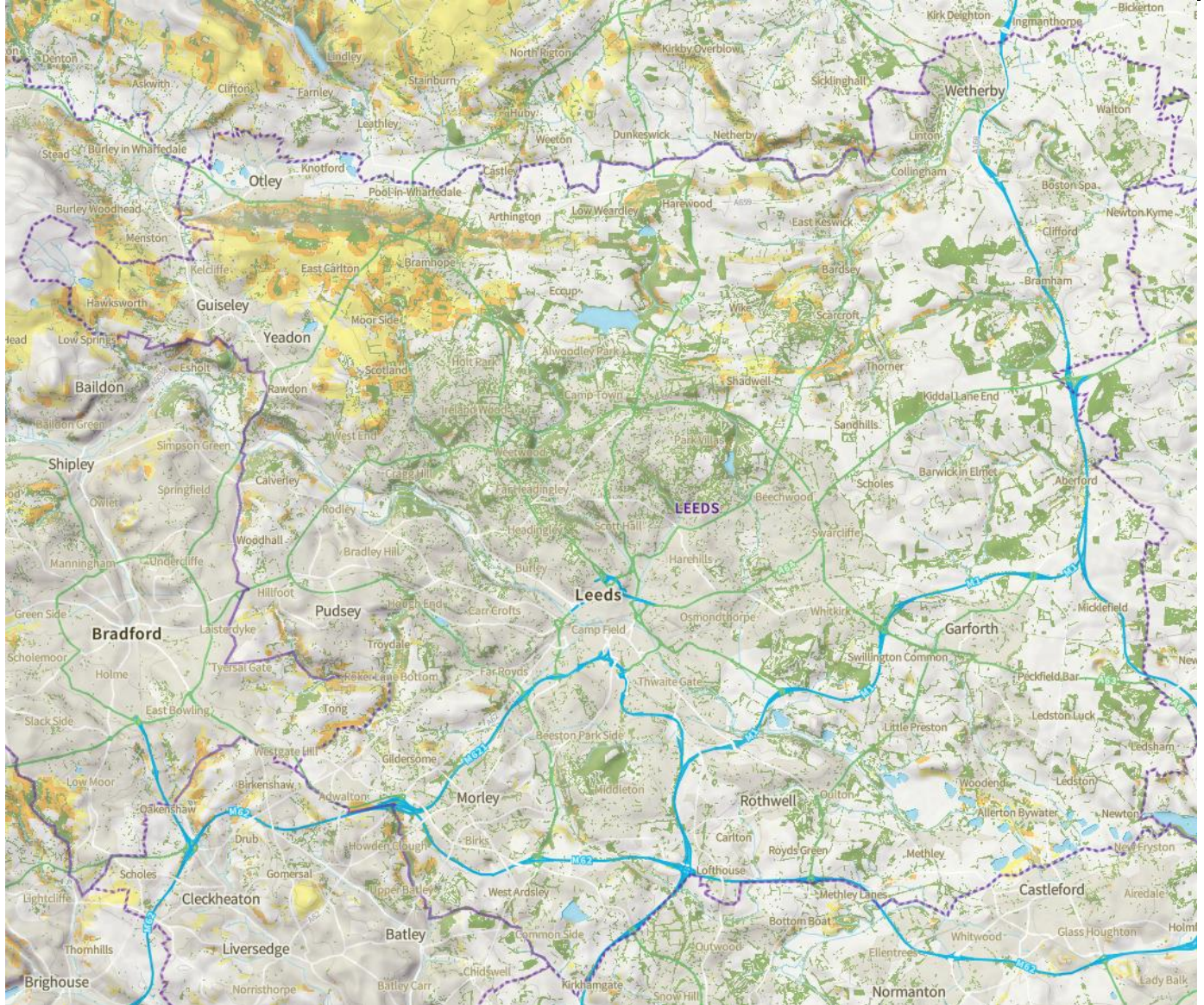
More recent data available from Friends of the Earth analyses Environment Agency data available from 2016 and 2022 as well as latest laser LiDAR imagery to map tree cover in England, using algorithms to produce this. More details on the methodology can be found [here](#).

This suggests a slightly lower tree canopy cover of 12.7% in 2023. The extent of this cover can be seen in Figure NE1 below, shown as green shading. This shows fairly dense tree cover surrounding and on the rim of the main urban area (particularly to the northern rim), with large parcels of tree cover to the east of Leeds. This tree cover ranks 172<sup>th</sup> nationally out of all local authorities, or 107<sup>th</sup> when comparing just predominantly 'urban' districts.

In addition to estimating tree cover, Friends of the Earth also highlights woodland opportunities in rural areas, with Leeds having a potential of 3,432ha (6.2%) of land to accommodate new rural woodland, with 1,463ha of this being able to be done through rewilding.

This is shown below in Figure NE1, with these opportunity areas being predominantly located to the north-west of the district and some to the north-east, which is to be expected given the rural nature of these areas. Woodland opportunity areas are shown in yellow and rewilding opportunities shown overlaid in orange.

**Figure NE1: Estimated tree cover and woodland opportunity areas in Leeds; 2022/23**



Source: Friends of the Earth (2023)

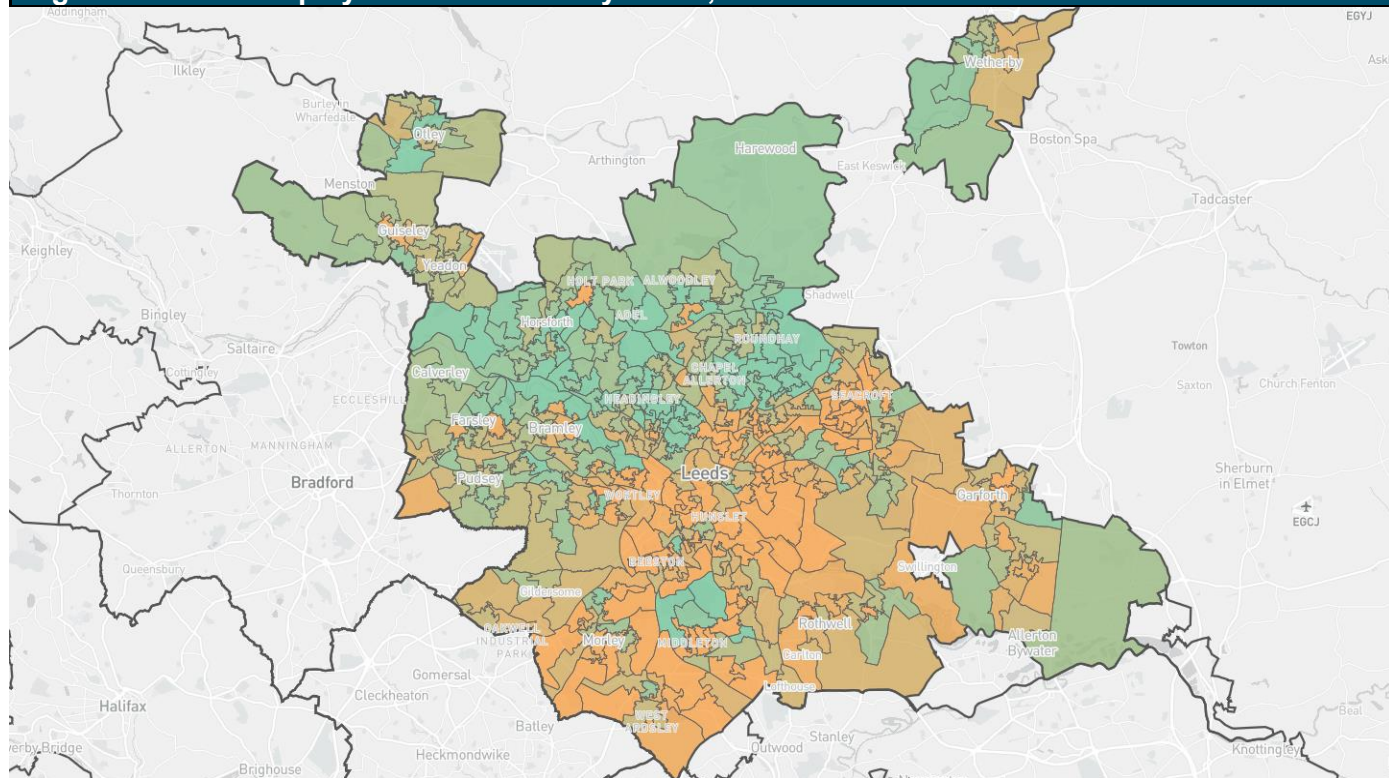
### **Tree Equity Score UK (2022/23)**

The Tree Equity Score seeks to highlight inequitable access to trees and measures how well the benefits of trees are reaching communities. This combines information from a variety of sources (including estimated tree cover from Google Environmental Insights Explorer and priority factors such as income, employment, health, age, heat severity and air pollution) to create a single measure from 0 to 100, with a lower score indicating a greater need for tree planting and investment. More details on the Tree Equity Score, including its methodology, can be found [here](#).

Leeds had an average Tree Equity score of 81 in 2022/23, with a tree canopy cover of 44sqm per person. 13% of Leeds' neighbourhoods lie within the highest priority band (scoring 0-69), with 11% having adequate tree cover (scoring 100). The average score for Leeds compares similarly to what has been seen in Yorkshire & Humber (82), although slightly less than the average Tree Equity score for England of 85.

Figure NE2 highlights the Tree Equity score for each lower-layer super output area within urban settings, with dark green indicating a high Tree Equity score and dark orange showing low scores. This generally shows that neighbourhoods to the south of Leeds generally score worse than neighbourhoods to the north. This may reflect the density and character of these areas, with the south tending to be higher density urban areas and the north being more rural areas surrounded by open countryside. No data is available for some super output areas, particularly those in the rural eastern part of the District with low populations.

**Figure NE2: Tree Equity Score in Leeds by LSOA; 2022/23**



Source: Tree Equity Score UK

### **Overall performance against target**

A green score has been given over the short and long terms given the relatively high levels of tree cover estimated in all methodologies, comparing favourably or similarly to the regional and national averages, and far exceeding the 8.2% tree cover target set within the Core Strategy. However, as some of the data above suggests, this is not equally spread across the District and tree cover in some neighbourhoods needs to be increased to ensure for adequate tree cover for all areas of Leeds.

### Relevant Monitoring Indicators:

- No relevant monitoring indicators

### Relevant Local Plan Policies:

- Spatial Policy 13: Strategic Green Infrastructure
- Policy G1: Enhancing and Extending Green Infrastructure

### Targets:

- No set targets

### Triggers / Interventions:

- No set triggers or interventions

## Public Rights of Way network

### Current position (2022/23)

The Public Rights of Way (PROW) network in Leeds is both extensive and varied and includes a number of key recreational routes. Key aspects to highlight include:

- Total length of path network of approximately 862km across 1400 public rights of way, broken down to 650km of footpaths, 199km of bridleways and 11km of byways. In addition, over and above this provision are permissive paths which also make an important contribution and enhance overall public access;
- Key strategic and recreational routes, such as the Dales Way Link, Ebor Way, Leeds Country Way, Trans Pennine Trail and Aire Valley Towpath;
- Local recreational routes such as the Meanwood Valley Trail, Calverley Millennium Way, Pudsey Link Bridleway, Leeds Links, The Linesway, Harland Way, Rothway Greenway, Temple Newsam bridlepath, West Leeds Country Park and Green Gateways and the Wykebeck Valley Way;
- Open access land (total of 350 ha) and Woodland Trust sites.

The online PROW map is available to view [here](#). Definitive paths are shown in black, with claimed paths shown in green but require investigating. It is worth noting this is a test map which is under development, and is not the definitive map.

Definitive Map Modification Orders can be made to allow changes to the definitive map through Public Path Orders, allowing for public paths being diverted, created or extinguished. Three Definitive Map Modification Orders were applied for in 2022/23, as set out below:

Table NE8: Definitive Map Modification Orders applications; 2022/23		
Date	Address	Claim
June 2022	Camp Road, The Sycamores, Bramhope	Add a bridleway
June 2022	Tyersal Terrace to Tyersal Avenue	Add a footpath
November 2022	Willow Avenue to Clifford Moor Road	Add a footpath

Source: Leeds Public Rights of Way

### Trends

Annual monitoring of the PROW network within the AMR began in 2021/22, so some short term comparisons can now be made. The PROW network has increased from 860km in the last period to 862km, equating to an increase of 0.23% and an annual rate of 2km.

Previous data on the PROW network is limited, although some comparisons can be made where data has been made available in the past. In the long term, there has been an increase of approximately 102km (13.4%) in the PROW network from 760km in 1985, equating to an average annual rate of approximately 2.68km.

Whilst annual monitoring of the PROW network has commenced within the AMR and which allows some assessment of the growth of the network, this is District-wide data and does not take into account or assess the quality or accessibility of the PROW network. Nevertheless, improvements to the PROW network have continued to be carried out in accordance with the priorities set in the Rights of Way Improvement Plan to deliver the long term development of the public rights of way network in Leeds when funding has been made available. The current Rights of Way Improvement Plan was published in 2009 and is currently under review.

## **Overall performance against target**

Leeds' Public Rights of Way network has been steadily increasing suggesting more of Leeds' countryside and green spaces is accessible to more of Leeds' population, which is a positive sign over the short and long term. Unfortunately, no qualitative data or detailed information is available on the current quality or accessibility of the PROW network to help supplement this data.

No score has been provided for this sub-topic as this rate of expansion has not been regularly monitored and reported on, and progress cannot be compared accurately given the lack of target to assess performance against.

### **Emerging Local Plan policies – Natural Environment:**

#### ***Local Plan Update***

Leeds City Council is preparing a Local Plan Update ('LPU') which will introduce new and amend existing local planning policies in order to respond to the Council's declared Climate Emergency in 2019; helping to meet carbon reduction targets and prepare for the effects of climate change upon people, places and the natural environment. The LPU is being prepared with the following five objectives: carbon reduction, flood risk, green and blue infrastructure, place-making, and sustainable infrastructure.

Details of the LPU, including its current stage of the Plan-making process and a list of emerging proposed policies, including a suite of new policies on green and blue infrastructure (including green space, tree planting and protection, biodiversity and nature conservation) can be viewed [here](#).

#### ***Leeds Local Plan 2040***

In addition to Local Plan Update, Leeds City Council is also preparing a further comprehensive update to the Local Plan in order to review, update and / or replace all existing remaining policies contained within the Local Plan to ensure policies are effective, up-to-date and reflect needs up to 2040. This may include a suite of policies covering matters on landscape, and open land and green corridors in urban areas.

Public consultation on the initial scope of the update was conducted early 2023 as well as launching a call for sites process, with work beginning on analysing public comments and refining the scope and progressing work on the background evidence needed to support the update.

Details of LLP 2040, including latest news of the development of the plan update and information on the initial scoping topics, can be viewed [here](#).



### Relevant Monitoring Indicators:

- Indicator 41 – Air quality in Leeds
- NRWLP Air 1 – Continued improvement of the District's air quality

### Relevant Local Plan Policies:

- CS Policy EN1: Climate Change – Carbon Dioxide Reduction
- NRWLP Policy Air 1: The management of air quality through development

### Targets:

- Continued reduction of specific pollutants throughout the lifetime of the Plan

### Triggers / Interventions:

- Consider need for specific technical guidance to assist planning applications
- Review of policy and planning permissions subject to the policy to determine if being implemented correctly

## Context

### *Air quality monitoring*

There are two primary air pollutants of concern within Leeds and which are actively monitored at various sites across the District:

- Nitrogen dioxide (NO<sub>2</sub>), of which the main source is vehicle emissions and the burning of other fossil fuels
- Particulate matter (PM<sub>10</sub> and PM<sub>2.5</sub>), of which a third is from sources outside of the UK, a half comes from domestic wood burning or transport emissions, and a small proportion comes from naturally occurring sources such as pollen, sea salt, and airborne dust.

Other pollutants (including carbon dioxide and sulphur dioxide) are found at levels well within the national and World Health Organisation guidelines in Leeds.

The Leeds City Council and DEFRA monitoring network includes:

- 9 automatic NO<sub>2</sub> monitors to allow the hourly and yearly average air quality objectives to be assessed
- 3 automatic particulate matter monitors to allow the 24-hour and yearly average air quality objectives to be assessed
- 176 manual diffusion tubes to provide monthly and yearly average concentrations for NO<sub>2</sub>

### *UK Air Quality Objectives*

The Government set out levels for certain air pollutants that shall not be exceeded over a set period. Those relevant for air quality monitoring in Leeds are:

- Nitrogen dioxide (NO<sub>2</sub>) – shall not exceed 40µg/m<sup>3</sup> averaged over a one-year period and shall not exceed 200µg/m<sup>3</sup> for more than 18 hours in a single year
- Particulate matter (PM<sub>10</sub>) – shall not exceed 40µg/m<sup>3</sup> averaged over a one-year period and shall not exceed 50µg/m<sup>3</sup> for more than 35 days in a single year
- Particulate matter (PM<sub>2.5</sub>) – shall not exceed 20µg/m<sup>3</sup> averaged over a one-year period

## NO<sub>2</sub>: Air Quality Management Areas (AQMAS)

Air Quality Management Areas are declared when a local authority finds an area where Air Quality Objectives are not being achieved. Leeds City Council have previously declared six AQMAS which exceeded NO<sub>2</sub> objectives:

- Ebor Gardens, Burmantofts
- Caspar Apartments, North Street
- The Normans, Kirkstall
- The Tilburys, Holbeck
- Pool-in-Wharfedale
- Chapel Hill, Morley

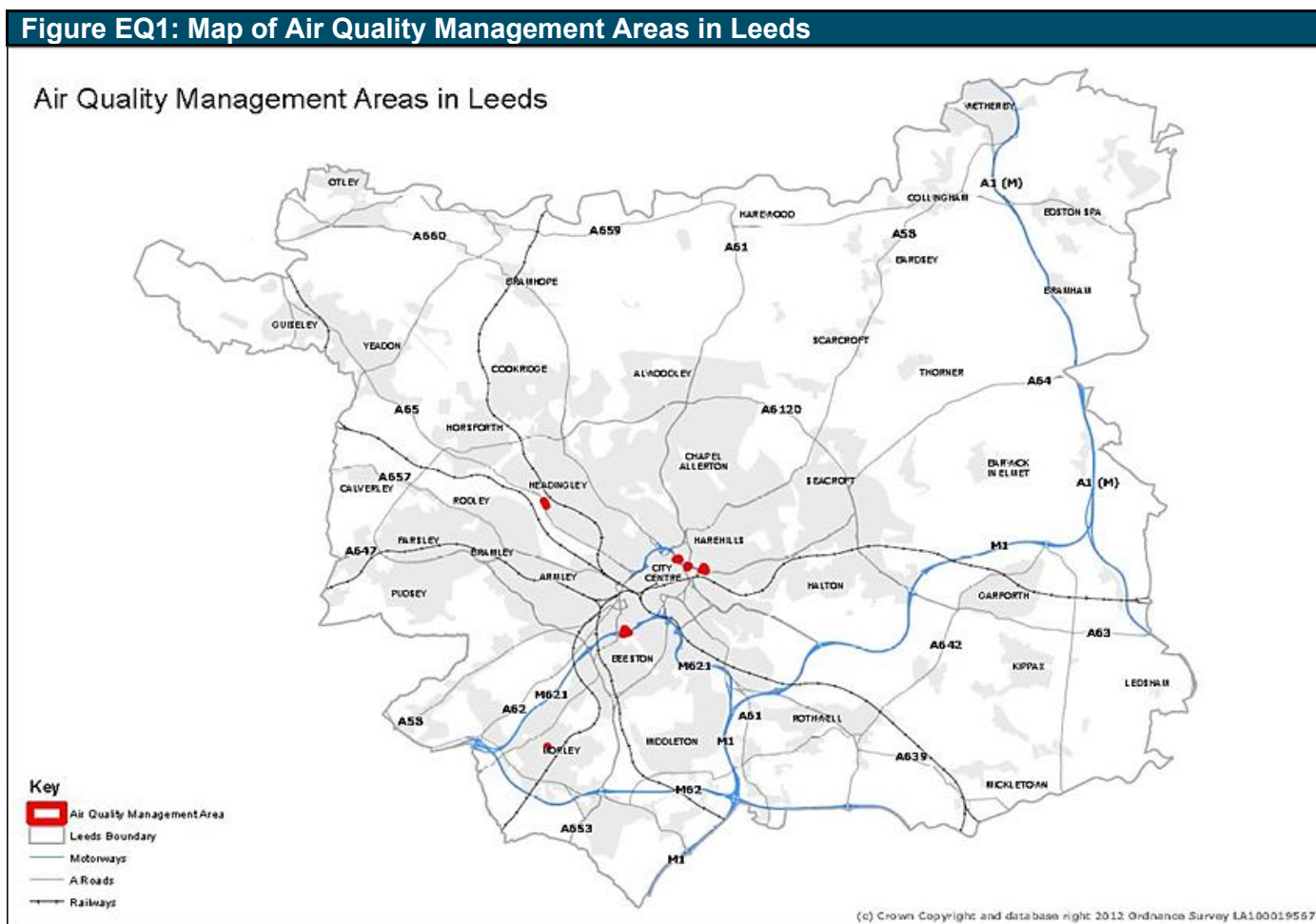
Air quality monitoring and reporting for these areas are therefore required to take place to ensure air quality levels consistently comply with the Air Quality Objectives.

### Current Position (2022)

Out of the six designated Air Quality Management Areas in Leeds, five met the UK Air Quality Regulations objective of not exceeding an annual mean of NO<sub>2</sub> of 40 µg/m<sup>3</sup> in 2022. However, one (Pool in Wharfedale) exceeded this objective, with an annual mean objective of 42µg/m<sup>3</sup>.

Table EQ1: Air Quality Management Areas in Leeds; 2022			
AQMA Name	AQMA description	Annual mean NO <sub>2</sub> level	Air Quality Objective
AQMA 1 Ebor Gardens, Burmantofts	Residential properties on Burmantofts St. and Haslewood Close. Originally declared in 2001, and extended in 2010 to include Burmantofts St. and York Road	26 µg/m <sup>3</sup>	Has not exceeded NO <sub>2</sub> annual mean objective of 40µg/m <sup>3</sup>
AQMA 2 Caspar Apartments, North Street	Caspar Apartments. Originally declared in 2001, it was extended in 2010 to include North Street and the slip road onto the A58(M)	27 µg/m <sup>3</sup>	Has not exceeded NO <sub>2</sub> annual mean objective of 40µg/m <sup>3</sup>
AQMA 3 The Normans, Kirkstall	Residential properties in the 'Normans' in the immediate vicinity of, and including, Abbey Road.	31 µg/m <sup>3</sup>	Has not exceeded NO <sub>2</sub> annual mean objective of 40µg/m <sup>3</sup>
AQMA 4 The Tilburys, Holbeck	Residential properties in the 'Tilburys' and 'Eustons' in the vicinity of, and including, the M621 together with on and off slip roads.	22 µg/m <sup>3</sup>	Has not exceeded NO <sub>2</sub> annual mean objective of 40µg/m <sup>3</sup>
AQMA 5 Pool-in- Wharfedale	Residential properties, particularly at the back of the footpath adjacent to the A658 (Main Street) through the village.	42 µg/m <sup>3</sup>	Has exceeded NO <sub>2</sub> annual mean objective of 40µg/m <sup>3</sup>
AQMA 6 Chapel Hill, Morley	Residential properties with a frontage on Chapel Hill in the 'Morley Bottoms' area of the town.	23 µg/m <sup>3</sup>	Has not exceeded NO <sub>2</sub> annual mean objective of 40µg/m <sup>3</sup>

Source: Clean Air Leeds / DEFRA



Source: Leeds City Council

## Trends

In the short term, improvements have been seen across three AQMAs from 2021: The Tilburys (-12%), Chapel Hill (-8%) and The Normans (-6.1%), with no change in Ebor Gardens. Air quality worsened slightly in AQMA Caspar Apartments (+3.8%) and a significant increase within AQMA Pool in Wharfedale (+10.5%).

Looking longer term, all AQMAs have seen improvements in air quality since 2018, although by varying amounts: e.g. AQMA Caspar Apartments has only seen the lowest decrease of 10% in NO<sub>2</sub> concentrations and AQMA Ebor Gardens has seen the largest decrease of 35%. This does therefore show that despite some recent increases in NO<sub>2</sub> levels at some AQMAs, there is longer term trend in overall improvement in air quality within these areas particularly from pre-Covid levels.

As of 2023, the Council has begun the process of formally revoking all of the AQMAs (with the exception of Pool-in-Wharfedale) after long-term compliance with NO<sub>2</sub> objectives.

Table EQ2: Air Quality Management Areas in Leeds (µg/m <sup>3</sup> ); 2018-2022						
Site Name	2018	2019	2020	2021	2022	% Change
AQMA 1 Ebor Gardens	40	No data available		26	26	-35.0%
AQMA 2 Caspar Apartments	30			26	27	-10.0%
AQMA 3 The Normans	39			33	31	-20.5%
AQMA 4 The Tilburys	31			25	22	-29.0%
AQMA 5 Pool in Wharfedale	52			38	42	-19.2%
AQMA 6 Chapel Hill, Morley	35			25	23	-34.3%

Source: Clean Air Leeds / DEFRA

## NO<sub>2</sub>: Automatic air quality monitoring sites (AURN)

### Current Position (2022)

Consistent and automatic monitoring for air quality and pollutant levels are also done at several sites across Leeds as part of the Automatic Urban and Rural Network (AURN). Only one of the automatic monitoring sites exceeded the national air quality objective of 40µg/m<sup>3</sup> of NO<sub>2</sub> levels in 2022: A21 Bishopgate Street. All other nine sites continued to have mean NO<sub>2</sub> levels below this objective.

None of the monitoring sites exceeded 200 g/m<sup>3</sup> for more than 18 hours in a single year, with Bishopgate Street exceeding this level for only 2 hours across the year, and for other sites remaining consistently below this level.

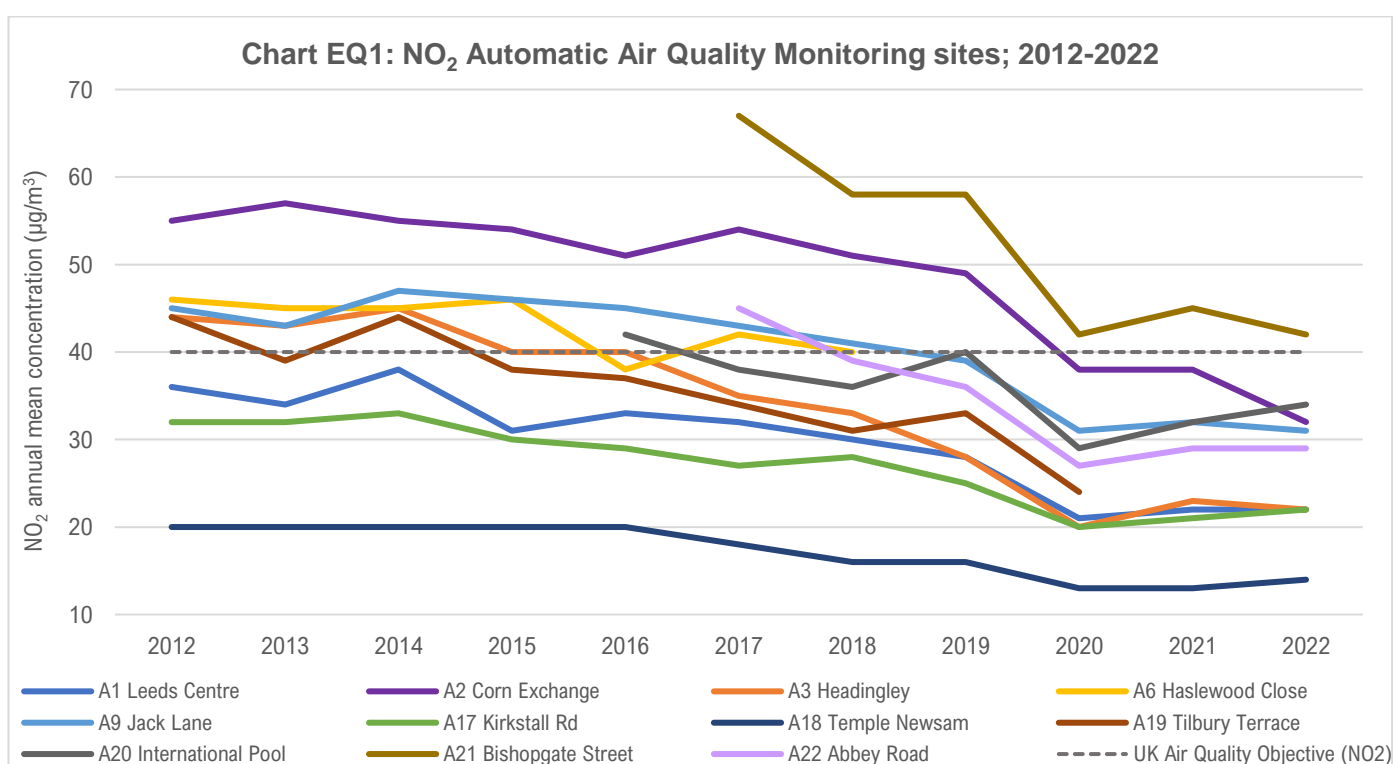
### Trends

Three of the automatic monitoring sites in Leeds saw worsening air quality levels in the short term from 2021: A18 Temple Newsam (+7.7%), A20 International Pool (+6.3%) and A17 Kirkstall Road (+4.8%). Four sites saw some considerable improvements in air quality: Corn Exchange (-15.8%), Bishopgate Street (-6.7%), Headingley (-4.3%) and Jack Lane (-3.1%), and two saw no change (Leeds Centre and Abbey Road). This does indicate some general improvement in the short term in these automatic monitoring sites, although this does follow a significant drop in NO<sub>2</sub> levels during Covid-19 (as a result of reduced travel and traffic) and current levels are lower than pre-Covid levels for all sites.

All automatic monitoring sites have seen significant improvements in air quality over the longer term from 2012, with the largest improvement in mean NO<sub>2</sub> reduction being seen in Headingley (-50%) and the lowest reduction being in Temple Newsam (-30%). Automatic monitoring has taken place at other sites after 2012 and which have seen similar decreases in air quality, such as Bishopgate Street (-37.3%), despite still exceeding national air quality objectives. It is anticipated that works around Bishopgate Street (such as the ongoing City Square redevelopment and new road layout) will help bring further improvements to air quality in the area and meet statutory national air quality targets for the first time since being monitored.

Table EQ3: NO <sub>2</sub> (µg/m <sup>3</sup> ) automatic air quality monitoring sites; 2012 and 2018-2022							
Site Name	2012	2018	2019	2020	2021	2022	% Change
A1 Leeds Centre	36	30	28	21	22	22	-38.9%
A2 Corn Exchange	55	51	49	38	38	32	-41.8%
A3 Headingley Kerbside	44	33	28	20	23	22	-50.0%
A9 Jack Lane	45	41	39	31	32	31	-31.1%
A17 Kirkstall Rd	32	28	25	20	21	22	-31.3%
A18 Temple Newsam	20	16	16	13	13	14	-30.0%
A19 Tilbury Terrace	44	31	33	24	-	-	-45.5% (2012-2020)
A20 International Pool	-	36	40	29	32	34	-19.0% (2016-2022)
A21 Bishopgate Street	-	58	58	42	45	42	37.3% (2017-2022)
A22 Abbey Road	-	39	36	27	29	29	-35.6% (2017-2022)

Source: Clean Air Leeds



Source: Clean Air Leeds

### National comparison

NO<sub>2</sub> concentration levels can be compared with average data from the Government's Automatic Urban and Rural Network. This shows that improvements to NO<sub>2</sub> levels are similar to that seen in the national trend (Table EQ4), with the NO<sub>2</sub> levels at Headingley Kerbside AURN being lower than that for the comparable national 'roadside' average with a similar change from last year, although with Leeds Centre AURN having higher NO<sub>2</sub> levels than the comparable national 'urban background' average but with both of these seeing no change in the last year.

Table EQ4: NO <sub>2</sub> levels (µg/m <sup>3</sup> ) in Leeds compared with national average; 2022			
Location	Average NO <sub>2</sub> levels in 2022	Actual difference from 2021	% difference from 2021
Headingley Kerbside (roadside)	22	-1	-4.3%
National average at 'roadside' locations	24	-1	-4.0%
Leeds Centre (urban background)	22	0	-
National average at 'urban background' locations	16	0	-

Source: DEFRA / UK Air



## Particulate matter (PM<sub>10</sub> and PM<sub>2.5</sub>)

### Current Position (2022)

All three sites which monitor particulate matter across Leeds met the UK Air Quality Objective of 40µg/m<sup>3</sup> annual average for PM<sub>10</sub> and 20µg/m<sup>3</sup> for PM<sub>2.5</sub> in 2022: Leeds Centre AURN, Headingley Kerbside Affiliated AURN and A23 Corn Exchange 2 Kerbside.

In addition, these sites also met the objective where PM<sub>10</sub> concentrations shall not exceed 50µg/m<sup>3</sup> across a 24-hour period for more than 35 days in a year: Leeds Centre AURN (6 days), Headingley Kerbside AURN (7 days) and A23 Corn Exchange 2 Kerbside (0 days).

It is worth noting that due to the limited sites which monitor for particulate matter, this may not be wholly representative of the District, although the Council are exploring how monitoring for this can be improved, with particulate monitoring at Corn Exchange having started in the previous year.

### Trends

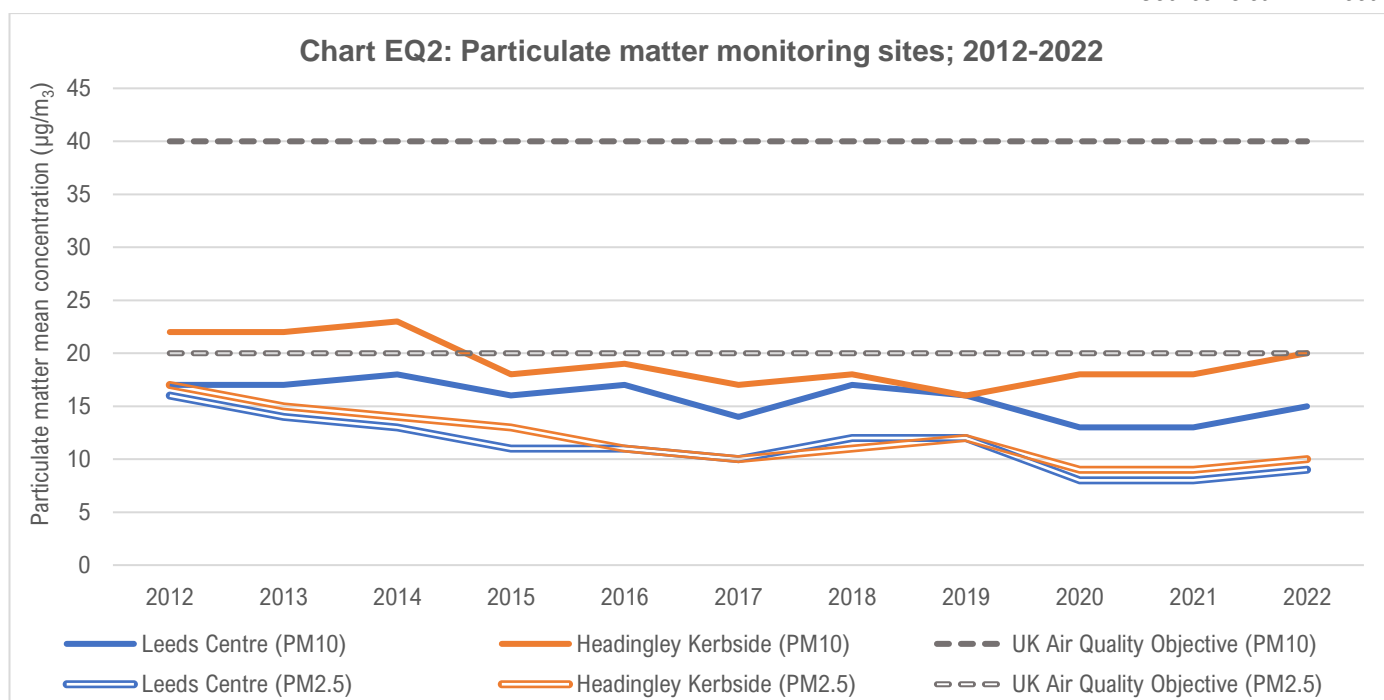
Data for particulate matter is available from 2012 onwards for Leeds Centre and Headingley Kerbside, with monitoring only having begun in 2022 for A23 Corn Exchange 2 Kerbside (Table EQ5).

Both Leeds Centre and Headingley Kerbside have seen slight decreases in the average PM<sub>10</sub> concentration levels across the long term, with Leeds Centre seeing a 11.8% decrease and Headingley Kerbside seeing a 9.1% decrease from 2012 levels. However, increases have seen for both sites across the short term in the past couple years, although levels for 2022 are lower than pre-Covid levels and this might therefore be indicative of abnormal and significant decreases seen between 2020 and 2021 as a result of reduced traffic and general activity.

Considerable decreases have been seen for the average PM<sub>2.5</sub> concentration levels for both Leeds Centre and Headingley Kerbside across the long term, with Leeds Centre seeing the largest decrease of 43.8% and Headingley Kerbside seeing a decrease of 41.2% since 2012. As with PM<sub>10</sub> levels, increases have been seen also in the immediate short term, although these are still below pre-Covid levels.

Site name	Particulate matter	2012	2018	2019	2020	2021	2022
Leeds Centre AURN	PM <sub>10</sub>	17	17	16	13	13	15
	PM <sub>2.5</sub>	16	12	12	8	8	9
Headingley Kerbside AURN	PM <sub>10</sub>	22	18	16	18	18	20
	PM <sub>2.5</sub>	17	11	12	9	9	10
Corn Exchange 2 Kerbside	PM <sub>10</sub>	-	No data available				16
	PM <sub>2.5</sub>	-	No data available				9

Source: Clean Air Leeds



Source: Clean Air Leeds

## **Overall performance against target**

An amber score has been given over the short term due to AQMA Pool in Wharfedale and automatic monitoring site Bishopgate Street both exceeding the national air quality mean objective of  $40 \mu\text{g}/\text{m}^3$  of  $\text{NO}_2$  in 2022, although considerable improvements continue to be made in all other sites, including continued decreases in  $\text{NO}_2$  levels at Bishopgate Street. Particulate matter concentrations have also seen recent increases, although these remain lower than pre-Covid levels. A green score has also been given over the longer term due to the considerable decreases in mean  $\text{NO}_2$  levels at all AQMAs from 2018 and all automatic monitoring sites from 2012 and at all particulate matter monitoring sites since 2012.

### Relevant Monitoring Indicators:

- Indicator 39 – Planning permissions granted contrary to Environment Agency advice on flood risk and water quality
- NRWLP Water 2 & 7 - Water quality of watercourses and sensitive water bodies are protected and applications are refused on grounds of water pollution

### Relevant Local Plan Policies:

- NRWLP Policy Water 2: Protection of water quality
- NRWLP Policy Water 7: Surface Water Run Off

### Targets:

- All approvals have considered water quality and ensured that sensitive bodies are protected
- No sustained objections by the EA on basis of water quality each year

### Triggers / Interventions:

- Annual review of planning permissions where water quality has been affected
- Sustained increase in total applications (over a two year period) where water quality issues have not been addressed as identified by the EA

## Water quality of Leeds' water bodies

### *Current Position (2022)*

Water quality data from the Environment Agency is updated approximately every three years, with the last update being in 2022 with some limited data covering the 2019 and 2021 period on ecological water quality.

This shows that the majority of Leeds' water bodies have moderate ecological water quality (71%; nine water bodies), with 21% (three water bodies) having poor / bad ecological water quality and only 7% (one water body) having good ecological water quality.

All of Leeds' water bodies most recently failed for chemical water quality in 2019, although this is a trend seen nationally where no water bodies in England achieved a 'good' classification due to a change in methodology in order to accurately report the presence of certain chemicals. Previous data therefore overestimated the quality of water bodies.

### *Trends*

Over the short term, there has been a change of one moderate ecological water body classification to poor / bad for Lin Dike indicating worsening quality in Leeds' water bodies, although there has also been a change of one moderate classification to good within the Stan Beck catchment, which is the first good ecological classification in Leeds since 2013 showing some positive signs of improvement.

Most water bodies do remain in moderate condition, and have done so for lengthy periods, indicating some level of stability in water quality across most sites, albeit also indicating a lack of long-term improvement of water quality. In fact, in 2010, 14.3% of Leeds' water bodies had a poor classification and 14.3% had a good classification, which compares unfavourably against the most recent data of 21.4% having a poor classification and only 7.1% having a good classification, also indicating little long-term progress in terms of ecological water quality.

As for chemical water quality, and as explained above, most recent data from 2019 cannot be compared with previous data due to a change of methodology, and whilst all water bodies have most recently failed, this does not necessarily indicate a sudden and considerable deterioration in chemical water quality but instead reflects a change in methods used, and future data will be required to provide analysis against this new accurate 2019 baseline and see if any improvements have been made.

Table EQ6: Environment Agency water body classifications in Leeds; 2010-2022										
Water body	Ecological water quality					Chemical water quality				
	2010	2013	2016	2019	2022	2010	2013	2016	2019	2022
Eccup reservoir	Amber	Amber	Amber	Amber	N/A	N/A	Green	Green	Red	N/A
Aire from Gill Beck (Baildon) to River Calder	Red	Red	Amber	Amber	Amber	Red	Red	Green	Red	N/A
Carlton Beck from Source to River Aire	Green	Amber	Amber	Amber	Amber	N/A	Green	Green	Red	N/A
Cock Beck Catchment (trib of Wharfe)	Amber	Red	Red	Red	Red	N/A	Green	Green	Red	N/A
Collingham Bk Catchment (trib of Wharfe)	Red	Red	Amber	Amber	Amber	N/A	Green	Green	Red	N/A
Gill Beck Guiseley from Source to River Aire	Amber	Amber	Amber	Amber	Amber	N/A	Red	Green	Red	N/A
Lin Dike from Source to River Aire	Amber	Amber	Amber	Amber	Red	N/A	Red	Green	Red	N/A
Low/Wortley/Pudsey Becks	Amber	Amber	Amber	Amber	Amber	N/A	Green	Green	Red	N/A
Meanwood Beck from Source to River Aire	Amber	Amber	Amber	Amber	Amber	N/A	Green	Green	Red	N/A
Milshaw Beck to Low/Wortley/Pudsey Bks	Amber	Amber	Amber	Amber	Amber	N/A	Red	Green	Red	N/A
Oulton Beck from Source to River Aire	Amber	Amber	Amber	Amber	Amber	Green	Green	Green	Red	N/A
Stank Beck catchment (trib of Wharfe)	Amber	Amber	Amber	Amber	Green	N/A	Green	Green	Red	N/A
Thorner Beck Catchment (trib of Wharfe)	Green	Green	Red	Red	Red	N/A	Green	Green	Red	N/A
Wyke Beck from Source to River Aire	Amber	Red	Amber	Amber	Amber	Green	Red	Green	Red	N/A
Table EQ6 Key:										
Classification score	Ecological water quality					Chemical water quality				
Green	Good					Good				
Amber	Moderate					-				
Red	Poor / Bad					Fail				

Source: Environment Agency Catchment Data Explorer

## **Environment Agency water quality objections**

### ***Current Position (2022/23)***

No planning objections were received from the Environment Agency in regards to water quality in 2022/23.

### **Overall performance against target**

An amber score has been given over the short term due to the improvement of one water body and deterioration of one other water body in terms of ecological water quality between the two most recent periods. A red score has been given over the longer term due to the lack of ecological water quality since 2010 and all water bodies failing chemical water tests (although this is seen nationally due to a change in methodology). No planning objections were received from the Environment Agency in terms of water quality in 2022/23.





# Environmental Quality

## Light pollution

Performance against target	Short Term	Long Term
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### Relevant Monitoring Indicators:

- No relevant monitoring indicators

### Relevant Local Plan Policies:

- No relevant Local Plan policies

### Targets:

- No set targets

### Triggers / Interventions:

- No set triggers or interventions

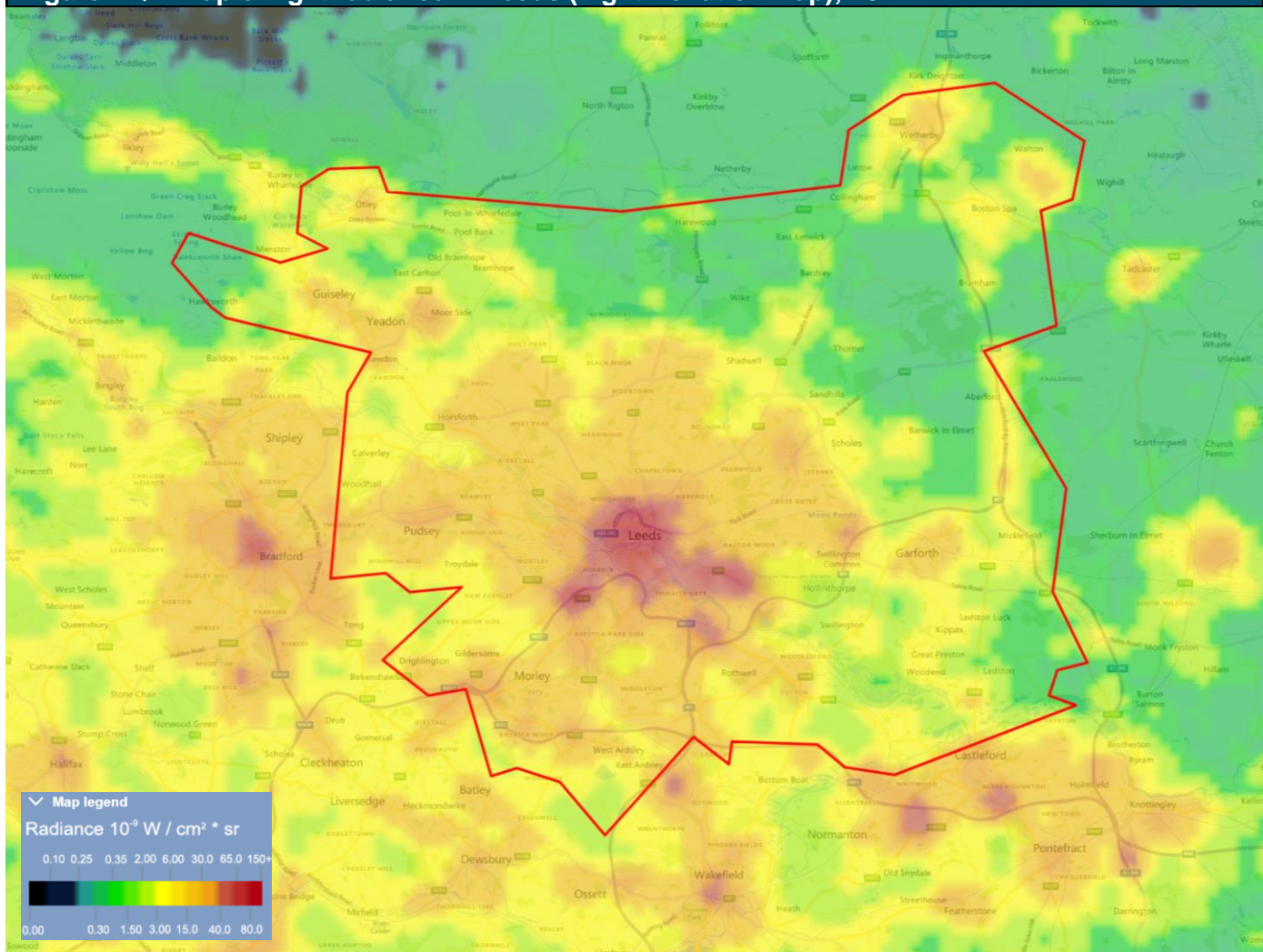
## Light pollution across Leeds

### Current Position (2022)

Data available from Light Pollution Map (which extracts and presents data from NASA's infrared VIIRS) provides annual data on light radiance. A rough polygon has been drawn to demonstrate the Leeds District (as shown below in Figure EQ1) to allow annual comparisons to be made.

In 2022, the mean radiance for this polygon was 12.2 nW / cm<sup>2</sup> / sr and the sum radiance was 53,398 nW / cm<sup>2</sup> / sr.

**Figure EQ2: Map of light radiance in Leeds (Light Pollution Map); 2022**



Source: Light Pollution Map



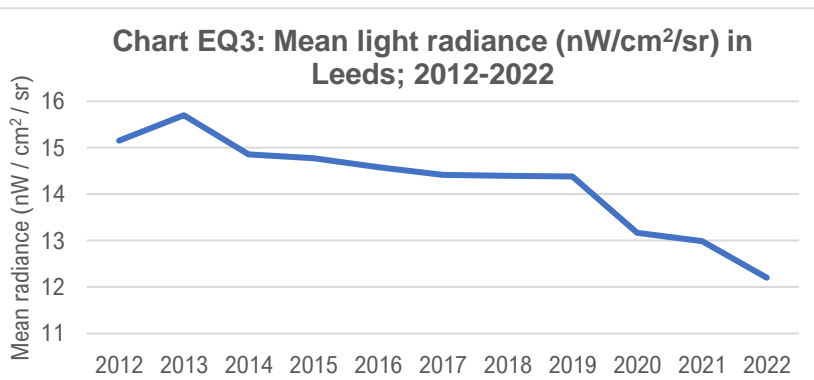
## Trends

Given the size and scale of Leeds as a major urban city, it is expected to see some level of night light pollution in and around the District. As Figure EQ1 shows, most of the light pollution in Leeds emanates primarily from the City Centre and inner neighbourhoods, with moderate levels of radiance from the Main Urban Area (mainly to the south and west of the District), and to a slightly lesser extent within the outlying Major and Smaller Settlements. This has remained the case since 2012, with the light pollution from the City Centre area having considerably decreased in this time and generally across all of the District.

This is reflected in the sum and mean light radiance levels across all of the District, which have seen annual decreases for each year since 2013. The mean light radiance has decreased by 6.2% within the past year, 15.3% within the past five years and 19.7% since 2012. There has therefore been a gradual and consistent decrease in the level of light pollution across the District over the long-term, with significant decreases having been seen most between 2013-14, 2019-20 (as a likely result of Covid-19), and most recently in the short term between 2021-22. This is likely to be a result of the continued rollout and replacement of efficient LED street lighting and the implementation of part-night street lighting across some parts of the District (whereby some street lights are turned off between midnight and 05:30).

**Table EQ7: Light radiance (nW / cm<sup>2</sup> / sr) in Leeds; 2012 and 2018-2022**

Year	Sum Radiance	Mean Radiance
2012	66,370	15.2
2018	62,810	14.4
2019	62,730	14.4
2020	57,440	13.2
2021	56,670	13.0
2022	53,400	12.2



Source: Light Pollution Map

## Overall performance against target

A green score has been given over both the short and long terms due to the consistent decreases in the light radiance levels in Leeds since 2013, and with a considerable drop having been seen in the previous period.

### Emerging Local Plan policies – Environmental Quality:

#### Local Plan Update ('LPU')

Leeds City Council is preparing a Local Plan Update ('LPU') which will introduce new and amend existing local planning policies in order to respond to the Council's declared Climate Emergency in 2019; helping to meet carbon reduction targets and prepare for the effects of climate change upon people, places and the natural environment. The LPU is being prepared with the following five objectives: carbon reduction, flood risk, green and blue infrastructure, place-making, and sustainable infrastructure.

Details of the LPU, including its current stage of the Plan-making process and a list of emerging proposed policies, can be viewed [here](#).

#### Leeds Local Plan 2040

Following Local Plan Update, Leeds City Council is preparing a further comprehensive update to the Local Plan in order to review, update and / or replace all existing remaining policies contained within the Local Plan to ensure policies are effective, up-to-date and reflect needs up to 2040. This includes updating policies on design for proposals to seek to avoid harm in terms of general pollution and protect amenity, as well as an update and potential introduction of new transport policies and strategies which will help improve air quality across Leeds.

Public consultation on the initial scope of the update was conducted early 2023 as well as launching a call for sites process, with work beginning on analysing public comments and refining the scope and progressing work on the background evidence needed to support the update.

Details of LLP 2040, including latest news of the development of the plan update and information on the initial scoping topics, can be viewed [here](#).



# Built Environment and Infrastructure

## Urban design

Performance against target

Short Term

Long Term

### Relevant Monitoring Indicators:

- No relevant monitoring indicators

### Relevant Local Plan Policies:

- Spatial Policy 1: Location of development
- Spatial Policy 6: Housing requirement and allocation of housing land
- Policy P10: Design
- Policy P11: Conservation
- Policy P12: Landscape
- Policy EN2: Sustainable design and construction
- UDPR Policy BD2: Design and siting of new buildings
- UDPR Policy BD6: Alterations and extensions
- UDPR Policy BC7: Development in Conservation Areas

### Targets:

- No set targets

### Triggers / Interventions:

- No set triggers or interventions

## **Context**

### **Local Plan Update:**

Leeds City Council is preparing a Local Plan Update ('LPU') which will introduce new and amend existing local planning policies in order to respond to the Council's declared Climate Emergency in 2019; helping to meet carbon reduction targets and prepare for the effects of climate change upon people, places and the natural environment. The LPU is being prepared with the following five objectives: carbon reduction, flood risk, green and blue infrastructure, place-making, and sustainable infrastructure. As part of place-making, this will include new policies on promoting good sustainable design.

Details of the LPU, including its current stage of the Plan-making process and a list of emerging proposed policies, can be viewed [here](#). More details on the currently proposed design policies is provided below.

## **Progress on updated design policies:**

### **Current Position (2023)**

An update to the Local Plan is currently underway (Local Plan Update; 'LPU'), which seeks to introduce new policies and update existing policies on place-making and design to prioritise long-term sustainable development by allowing development that promotes safe, healthy and resilient places, reflects issues associated with inclusive growth and an environment which leaves a positive legacy for all people, as well as creating new opportunities for the creation, improvement and protection of Green and Blue Infrastructure and delivery of sustainable transport infrastructure.

Public consultation at the Regulation 19 stage took place during October and December 2022 on the following draft place-making policies:

- New Policy SP1a 'Achieving 20 minute neighbourhoods in Leeds' and amended existing Spatial Policy 1 'Location of development' seeks to implement the concept of '20 minute neighbourhoods' in Leeds, which refers to places which has a good level of accessibility to a range of local services within a 10-minute walk and which maximises density, housing mix and mixed uses and offers high quality design and public realm. The new policies seek to minimise the dependence of car travel and promotes new housing development to areas of high accessibility according to 20-min neighbourhood principles.

- New Spatial Policy 1B 'Achieving well-designed sustainable places' and amended existing Policy P10 'Development principles for high-quality design and healthy place making' seeks to strengthen Leeds' current design principles in order to achieve high quality design throughout the district to deliver well-designed sustainable and resilient places which seeks to achieve climate change mitigation and adaption, promotes health and wellbeing, community cohesion, inclusive growth and accessibility and inclusion, and protects and enhances Leeds natural landscape and historic assets.
- New Policy EN9 'New drive thru' development' seeks to reduce the dependence of car dominated and create a compact, accessible and connected city travel through restricting the location of drive-thru' commercial development in accessible locations.
- New Policy P10a 'The health impacts of developments' seeks to ensure the impact of health is taken into account from the outset in considering all development proposals and seeks to deliver safe and healthy places by promoting development which reduces the causes of ill health, improves the health and wellbeing of Leeds' communities and reduces health inequalities in the district. This would also require mitigation measures wherever appropriate, and for health impact assessments to be submitted for large-scale residential and non-residential development.

As of March 2023, work is underway on processing and considering all 1,474 comments which were received from 547 local residents, developers and statutory bodies. This will help refine the scope and direction of the proposed draft policies, including addressing concern raised through the introduction of the '20 Minute Neighbourhood' concept and practical concerns regarding the capacity to implement some policies. Once these updated draft policies are finalised, it is anticipated a further round of public consultation will take place later in 2023.

### **Leeds Architecture Awards 2019:**

The 27th Leeds Architecture Awards most recently took place in March 2019, and which recognises the contribution that building and landscape design make to Leeds. This is an event organised by the Council, with the awards having taken place in the Leeds Town Hall. For these awards, schemes are nominated across five award categories: Altered Buildings, Conserved Buildings, New Buildings, Public Realm and Landscape Design, and Regeneration Schemes.

After a four year delay likely as a result of Covid-19, is anticipated that the Leeds Architecture Awards will be relaunched and return for 2023, and which will be reported in the 2023/24 AMR.



# Built Environment and Infrastructure

## Infrastructure delivery (CIL and Section 106)

Performance against target

Short Term

Long Term

### Relevant Monitoring Indicators:

- Indicator 23 - Provision of Infrastructure as outlined in CIL
- Indicator 24 - Provision of Green Infrastructure and green space as obtained through development process and other sources and collection and spend of commuted sums towards space projects

### Relevant Local Plan Policies:

- Spatial Policy 1: Location of development
- Spatial Policy 13: Strategic Green Infrastructure
- Policy ID2: Planning Obligations and Developer Contributions
- Policy G3: Standards for Open Space, Sport and Recreation
- Policy G4: New Greenspace Provision
- Policy G5: Open Space Provision in the City Centre

### Targets:

- As in Infrastructure Delivery Plan and determined through CIL
- Continued investment to improve the offer of greenspace and green infrastructure in the District in line with Policy G3

### Triggers / Interventions:

- Review reasons for lower achievement of green infrastructure and apply policies more strictly if necessary

## Context

### ***Infrastructure Delivery Plan:***

Infrastructure is essential to support social, economic, and environmental objectives. The term 'infrastructure' has a very wide meaning and relates to all facilities and services which are necessary for successful communities to function. This includes services such as transport (e.g. roads, railways, buses, public transport systems, cycle and pedestrian provision, parking, travel cards and real-time information) education, health facilities, greenspaces, leisure and cultural facilities, and utilities for instance water and electricity.

The Infrastructure Delivery Plan supports the LDF and identifies, as far as possible, the currently planned infrastructure provision in Leeds, including the critical infrastructure necessary for the delivery of the Core Strategy over the whole Plan Period. It provides an overarching framework for other service providers' plans and programmes, to bring them into one place and to ensure that all providers are planning for the predicted level and locations of future growth as set out in the Core Strategy, the Core Strategy Selective Review and the Site Allocations Plan. Due to the level of growth anticipated in the SAP, this identifies infrastructure needs, particularly in relation to transport and schools, set out in [Appendix 2 of the SAP within the Infrastructure Background Paper](#) (May 2017).

### ***Infrastructure Funding Statement:***

Local Planning Authorities (acting as a Charging Authority under CIL) are required to produce an annual Infrastructure Funding Statement (IFS) following amendments to legislation relating to the Community Infrastructure Levy (CIL) which came into force 1st September 2019.

The 2022/23 Statement is the third IFS to be issued by Leeds City Council. This sets out information for the financial year 1st April 2022 to 31st March 2023, relating to CIL and developer contributions received via Section 106 Agreements, as well as being intended to outline forthcoming infrastructure requirements and expenditure, aligning this with planned development and local planning policies. The main areas required to be included in the IFS are a statement of the infrastructure projects or types of infrastructure which Leeds City Council intends will be funded by CIL (the infrastructure list); a report about CIL and s106 planning obligations for the reporting year.

The current Infrastructure Funding Statement can be viewed [here](#).

## CIL income and expenditure:

The Community Infrastructure Levy (CIL) is a charge which can be levied by Local Planning Authorities on new development in their area. It is a planning charge for developers and landowners which is used to support the development of infrastructure in the local area. The CIL is charged per square metre on new developments and is based on viability evidence, which sets out rates which are deliverable along with Local Plan policies such as affordable housing, green space, and other section 106 requirements. In Leeds, CIL applies to new dwellings of any size and any development where the internal area of a new building, extension or change of use exceeds 100sqm, with some exceptions. The liability of CIL is triggered on commencement of development and there can often be a time lag between the grant of a planning permission and the collection of CIL.

CIL was adopted by Full Council on 12th November 2014 and the associated policies approved by Executive Board on the 17th September 2014, with the charges being implemented across Leeds from 6th April 2015. More details on CIL can be found [here](#).

### Current Position (2022/23)

Leeds received just over £9.2m in CIL receipts in 2022/23. £7.2m was retained for the strategic fund (78%) and £1.5m paid to the Neighbourhood Fund (16%), with the remaining being spent on administrative costs (5%).

The 2022/23 Infrastructure Funding Statement sets in detail out how this money (alongside unspent money set aside in previous years) has been spent in the current year. A total of £13,081,319 has been used in 2022/23, being spent on the Flood Alleviation Scheme Phase 2 (FAS2), the David Oluwale Bridge and Leeds Orbital Bridge. This also included repayment from the learning places programme which received grant funding. £320,408,91 was spent separately on local infrastructure by Parish and Town Councils.

### Trends

CIL income continues to increase year-on-year, increasing by 28% in the short term from the previous year and by 143% over the long term since 2016/17. The only year which saw a drop in CIL income was for 2020/21, which was likely a result of a drop in planning applications being received and completed and a subsequent drop in CIL receipts being received, although as can be seen, this was temporary, with CIL receipts in the past two years reaching new peaks.

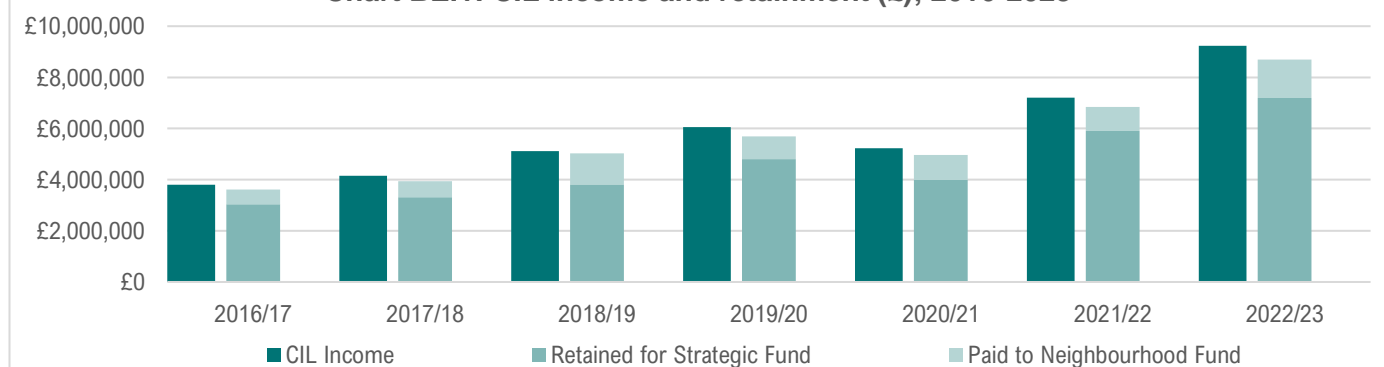
This has resulted in subsequent increased money being set aside for the Strategic Fund and being paid toward the Neighbourhood Fund to be spent locally by Parish / Town Councils or Community Committees, with both of these also seeing year-on-year increases and both reaching peaks in the last two years since 2016/17 showing positive short and long term progress.

**Table BEI1: CIL income and retainment (£); 2018-23**

Year	Total amounts of CIL receipts	Amount retained by Council (Strategic Fund)	Amount paid to Parish/Town Councils or Community Committees (Neighbourhood Fund)
2018/19	£5,118,916.00	£3,808,119.93	£1,214,559.92
2019/20	£6,060,297.00	£4,805,713.00	£887,492.00
2020/21	£5,222,994.00	£3,995,174.50	£968,270.50
2021/22	£7,206,730.00	£5,898,388.00	£941,785.00
<b>2022/23</b>	<b>£9,236,457.67</b>	<b>£7,191,553.37</b>	<b>£1,500,321.00</b>

Source: LCC Data & Intelligence Monitoring

**Chart BEI1: CIL income and retainment (£); 2016-2023**



Source: LCC Data & Intelligence Monitoring

## Section 106 income and expenditure:

Section 106 obligations are obtained under the provisions of Section 106 of the Town & Country Planning Act 1990 (commonly referred to as planning obligations or developer contributions) when it is considered that a development will have impacts that cannot be mitigated through conditions in the planning permission, and are used to fund the provision of supporting on-site or off-site infrastructure which is required as a result of such development. These obligations are secured from an applicant / developer by way of legal agreements (Section 106 Agreements) which can be attached to a planning permission. Obligations can only be sought where they are directly related to the development, fairly and reasonably related in scale and kind to the development, and necessary to make the development acceptable in planning terms.

Obligations are often drafted so that certain infrastructure is specified which is to be provided or upon which the monetary in-lieu contribution is to be spent. Correspondingly, obligations can often be tied to a particular geographical location. Contributions can be paid over a number of years and triggers for payment are often dependent on particular phases of the development being commenced or completed. Therefore, contributions collected in a given year do not necessarily relate to planning permissions granted, developments commenced or sites / works completed in the same year. Examples of obligations include green space provision, traffic calming measures or road improvements, providing educational facilities, public transport contributions, affordable housing and local employment initiatives. More details on S106 agreements can be found [here](#).

### Current Position (2022/23)

A total of £13,464,722.09 was received in 2022/23 from s106 planning obligations from planning applications dated within this year and historical planning permissions. For planning permissions granted this year, planning obligations totalled £10,468,529,80 (although money will only be received where development commences / completes).

£10,361,875.50 of s106 funds was spent on infrastructure in 2022/23. Appendix 1 of the IFS sets out detailed expenditure of s106 funds, with £6.4m being spent on 141 highway projects (62%), £1.9m on 64 greenspace projects (18%), £1m being spent on refurbishing existing affordable homes (10%), £731,000 on 4 education projects (7%) and £300,000 on one flood risk management project (3%). Just under £100,000 was spent on monitoring and reporting of s106 contributions (1%).

The total balance of s106 funds as of the end of 2022/23 stands at just under £52m, with £35.7m of this having been allocated to specific projects.

### Trends

Previous data on s106 income and expenditure has not been able to be collected due to how reporting has been conducted in the past. However, data on income and expenditure on green space is available from 2012 onwards.

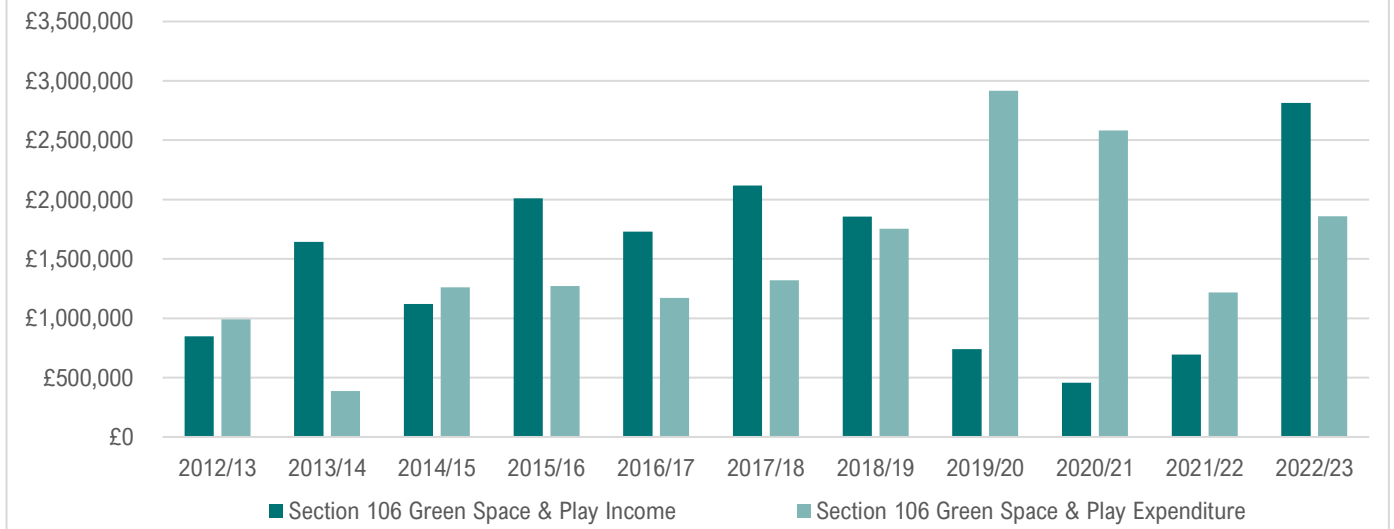
This shows money received for green space contributions increased by over 300% from last year, reaching a new peak since 2012 following three years of relatively low income compared to previous years. This indicates a positive trend in the short term, and indicates a return to considerable levels of income over the longer term.

Whilst the last three years saw relatively low levels of income for green space, these years resulted in unusually high levels of expenditure in the creation and enhancement of green space, likely as a result of the delay of money being collected and saved and spent in later years whenever considered necessary to do so. Expenditure in the current year matches the trend generally seen across the long term.

Year	Amount received	Amount spent
2018/19	£1,855,401.99	£1,754,653.75
2019/20	£740,669.46	£2,917,417.82
2020/21	£456,969.27	£2,582,659.96
2021/22	£694,549.01	£1,218,859.86
<b>2022/23</b>	<b>£2,813,392.00</b>	<b>£1,859,846.64</b>

Source: LCC Data & Intelligence Monitoring

**Chart BEI2: Section 106 green space and play area income and expenditure (£); 2012-2023**



*Source: LCC Data & Intelligence Monitoring*

**Overall performance against target**

Income from CIL receipts and s106 agreements continues to increase over the short term and generally over the longer term, resulting in subsequent spending on various infrastructure projects across the District, across greenspace, highways, housing, education and flood risk projects. Whilst there is no clear set target to be met, a green scoring has been provided over the short and long terms given the current and continued levels of income being received and being spent.





### Relevant Monitoring Indicators:

- No relevant monitoring indicators

### Relevant Local Plan Policies:

- No specific relevant Local Plan policies

### Targets:

- No set target

### Triggers / Interventions:

- No set triggers or interventions

## Context

### Census 2021

The census is undertaken by the Office for National Statistics (ONS) every 10 years and gives us a picture of the population and households in England and Wales. The census asks a broad range of questions on individuals, households and homes which helps to build a detailed snapshot of society. Information from the census can then help the government and local authorities to plan and fund local services; such as education, doctors' surgeries and roads. More information on the Census 2021 can be found [here](#).

The most recent census was undertaken in 2021, with the one prior having been conducted in 2011.

## Population growth

### Current Position (2021)

As of 2021, Leeds population was 812,000, an increase of 8.2% from 751,500 in 2011.

Breaking this down by age, the largest population change has been for the 70-74 (+31%) and 55-59 (+26%) age groups, with decreases seen in the 45-49 (-3%), 0-4, 15-19, 20-24 (-2%) and 40-44 (-1%) age groups from 2011. This equates to an increase of 15.7% for people aged 65+, an increase of 5.3% for people aged 15-64 and 12.4% for children aged 15 and under. The median age in Leeds sits at 36, up from 35 in 2011.

As for household composition, the largest group was for one-person households at 20.8%, down from 21.3% in 2011. The proportion of households with children (co-habiting and lone parent families with dependent and non-dependent children) increased by 1% from 33.8% to 34.8%.

### Trends

Leeds population continues to grow decade-on-decade, seeing considerable increases in the last thirty years, with the current period seeing the largest population increase in the last fifty years. However, over the longer term, there has only been a slight increase of 2.9% in the total population from 1971, with 1981 and 1991 having seen considerable decreases in the population.

Census Year	Estimated population	% decade change
2021	812,000	+8.2%
2011	751,500	+5.0%
2001	715,400	+5.1%
1991	680,700	-1.1%
1981	688,600	-12.7%
1971	789,000	-

Source: Office for National Statistics

### Regional/national comparison

Leeds' population is the second highest in England being behind Birmingham (1,114,900). This ranking remains unchanged from 2011.

Leeds' population growth of 8.1% compares to 3.7% for Yorkshire & Humber and 6.6% for England. Leeds is the 3rd largest growing population in Yorkshire, behind Selby (10.2%) and Wakefield (8.4%). Nationally, Leeds has the 101th largest population growth out of 309 other authorities.

The population change seen in Leeds by age group shows there is an ageing population in Leeds, although this is not unique to just Leeds. In fact, comparing this to the national figures, Leeds has seen a significantly higher increases for children and the working age population. The median age of 36 in Leeds is the joint lowest in Yorkshire & Humber (alongside Kingston upon Hull and Bradford), and is lower than the median age of 40 for all of England.

## **Ethnicity and religion**

### **Current Position (2021)**

Leeds is made up of diverse and multicultural communities., with 79% of Leeds' population identifying as "White", 9.7% as "Asian, Asian British or Asian Welsh", 5.6% as "Black, Black British, Black Welsh, Caribbean or African", 3.3% as "Mixed or Multiple ethnic groups", and 2.3% as "other ethnic groups" in 2021.

As for religious composition, 40.2% described themselves as identifying with "No religion", with 42.3% as Christian, 7.8% as Muslim, 1.2% as Sikh, 1.1% as Hindu, 0.8% as Jewish and 0.4% as Buddhist, and 5.8% providing no answer. The largest increase from 2011 was seen for those identifying with no religion (+12%) with a slight increase in Muslim (+2.4%), with decreases or no change in all other reported religions, particularly for Christianity which saw a decrease of 13.6%. English remains to be the main language spoken in Leeds at 90.9%, comparing similarly to the national figure.

### **Trends**

The proportion of Leeds' white population has decreased by just over 6% since 2011, with subsequent increases in "Black, Black British, Black Welsh, Caribbean or African" (+2.2%), "Asian, Asian British or Asian Welsh" (+1.9%), "other ethnic groups" (+1.2%) and mixed or multiple ethnic group (+0.8%) categories.

For changes in religion since the last census, the largest increase from 2011 was seen for those identifying with no religion (+12%) and a slight increase in Muslim (+2.4%), with decreases or no change in all other reported religions, particularly for Christianity which saw a decrease of 13.6%.

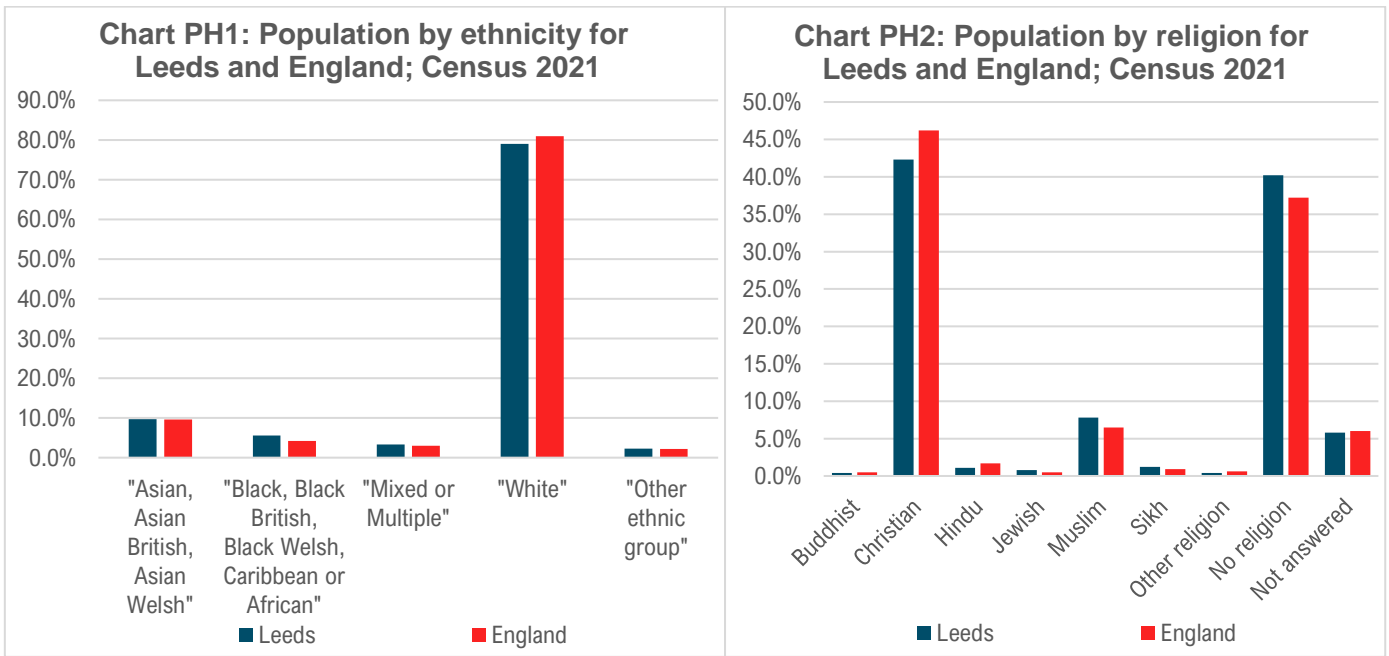
<b>Ethnicity</b>	<b>Leeds Census 2011</b>	<b>Leeds Census 2021</b>	<b>Leeds Change 2011-21</b>	<b>England Census 2021</b>	<b>Leeds / England Difference</b>
"Asian, Asian British, Asian Welsh"	7.7%	<b>9.7%</b>	+2.0%	9.6%	+0.1%
"Black, Black British, Black Welsh, Caribbean or African"	3.5%	<b>5.6%</b>	+2.1%	4.2%	+1.4%
"Mixed or Multiple"	2.7%	<b>3.3%</b>	+0.6%	3.0%	+0.3%
"White"	85.0%	<b>79.0%</b>	-6.0%	81.0%	-2.0%
"Other ethnic group"	1.1%	<b>2.3%</b>	+1.2%	2.2%	+0.1%
<b>Religion</b>	<b>Leeds Census 2011</b>	<b>Leeds Census 2021</b>	<b>Leeds Change 2011-21</b>	<b>England Census 2021</b>	<b>Leeds / England Difference</b>
Buddhist	0.4%	<b>0.4%</b>	0.0%	0.5%	-0.1%
Christian	55.9%	<b>42.3%</b>	-13.6%	46.2%	-3.9%
Hindu	0.9%	<b>1.1%</b>	+0.2%	1.7%	-0.6%
Jewish	0.9%	<b>0.8%</b>	-0.1%	0.5%	+0.3%
Muslim	5.4%	<b>7.8%</b>	+2.4%	6.5%	+1.3%
Sikh	1.2%	<b>1.2%</b>	+0.0%	0.9%	+0.3%
Other religion	0.3%	<b>0.4%</b>	+0.1%	0.6%	-0.2%
No religion	28.2%	<b>40.2%</b>	+12.0%	37.2%	+3.0%
Not answered	6.8%	<b>5.8%</b>	-1.0%	6.0%	-0.2%

*Source: Office for National Statistics*

### **Regional/national comparison**

Leeds' has a slightly lower population identifying as "White" than the national figure, with a slightly higher proportion of Leeds' population identifying as "Black, Black British, Black Welsh, Caribbean or African" (+1.4% difference), "Mixed or Multiple ethnic groups" (+0.7%), "Asian, Asian British or Asian Welsh" (+0.1%) and "other ethnic groups" (+0.1%).

In addition, more of Leeds' population identifies with no religion compared to the national figure (+3% difference), with a higher proportion of Leeds' population identifying as Muslim (+1.3%), Hindu (+0.6%), Sikh (+0.3%), Buddhist (+0.1%) with less identifying as Christian (-3.9%).



Source: Office for National Statistics

**Overall performance against target**

No score has been provided for the change in population characteristics due to the lack of any indicator, policy approach or targets to assess population changes against.



### Relevant Monitoring Indicators:

- Indicator 30 - Performance as measured by the Index of Multiple Deprivation

### Relevant Local Plan Policies:

- Spatial Policy 4: Regeneration Priority Programme Areas
- Spatial Policy 5: Aire Valley Leeds Urban Eco-Settlement

### Targets:

- No set targets

### Triggers / Interventions:

- No set triggers or interventions

## Context

### Index of Multiple Deprivation:

The Index of Multiple Deprivation (IMD) is the official measure of relative deprivation in England. It measures the relative deprivation across 32,844 small areas or neighbourhoods, called Lower-layer Super Output Areas (LSOA), in England. Leeds is made up of 482 LSOAs.

It ranks each LSOA from most deprived (1) to least deprived (32,844) based on 39 separate indicators organised into the following 7 domains which are combined and weighted to calculate the IMD:

Domain	Description	Weighting
Income	Measures the proportion of the population experiencing deprivation relating to low incomes including supplementary indices relating to deprivation affecting children and older people	22.5%
Employment	Measures the proportion of the working age population in an area involuntary excluded from the labour market	22.5%
Education	Measures the lack of attainment and skills in the local population	13.5%
Health	Measures the risk of premature death and the impairment of quality of life through poor physical or mental health	13.5%
Crime	Measures the physical and financial accessibility of housing and local services	9.3%
Barriers to Housing and Services	Measures the physical and financial accessibility of housing and local services	9.3%
Living Environment	Measures the quality of both the indoor and outdoor local environment	9.3%

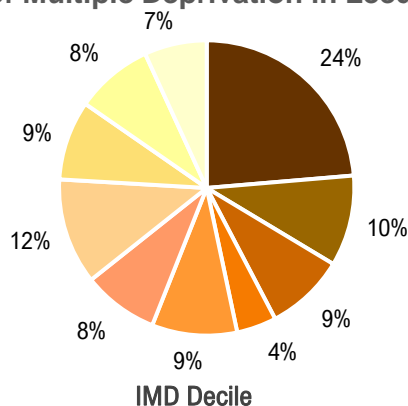
The IMD is regularly updated, with the last two being undertaken in 2015 and 2019. It is anticipated that the next update will be published in 2025.

## Index of Multiple Deprivation 2019

### Current Position (2019)

Out of Leeds' 482 Lower-layer Super Output Areas (LSOAs), 114 (24%) are in the most deprived 10% nationally (decile 1) and 33 (7%) being in the least deprived 10% nationally (decile 10). The split between all ten deciles is shown below in Chart PH3:

**Chart PH3: Index of Multiple Deprivation in Leeds by decile; 2019**



IMD Decile  
 Most deprived nationally ■ 1 ■ 2 ■ 3 ■ 4 ■ 5 ■ 6 ■ 7 ■ 8 ■ 9 ■ 10 Least deprived nationally

Source: Ministry of Housing, Communities and Local Government (2019)

Out of the seven domains, Leeds performs best against barriers to housing and services (ranking 270<sup>th</sup> most deprived nationally), but performing poorly against crime (24<sup>th</sup> most deprived), living environment (32<sup>nd</sup>) and health and deprivation (69<sup>th</sup>).

**Table PH4: IMD ranking in Leeds by decile; 2019**

IMD decile	IMD ranking (out of 317 local authorities)
Income	116
Employment	131
Education, Skills and Training	130
Health Deprivation and Disability	69
Crime	24
Barriers to Housing and Services	270
Living Environment	32

Source: Ministry of Housing, Communities and Local Government (2019)

### Trends

The proportion of LSOAs in the 10% most deprived nationally has increased for each IMD between 2010 and 2019, with an increase of 22 LSOAs and an estimated 36,000 people in this relative deprivation since 2010.

**Table PH5: LSOAs in 10% most deprived nationally in Leeds; 2010, 2015 and 2019**

Type	IMD 2010	IMD 2015	IMD 2019
Percentage of LSOAs	19%	22%	24%
Number of LSOAs	92	105	114
Number of People	150,000	164,000	186,300

Source: Ministry of Housing, Communities and Local Government

However, caution should be had when comparing real changes in deprivation over time as some changes will result in variation in scores, including changes to indicators, changes to administrative or statistical geographies, and revisions to population estimates. For example, in the 2015 IMD the rankings are out of 324 local authorities, with the 2019 being out of 317. However, a consistent approach and methodology which has been retained does allow for comparisons of relative rankings over time and to other areas.

Between 2015 and 2019, Leeds' ranking for the proportion of LSOAs in the most deprived decile improved slightly compared to other authorities, by two positions, although with the rankings of the average score and rankings of all LSOAs in Leeds increasing considerably compared to other authorities indicating some neighbourhoods in Leeds may have become more deprived or have improved to a lesser extent in relation to all other LSOAs nationally.

**Table PH6: Change in IMD rankings in Leeds; 2010, 2015 and 2019**

IMD rankings	IMD 2010	IMD 2015	IMD 2019
Rank of proportion of LSOAs in most deprived 10% nationally	-	31	33
Rank of average rank	97	100	92
Rank of average score	68	70	55

Source: Ministry of Housing, Communities and Local Government

## Regional/national comparison

In regards to the proportion of neighbourhoods in the most deprived 10% nationally, Leeds is ranked the 33<sup>rd</sup> most deprived out of 317 local authorities. As for the Core Cities, Leeds compares moderately well, having the second lowest proportion of LSOAs in the 10% most deprived behind Bristol. Leeds also ranks second out of the Core Cities for the ranking of the average ranks of LSOAs (just one position behind Sheffield) and third for the rank of average scores (third behind Bristol and Sheffield).

As for rank of income scale (number of people experiencing income deprivation) and employment scale (number of people experiencing employment deprivation), Leeds performs significantly worse nationally, ranking 4<sup>th</sup> and 3<sup>rd</sup> respectively. However, comparing this against the Core Cities which have larger populations, Leeds performs moderately, with Leeds ranking fourth for income scale (in front of Birmingham, Manchester and Liverpool) and third for employment scale (in front of Birmingham and Liverpool).

**Table PH7: IMD rankings for England Core Cities; 2019**

Core City	Rank of LSOAs in most deprived 10%	Rank of average rank	Rank of average score	Rank of income scale	Rank of employment scale
Leeds	33	92	55	28	50
Nottingham	15	10	11	43	11
Bristol	60	82	65	44	68
Manchester	5	2	6	13	2
Liverpool	2	4	3	5	1
Sheffield	30	93	57	36	47
Newcastle upon Tyne	23	74	41	12	38
Birmingham	7	6	7	30	4

*Source: Ministry of Housing, Communities and Local Government (2019)*

It is important to note that the indices do not measure changes in the *absolute* level of deprivation in places over time, but instead changes in *relative* deprivation and changes in the pattern of deprivation. Due to the breadth and complexity of indicators and the fact that the data is relative to other local authorities, it is difficult to analyse exactly why the relative levels of deprivation have changed in Leeds. This could be due to changes within Leeds and/or changes within other local authorities.

## **Overall performance against target**

An amber score has been given over the short term due to the decrease in ranking of the proportion of LSOAs in the most deprived decile between 2015 and 2019 and which compares moderately against other English Core Cities, although the ranking of average ranks and scores across all of Leeds' LSOAs has increased indicating worsening deprivation in some areas of Leeds compared to other areas nationally. A red score has been provided over the long term due to the increase of rankings from the 2010 IMD.



### Relevant Monitoring Indicators:

- No relevant monitoring indicators

### Relevant Local Plan Policies:

- Policy P9: Community Facilities and Other Services

### Targets:

- No set targets

### Triggers / Interventions:

- No set triggers or interventions

## Context

### Local Authority Health Profiles:

The local authority health profiles provide an overview of health for each local authority in England. They pull together existing information and data on a range of indicators for local populations, highlighting issues that can affect health in each locality. The aim of the profile is to help local government and health services make plans to improve the health of their local population and reduce health inequalities.

The data and reports for the Leeds Local Authority Health Profile can be accessed [here](#).

## Latest Health Profiles for Leeds

The tables below provide the latest and previously available data across a range of health indicators. This provides the count (actual value) for each indicator in Leeds, as well as a local, regional and national value of the indicator to allow for spatial comparisons. A trend has also been provided, and a colouring of the latest local value based upon the national value, as per the key below:

Table PH8: Health Profile Table Key			
Recent Trend		Value Colouring	
↓ / ↑	Decreasing / increasing & getting better		Performing significantly better (+/- 5%) than the national average
→	No significant change		Similar to the national average
↑ / ↓	Increasing / decreasing and getting worse		Performing significantly worse (+/- 5%) than the national average
-	Could not be calculated		

### Life expectancy and causes of death

The life expectancy for both male and females in Leeds have increased in the past year, both at higher rates than the regional and national figures. The life expectancy sits considerably higher than the regional figure, although slightly less than the national figure.

Mortality rates have also decreased across all three indicators (all causes, cardiovascular diseases and cancer) from the previous year, performing better than the regional and national values in some regards, with increases seen elsewhere in cardiovascular deaths and a national increase in cancer deaths.

Table PH9: Leeds Health Profile - life expectancy and causes of death									
Indicator	Latest Period	Count	Recent Trend	Leeds Value		Regional Value		National Value	
				Previous	Latest	Previous	Latest	Previous	Latest
Life expectancy at birth (Male)	2022	-	-	77.7	78.7	78.0	78.1	78.7	79.3
Life expectancy at birth (Female)	2022	-	-	82.2	82.7	82.0	82.0	82.8	83.2
Under 75 mortality rate from all causes	2022	2,236	-	404.7	356.7	394.8	383.9	363.4	342.3
Under 75 mortality rate from all cardiovascular diseases	2022	450	➡	82.5	73.0	86.8	89.6	76.0	77.8
Under 75 mortality rate from cancer	2022	785	➡	137.0	127.7	131.0	130.3	121.5	122.4
Suicide rate	2020-22	251	-	13.3	11.9	12.6	12.1	10.4	10.3

Source: Public Health England

### Injuries and ill health

Those killed and seriously injured on roads have significantly increased in Leeds in the last year (+23%), and whilst increases have been seen regionally and nationally, these are at a much lesser extent (+5.3% for Yorkshire and 1.4% for England) and Leeds has a much higher value indicating more relative casualties.

Self-harm hospital admissions have considerably decreased and at a much higher rate than that seen regionally and nationally. Hip fractures, and cancer, diabetes and dementia diagnoses have also increased in Leeds, although these having seen similar increases to the comparable regional and national rates. With the exception of dementia rates, these are all also lower than the national value, indicating good local health progress for these indicators.

Table PH10: Leeds Health Profile - injuries and ill health									
Indicator	Latest Period	Count	Recent Trend	Leeds Value		Regional Value		National Value	
				Previous	Latest	Previous	Latest	Previous	Latest
Killed and seriously injured (KSI) casualties on England's roads	2022	554	➡	110.1	135.4	108.4	114.1	93.2	94.5
Emergency Hospital Admissions for Intentional Self-Harm	2021/22	1,040	-	164.8	121.3	172.7	146.6	181.2	163.7
Hip fractures in people aged 65 and over	2022/23	730	➡	517	554	546	572	551	558
Percentage of cancers diagnosed at stages 1 and 2	2021	1,718	➡	52.7%	53.4%	50.7%	52.6%	52.3%	54.4%
Estimated diabetes diagnosis rate	2018	-	-	75.8%	77.2%	80.6%	81.9%	77.1%	78.0%
Estimated dementia diagnosis rate (aged 65 and over)	2023	6,150	➡	66.2%	68.3%	63.1%	65.1%	62.0%	63.0%

Source: Public Health England



## Child health

The conception rate for under 18s remains much higher in Leeds compared to the national and regional values, although a decrease has been seen in the short term compared to slight increases elsewhere. This is similar for infant mortality, where Leeds has a higher value compared to Yorkshire and England, although no change for Leeds in the last period but slight increases elsewhere. There has also been a considerable decrease in smoking status at time of delivery in Leeds and at a higher rate than elsewhere, although this is still considerably higher than the national value. Childhood obesity has also decreased at a similar rate seen elsewhere, although still slightly worse than the national value.

Indicator	Latest Period	Count	Recent Trend	Leeds Value		Regional Value		National Value	
				Previous	Latest	Previous	Latest	Previous	Latest
Under 18s conception rate / 1,000	2021	246	-	19.8	19.3	16.5	17.1	13	13.1
Smoking status at time of delivery	2022/23	322	→	11.4%	10.0%	12.0%	11.6%	9.1%	8.8%
Infant mortality rate	2020-22	129	-	5.0	5.0	4.4	4.7	3.9	4.0
Year 6 prevalence of obesity (including severe obesity)	2022/23	2,105	↑	25.0%	23.3%	24.9%	24.1%	23.4%	22.7%

Source: Public Health England

## Health protection

The winter mortality index has significantly decreased everywhere, and which remains considerably lower than the regional and national values. New STI diagnoses (excluding chlamydia) have increased in Leeds, although this replicates a trend seen in Yorkshire and England, with the value being slightly less than the national value. TB incidences have also decreased in Leeds from the previous period, similarly seen elsewhere, although having a higher value than for Yorkshire and England.

Indicator	Latest Period	Count	Recent Trend	Leeds Value		Regional Value		National Value	
				Previous	Latest	Previous	Latest	Previous	Latest
Winter mortality index	2021-22	110	-	18.7%	4.6%	21.3%	6.9%	36.2%	8.1%
New STI diagnoses (excluding chlamydia aged under 25) per 100,000	2022	3,538	↓	370	437	287	375	403	496
TB incidence (three year average)	2020-22	185	-	8.2	7.7	5.9	5.6	7.8	7.6

Source: Public Health England

## Behavioural risk factors

Alcohol admissions are much lower in Leeds than Yorkshire and England, although with increases seen for alcohol-related conditions having slightly increased in Leeds, although at a lower rate seen elsewhere. Adult smoking rates have also increased slightly from last year in Leeds, comparing unfavourably to the regional and national values which have seen slight decreases, although this rate still remains lower in Leeds than elsewhere.

The percentage of physically active adults remains higher in Leeds than in Yorkshire and England, although this proportion has decreased in the last year compared to slight increases seen regionally and nationally. The percentage of obese and overweight adults have increased in Leeds and at a higher rate than that seen elsewhere and is slightly higher than the national value but less than the regional value.

Table PH13: Leeds Health Profile - behavioural risk factors									
Indicator	Latest Period	Count	Recent Trend	Leeds Value		Regional Value		National Value	
				Previous	Latest	Previous	Latest	Previous	Latest
Admission episodes for alcohol-specific conditions - Under 18s	2018/19-20/21	125	-	-	24.6	-	27.2	-	29.3
Admission episodes for alcohol-related conditions (Narrow)	2021/22	3,483	-	473	480	489	533	456	494
Smoking Prevalence in adults (18+) - current smokers (APS)	2022	-	-	12.1%	12.4%	14.1%	13.1%	13.0%	12.7%
Percentage of physically active adults	2021/22	-	-	71.1%	69.1%	65.2%	66.1%	65.9%	67.3%
Percentage of adults (aged 18+) classified as overweight or obese	2021/22	-	-	63.4%	65.0%	66.3%	66.5%	63.3%	63.8%

Source: Public Health England

## Inequalities

Leeds' overall deprivation score increased from 2015, comparing unfavourably to the national figure which slightly decreased, and which remains considerably higher than the latest regional and national values. Smoking prevalence for manual workers has decreased everywhere, with the rate remaining much lower in Leeds. Inequality in life expectancy increased slightly from the last period in Leeds, with this rate being more so for females than for males, although this inequality remains much higher for men. This increase is seen similarly in Yorkshire and England, although the inequality for both men and women remains much higher in Leeds than the regional and national values.

Table PH14: Leeds Health Profile - inequalities									
Indicator	Latest Period	Count	Recent Trend	Leeds Value		Regional Value		National Value	
				Previous	Latest	Previous	Latest	Previous	Latest
Deprivation score (IMD 2019)	2019	-	-	26.6	27.3	-	26.0	21.8	21.7
Smoking prevalence in adults in routine and manual occupations (18-64) - current smokers (APS)	2022	-	-	18.8%	17.9%	24.2%	21.7%	23.6%	22.5%
Inequality in life expectancy at birth (Male)	2018-20	-	-	11.3%	11.4%	10.4%	10.7%	9.4%	9.7%
Inequality in life expectancy at birth (Female)	2018-20	-	-	9.4%	9.7%	8.5%	8.8%	7.6%	7.9%

Source: Public Health England

## Wider detriments of health

Under 16s in relative or absolute low incomes families decreased considerably in Leeds from last year, being a trend seen similarly across Yorkshire, although this increased for all of England slightly. This rate remains higher in Leeds when compared to the national value, but slightly less than the regional value.

Average Attainment 8 score decreased slightly in Leeds from last year, although at a lower rate than for Yorkshire and England, and which remains higher than the regional value and slightly less than the national value. The percentage of people in employment increased everywhere, although this rate increased much more so in Leeds from last year and resulting in this being above the regional and national values.

Hospital admissions for violent crime decreased in Leeds, similarly to that seen elsewhere, although this remains much higher than the national value and slightly higher than the regional value. No recent data is available in regards to homeless households, although this remains higher in Leeds than the similar regional and national values.

Table PH15: Leeds Health Profile - wider detriments of health									
Indicator	Latest Period	Count	Recent Trend	Leeds Value		Regional Value		National Value	
				Previous	Latest	Previous	Latest	Previous	Latest
Children in relative low income families (under 16s)	2021/22	32,933	-	24.6%	21.5%	25.2%	22.7%	18.5%	19.9%
Children in absolute low income families (under 16s)	2021/22	25,673	-	21.0%	16.8%	21.5%	17.7%	15.1%	15.3%
Average Attainment 8 score	2021/22	412,750	-	49.7	48.5	49.2	46.9	50.9	48.7
Percentage of people in employment	2022/23	391,600	⇒	73.9%	76.4%	74.3%	74.4%	75.4%	75.7%
Homelessness - households owed a duty under the Homelessness Reduction Act	2021/22	-	-	18.5	-	11.3	-	11.2	-
Violent crime - hospital admissions for violence (including sexual violence)	2018/19 -2020/21	1,250	-	59.0	48.8	53.5	47.3	45.8	41.9

Source: Public Health England

## Overall performance against target

A wide range of health-related indicators are reported on within the Health Profile, although on the whole, improvements have been made over the short term across numerous indicators in Leeds, although with several comparing unfavourably against the regional and national values (particularly on life expectancy and mortality rates) hence an amber scoring being made. No scoring has been provided over the long term given the lack of data reported on over any lengthy period of time.



### Relevant Monitoring Indicators:

- No relevant monitoring indicators

### Relevant Local Plan Policies:

- No specific relevant Local Plan policies

### Targets:

- No set targets

### Triggers / Interventions:

- No set triggers or interventions

## Context

### Personal well-being estimates:

The ONS collects data on personal well-being from the Annual Population Survey (APS), asking respondents questions through in-person interviews focused around four measures: life satisfaction, feeling the things done in life are worthwhile, happiness, and anxiety, and are asked to rate their well-being for each on a 11-point scale (0-10). This helps provide people's views of their own individual well-being, rather than being based upon assumptions on how objective conditions might influence people's well-being. Results are presented as both average means and thresholds (very low/low, medium, high/very high) to provide an overall estimate of well-being and to look at the distribution of the scores. The thresholds have been adapted below to allow for better interpretation of the measures:

Measures and responses		Adapted thresholds
Life satisfaction, worthwhile and happiness	Anxiety	
0 - 4	6 - 10	Poor
5 - 6	4 - 5	Fair
7 - 8	2 - 3	Good
9 - 10	0 - 1	Very good

An estimated 150,000 people provide questions on well-being through the APS each year, with the APS datasets being weighted accordingly to reflect the size and composition of the general population, although only over 16s are included. More information on personal well-being estimates can be found from the ONS can be found [here](#).

## Personal well-being

### Current Position (2022/23)

The average of all four measures perform 'good' in Leeds for 2022/23, with Leeds performing best against the measures on feeling the things done in life are worthwhile and life satisfaction, indicating aspirations are relatively high for most in Leeds. Happiness levels are also relatively high and anxiety levels somewhat low, indicating general mental health and well-being are good in Leeds.

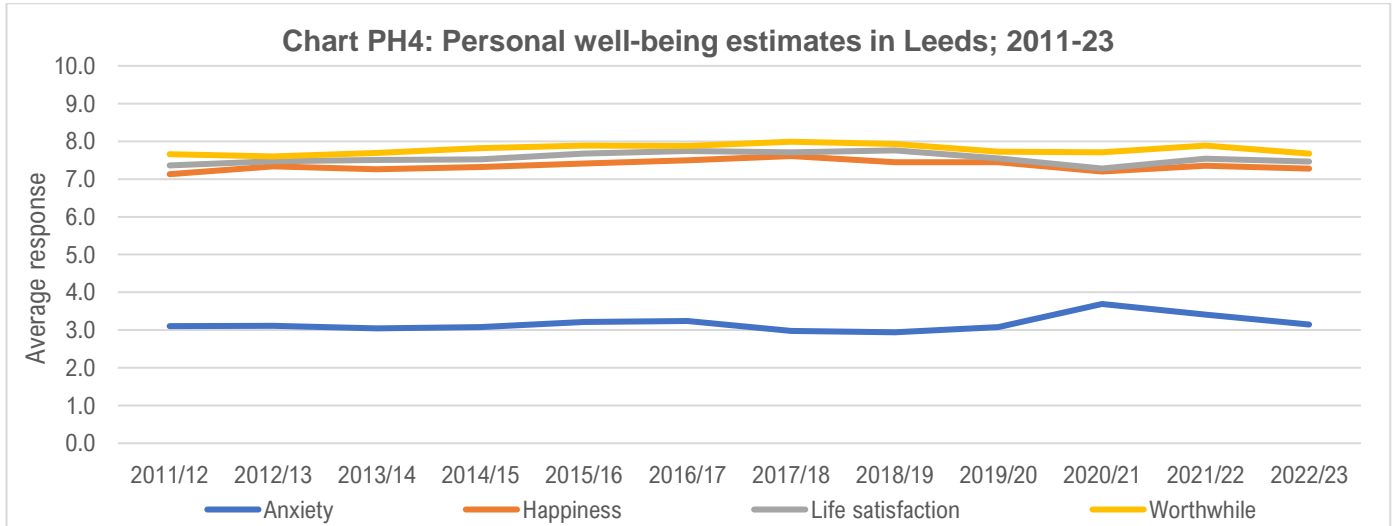
The spread of respondents for life satisfaction, worthwhile and happiness are all relatively similar with low poor responses and high good responses, with anxiety responses seeing a more equal split across all thresholds, with the highest being for the very good threshold and lowest for fair.

Threshold	Life satisfaction	Worthwhile	Happiness	Anxiety
Poor	3.8%	3.8%	9.2%	20.1%
Fair	17.3%	14.7%	15.7%	19.5%
Good	57.8%	50.2%	50.4%	28.7%
Very good	21.1%	31.4%	24.8%	31.7%
<b>AVERAGE</b>	<b>7.5</b>	<b>7.7</b>	<b>7.3</b>	<b>3.2</b>

Source: Office for National Statistics

## Trends

The average response score for all four measures have remained relatively consistent since 2011 (Chart PH4), with all indicators falling within the 'high' threshold for all years. 2019/20 – 2020/21 saw a slight decrease in the scoring for life satisfaction, worthwhile and happiness measures and a higher increase to a slightly more extent in the scoring for anxiety levels, reaching levels similar to or worse than 2011. However, this seems to be a temporary trend associated with the impacts of Covid-19 and lockdowns, with average levels improving from this in the short term although remaining slightly worse than pre-Covid levels for all measures, although average levels have decreased slightly for happiness, life satisfaction and worthwhile in the last year. It is to be noted that variation in data is limited with little change having been recorded between years and over the long term.



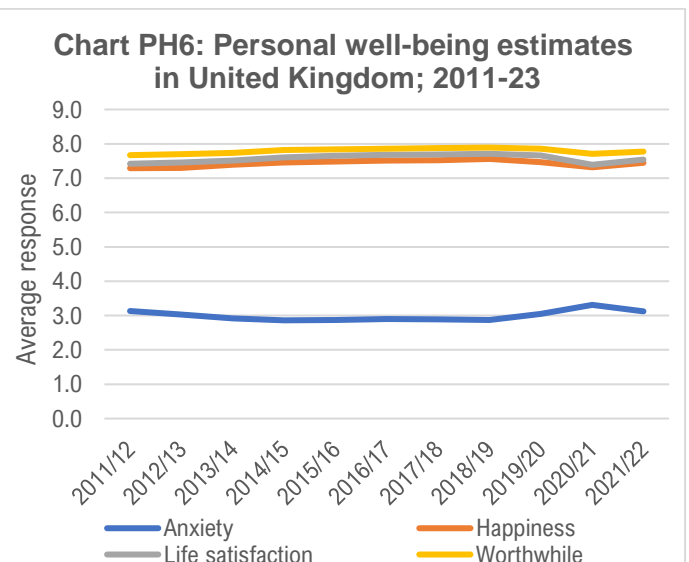
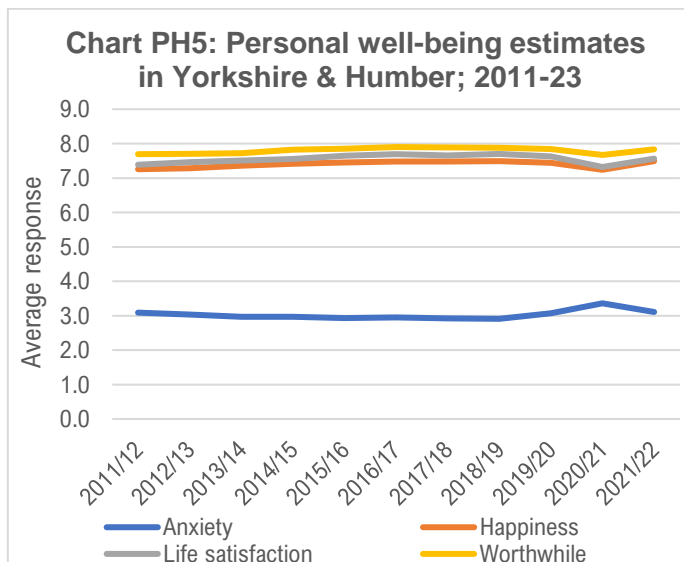
Source: Office for National Statistics

## Regional/national comparison

Some caution should be taken when using local authority data to make comparisons. The most appropriate comparisons are progress over time within the same local authority, or across local authorities that share a similar demographic composition to one another. Simply ranking local authorities by their numerical scores can be misleading due to several reasons including sample sizes and mode effects.

A similar trend to what has been seen in Leeds has also been seen similarly across Yorkshire and the U.K, with consistent levels over the long term with a short-term decrease in all measures as a result of Covid-19 and a subsequent return to near pre-Covid levels.

Anxiety levels were slightly higher in Leeds than Yorkshire and the U.K. before Covid-19, although these have fell below the comparable regional and national figures for the first time in 2022/23 for the first time in over ten years, indicating good performance for this measure over the long and short terms, although these levels are only marginally different and may only reflect annual fluctuations rather than a sustained trend. This is particularly so for the other measures, with Leeds' levels being similar to the regional and national levels but slightly fluctuating above and below year-on-year.



Source: Office for National Statistics

## **Overall performance against target**

A green score has been given for the short term given the apparent recovery in measures following Covid-19, with a green score also given over the long term due to the continued 'good' scoring of all measures. Trends seen in Leeds also reflect that seen in Yorkshire and the U.K.





### Relevant Monitoring Indicators:

- No relevant monitoring indicators

### Relevant Local Plan Policies:

- Spatial Policy 1: Location of Development
- Spatial Policy 4: Regeneration Priority Programme Areas
- Spatial Policy 6: The Housing Requirement and Allocation of Housing Land
- Spatial Policy 8: Economic Development Priorities
- Policy P9: Community Facilities and Other Services
- Policy T2: Accessibility Requirements and New Development

### Targets:

- No set targets

### Triggers / Interventions:

- No set triggers or interventions

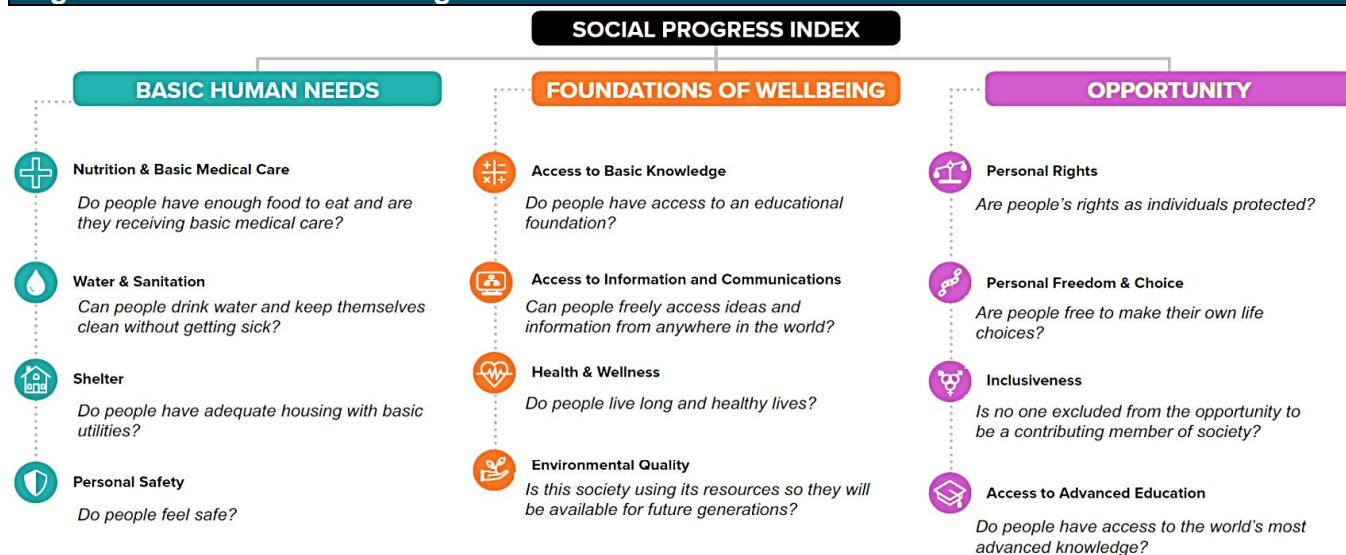
## Context

### Social Progress Index:

The Social Progress Index (SPI) is a framework designed by a global non-profit organisation called the [Social Progress Imperative](#) as a method of providing a comprehensive measure of the real quality of life across communities that measures outcomes or the lived experience. This has been adapted to help measure social progress in Leeds, providing an indication of how well Leeds is progressing on inclusive growth, and helps build a better understanding of what is happening across all wards in the District.

Composed of three dimensions (Basic Human Needs, Foundations of Wellbeing, and Opportunity), it can be used to benchmark success and provide a holistic, spatial, transparent, outcome-based measure of wellbeing that is independent of economic indicators. Each dimension comprises of four components whose underlying concepts relate to, and are guided by questions in the framework to answer with available data:

**Figure PH1: Leeds Social Progress Index framework**

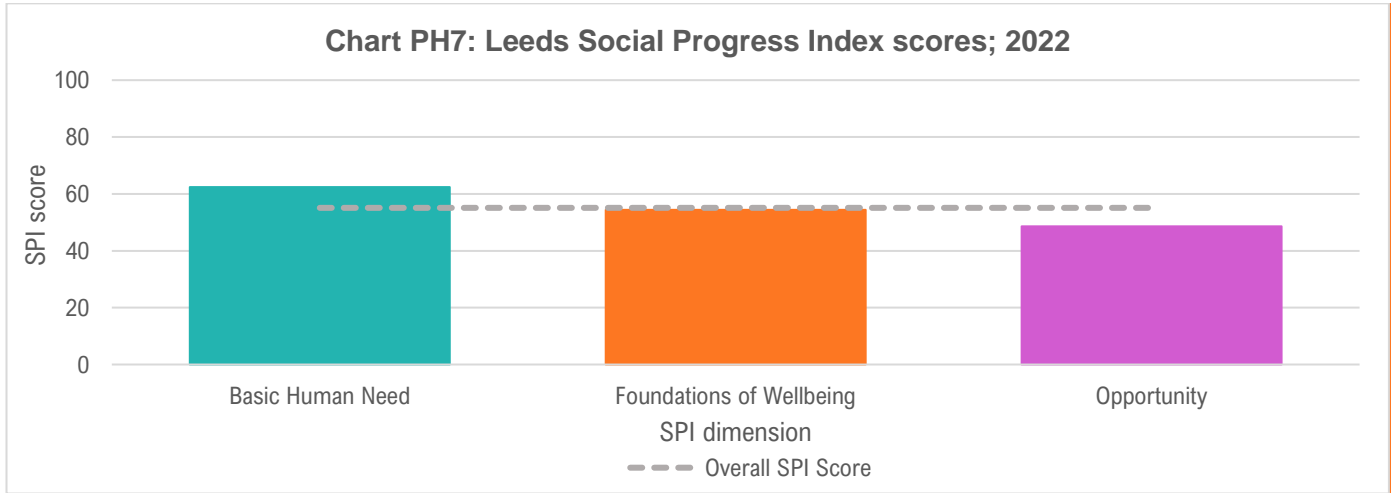


Each component is further defined by a selection of 45 outcome-based indicators that have been identified and set locally for Leeds. The component, dimension, and overall index scores are scaled from 0 to 100 to provide an intuitive index for the interpretation of absolute performance, benchmarked against the best and worst-possible scenarios in terms of social progress performance, where 100 corresponds to the most desirable outcome.

## Social Progress Index

### Current Position (2022)

As of 2022, the overall SPI score for Leeds was 55.1 (out of 100, with higher the score representing a desirable outcome). This is broken down by the three dimensions: Basic Human Need – 62.4, Foundations of Wellbeing – 54.4, and Opportunity – 48.6.

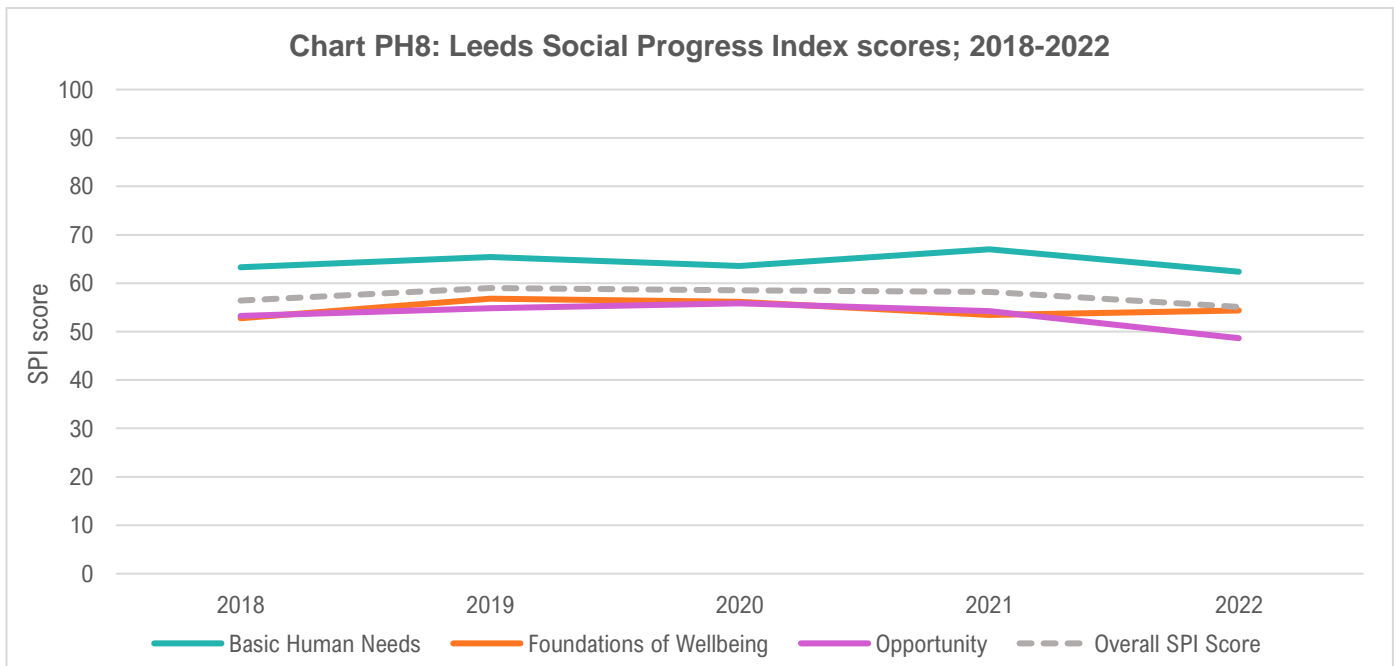


Source: Inclusive Growth Leeds

### Trends

SPI data for Leeds is available for each year from 2018 onwards. Chart PH8 shows the overall SPI score for Leeds increased in 2019, with a slight decrease between 2019 and 2021, and a more considerable decrease in 2022. This represented an overall decrease of 5.3% from the previous year and 2.3% since 2018.

The largest decrease in scoring for the three dimensions in the previous year was for Opportunity which decreased by 10.3%. Basic Human Needs also saw a considerable decrease of 6.9% in the previous year, although with Foundations of Wellbeing actually seeing a slight increase of 1.8%. Looking longer term at the dimensions, Basic Human Needs and Foundations of Wellbeing have remained somewhat similar to their respective 2018 baseline figure (although with year-on-year fluctuations), with Foundations of Wellbeing increasing by 3% and Basic Human Needs decreasing slightly by 1.4%, although with Opportunity having seen a 8.7% decrease since 2018.

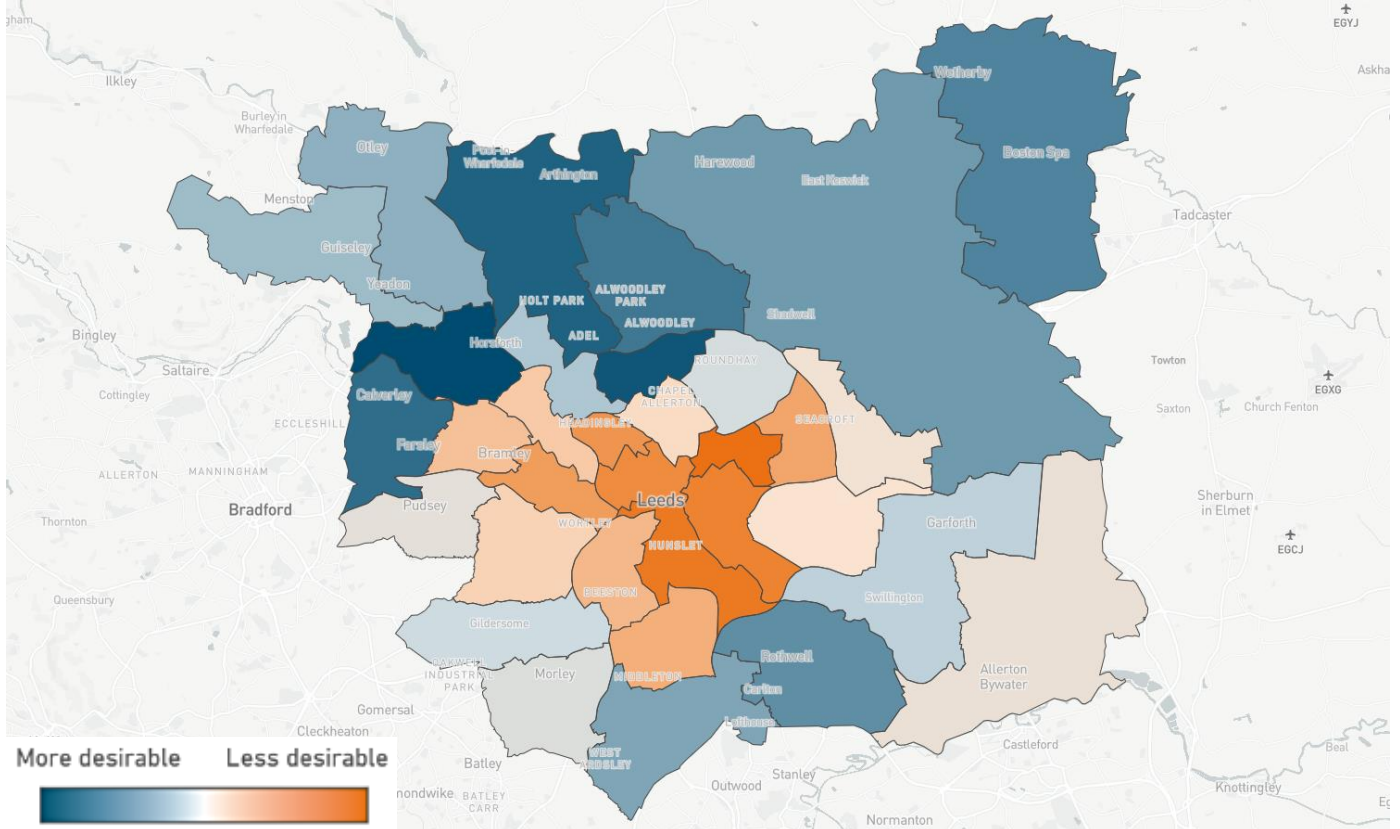


Source: Inclusive Growth Leeds

Looking geographically, the inner-city wards typically have a lower SPI score than those on the outer edges of the District. Horsforth, Moortown and Adel & Wharfedale rank the highest in the District, with Gipton & Harehills, Hunslet & Riverside and Burmantofts & Richmond Hill ranking the lowest.



**Figure PH2: Overall SPI score for all wards in Leeds; 2022**



Source: Inclusive Growth Leeds

### **Overall performance against target**

A red score has been provided over the short term given the considerable decrease in the SPI score for Leeds in the last year, and with an amber score provided over the long term as the decrease was lower against the 2018 baseline.

### **Emerging Local Plan policies – Population & Health:**

#### **Leeds Local Plan 2040**

Following Local Plan Update, Leeds City Council is preparing a further comprehensive update to the Local Plan in order to review, update and / or replace all existing remaining policies contained within the Local Plan to ensure policies are effective, up-to-date and reflect needs up to 2040. This includes reviewing the overall spatial strategy to accommodate for planned future population growth as well as updating existing policies to help achieve inclusive growth, improve health and tackle inequality across the District.

Public consultation on the initial scope of the update was conducted early 2023 as well as launching a call for sites process, with work beginning on analysing public comments and refining the scope and progressing work on the background evidence needed to support the update.

Details of LLP 2040, including latest news of the development of the plan update and information on the initial scoping topics, can be viewed [here](#).



# Centres & Neighbourhoods

## Town & Local Centres

Performance against target

Short Term

Long Term

### Relevant Monitoring Indicators:

- Indicator 21 - % of A1-A5, B1a, C1 and D1-D2 development within and on edge of town & local Centres
- Indicator 22 - % of A1-A5, development within, on the edge of and outside town and local Centres

### Relevant Local Plan Policies:

- Spatial Policy 2: Hierarchy of Centres & Spatial Approach to Retailing, Offices and Intensive Leisure & Culture
- Policy P1: Town and Local Centre Designations
- Policy P2: Acceptable Uses in and on the edge of Local Centres
- Policy P3: Uses in Local Centres
- Policy P4: Shopping Parades & Small Scale Stand Alone Food Stores Serving Local Neighbourhoods and Communities
- Policy P5: Approach to Accommodating New Food Stores Across Leeds
- Policy P6: Approach to Accommodating New Comparison Shopping in Town and Local Centres
- Policy P8: Sequential and Impact Assessments for Town Centre Uses

### Targets:

- For the majority of retail, non-retail, community and leisure uses (A1/A2/A3/A4/A5/D1/D2) to be located in Centres in line with Policy P8 thresholds and new food stores in line with Policy P5.
- For the majority of office development to be located in the City Centre.
- For town and local Centres to provide some small scale office development.

### Triggers / Interventions:

- Review of application of sequential test when determining planning policies.
- Review to see if sufficient locations are available in the City, Town and Local Centres to accommodate uses

## Context

### **Hierarchy of Centres**

The Core Strategy (Policy SP2) sets out a hierarchy of centres to ensure development is directed to the appropriate level of centre based on its scale and catchment: firstly the City Centre, then Town Centres, and lastly Local Centres. Policy CC1 defines the extent of the City Centre boundary (carried forward from the UDP) which also contains four Local Convenience Centres, and Policy P1 designates the relevant Town and Local Centres across the District: 27 Town Centres, 12 Higher Order Local Centres and 21 Lower Order Local Centres.

### **Economic Land Availability (ELA)**

Non-residential completions are internally monitored and recorded within the Economic Land Availability (ELA) dashboard, which monitors the availability of land, starts and completions for all economic development uses.

This records completions for the following non-residential uses: offices, industrial, waste, mixed commercial, retail, food and beverage, leisure, hotels, community and other (typically sui generis uses). However, industrial and waste completions have not been shown within this topic as the spatial strategy does not direct this type of development toward centres, and caution should be had with community and other uses as these are not necessarily always directed within centres. Consistent monitoring for hotel, community and 'other' uses only began in 2020/21, and whilst some completions have been backdated, this cannot be accurately compared with previous years.

It is also worth noting the ELA only captures completions recorded through approved planning decisions, with a threshold of proposed development creating more than 500sqm of each non-residential use. Therefore, not all completed development under these categories can be picked up and monitored (i.e. those developments not requiring planning permission such as changes of use within Class E, or very small proposals).

The Economic Land Availability interactive dashboard can be viewed and filtered [here](#).



## Non-residential development within centres

### Current Position (2022/23)

61% of all non-residential development (excluding industrial and waste uses) in Leeds was located within all centres in 2022/23. This equated to just under 70,000sqm across all of Leeds' centres (including the City Centre), with the majority of this being for offices (72%), of which was primarily located within the City Centre.

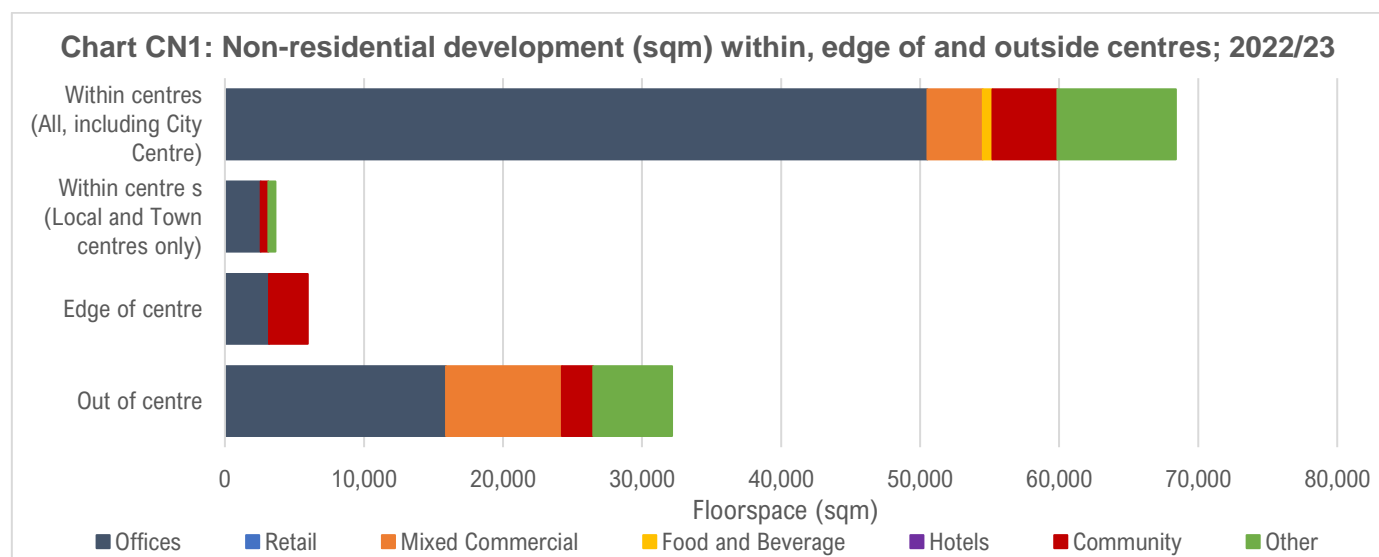
Breaking this down further for Local and Town Centres only (i.e. excluding the City Centre), there was a total of 3,645sqm of completed non-residential floorspace, with 71% of this being for offices (Sunny Bank Mills in Farsley), and 15% for community use (dentist at Cross Gates)

This demonstrates a considerable proportion of non-residential development completed in 2022/23 was located within centres (albeit in the City Centre). The City Centre provided the majority of all office development (80%), although with Local and Town Centres providing some small-scale office development (4%) in line with Policy P2.

Use	Within centres		Edge of centre*	Out of centre
	All (including City Centre)	Local and Town Centres only		
Offices	50,522	2,582	3,167	15,900
Retail	0	0	0	0
Mixed Commercial	3,982	0	0	8,335
Food and Beverage	703	0	0	0
Hotels	0	0	0	0
Community	4,673	556	2,795	2,250
Leisure	1,601	0	503	2,677
Other	8,506	507	0	5,673
<b>TOTAL</b>	<b>69,987</b>	<b>3,645</b>	<b>6,465</b>	<b>34,835</b>

\*Edge of centre refers to a location that is well connected to and within easy walking distances (i.e. up to 300 metres) of the Primary Shopping Area for retail purposes. For all other main town centre uses, this is within 300 metres of the town centre boundary taking into account local circumstances (or for offices 500 metres from a centre's public transport interchange).

Source: LCC Data & Intelligence Monitoring



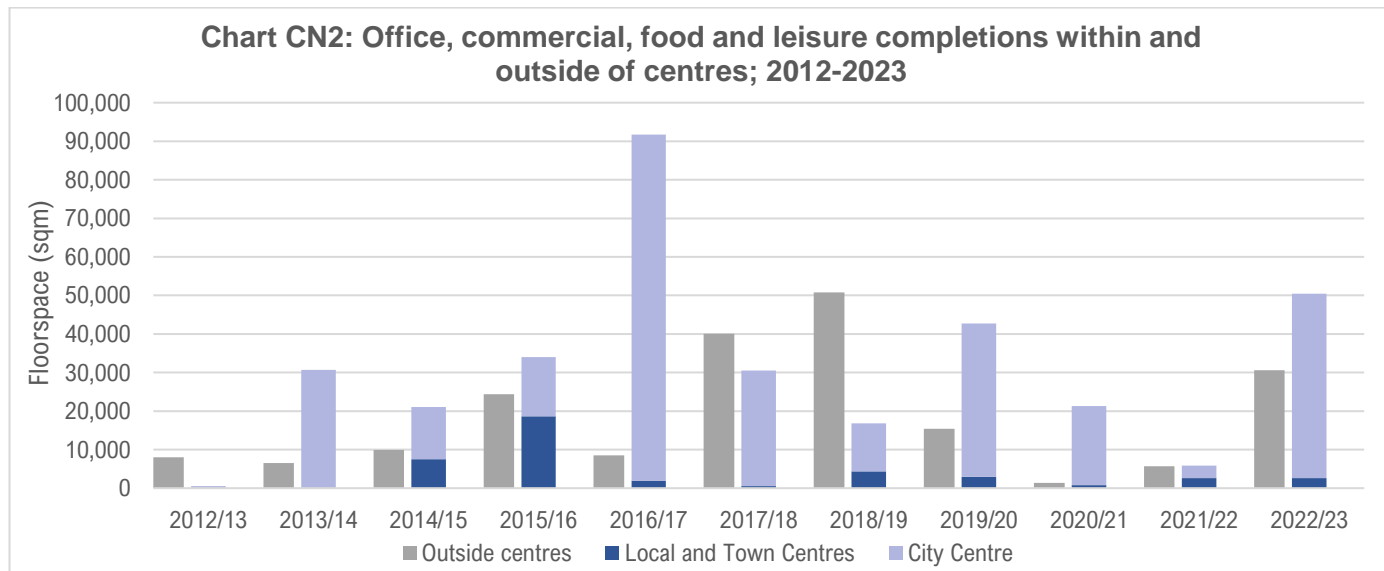
Source: LCC Data & Intelligence Monitoring

### Trends

Monitoring for office, mixed commercial, retail, food and beverage and leisure uses have taken place since 2012, with hotel and community completions have only been consistently monitored since 2021/22. Therefore, in order to accurately establish long term trends and compare this against the short term trend, hotel and community uses will not be included as part of the trend analysis below.

In the short term, non-residential development was primarily located within centres for 2022/23 (62%) although with a rough 50-50 split in the previous year. Looking longer term, there has been fluctuations in the proportions of non-residential development being located within or outside of centres (e.g. 2016/17 having a far higher proportion of development within centres although with a much higher proportion of development outside of centres within 2019/20). Nevertheless, 63% of all office, commercial, food and leisure completions since 2012 have been located in centres.

As specifically for offices, the majority have been completed within the City Centre since 2012 (74%), with a small proportion (2%) being located with local and town centres across the District. With no set target for office development within local centres, this figure broadly aligns with the aims set out within the Local Plan.



Source: Valuation Office Agency (2023)

**Overall performance against target**

A green score has been given over both the short and long term due to the continued delivery of non-residential development within centres (albeit with the majority of this being located within the City Centre), broadly aligning with the aims and targets set out within the Core Strategy.



# Centres & Neighbourhoods

## City Centre

Performance against target

Short Term

Long Term

### Relevant Monitoring Indicators:

- Indicator 1 - % of development activity to the south of the river in the City Centre as compared to north of the river
- Indicator 2 - Vibrancy, character and cultural appeal of the City Centre
- Indicator 31 - Delivery of a City Centre park

### Relevant Local Plan Policies:

- Spatial Policy 2: Hierarchy of Centres & Spatial Approach to Retailing, Offices and Intensive Leisure & Culture
- Spatial Policy 3: Role of Leeds City Centre
- Policy CC1: City Centre Development
- Policy CC2: City Centre South
- Policy P8: Sequential and Impact Assessments for Town Centre Uses
- Policy P9: Community Facilities and Other Services
- Policy G5: Open Space Provision in the City Centre

### Targets:

- Increasing and exceeding development activity in the southern part of the City Centre
- Increase in footfall, hotel occupancies, residential developments and environmental enhancements.
- Increase of developments such as cinema screens, theatres, live music venues, restaurants and bars/pubs
- Assumed annual delivery target of 31,000sqm office floorspace
- 31,000sqm additional retail space over Plan Period
- Annual delivery of 520 net dwellings
- Delivery of a City Centre Park of at least 3ha

### Triggers / Interventions:

- Review mechanisms for bringing forward development opportunities to identify any barriers preventing southern development e.g. preparation of planning frameworks
- Work with other council services, to help support and facilitate opportunities and promotional events

## Context

### Leeds City Centre

Policy CC1 defines the extent of the City Centre boundary (carried forward from the UDP) which also contains four Local Convenience Centres, and alongside Policy SP3, sets out the expected delivery targets for within the City Centre: 655,000sqm of office floorspace (31,000sqm annually without margin of choice), 31,000sqm of net additional retail space and updated CS Policy SP7 sets a minimum target delivery of 8,312 dwellings (520 annually). Policy CC2 also sets out priorities to direct new development to the south of the City Centre to better integrate and balance the City Centre alongside the delivery of a new City Centre park (Aire Park).

## Total City Centre development

### Current Position (2022/23)

Leeds saw a total of 294 homes delivered in the City Centre in 2022/23, with 77% of these being north of the River Aire and 23% to the south. As for non-residential uses, there was a total of just under 39,000sqm development across all of the City Centre, being split 65% to the north of the River Aire and 35% to the south. The majority of this development was for offices, which was primarily located to the north. The majority of development to the south was for offices (29% of total office development), with some mixed commercial development and 8,000sqm of 'other' development.



**Table CN2: Total City Centre development north and south of the River Aire (sqm); 2022/23**

Development type	North of the River Aire		South of the River Aire		City Centre total
	Residential units / non-residential floorspace (sqm)	North / South %	Residential units / non-residential floorspace (sqm)	North / South %	
Residential	226	76.9%	68	23.1%	294
<b>Non-residential total</b>	<b>38,928</b>	<b>64.9%</b>	<b>21,058</b>	<b>35.1%</b>	<b>59,986</b>
Office	29,338	71%	12,246	29%	41,584
Retail	0	-	0	-	0
Mixed Commercial	3,169	80%	813	20%	3,982
Food and Beverage	703	100%	0	0%	703
Leisure	1,601	100%	0	0%	1,601
Hotels	0	-	0	-	0
Community	4,117	100%	0	0%	4,117
General Employment	0	-	0	-	0
Other	0	0%	7,999	100%	7,999

Source: LCC Data & Intelligence Monitoring

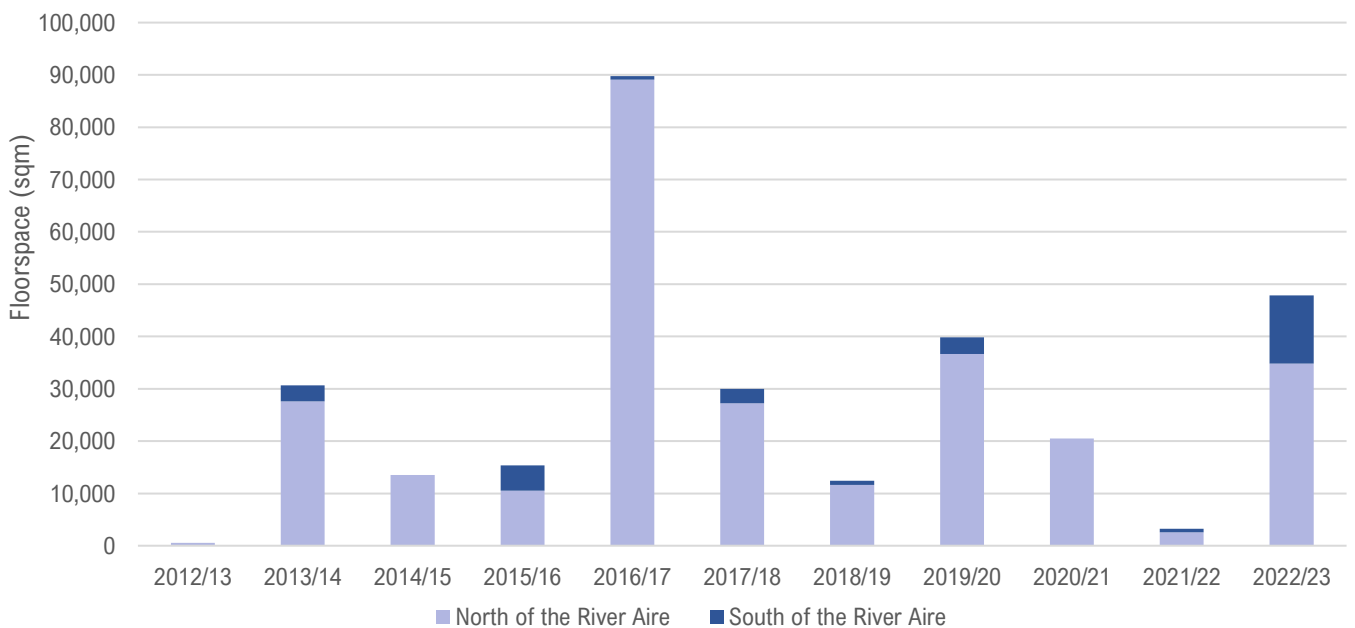
### Trends

Monitoring for office, mixed commercial, retail, food and beverage and leisure uses have taken place since 2012, with hotel and community completions have only been consistently monitored since 2021/22. Therefore, in order to accurately establish long term trends and compare this against the short term trend, hotel and community uses will not be included as part of the trend analysis below.

As for the split for development to the north and south of the River Aire in the City Centre, across both the short and long terms, there is a clear trend that development continues to be focused to the north of the river for all years. Since 2012, 90% of non-residential development was located to the north and just 10% to the south. However, the current year has seen the highest proportion of development to the south showing some positive signs in the short term, although this shall be monitored over forthcoming years to see if this proportion continues to increase.

As for the quantum of total non-residential development in the City Centre, the short term has seen the second highest level of development across the current Plan Period. The long term has seen generally consistent levels of development, albeit with some fluctuations, roughly between 10,000sqm - 30,000sqm, although with some years (2012/23 and 2021/22) seeing very low levels of development.

**Chart CN3: Total office, commercial, food and leisure completions in the City Centre by north and south of the River Aire; 2012-2023**



Source: LCC Data & Intelligence Monitoring

## City Centre residential development

### Current Position (2022/23)

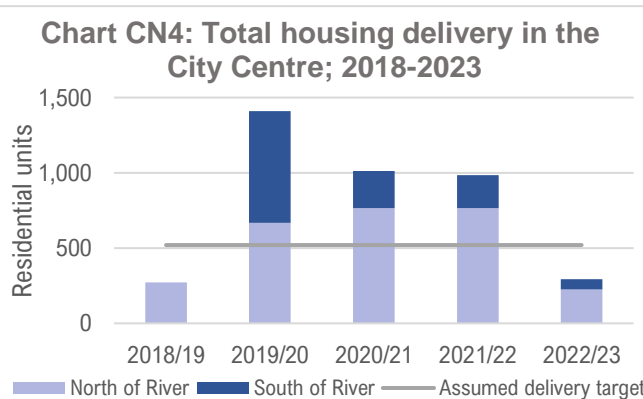
Leeds saw a total of 294 residential units completed in the City Centre in 2022/23, with 77% of these being located to the north of the River Aire and just 23% to the south.

### Trends

Data showing the split of housing completions in the City Centre is available from 2018 onwards. Over the short term, housing completions within the current period decreased substantially from the previous year, underperforming against the expected annual delivery target of 520 net dwellings for the City Centre. This low delivery might be explained by the continued impacts from the lockdowns associated with Covid-19 which stalled the construction on numerous large sites. Looking longer term, the current period represents the second lowest level of delivery and continues the trend of decreasing completions year-on-year. In the last five years, an average of 812 dwellings were built each year and which exceeds the target set out in the Core Strategy.

For most years, the majority of housing has come forward to the north of the river, with the exception of 2019/20 which saw a slightly higher proportion completed to the south. The current year has seen a marginal increase in the proportion of housing completions to the south of the River Aire, although 77% still remains to be completed to the north. In the last five years, two thirds of housing completions have been to the north of the river, with one third being to the south.

Year	North of River Aire	South of River Aire	City Centre total
2018/19	272	0	272
2019/20	667	743	1,410
2020/21	765	247	1,102
2021/22	765	220	985
2022/23	226	68	294
<b>TOTAL</b>	<b>2,695</b>	<b>1,278</b>	<b>4,063</b>



Source: LCC Data & Intelligence Monitoring

## City Centre office development

### Current Position (2022/23)

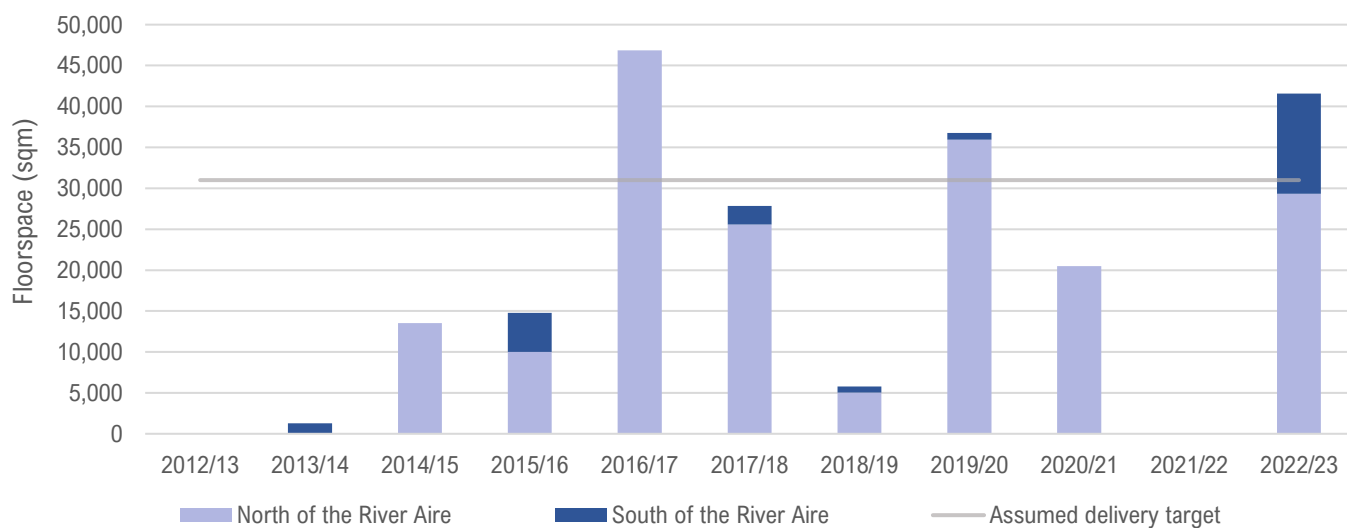
Leeds saw just over 41,500sqm of office floorspace completions in the City Centre in 2022/23, up from no recorded completions from the previous year. 71% of this was located to the north of the River Aire, and 29% to the south.

### Trends

Office floorspace in the City Centre has fluctuated greatly during the Plan Period, with only three years having met the annual assumed delivery target of 31,000sqm (2016/17, 2019/20 and 2022/23) and with two years recording no completions (2012/13 and 2021/22). The current period provides good progress against the short term given this has provided the second largest office delivery since 2012 following no completions in the previous year, exceeding the assumed target by 10,000sqm. Looking at the longer term, only 61% of the assumed target has been met in the current Plan Period.

The majority of office floorspace completions continues to be located to the north of the River Aire (92%), with only 8% having been located to the south since 2012. The short term does show some promise with 2022/23 achieving the most office completions to the south within the current Plan Period. It is anticipated that this trend continues in forthcoming years as office development to the south (particularly within the Aire Park) progresses towards completion.

**Chart CN5: Total office completions in the City Centre by north and south of the River Aire; 2012-2023**



Source: LCC Data & Intelligence Monitoring

**Table CN4: Office floorspace in the City Centre compared to Core Strategy targets (sqm)**

Period	Assumed delivery target (sqm)	Total delivery (sqm)	% of planned floorspace	Performance Indicator
One year period (current) - 2022/23	31,000	41,584	134%	Above target
Five year period (short term) - 2018-23	155,000	104,629	68%	More than 10% below target
Current Core Strategy plan period - 2012-23	341,000	208,921	61%	More than 10% below target

Source: LCC Data & Intelligence Monitoring

## City Centre commercial development

### Current Position (2022/23)

Leeds saw a total of 6,286sqm of commercial, leisure and community (retail, mixed commercial, food and beverage, leisure, hotel and community uses) completions in the City Centre in 2022/23. This equates to 54% of all commercial, leisure and commercial development across the entire District. The majority of the City Centre development was for community (40%), mixed commercial (38%), leisure (15%) and food and beverage (7%) uses, with no retail or hotel completions.

92% of commercial, leisure and community completions in the City Centre was completed to the north of the River Aire in 2022/23, with just 8% to the south.

**Table CN5: Commercial and leisure development within and outside the City Centre; 2022/23**

Year	Within City Centre				Outside City Centre	
	North of the River Aire		South of the River Aire		Outside City Centre	
	Floorspace (sqm)	%	Floorspace (sqm)	%	Floorspace (sqm)	%
Retail	0	-	0	-	0	-
Mixed Commercial	3,169	80%	813	20%	0	0%
Food and Beverage	703	100%	0	0%	0	0%
Leisure	1,601	33%	0	0%	3,180	67%
Hotels	0	-	0	-	0	-
Community	4,117	42%	0	0%	5,601	58%
<b>TOTAL</b>	<b>9,590</b>	<b>50%</b>	<b>813</b>	<b>4%</b>	<b>8,781</b>	<b>46%</b>
	<b>10,403 (54%)</b>					

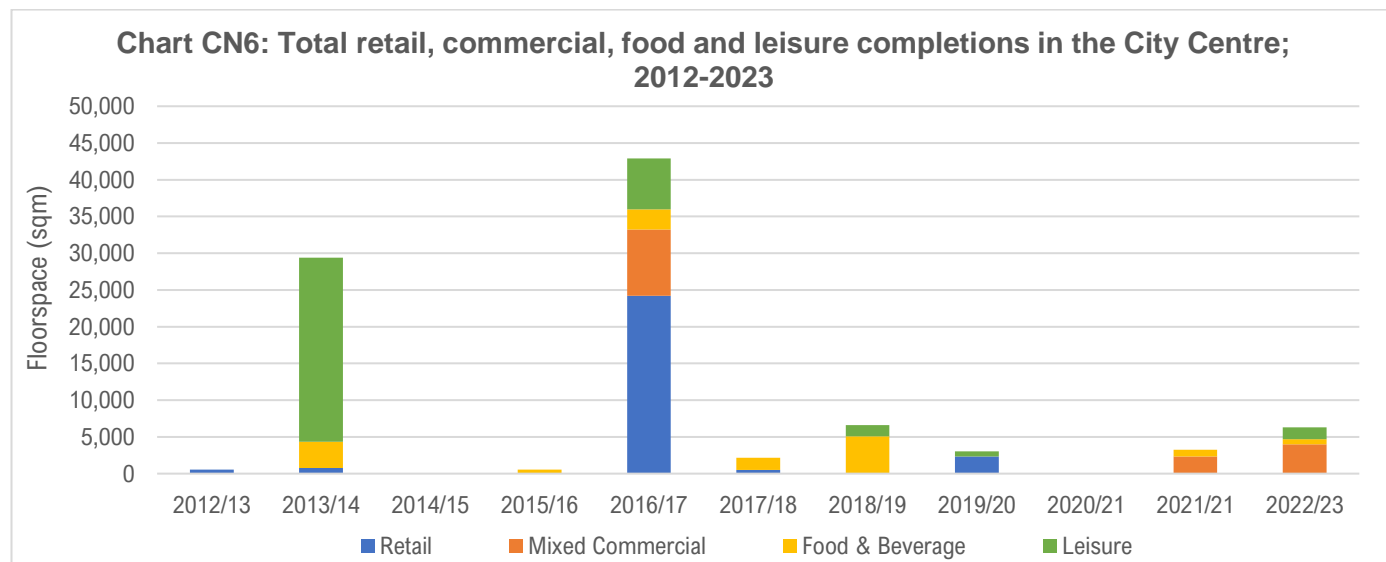
Source: LCC Data & Intelligence Monitoring

### Trends



Monitoring for office, mixed commercial, retail, food and beverage and leisure uses have taken place since 2012, with hotel and community completions have only been consistently monitored since 2021/22. Therefore, in order to accurately establish long term trends and compare this against the short term trend, hotel and community uses will not be included as part of the trend analysis below.

Total completions for commercial and leisure uses in the City Centre have generally remained low for each year during the Plan Period (under 7,500sqm), with the exception of 2013/14 and 2016/17 which saw untypically high completions of 29,400sqm and 42,900sqm respectively. The majority of this in 2013/14 was for leisure uses (primarily the First Direct Arena) and for retail in 2016/17 (primarily for the John Lewis store), suggesting these years were skewed by infrequent, albeit planned, large scale developments. The short term appears to be consistent with the trend seen otherwise during the Plan Period, although this has seen the fourth highest year of development.



Source: LCC Data & Intelligence Monitoring

As for retail specifically, delivery across the short and medium terms continues to remain low and below annual assumed delivery targets, with a need of 31,000sqm of additional retail space being identified within the Core Strategy. However, looking longer term and across the current Plan Period, these assumed delivery targets have been met, with large planned retail development coming forward at the start of the Plan Period, particularly in 2016/17.

Whilst this demonstrates positive progress against this indicator for the long term, this significant under delivery of retail development in the short term may also be indicative of recent changes to the overall retail market with a move towards mixed commercial developments through the creation of Class E allowing for greater flexibility between uses. It is also likely that monitoring would not be picking up all retail development in the City Centre given most changes of use of existing stock would not require planning permission (which is likely to constitute for most of the commercial development in the City Centre) and smaller completions under 500sqm are not monitored. Retail and commercial policies will be reviewed and updated to reflect these changes as part of Leeds Local Plan 2040.

Period	Assumed delivery target (sqm)	Total delivery (sqm)	% of planned floorspace	Performance Indicator
One year period (current) - 2022/23	1,938	0	0%	More than 10% below target
Five year period (short term) - 2018-23	9,688	2,323	1.5%	More than 10% below target
Current Core Strategy plan period - 2012-23	21,318	28,340	8%	More than 10% above target

Source: LCC Data & Intelligence Monitoring

## **Delivery of City Centre park**

### ***Current Position (2022/23)***

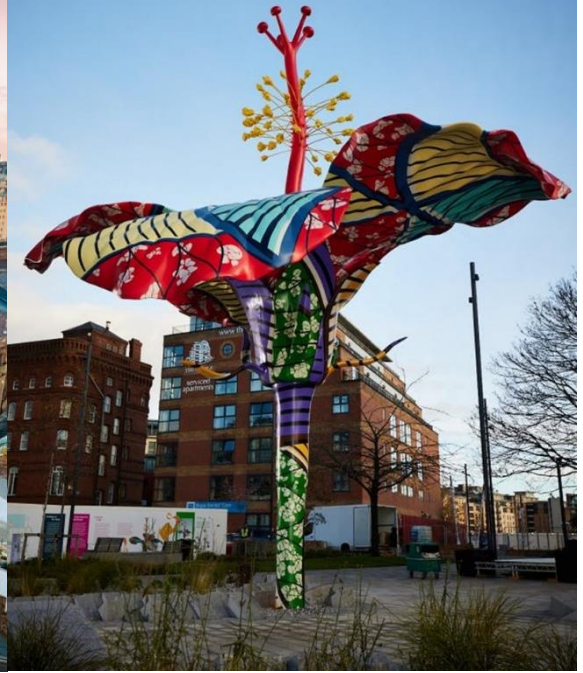
Plans to deliver a new 3.5 ha City Centre park (as part of the 'Aire Park' development in the South Bank) continued to progress at pace during 2022/23. July 2022 saw the first section of the park open on Meadow Lane, providing 0.3ha of new public open space and planting, as well as a 9.5m tall sculpture (Hibiscus Rising) in memory of British Nigerian David Oluwale by artist Yinka Shonibare which was unveiled in November 2023. Improved access has also been improved to this section of Aire Park with the installation of the new David Oluwale bridge which opened in January 2023 across the River Aire, linking Sovereign Street and Water Lane. A further 0.2ha of green space adjacent to The Tetley building is set to open in 2024, alongside the completion of the first 200,000sqft of commercial buildings.

**Figure CN1: Aire Park, Meadow Lane**



*Section of the City Centre park nearing completion on Meadow Lane, part of the wider Aire Park development*

**Figure CN2: Hibiscus Rising sculpture**



*Hibiscus Rising sculpture within section of completed park. Credit: David Lindsay*

**Figure CN3: David Oluwale Bridge**



*Completed David Oluwale Bridge illuminated at night over the River Aire, connecting Sovereign Street and Water Lane*

### **Overall performance against target**

An amber score has been given for the short term given recent marginal improvements in the split of development between the north and south of the river, and increases in the total non-residential development in the last year, particularly for offices. An amber score has been given over long term due to the continued overall delivery of development within the City Centre and housing targets having been achieved on average in the last five years although recognising the prevalence of development to the north of the River Aire, although with City Centre.



# Centres & Neighbourhoods

Performance against target

Short Term

Long Term

## Regeneration Programme Priority Areas

### Relevant Monitoring Indicators:

- Indicator 29 - Total development in Regeneration Priority Areas

### Relevant Local Plan Policies:

- Spatial Policy 1: Location of Development
- Spatial Policy 4: Regeneration Priority Programme Areas
- Spatial Policy 5: Aire Valley Leeds Urban Eco-Settlement

### Targets:

- No set target, although there is a priority for development to be located within regeneration areas
- Specific targets for Aire Valley (minimum of 6,500 homes and 250ha of employment land)

### Triggers / Interventions:

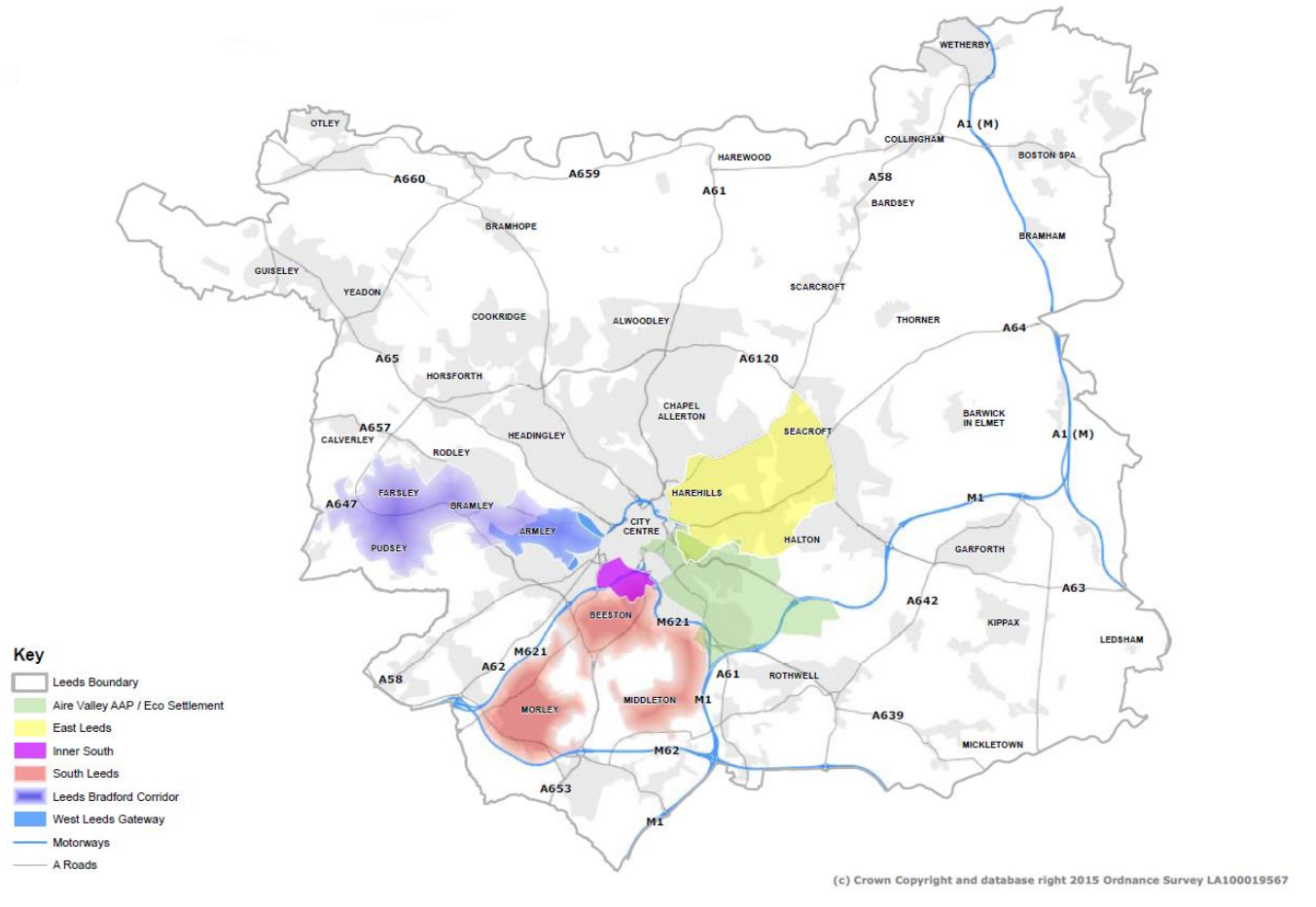
- No set triggers or interventions

## Context

### Regeneration Programme Priority Areas

Spatial Policy 4 within the Core Strategy identifies four Regeneration Programme Priority Areas to give priority for regeneration funding and resources and directing development opportunities toward these areas: East Leeds, Aire Valley Leeds, Leeds Bradford Corridor and South Leeds. These areas are shown on Map 5 of the Core Strategy, extracted below in Figure CN4:

**Figure CN4: Map of Regeneration Priority Programme Areas within the Core Strategy**



## **Residential development within Regeneration Programme Priority Areas**

### ***Current Position (2022/23)***

A total of 1,118 dwellings were completed in all of Leeds' four Regeneration Programme Priority Areas, with East Leeds providing nearly half of these houses, with moderate completions in South Leeds (21%) and some completions in the Leeds Bradford Corridor (15%) and the Aire Valley (15%).

### ***Trends***

Housing completions data for each of the Regeneration Programme Priority Areas has only been provided since 2021, meaning no long term analysis can be made. The current year has seen an increase in the total number of houses being completed from the previous year, although this is primarily a result of a significant increase in delivery within East Leeds, with slight decreases being seen within the Aire Valley and Leeds Bradford Corridor. This enforces the priority for residential development for East Leeds, and to a lesser extent, South Leeds.

Year	Aire Valley	Leeds Bradford Corridor	East Leeds (EASEL)	South Leeds	Total
2021/22	172	182	303	222	879
2022/23	165	173	543	237	1,118

*Source: LCC Data & Intelligence Monitoring*

## **Non-residential development within Regeneration Programme Priority Areas**

### ***Current Position (2022/23)***

There was a total of just under 225,000sqm of development completed within all four of Leeds' Regeneration Programme Priority Areas. The majority of this was completed within the Aire Valley (93%), although it is to be noted that this was heavily skewed by one development for 186,000sqm at Gateway 45, Cross Green for a new Amazon distribution hub.

When this single industrial development is excluded from the proportions, 57% of non-residential development was located in the Aire Valley, 22% in South Leeds, 20% in Leeds Bradford Corridor and 2% in East Leeds. Again excluding this, the majority of non-residential development within regeneration areas was still for industrial (38%), with 33% being for office, 19% mixed commercial uses, 5% leisure, 5% community uses and 1% 'other'.

Use	Aire Valley	Leeds Bradford Corridor	East Leeds (EASEL)	South Leeds	Total
Office	9,523	2,582	0	0	12,105
General Employment	197,261	2,154	0	0	199,415
Retail	0	0	0	0	0
Mixed Commercial	0	0	0	7,106	7,106
Food and Beverage	0	0	0	0	0
Leisure	0	1,990	0	0	1,990
Hotels	0	0	0	0	0
Community	0	0	556	1,113	1,669
Other	0	507	0	0	507
<b>TOTAL</b>	<b>206,784</b>	<b>7,233</b>	<b>556</b>	<b>8,219</b>	<b>222,792</b>

*Source: LCC Data & Intelligence Monitoring*

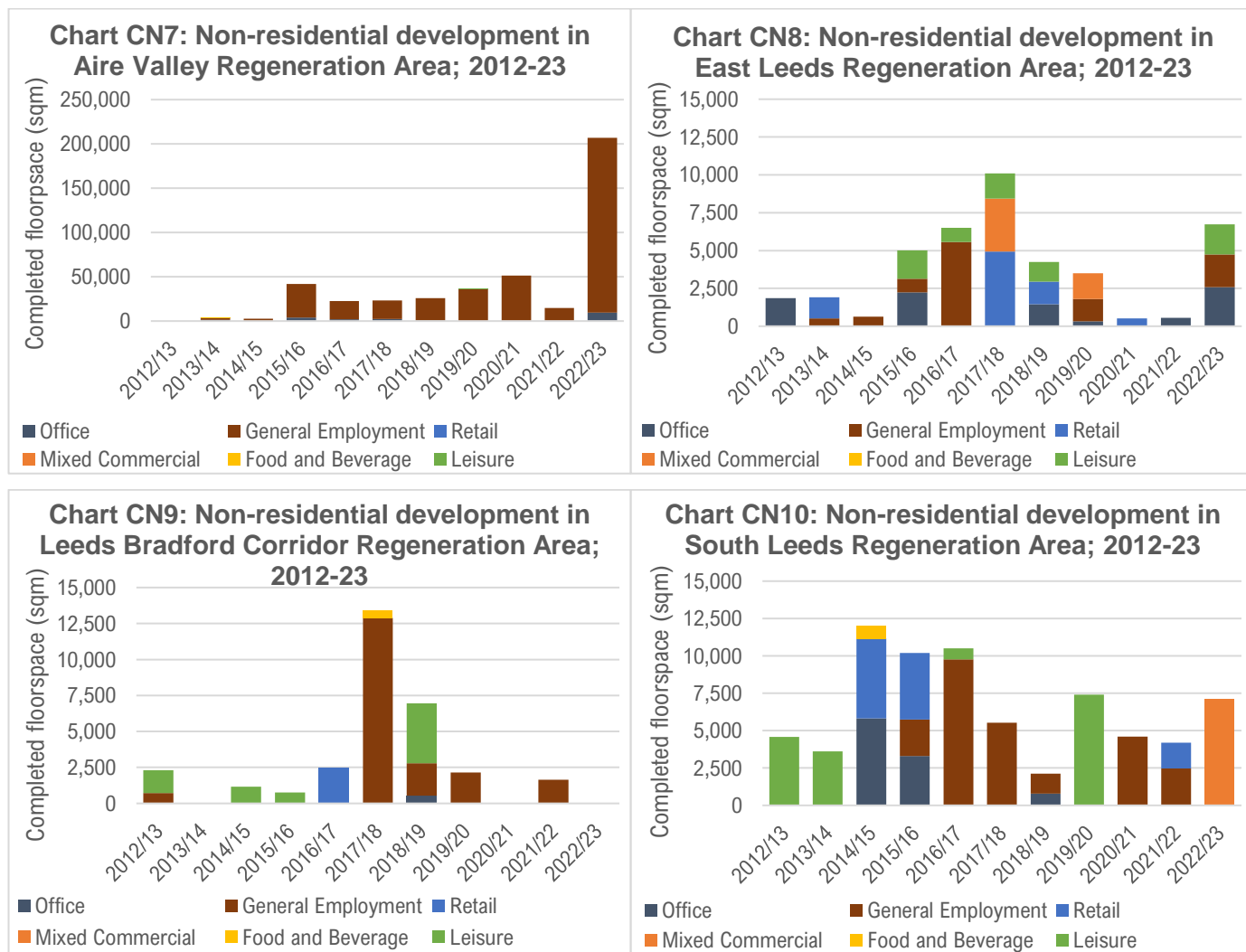
### ***Trends***

Monitoring for office, general employment (industry and waste uses), mixed commercial, retail, food and beverage and leisure uses have taken place since 2012, with hotel and community completions have only been consistently monitored since 2021/22. Therefore, in order to accurately establish long term trends and compare this against the short term trend, hotel and community uses will not be included as part of the trend analysis below.

Looking across the current Plan Period, the majority of development has been for general employment (466,256sqm), which is to be expected with the completion of the large Amazon distribution hub. Removing this, 280,308sqm was still for general employment, 39,405sqm for offices, 32,723sqm for leisure, 22,336sqm for retail, 12,301sqm for mixed commercial and 1,907sqm for food and beverage.

General employment space development has been significant for all regeneration areas having the highest proportion for each area since 2012, with 95% of all development in Aire Valley being for general employment, 64% in East Leeds, 36% in South Leeds and 27% in Leeds Bradford Corridor. Leisure is also an important use for East Leeds, Leeds Bradford and South Leeds, with some office development being seen in South Leeds and East Leeds as well as retail / mixed commercial development.

The majority of all development has been located in Aire Valley (75%), which is to be somewhat expected given its increased strategic importance and priority provided through Policy SP5 and the Aire Valley Leeds Area Action Plan (AVLAAP). 13% of development has been located in South Leeds, 7% in Leeds Bradford and 5% in East Leeds.



Source: LCC Data & Intelligence Monitoring

**Overall performance against target**

Whilst there are no set targets for the amount of development within Regeneration Programme Priority Areas, there has been a considerable level of development completed in each of the areas over the Plan Period. The Aire Valley has a focus on delivering industrial employment, East Leeds on residential and Leeds Bradford and South Leeds bringing a mixture of residential, employment and commercial uses. No score has been given due to the lack of target to assess performance against.



# Centres & Neighbourhoods

## Aire Valley Leeds

Performance against target

Short Term

Long Term

### Relevant Monitoring Indicators:

- Indicator 4a - Net additional dwellings (new and converted units) in Aire Valley
- Indicator 9a - Mix of net housing (new and converted units) delivered each year by housing type and number of bedrooms in Aire Valley

### Relevant Local Plan Policies:

- Spatial Policy 4: Regeneration Priority Programme Areas
- Spatial Policy 5: Aire Valley Leeds Urban Eco-Settlement
- Policies contained within the Aire Valley Leeds Area Action Plan (AVLAAP)

### Targets:

- Minimum delivery of 6,500 new homes (assumed annual delivery of 310 net dwellings)
- Minimum delivery of 250ha of land for employment uses (assumed annual delivery of 11.9ha)

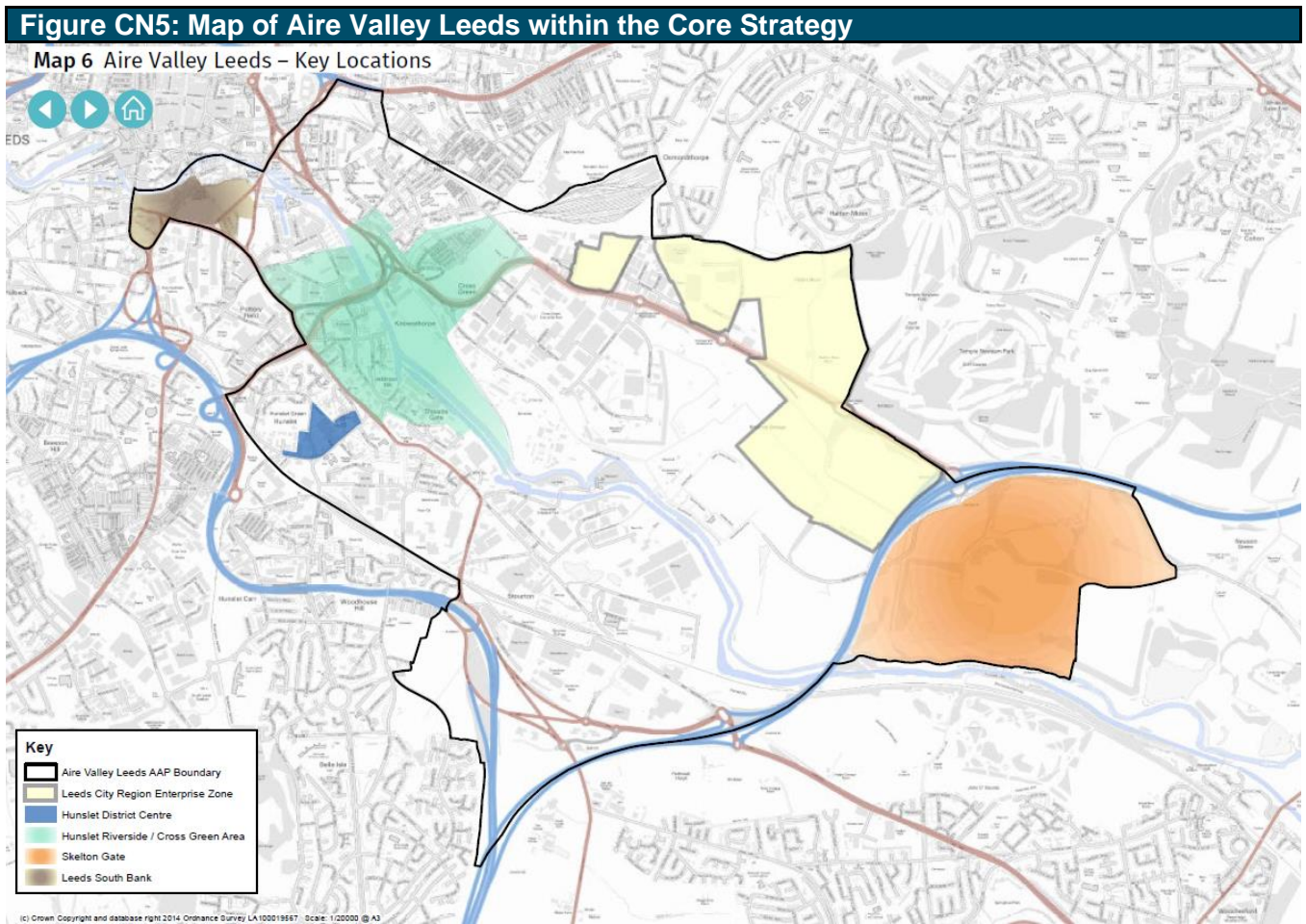
### Triggers / Interventions:

- No set triggers or interventions

## Context

### Aire Valley Leeds

Aire Valley Leeds has been identified as a major economic development and regeneration area, primarily guided through Spatial Policy 4, as well as more specifically through Spatial Policy 5 and the Aire Valley Leeds Area Action Plan (which was adopted in 2017) and identifies the area to provide a minimum of 6,500 homes, 250ha of employment land and new retail services. The Aire Valley Leeds area boundary is shown on Map 6 of the Core Strategy, extracted below in Figure CN5:



## Residential development within Aire Valley Leeds

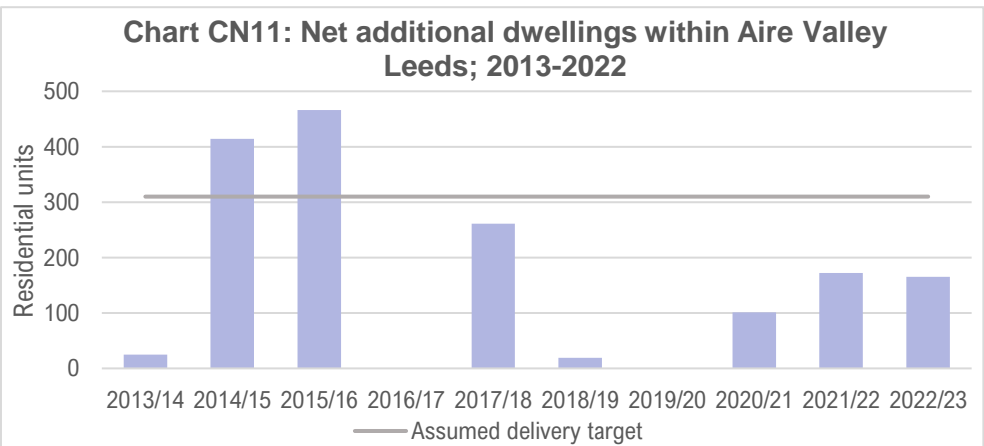
### Current Position (2022/23)

The Aire Valley Leeds area saw a total delivery of 165 residential units completed in 2022/23.

### Trends

Housing completions decreased slightly by 4% from the previous year, being the fifth highest year in terms of housing completions out of the ten years across the current Plan Period. The Core Strategy sets out an overall target of 6,500 new homes for the area, equating to an annual delivery of 310 dwellings, with only two years towards the start of the Plan Period having met this target, and with two years having no recorded completions. Recent years have seen moderate and consistent levels of housing completions compared to the relatively higher levels seen between 2014 and 2017.

Year	Units completed
2013/14	25
2018/19	19
2019/20	0
2020/21	101
2021/22	172
<b>2022/23</b>	<b>165</b>
<b>TOTAL</b>	<b>1,623</b>



Source: LCC Data & Intelligence Monitoring

This is best seen when looking at the current, short and longer term trends, which shows all trend periods significantly underperforming against Core Strategy targets, although with the current period performing the best and similar to the long term trend. Nevertheless, this still demonstrates that just under half of anticipated dwellings are being built within the Aire Valley Leeds area.

Period	Assumed delivery target	Total delivery	% of planned housing units	Performance Indicator
One year period (current) - 2022/23	310	165	53.2%	More than 10% below target
Five year period (short term) - 2018-23	1,550	457	29.5%	More than 10% below target
Current Core Strategy plan period - 2013-23	3,100	1,623	52.3%	More than 10% below target

Source: LCC Data & Intelligence Monitoring

## Employment delivery within Aire Valley Leeds

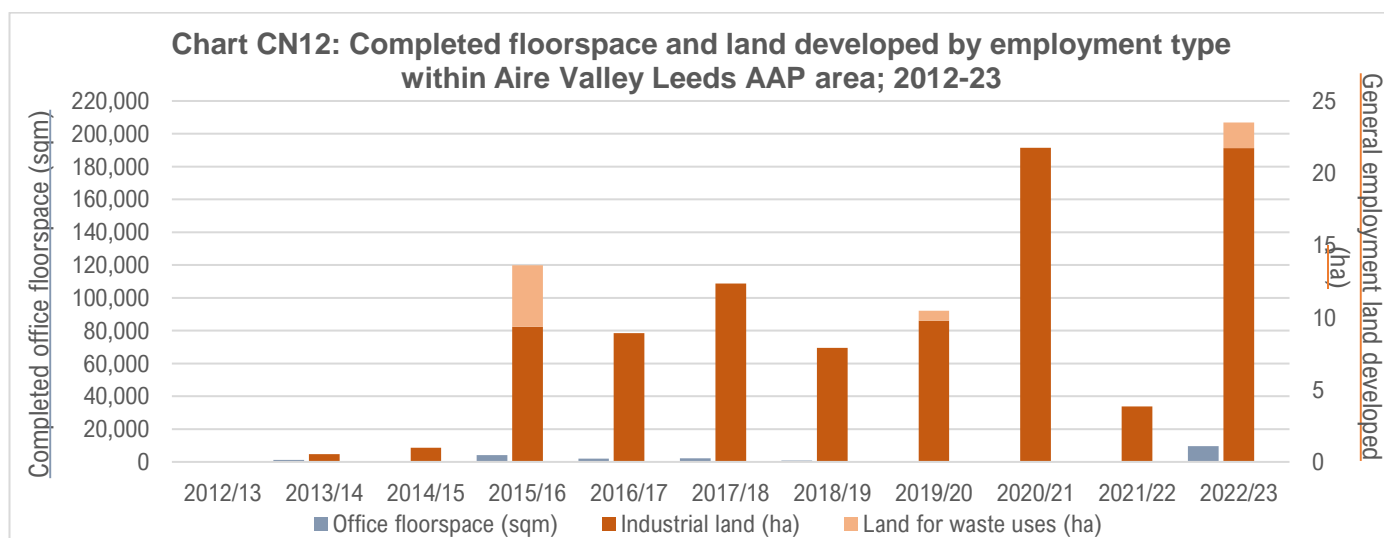
### Current Position (2022/23)

The Aire Valley saw a total of 23.52ha of general employment (industrial and waste) completions in 2022/23 across four sites. There were also two office completions in the Aire Valley in 2022/23, creating 9,500sqm of office floorspace in Hunslet.

### Trends

General employment completions were very low between 2012 and 2014, with moderate levels of completions between 2015 and 2019 with an average of 10.6ha each year within this five year period. More recently, general employment completions have been particularly high, although with the exception of 2021/22 which saw the lowest levels of completed employment land since 2014 which may have been a result of stalled construction and market uncertainty as a result of Covid-19. Delivery across the short term has exceeded expected delivery targets set out in the Core Strategy, at 183% of the plan target in 2022/23 and 113% of the plan target over the last five years. However, only 79% of the plan target has been delivered across the current Plan Period due to slow delivery at the start of the period, which has also been constrained by HS2 safeguarded land.

Office delivery has remained low across both the short and long terms when compared to general employment delivery, although this is to be expected given the priorities set out in the Core Strategy and AVLAAP and the type of land that is available and in demand in the Aire Valley area. Nevertheless, the highest office delivery across the Plan Period has been seen in the last year.



Source: LCC Data & Intelligence Monitoring

Period	Expected delivery target (ha)	Total delivery (ha)	% of planned floorspace	Performance Indicator
One year period (current) - 2022/23	11.9	21.73	183%	Above target
Five year period (short term) - 2018-23	59.5	67.49	113%	Above target
Current Core Strategy plan period - 2012-23	130.9	103.88	79%	More than 10% below target

Source: LCC Data & Intelligence Monitoring

### Overall performance against target

An amber score has been given for the short term due to the high levels of general employment completions but low residential development within recent years. A red scoring has been given over the longer term given the continued under delivery of houses, and to a lesser extent general employment completions, across the current Plan Period, performing lower than Core Strategy targets.

### Emerging Local Plan policies – Centres & Neighbourhoods:

#### Leeds Local Plan 2040

Following Local Plan Update, Leeds City Council is preparing a further comprehensive update to the Local Plan in order to review, update and / or replace all existing remaining policies contained within the Local Plan to ensure policies are effective, up-to-date and reflect needs up to 2040. This includes reviewing the overall spatial strategy and approach to where and what type of development is located across the District (including updated needs and requirements), as well as reviewing the role of the City Centre and local and town centres, and policies supporting regeneration areas and the Aire Valley.

Public consultation on the initial scope of the update was conducted early 2023 as well as launching a call for sites process, with work beginning on analysing public comments and refining the scope and progressing work on the background evidence needed to support the update.

Details of LLP 2040, including latest news of the development of the plan update and information on the initial scoping topics, can be viewed [here](#).





# Economy

## Employment delivery

Performance against target

Short  
Term

Long  
Term

### Relevant Monitoring Indicators:

- Indicator 15 - Total amount of additional employment floorspace by type
- Indicator 16 - Total demand for employment land forecasted in the District until the end of the plan

### Relevant Local Plan Policies:

- Policy SP9: Provision for Offices, Industry & Warehouse Employment Land and Premises
- Policy EC1: General Employment Land
- Policy EC2: Office Development

### Targets:

- Offices – Assumed delivery of 33,600 sqm per annum (538,000 sqm over 2012-28 period).
- General employment – Assumed delivery of 23.5 ha of land & 88,000 sqm per annum (376ha & 1.4m sqm over 2012-28)

### Triggers / Interventions:

- Substantial over or under delivery over a sustained five year trend could trigger the need for an intervention either in relation to a review of the target or the quantity, quality or location of sites in the supply.

## Context

### **Core Strategy requirements**

The Core Strategy sets out the requirements for offices and general employment land (industrial, distribution and waste uses) as part of Spatial Policy 9.

For offices, this sets out an allocation target of 1,000,000 sqm of office floorspace - allowing for a margin of choice and flexibility. This equates to an assumed delivery target of 538,000sqm new office floorspace over the 2012-2028 Plan Period (average of 33,600sqm annually). It is also worth noting that Policy CC1 sets out a requirement that 655,000sqm of the allocation target should be accommodated in Leeds City Centre. This is considered as part of the City Centre locational analysis within the 'Centres & Neighbourhoods' topic.

For general employment, this sets out an allocation target of 493 hectares of general employment land across the whole District. This equates to a delivery target of 376 hectares of new general employment land over the 2012-2028 Plan Period (average of 23.5 hectares annually).

### **Economic Land Availability (ELA)**

Employment completions are internally monitored and recorded within the Economic Land Availability (ELA) dashboard, which monitors the availability of land, starts and completions for all economic development uses.

This only captures completions through approved planning decisions, with a threshold of proposed development creating more than 500sqm of additional office, industrial or waste use space. Therefore, not all completed development under these categories can be picked up and monitored (i.e. those developments not requiring planning permission such as changes of use within Class E for offices or within the same use class for industrial premises, or very small proposals).

The Economic Land Availability interactive dashboard can be viewed and filtered [here](#).

## Office completions

### **Current Position (2022/23)**

Leeds had 63,200sqm of additional office floorspace (across 8 completions) in 2022/23, equating to 188% of planned floorspace for the year. This was an increase of over 61,600sqm (or 3789%) from the previous year, going from the second lowest office completions recorded in the Plan Period last year to the highest this year. Whilst indicating strong performance for office delivery in the current year, some caution should be had with this year's data as this may be inflated due to the construction and office sectors emerging strong after the pandemic with stalled developments finishing, and thus completions may plateau in forthcoming years.

## Trends

Whilst strong office floorspace completions have been recorded over the immediate short term, office delivery still remains below expected delivery requirements over the longer term as apparent in Table E1, meeting only 77% of planned floorspace over the current Plan Period. Delivery over the last five years (2018-2023) compares similarly to that five years prior (2013-2018), only seeing a 3% decrease in office floorspace completions as Table E2 shows.

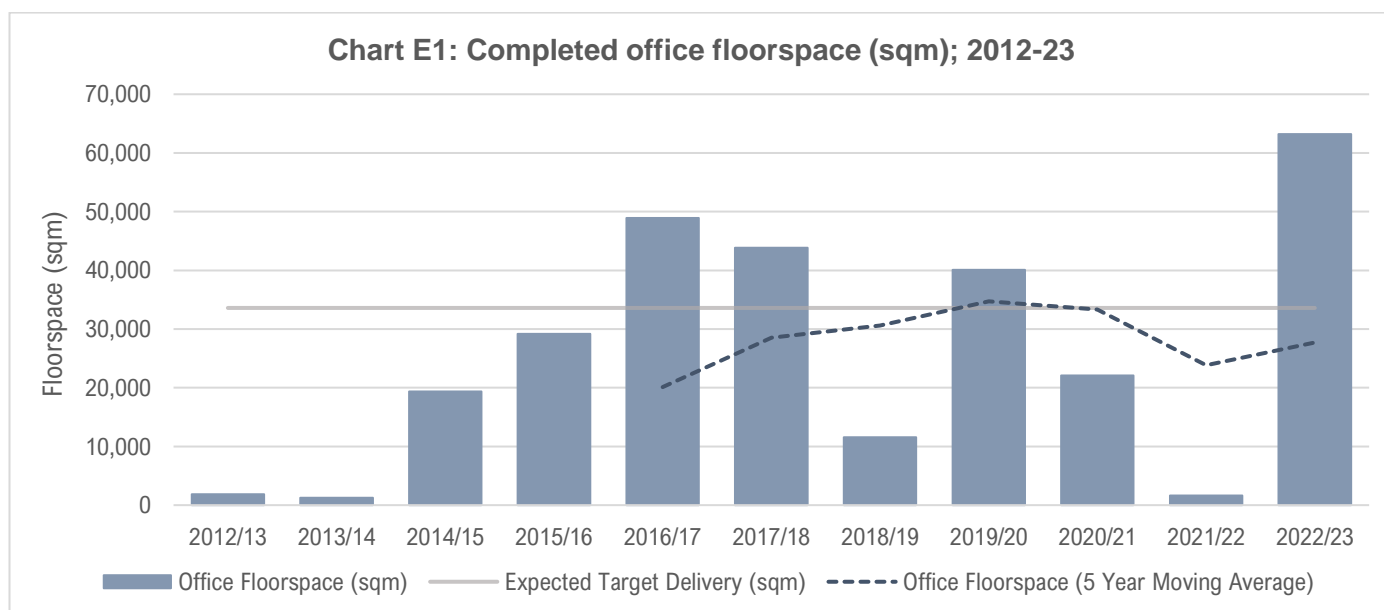
This continued long-term under delivery may be indicative of overambitious delivery targets, which accounted for a large margin of choice within the total figure (equivalent to five years of land supply over the Plan Period).

Period	Expected delivery target (sqm)	Total delivery (sqm)	% of planned floorspace	Performance Indicator
One year period (current) - 2022/23	33,600	63,233	188%	More than 10% above target
Five year period (short term) - 2018-23	168,000	138,635	83%	More than 10% below target
Current Core Strategy plan period - 2012-23	369,600	283,061	77%	More than 10% below target

Source: LCC Data & Intelligence Monitoring

One-year trend (short term)			Five-year trend (medium term)		
2022/23	2021/22	Change (%)	2018-23	2013-18	Change (%)
63,233	1,626	+3789%	138,635	142,576	-3%

Source: LCC Data & Intelligence Monitoring



Source: LCC Data & Intelligence Monitoring

## General employment completions

### Current Position (2022/23)

33ha of additional industrial and waste (general employment) land was developed in 2022/23 across 14 completions, equating to 141% of planned land developed for the year. This was an increase of over 27.8ha (or 518%) from the previous year, from the third lowest completions recorded in the Plan Period last year to the highest recorded this year. This indicates strong performance for the industrial sector in the current year, although it is noted this may be skewed for this year given one completion equated to 17.64ha for the Amazon Fulfilment Centre at the Gateway 45 scheme.

## Trends

Whilst strong general employment land completions have been recorded over the immediate short term, delivery is still below expected delivery requirements over the longer term as apparent in Table E3, meeting only 62% of planned floorspace over the current Plan Period. However, delivery over the last five years (2018-2023) compares positively to that of five years prior (2013-2018), seeing a 55% increase between these periods as Table E4 shows. This may indicate more recent progress towards expected delivery targets compared to slower delivery at the start of the Plan Period, which Chart E2 seems to demonstrate.

Nevertheless, this continued long-term under delivery may be indicative of not having the right sites available in the supply for market needs (e.g. large, flat sites) due to HS2 safeguarded land in the Aire Valley and competition with neighbouring authorities which have these sites available.

**Table E3: General employment land completions in Leeds (ha) against Core Strategy requirement**

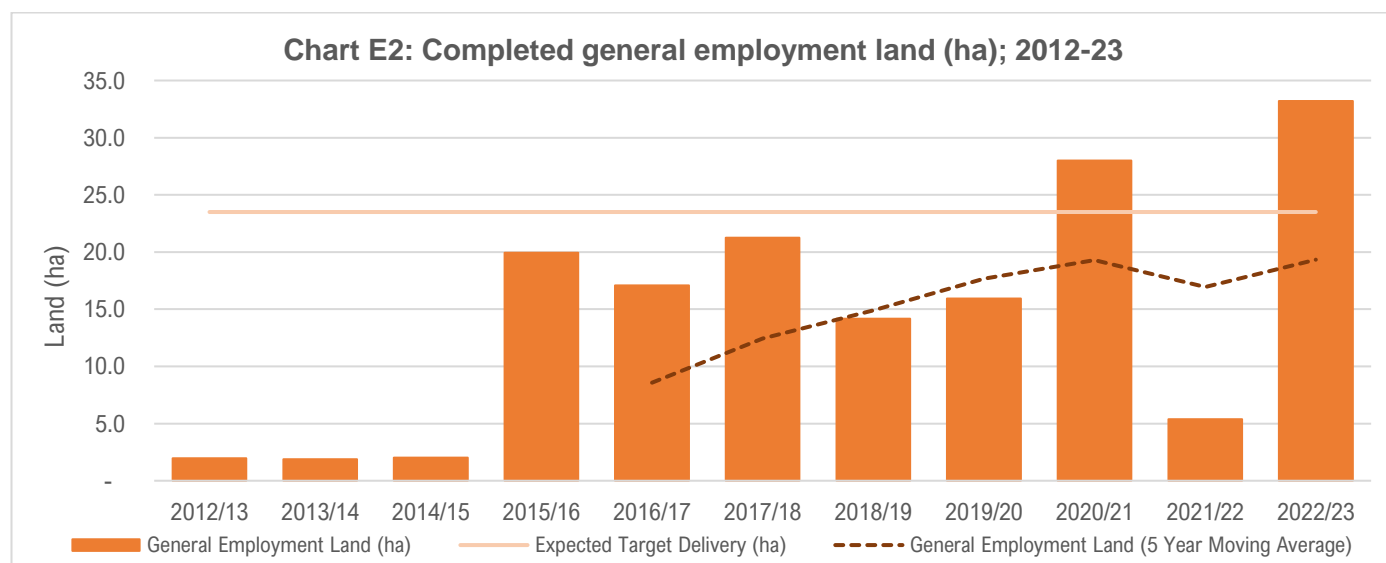
Period	Expected delivery target (ha)	Total delivery (ha)	% of planned floorspace	Performance Indicator
One year period (current) - 2022/23	23.5	33.18	141%	More than 10% above target
Five year period (short term) - 2018-23	117.5	96.64	82%	More than 10% below target
Current Core Strategy plan period - 2012-23	258.5	161	62%	More than 10% below target

Source: LCC Data & Intelligence Monitoring

**Table E4: Trends in general employment land completions in Leeds (ha)**

One-year trend (short term)			Five-year trend (medium term)		
2022/23	2021/22	Change (%)	2018-23	2013-18	Change (%)
33.18	5.37	+518%	96.64	62.15	+55%

Source: LCC Data & Intelligence Monitoring



Source: LCC Data & Intelligence Monitoring

## Overall performance against target

A green scoring has been provided over the short term given the completions for both office and general employment have significantly exceeded expected delivery targets in the current year. However, a red scoring has been provided for the long term given continued underperformance against expected delivery targets across the current Plan Period.



# Economy

## Employment supply

Performance against target

Short  
Term

Long  
Term

### Relevant Monitoring Indicators:

- Indicator 16 - Total demand for employment land forecasted in the District until the end of the plan
- Indicator 17 - Employment land available by sector

### Relevant Local Plan Policies:

- Policy SP9: Provision for Offices, Industry & Warehouse Employment Land and Premises
- Policy EC1: General Employment Land
- Policy EC2: Office Development

### Targets:

- Offices - Minimum of 706,250 sqm required (33,600 sqm estimated need plus margin of choice). Core Strategy requirement of 1,000,000 sqm to be identified
- General Employment - Minimum of 493 ha allocated (376 ha for new/relocated jobs plus margin for choice)

### Triggers / Interventions:

- Substantial over or under delivery over a sustained five year trend could trigger the need for an intervention either in relation to a review of the target or the quantity, quality or location of sites in the supply.

## Office floorspace supply

### Current Position (30/03/2023)

Leeds has a current office floorspace supply of 796,694sqm as of 30<sup>th</sup> March 2023, which equates to 23.7 years of supply. This was down by nearly 55,000sqm in the last six months since the last AMR. Whilst a decrease is generally expected as sites are developed during the Plan Period, this may also be a combined result of: windfall sites with planning permissions expiring with no construction starting and thus being removed from the supply; a reduction in planning permissions for offices coming forward in the last year; sites being allocated as mixed-use not delivering the assumed office floorspace; and non-office permissions on existing sites.

The Plan Period office supply (current supply and completions since 2012/13) is 1,080,000sqm, a surplus of 80,000sqm against Core Strategy requirements.

Therefore, the current 23.7 year supply position is still considered sufficient in meeting demand and targets, with a considerable surplus still in the overall supply position indicating a strong office supply.

Table E5: Current office floorspace supply position; March 2023			
Current supply (as of 30/03/2023)		Change from previous AMR (30/09/2022)	
Floorspace (sqm)	Years supply	Floorspace (sqm)	Years supply
796,694	23.7	-54,304	-1.6

Source: LCC Data & Intelligence Monitoring

Table E6: Plan Period office floorspace supply position; 2012-2023		
Plan Period Supply	Core Strategy requirement	Surplus / deficit
1,079,755 sqm	1,000,000 sqm	Surplus of 79,755 sqm

Source: LCC Data & Intelligence Monitoring

## General employment land supply

### Current Position (2022/23)

Leeds has a current general employment land supply of 299.0ha as of 30<sup>th</sup> March 2023, which equates to 12.7 years of supply. To note, this excludes land within the HS2 Safeguarded Area boundary as this land is not considered available for development. This was down by nearly 8.6ha in the last six months since the last AMR. Whilst a decrease is generally expected as existing sites are developed during the Plan Period, this considerable decrease is likely a result of windfall sites with planning permissions expiring not coming forward and thus being removed from the supply.

The Plan Period general employment supply (current supply and completions since 2012/13) is 459.8ha, a deficit of 33.2ha against Core Strategy requirements.

This shortfall in the general employment land supply is a cause for concern, reflecting the long term impacts of the HS2 safeguarded land. Policy intervention may therefore be necessary, with preliminary work underway on a review and update to the existing employment policies as part of Leeds Local Plan 2040, which will consider the implications of HS2 safeguarded land as well as any outcome to the SAP remittal.

<b>Table E7: Current general employment land supply position; 2023</b>			
<b>Current supply (as of 30/03/2023)</b>		<b>Change from previous AMR (30/09/2022)</b>	
<b>Land area (ha)</b>	<b>Years supply</b>	<b>Land area (ha)</b>	<b>Years supply</b>
299.0	12.7	-8.6	-0.4

*Source: LCC Data & Intelligence Monitoring*

<b>Table E8: Plan Period general employment land supply position; 2012-2023</b>		
<b>Plan Period Supply</b>	<b>Core Strategy requirement</b>	<b>Surplus / deficit</b>
459.8 ha	493 ha	Deficit of 33.2ha

*Source: LCC Data & Intelligence Monitoring*

### **Overall performance against target**

An overall amber scoring has been provided over both the short and long terms given the strong current and Plan Period office supply positions although with a low current supply position and a shortfall in the Plan Period supply for general employment land.



# Economy

## Changes to employment stock

Performance against target

Short Term

Long Term

### Relevant Monitoring Indicators:

- Indicator 18 - Net change of employment land in Leeds

### Relevant Local Plan Policies:

- Policy EC1: General Employment Land
- Policy EC2: Office Development
- Policy EC3: Safeguarding Existing Employment Land and Industrial Areas

### Targets:

- Employment land supply accommodates demand for employment

### Triggers / Interventions:

- Depending on whether demand is more or less than supply, more stringent application of Policy EC3, which seeks to preserve current employment land from being lost to non-employment use

### Context

There is no specific data available to measure change in employment land but data from the Valuation Office can be used to measure the net change in total floorspace for office and industrial uses enables us to measure net change in space each year. This gives an indication of whether the space available for employment is growing or declining. This can be compared to regional and national trends to indicate whether the change is specific to Leeds or a more general economic trend.

### Office floorspace stock

#### Current Position (2022/23)

As of 31<sup>st</sup> March 2023, Leeds had 1.8 million square metres of office floorspace (across 8,300 properties), a decline of 8,000 square metres (or 0.4% of the total stock) in the past year. This indicates that more office space was lost through demolitions, redevelopment or changes of use than was gained through new development.

#### Trends

The trend of a net loss of office space has been apparent over the last five years (see Table E9), although the decline in office floorspace in 2023 was lower than in the previous two years. Over the longer term the office stock increased consistently over a twenty-year period peaking in 2019 before the more recent declines (see Chart E3). There are two potential reasons for the recent decline:

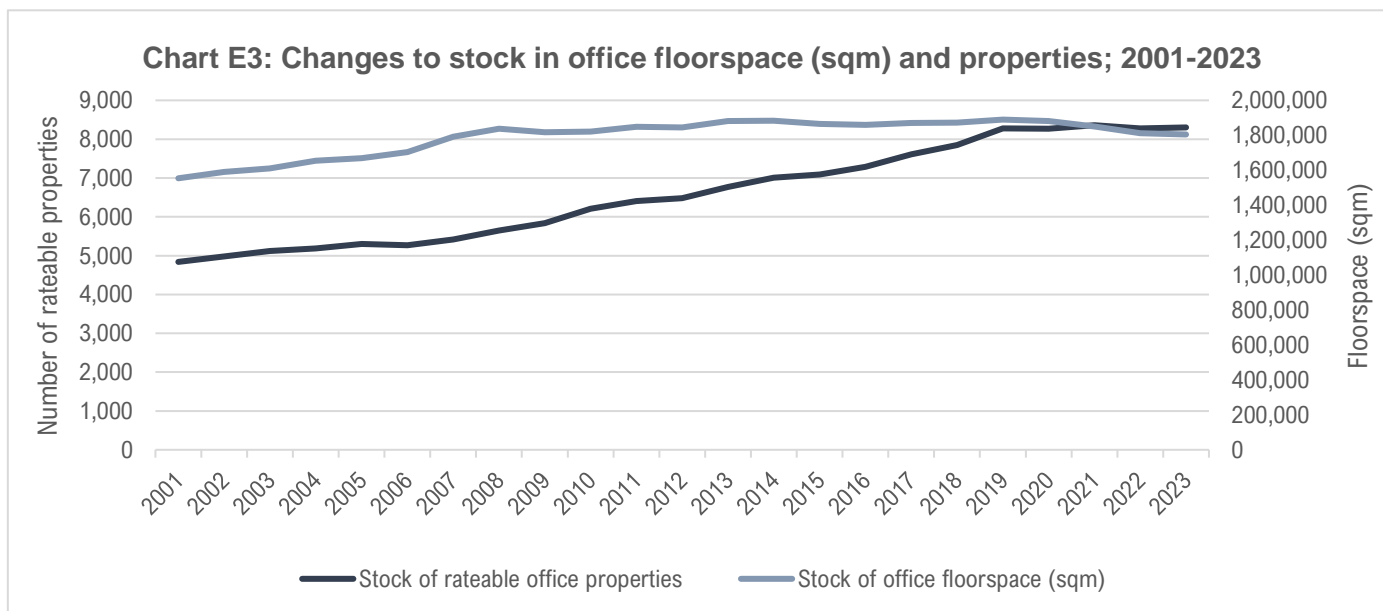
- The implications of the Covid-19 pandemic which has seen a move to greater numbers of employees working from home which has reduced demand for office space.
- Changes to Permitted Development rights which has allowed offices to change to residential uses and other commercial use without the need for planning permission to be sought.

**Table E9: Stock and change in office properties and floorspace; 2012 and 2018-2023**

Year	Stock of rateable properties			Floorspace (sqm) stock		
	Stock of office properties	Annual change	Annual change (%)	Stock of office floorspace	Annual change	Annual change (%)
2012	6,480	-	-	1,845,000	-	-
2019	8,280	+430	+5.2%	1,890,000	+17,000	+0.9%
2020	8,270	-10	-0.1%	1,882,000	-8,000	-0.4%
2021	8,360	+90	+1.1%	1,850,000	-32,000	-1.7%
2022	8,280	-80	-1.0%	1,812,000	-38,000	-2.1%
2023	8,300	+20	+0.2%	1,804,000	-8,000	-0.4%

Source: Valuation Office Agency (2023)





Source: Valuation Office Agency (2023)

### Regional/national comparison

The stock of office space in Leeds declined (0.4%) at a lower rate than both the Yorkshire & Humber (1%) and national (1.8%) figures in 2023 (Table E10). This is apparent in five-year trend where the Leeds space declined by 4.6%, compared to 4.3% across Yorkshire & Humber and 6.9% nationally. Despite declining, this suggests that Leeds has performed better than other districts at retaining office stock despite pressures in the market and this resilience shows that Leeds continue to be an attractive location for office-based business and organisations.

Area	One-year trend (2022-2023)	Five-year trend (2019-2023)	Ten-year trend (2014-2023)	Twenty-year trend (2004-2023)
Leeds	-0.4%	-4.6%	-4.2%	+9.1%
Yorkshire & Humber	-1.0%	-4.3%	-6.7%	+7.4%
England	-1.8%	-6.9%	-8.1%	-1.7%
<b>OVERALL TREND</b>				

Source: Valuation Office Agency (2023)

### Industrial floorspace stock

#### Current Position (2022/23)

As of 31<sup>st</sup> March 2023, Leeds had 4.93 million square metres of industrial floorspace (across 7,910 properties) in 2022/23, a decline of 33,000 square metres (or 0.7% of the total stock) in the past year. This indicates that more industrial space was lost through demolitions, redevelopment or changes of uses than was gained through new development.

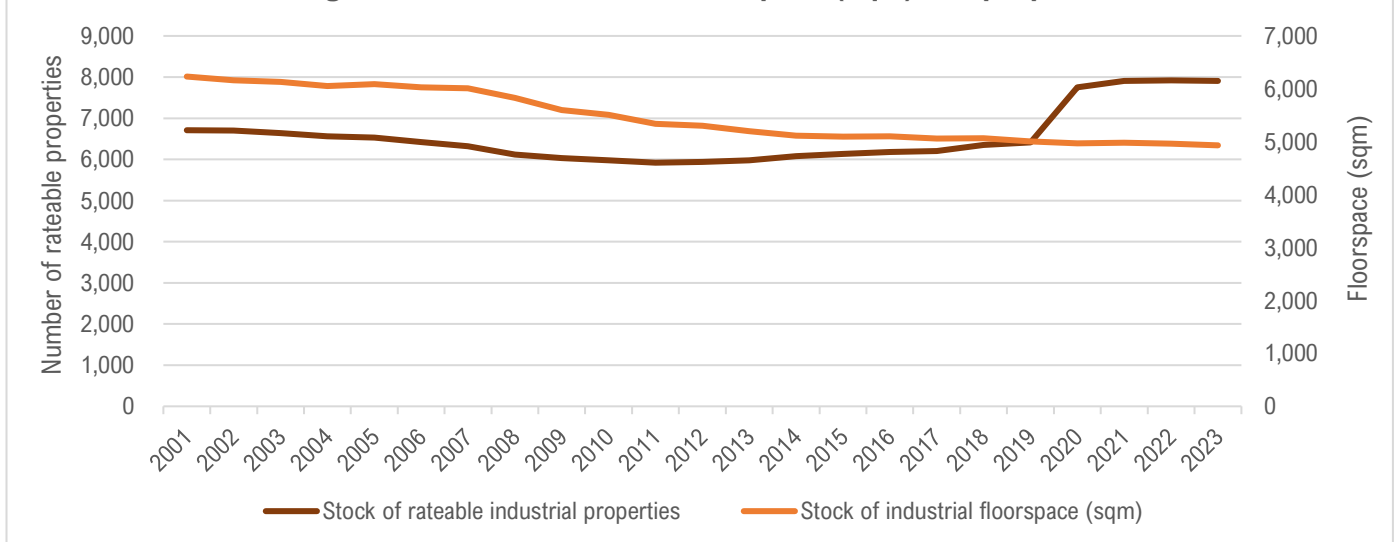
#### Trends

The trend of a net loss of industrial space has been apparent over the last five years (see Table E11) with the decline in 2023 being the highest since 2020. Industrial space has been in decline in Leeds since at least 2000 (as shown in Chart E4) albeit the rate of decline has slowed in the last 10 years. This decline might be explained by competition with neighbouring authorities which may have more land better suited for industrial development (i.e. large, flat sites) as well as HS2 safeguarded land in Leeds restricting development on such land within the Aire Valley. The increase in industrial properties is likely a result of a change in definition, given the unusual rise seen only in 2020.

**Table E11: Stock and change in industrial properties and floorspace; 2012 and 2018-2023**

Year	Stock of rateable properties			Floorspace (sqm) stock		
	Stock of industrial properties	Annual change	Annual change (%)	Stock of industrial floorspace	Annual change	Annual change (%)
2012	5,940	-	-	5,300,000	-	-
2019	6,410	+60	+0.9%	5,005,000	-61,000	-1.2%
2020	7,750	+1,340	+17.3%	4,970,000	-35,000	-0.7%
2021	7,910	+160	+2.0%	4,980,000	+10,000	+0.2%
2022	7,920	+10	+0.1%	4,965,000	-15,000	-0.3%
2023	7,910	-10	-0.1%	4,932,000	-33,000	-0.7%

Source: Valuation Office Agency (2023)

**Chart E4: Changes to stock in industrial floorspace (sqm) and properties; 2001-2023**

Source: Valuation Office Agency (2023)

### Regional/national comparison

The decline of industrial space in Leeds in 2023 (-0.7%) was not reflected in Yorkshire & Humber (+0.5%) or nationally (+0.8%) where space has grown (Table E12). This is also apparent in the five-year trends where total space has fallen in Leeds by 1.5% but instead grown in Yorkshire & Humber by 2% and nationally by 2.3%. Leeds has therefore underperformed comparators for all trend periods. There are two potential explanations for this:

- Leeds has had safeguarding directions placed on over 50 hectares of employment land since 2017 in locations which are attractive to the market which is likely to have inhibited new development for industrial uses compared to that which would have been seen if the land was available.
- Leeds has a large stock of older industrial buildings such as former mills which have been converted or redeveloped for residential uses over the last 20 years particularly in and around the centre of Leeds. The Valuation Office data will not reflect the quality of space or whether it is vacant / underused.

**Table E12: Trends in industrial floorspace stock (sqm) in Leeds**

Area	One-year trend (2022-2023)	Five-year trend (2019-2023)	Ten-year trend (2014-2023)	Twenty-year trend (2004-2023)
Leeds	-0.7%	-1.5%	-3.6%	-18.5%
Yorkshire & Humber	+0.5%	+2.0%	+4.4%	-0.4%
England	+0.8%	+2.3%	+3.9%	-2.5%
<b>OVERALL TREND</b>				

Source: Valuation Office Agency (2023)

### Overall performance against target

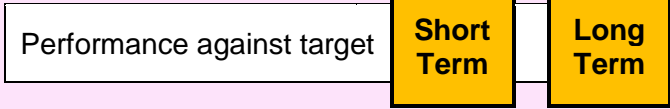
An amber scoring has been given over the short and long terms for this indicator given the continued resilience seen in the office market when compared to the national and regional figures despite continued decreases seen in floorspace stock, and with continued underperformance of the industrial market when compared regionally and nationally.





# Economy

## Commercial & community uses



### Relevant Monitoring Indicators:

- Indicator 19: Retail land supply
- Indicator 20: Total leisure development delivered in District

### Relevant Local Plan Policies:

- Policy SP2: Hierarchy of Centres and Spatial Approach to Retailing, Offices, Intensive Leisure and Culture
- Policy SP3: Role of Leeds City Centre
- Policy P9: Community Facilities and Other Services

### Targets:

- For the forecasted demand for retail to be met by the availability of retail land supply
- No target for other uses

### Triggers / Interventions:

- If demand is greater than retail land supply, review of demand and sites or interventions may be needed
- Work with market and leisure providers to facilitate delivery of appropriate development

## Context

### Commercial and community use monitoring

Commercial and community use completions are internally monitored and recorded within the Economic Land Availability (ELA) dashboard, which monitors the starts and completions for all economic development uses.

This only captures completions through approved planning decisions, with a threshold of proposed development creating more than 500sqm of each commercial and community use. Therefore, not all completed development under these categories can be picked up and monitored (i.e. those developments not requiring planning permission such as changes of use within Class E or very small proposals). In addition, consistent monitoring for hotels, community facilities and 'other' uses only began in 2020/21, and whilst some completions have been backdated, caution should be had when comparing with data before 2021 for these uses.

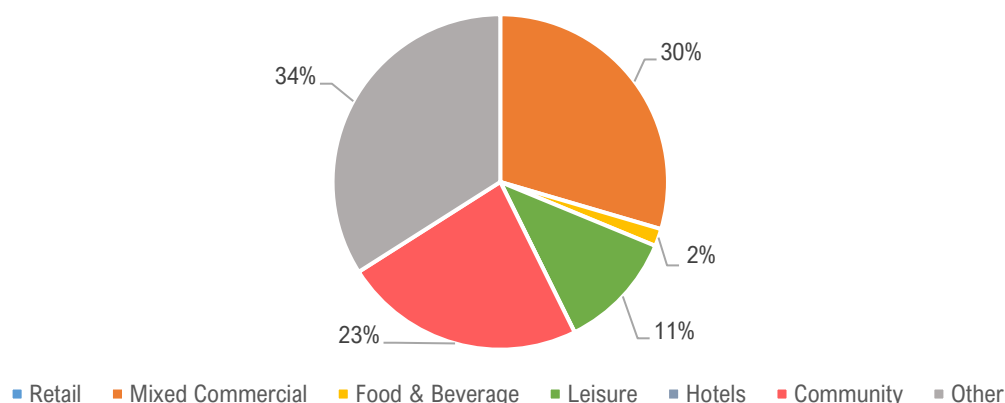
The Economic Land Availability interactive dashboard can be viewed and filtered [here](#).

## Commercial and community completions

### Current Position (2022/23)

Leeds had just under 42,000sqm of recorded completions under the retail, mixed commercial, food and beverage, leisure, hotels, community and 'other' (typically sui generis) categories in 2022/23. This was down by 46,000sqm (-53%) from the previous year. The highest proportion was for 'other' (34%), leisure (30%) and food and beverage (23%) categories, with no recorded completions for retail or hotels (Chart E5).

Chart E5: Commercial and community completions in Leeds; 2022/23

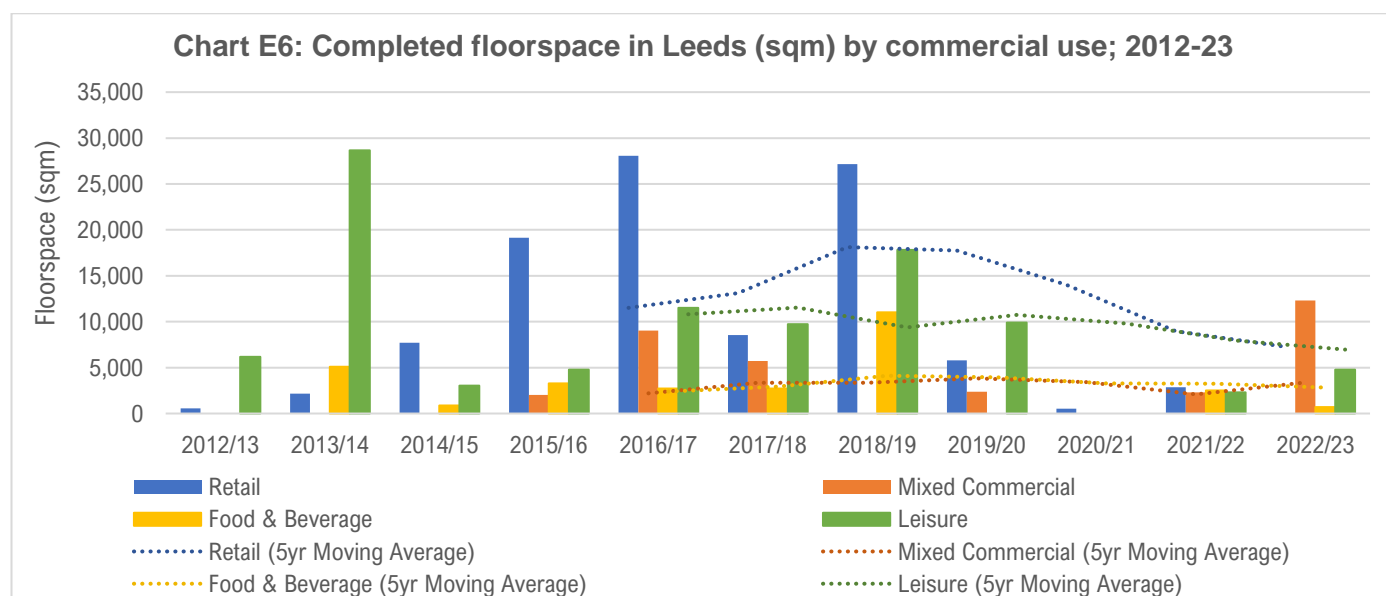


Source: LCC Economic Land Availability (ELA)

## Trends

With significant fluctuations in completion data year-on-year for each use, it is hard to establish clear trends and patterns, particularly against the short term. However, the trend of declining commercial completions (retail, mixed commercial, leisure and food & beverage) has been apparent over the last five years, seeing a 34% decrease in completions for these uses within the current five period (2018-2023) compared to that previously (2013-2018). This might be partially explained by immediate and long-term impacts associated with Covid-19 temporarily halting new development as well as exacerbating the overall retail and commercial market which was already seeing significant change with a move to online shopping.

This is particularly evident when looking at retail, with an apparent consistent decline in completions over the medium and long terms, seeing a decline of 47% between the current and last five-year periods. As well as impacts associated with Covid-19, this may also be due to a change in market with a move towards new permissions relating to Class E mixed commercial uses rather than the standalone former Class A1 retail (which may be demonstrated by the peak mixed commercial completions for this year), as well as the majority of retail completions expected to fall outside of planning permission through changes of use under Permitted Development. Thus, a decline in retail completions may not necessarily indicate a decline in new retail floorspace.



Source: LCC Economic Land Availability (ELA)

**Table E13: Trends in completed floorspace in Leeds (sqm) by commercial use**

Use	One-year trend (short term)			Five-year trend (medium term)		
	2022-23 (current)	2021-22 (previous)	Change (%)	2018-23 (current)	2013-18 (previous)	Change (%)
Retail	0	2,848	-100%	7,266	13,122	-44.6%
Mixed Commercial	12,317	2,319	+431%	3,400	3,357	+1.3%
Food & Beverage	703	2,503	-72%	2,843	2,935	-3.1%
Leisure	4,781	2,305	+107%	6,966	11,538	-39.6%
Hotels	0	14,775	-100%	N/A - data not available for these periods as consistent monitoring for these uses began 2021/22		
Community	9,718	46,494	-79%			
Other	14,179	16,775	-15%			
<b>TOTAL</b>	<b>41,698</b>	<b>88,019</b>	<b>-53%</b>			

Source: LCC Economic Land Availability (ELA)

## Retail floorspace stock

### Current Position (2022/23)

As of 31<sup>st</sup> March 2023, Leeds had 1,378,000sqm stock of retail floorspace (across 7,100 properties), a decrease of 60,000sqm (or 0.6% of the total stock) in the past year. This indicates that more retail space was lost through redevelopment or changes of uses than was gained through new development.

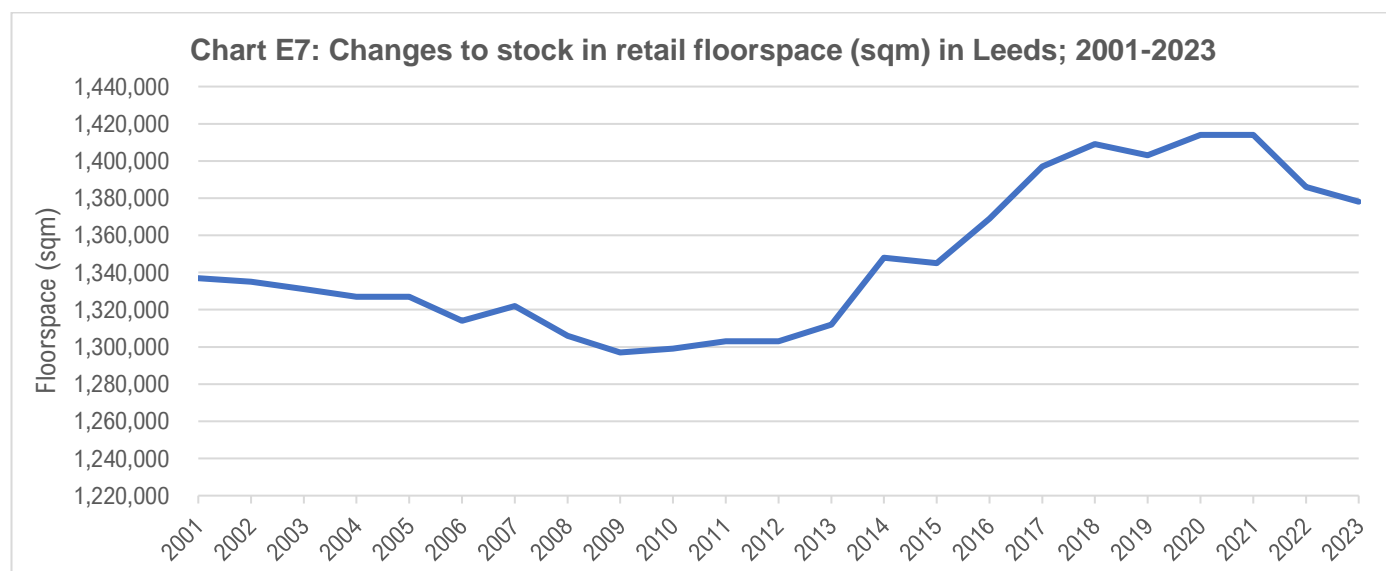
## Trends

Over the immediate short term, there has been a considerable decline in retail floorspace, seeing a drop of 1.8% in the last five years (see Table E14), with this decline occurring in the last two years alone. Over the longer term however, the retail stock significantly and consistently increased between 2011 and 2018, seeing a 6.2% increase in the last fifteen years. Potential reasons for this recent decline are:

- Covid-19 and the wide-ranging impacts it has had on the retail industry, exacerbating issues which had already impacted the market prior (albeit to a lesser extent), such as competition with online shopping.
- Relaxed Permitted Development rights which have allowed retail properties to change to other commercial, finance and service uses, as well as residential, without the need of planning permission.

Year	Stock of rateable properties			Floorspace (sqm) stock		
	Stock of retail properties	Annual change	Annual change (%)	Stock of retail floorspace	Annual change	Annual change (%)
2012	7,000	-	-	1,303,000	-	-
2019	7,050	+30	+0.4%	1,403,000	-6,000	-0.4%
2020	7,060	+10	+0.1%	1,414,000	+11,000	+0.8%
2021	7,140	+80	+1.1%	1,414,000	-/+	-/+
2022	7,120	-20	-0.3%	1,386,000	-28,000	-2.0%
<b>2023</b>	<b>7,100</b>	<b>-20</b>	<b>-0.3%</b>	<b>1,378,000</b>	<b>-8,000</b>	<b>-0.6%</b>

Source: Valuation Office Agency (2023)



Source: Valuation Office Agency (2023)

## Regional/national comparison

The stock of retail floorspace in Leeds declined (-0.6%) at a slower rate than the national figure (-0.8%) but at a higher rate than that for Yorkshire & Humber (-0.3%), which is also apparent across the last five-years. Looking at the longer term, retail floorspace in Leeds grew higher in the last ten years (2.2%) compared to the regional (1.8%) and national (-0.5%) figures although growth in the last twenty years was lower than the comparable geographical regions. This therefore suggests the retail market in Leeds compares similarly to that across the region and much positively across England, showing a somewhat resilient retail market.

Area	One year trend (2022-2023)	Five-year trend (2019-2023)	Ten-year trend (2014-2023)	Twenty-year trend (2004-2023)
<b>Leeds</b>	<b>-0.6%</b>	<b>-1.8%</b>	<b>+2.2%</b>	<b>+3.8%</b>
Yorkshire & Humber	-0.3%	-1.7%	+1.8%	+6.4%
England	-0.8%	-2.1%	-0.5%	+5.2%
<b>OVERALL TREND</b>				

Source: Valuation Office Agency (2023)

## **'Other sector' floorspace stock**

### **Current Position (2022/23)**

As of 31<sup>st</sup> March 2023, Leeds had 849,000 sqm stock of 'other sector' floorspace (across 8,270 properties), an increase of 40,000sqm (or 0.5% of the total stock) in the past year.

To note, 'other' for the purposes of this data has been categorised by the Valuation Office Agency as those which could not be assigned to 'retail', 'office' or 'industry' and contains uses such as assembly and leisure, education, health, hotels and accommodation, non-residential institutions, offices and retail within a specialist property, residential institutions, storage & distribution, transport, utilities and other (e.g. car parks, cemeteries, film and TV studios). Caution should therefore be used when using this data, as whilst this does contain certain commercial and community uses, this is not wholly the case.

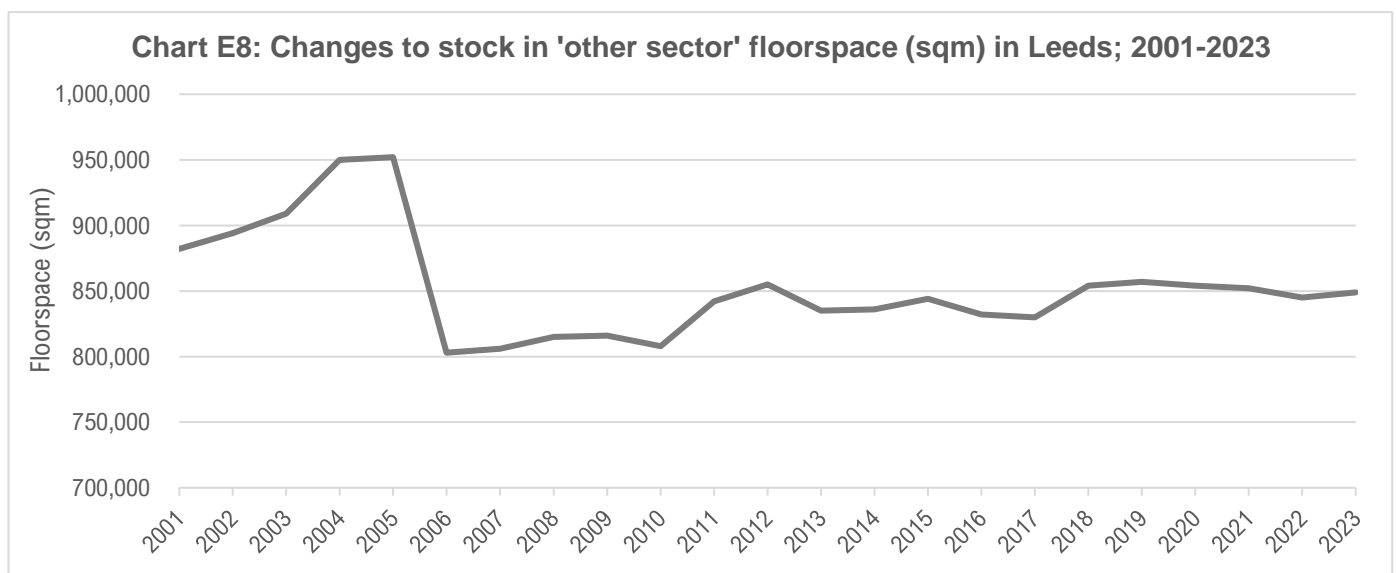
This indicates that more 'other' commercial and community floorspace was created through new development, redevelopment and changes of use than was lost in the same time period.

### **Trends**

Over the immediate short term, there has been a slight decline in floorspace within the 'other sector' category, seeing a drop of 0.9% in the last five years (see Table E16), with this decline occurring between 2020 and 2022. Over the longer term however, there has been a gradual (albeit fluctuating) increase in this floorspace stock since 2006, seeing a 6.2% increase in the last fifteen years.

<b>Year</b>	<b>Stock of 'other sector' floorspace</b>	<b>Annual change</b>	<b>Annual change (%)</b>
2012	855,000	-	-
2019	857,000	+3,000	+0.4%
2020	854,000	-3,000	-0.4%
2021	852,000	-2,000	-0.2%
2022	845,000	-7,000	-0.8%
<b>2023</b>	<b>849,000</b>	<b>+4,000</b>	<b>+0.5%</b>

*Source: Valuation Office Agency (2023)*



*Source: Valuation Office Agency (2023)*

### **Regional/national comparison**

The stock of 'other' floorspace in Leeds increased (0.5%) at a greater rate than for the region (0.1%) and similar to that for the national figure (0.5%). Looking at the longer term, whilst there has been growth within this sector in Leeds in the past twenty years, this is less than that for the region (6%) and across England (9.5%). Whilst this sector does cover a multitude of uses, these are predominantly commercial, leisure and community uses, and does reflect a slowly growing sector within Leeds, comparing favourably within the short term and moderately against the medium-long terms.

<b>Area</b>	<b>One-year trend (2022-2023)</b>	<b>Five-year trend (2019-2023)</b>	<b>Ten-year trend (2014-2023)</b>	<b>Twenty-year trend (2004-2023)</b>
Leeds	+0.5%	-0.9%	+0.6%	+5.7%
Yorkshire & Humber	+0.1%	-0.9%	-4.3%	+6.0%
England	+0.5%	+2.0%	+2.0%	+9.5%
<b>OVERALL TREND</b>				

*Source: Valuation Office Agency (2023)*

### **Overall performance against target**

An amber scoring has been given over the short term given the increase in mixed commercial and leisure completions in the past year and a declining retail floorspace, although which compares similarly against the regional and national figures. An amber scoring has also been provided over the long term given the continued trend of declining overall commercial and community completions, although with retail floorspace having increased albeit at a slower pace than that compared to the regional and national figures.



### Relevant Monitoring Indicators:

- No relevant monitoring indicators

### Relevant Local Plan Policies:

- Saved UDPR Policies LPT3, LT4, LT5, LT5a, LT5b, LT6, LT6a and LT6b
- AVLAAP Policies AVL15 – Tourism and Recreation in Aire Valley Leeds and SG4 – New Visitor Destination at Skelton Lake
- CS Policies SP3, SP8 and CC2

### Targets:

- No set target

### Triggers / Interventions:

- No set triggers or intervention

## Domestic visitors and spending

### **Current Position (2022/23)**

Leeds had an average of just under 15 million domestic day trips (ranking fourth nationally) and 2 million overnight trips each year between 2021 and 2023, with a total spend of over £1.3bn. This was down from the previous period (2017-19), although caution should be made comparing with previous data due to a change in methodologies by Visit Britain. However, a drop in visitors is to be somewhat expected for this period emerging after Covid-19. Leeds also had 300,000 visitors for holiday reasons (ranking eighteenth nationally) with a total spend of £113m.

### **Trends**

Data on domestic day and overnight stays are available from Visit Britain from 2012/13 onwards (Tables E18 and E19), which has shown a general trend of gradually increasing day trips and subsequent spending and relatively stable overnight trips and spending prior to 2019. However, this data cannot be compared with the most recent data available for the 2021-2023 period due to a change in methodology (which uses a two-year annual average and records the one main destination stayed at for 2021-23 compared to a three-year annual average and records all destinations visited within one trip for previous data), thus trend analysis cannot be made. Data is also not available between 2019 and 2021 due to Covid-19.

Year	Total trips	National rank	Total spend
2013-15	21,710,000	#5	£737,000,000
2014-16	23,200,000	#5	£904,000,000
2015-17	24,800,000	#5	£931,000,000
2016-18	24,000,000	#5	£963,000,000
2017-19	22,700,000	#6	£857,000,000
<b>2021-23<sup>1</sup></b>	<b>14,900,000</b>	<b>#4</b>	<b>£823,000,000</b>

Source: Visit Britain

Year	Total trips	Total nights	Total spend
2012-14	1,510,000	3,168,000	£251,000,000
2013-15	1,547,000	3,632,000	£254,000,000
2014-16	1,480,000	3,516,000	£268,000,000
2015-17	1,555,000	3,695,000	£294,000,000
2016-18	1,548,000	3,431,000	£291,000,000
2017-19	1,504,000	3,277,000	£259,000,000
<b>2021-23<sup>1</sup></b>	<b>1,900,000</b>	<b>5,100,000</b>	<b>£489,000,000</b>

Source: Visit Britain

<sup>1</sup> N.B: Due to a change in methodology, the most recent data for 2021-23 (which uses two-year annual average) is not directly comparable with the previous data (three-year annual average). Data is also unavailable for 2019-21 due to Covid-19.

## Regional/national comparison

Leeds ranks fourth nationally in terms of number of domestic day trips, up from sixth previously in 2017-19, and fifth for overnight trips. For both day and overnight trips, Leeds has the highest visitors and spending out of all authorities within Yorkshire & Humber, although Leeds has lower holiday visitors than some regional authorities (i.e. Scarborough, York and East Riding of Yorkshire). This provides an indication of a strong, active and increasing visitor economy (particularly for day trips) in Leeds when viewed within this regional and national context.

## International visitors

### Current Position (2022/23)

Leeds had just under 290,000 international overnight trips in 2022, up by 445% the previous year (Table E20). This places Leeds eleventh nationally in terms of visitor numbers, remaining unchanged from the previous year.

### Trends

Whilst 2022 saw a significant jump in international visitor numbers, it should be noted that this followed a slump in numbers in 2021 which was likely a result of emerging from Covid-19 and associated travel restrictions, as well as some data on Eurotunnel data partially missing due to interviews not being able to be conducted. The visitor numbers for 2022 are still substantially below that pre-Covid (being 86% of number of visitors in 2019) which may reflect partially missing data or longer term effects on international travel and behavioural patterns following Covid-19.

The main reason for international travel to Leeds is for visiting friends and family (51%), business (27%), holiday (17%), study (2%) and 5% other. Highest proportion of overseas visitors live in Poland (34,000), Éire (30,000) and France & Monaco (21,000). The majority for Polish visitors is for business reasons, with Irish and French visitors primarily seeing friends and relatives.

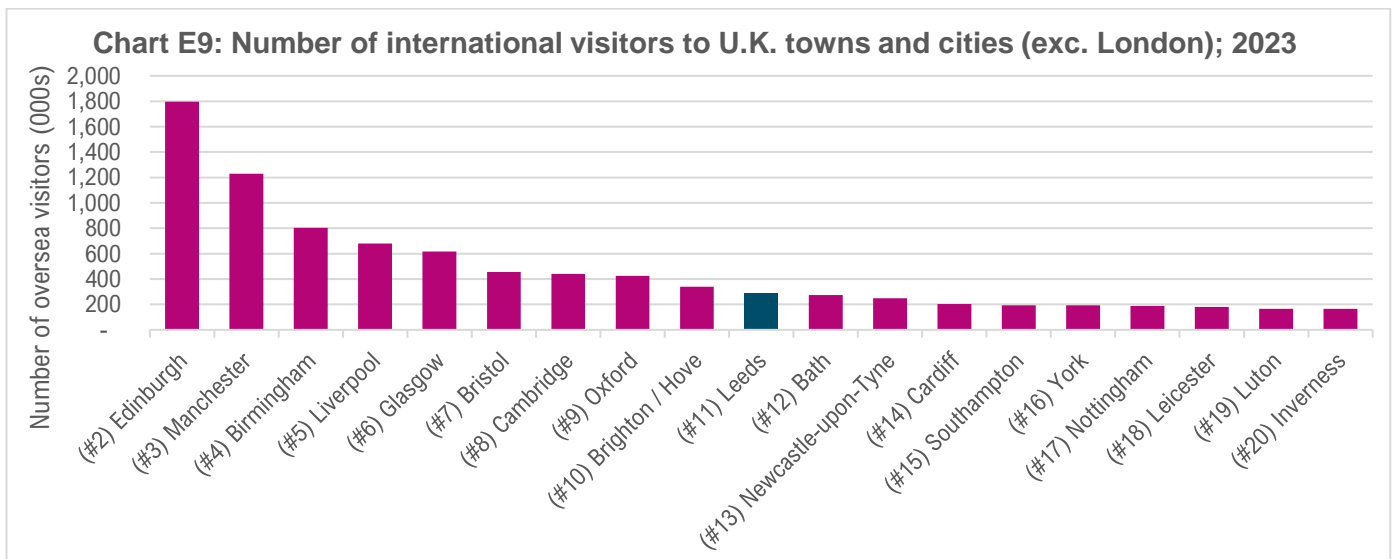
Year	Total international visitors		Leeds national rank for towns/cities	
	Number	Change from previous	Rank	Change from previous
2012	308,000	-5%	#11	-1
2013	306,000	-0.6%	#11	+/-
2014	369,000	+21%	#11	+/-
2015	300,000	-19%	#14	+3
2016	338,000	+13%	#14	+/-
2017	304,000	-10%	#15	+1
2018	352,000	+16%	#13	-2
2019	338,000	-4%	#13	+/-
2020 <sup>2</sup>	No data available for this period due to COVID-19			
2021 <sup>2</sup>	53,000	-84%	#11	-2
<b>2022<sup>2</sup></b>	<b>289,000</b>	<b>+445%</b>	<b>#11</b>	<b>+/-</b>

Source: Visit Britain

<sup>2</sup> N.B: No data is available for 2020 due to the impact of the COVID-19 pandemic, and some data regarding Eurotunnel arrivals (but not Eurostar) is partially missing for 2021 and 2022.

## Regional/national comparison

Leeds ranks eleventh nationally in terms of number of international overnight stays, remaining the same from 2021 although up two places from 2019 pre-Covid. This suggests that despite lowering visitor numbers, Leeds still performs favourably or similarly compared to other authorities (Table E9) and matches the ranking position last seen between 2012-2014, indicating somewhat positive performance against other authorities. No other Yorkshire & Humber town or cities are within the top twenty towns for international visitor numbers, which is likely a result of the proximity and connection of a nearby Leeds Bradford Airport to Leeds, and being the largest metropolitan area near to this airport to encourage and allow international tourism.



Source: Visit Britain

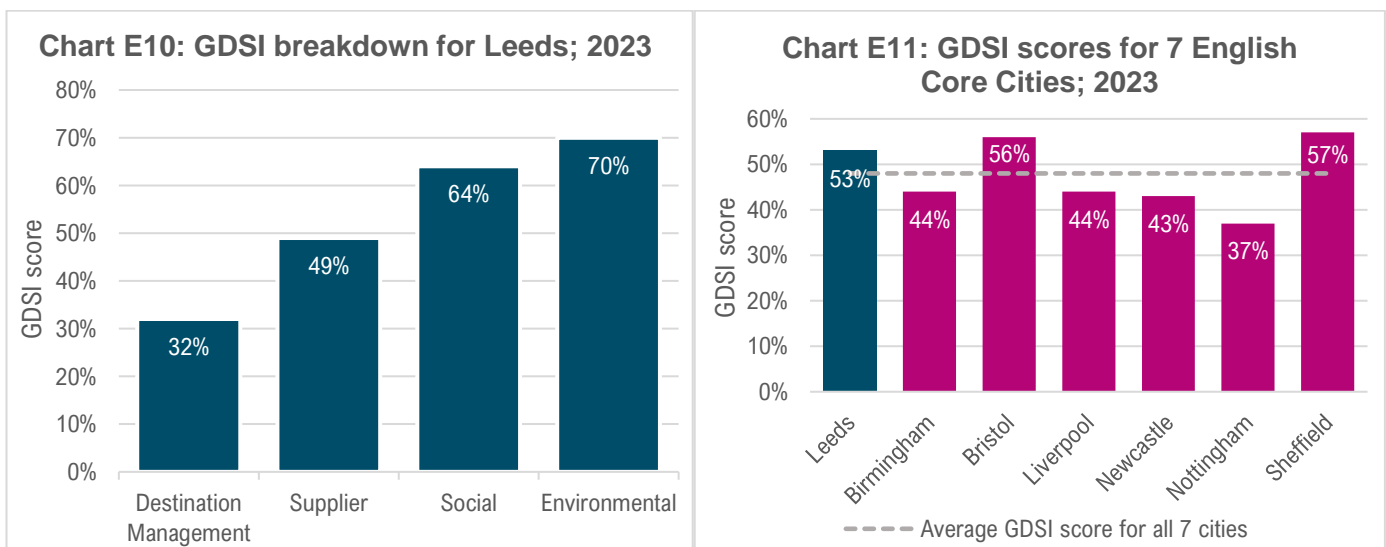
## **Global Destination Sustainability (GDS) Index**

### ***Current Position (2022/23)***

The Global Destination Sustainability (GDS) Movement has assessed Leeds' Index which measures the sustainability performance of tourism destinations for the first time in 2023. It is intended that this will show how well Leeds score as acting as a sustainable destination, and provides recommendations for Leeds to improve upon its sustainable tourism offer. Details on the GDS Index, and its methodology, can be found [here](#).

Leeds has an overall GDSI score of 53%; scoring well for environmental (70%) and social (64%) factors, although less so for supplier factors (49%) and poorly for destination management (32%) (Chart E10). This indicates potential improvements to be made in terms of hotel offer and working with the airport as well as highlighting a lack of a Destination Strategy and sustainable tourism policies, but positive scoring against climate and environmental quality factors and social diversity, inclusion, accessibility and community factors.

This is the first time such an assessment has been made so no analysis with previous data can be made, although it is hoped this data will act as a baseline with future updates to this GDSI score.



Source: Global Destination Sustainability Movement (2023)

### ***Regional/national comparison***

Chart E11 shows the overall GDSI scores for seven English Core Cities that the GDS have assessed (Birmingham, Bristol, Leeds, Liverpool, Newcastle, Nottingham and Sheffield) and the average score for all seven cities (48%). This shows that Leeds performs positively against the comparable cities assessed, ranking third just behind Sheffield (57%) and Bristol (56%) and is well above the average between all cities. In addition, whilst Leeds scores relatively low for destination management and supplier factors, these are actually the second highest for each of these when compared to other cities.



This therefore indicates some positive signs, although with some recommendations to be potentially explored in order to make Leeds a more sustainable destination; such as working with the airport, reporting on a sustainability strategy and improving public transport for visitors.

### **Overall performance against target**

A green scoring has been given over the short term given the recent increase in overall domestic and international day and overnight visitors to Leeds, comparing positively to other towns and cities across the country. An amber scoring has been given over the long term given levels are still lower than pre-Covid, although this still compares positively or similarly to other cities and is reflecting a trend seen nationally. This is a trend which would need to be monitored over forthcoming monitoring periods.



# Economy

## Socio-economic indicators

Performance against target	Short Term	Long Term
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### Relevant Monitoring Indicators:

- No relevant monitoring indicators

### Relevant Local Plan Policies:

- Spatial Policy 8: Economic Development Priorities

### Targets:

- No set target

### Triggers / Interventions:

- No set triggers or interventions

## Employment rate

### Current Position (2022/23)

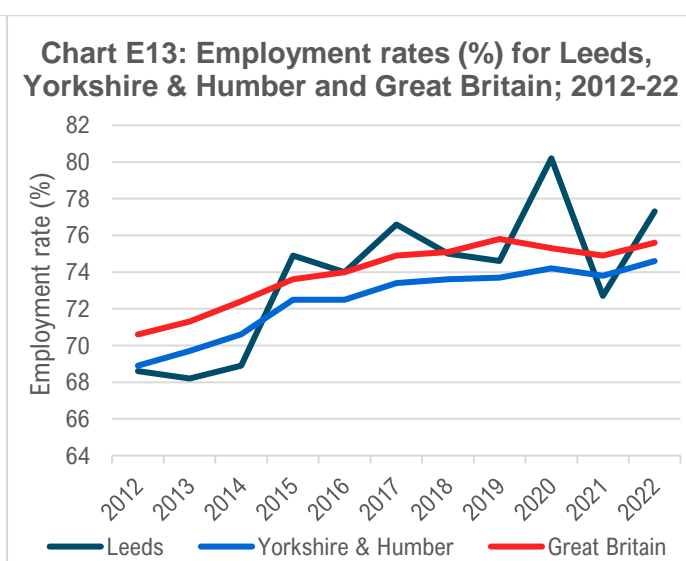
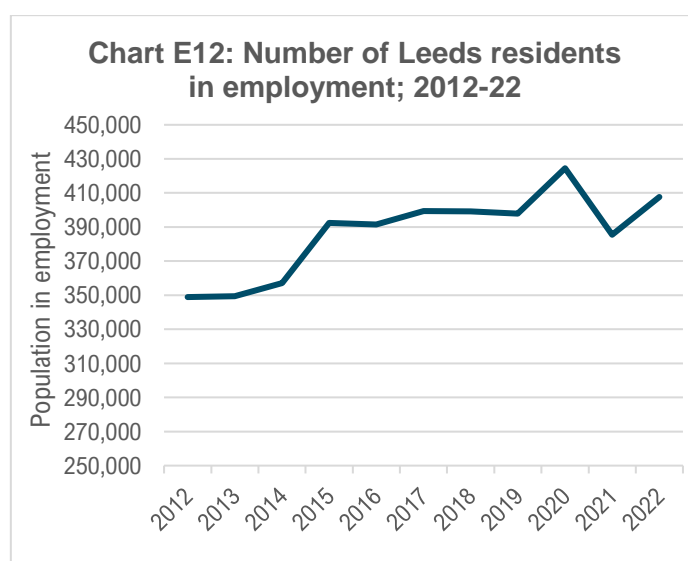
Leeds had a total of 407,700 people in employment in 2022, up 5.8% from 2021. The employment rate for Leeds is at 77.3%, up 4.6% from 2021.

### Trends

Looking at the short term, employment figures picked up within the current period after a significant drop in 2021 (Charts E12 and E13), which was likely result of Covid-19 and the end to furlough schemes, with employment figures returning above pre-2019 levels. This indicates a strong recovery following Covid-19 and the temporary impact this had on employment in Leeds and is indicative of a continued growing economy. Looking longer term, the number of Leeds' residents in employment and employment rates have somewhat fluctuated over the years, although a general increase since 2012 is apparent, again showing a slowly growing employment market.

Year	Number of residents in employment (Leeds)	Employment rate (%)		
		Leeds	Yorkshire & Humber	Great Britain
2012	348,900	68.6	68.9	70.6
2018	399,100	75	73.6	75.1
2019	397,800	74.6	73.7	75.8
2020	424,500	80.2	74.2	75.3
2021	385,500	72.7	73.8	74.9
2022	407,700	77.3	74.6	75.6
<b>5 YEAR AVERAGE</b>	<b>402,920</b>	<b>76.0</b>	<b>74.0</b>	<b>75.3</b>

Source: Nomis Labour Market Profile



Source: Nomis Labour Market Profile

**Table E22: Trends in employment and employment rates against regional and national figures**

Period	Change in number in employment in Leeds	Change in employment rate % in Leeds	Change in employment % in Yorkshire & Humber	Change in employment % in Great Britain	Overall Trend
One year period (current) - 2022/23	+22,200	+4.6	+0.8	+0.7	+
Five year period (short term) - 2018-23	+8,400	+0.7	+1.2	+0.7	+/-
Ten year period (medium term) - 2013-23	+58,800	+8.7	+5.7	+5	+
Fifteen year period (long term) - 2008-23	+45,600	+5.8	+3.6	+3.4	+

Source: Nomis Labour Market Profile

### Regional/national comparison

Table E21 and Chart E13 shows the employment rate in Leeds as well as for Yorkshire & Humber and Great Britain. This shows that in the short term, Leeds has seen the greatest recovery from Covid-19, far exceeding the rates for the region and nation. Table E22 provides the change in employment rate for these areas across certain trend periods, and shows Leeds performs favourably across the current, short, and long terms when compared to the regional and national figures, and similarly to the national figure and worse than the regional figure across the medium term. This shows a continued strong employment market in Leeds when placed within the regional and national context across the long term, also demonstrating a particular recovery from the 2008 recession.

### Employment pay

#### Current Position (2022/23)

Leeds has a median gross weekly pay of £621.30, up by 4.2% from 2021. 22.7% of jobs in Leeds were paid below the hourly living wage in Leeds, an increase of 7.3% from the previous year. To note, the living wage is defined by the Living Wage Foundation and is based upon the cost of living to help workers meet everyday needs. The Living Wage rate for 2022-23 is £10.90 / hour (£11.95 within London).

#### Trends

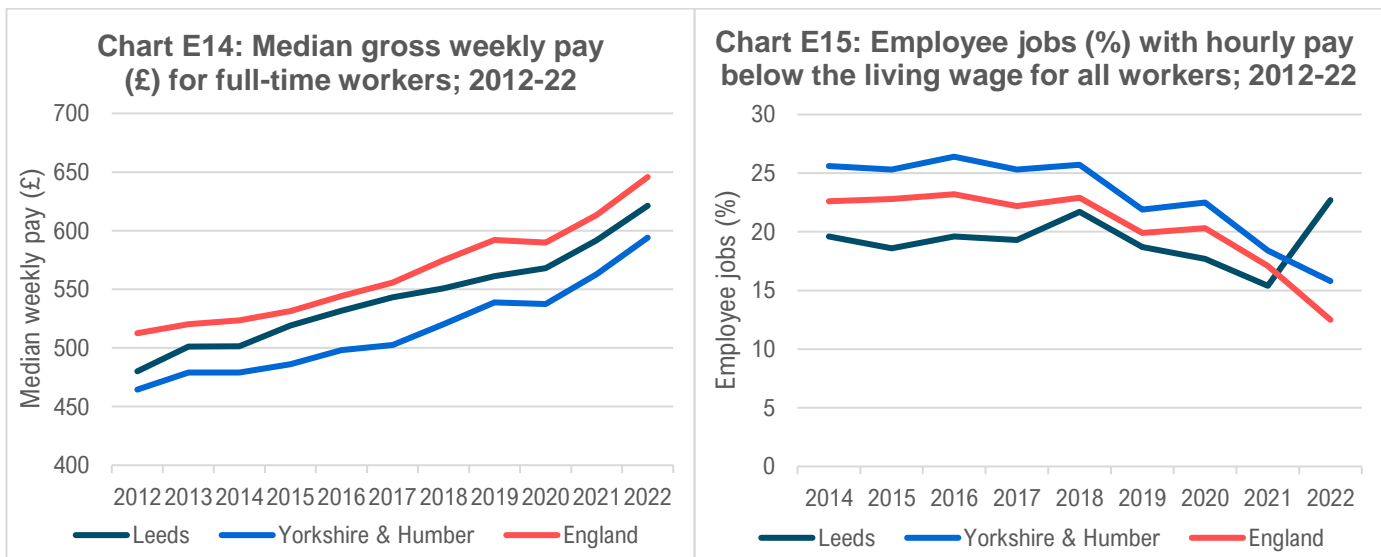
Looking at the short term, median pay for Leeds workers grew the fastest in the last eleven years, growing 9.4% between 2020 and 2022. Looking at the longer-term trend, it is apparent that pay has increased year-on-year, albeit at fluctuating rates with stagnated median pay in 2014 and more consistent growth seen between 2015 and 2020.

As for hourly pay below the living wage in Leeds, this has significantly increased within the last year showing lack of improvement within the short term and reaching a record high. However, this figure at the local level may be volatile for individual years and would need to be monitored longer term. The longer-term trend does show a relatively stable albeit slightly increasing proportion (at around 20%) being paid under the hourly living wage from 2014 to 2018, with year-on-year decreases seen between 2018 and 2021 (a total decrease of 25% within this timeframe) which showed some positive signs of recent improvements in pay in Leeds before the sharp increase in the last year.

**Table E23: Median gross weekly pay (full time workers; £); 2012 and 2018-22**

Year	Leeds	Yorkshire & Humber	England	Leeds as % of regional average	Leeds as % of national average
2012	481.10	464.50	512.60	103.6%	93.9%
2018	550.90	520.40	574.80	105.9%	95.8%
2019	561.30	538.90	592.20	104.2%	94.8%
2020	568.00	537.60	590.00	105.7%	96.3%
2021	591.90	563.00	613.30	105.1%	96.5%
2022 (provisional)	621.30	594.10	645.80	104.6%	96.2%
CHANGE FROM PREVIOUS YEAR	+4.2%	+4.8%	+5.3%	-0.6%	-0.3%

Source: Office for National Statistics; Ref. ASHE Table 8.1a



Source: Office for National Statistics; Refs. ASHE Table 8.1a and LWF.1 Table 7

### Regional/national comparison

The median weekly pay in Leeds for 2022 compares favourably for that against the regional average, representing 104.6% of the regional average. However, this gap has been closing over the longer term. This may be indicative of Leeds having a higher proportion of skilled and professional jobs located within the City Centre compared to other regional towns and cities. The median pay in Leeds compares negatively against the national average, representing 96.2% of the national average, and with this gap having increased over the long term. This might be indicative of higher pay in other authorities (particularly to the south of England, including London).

In terms of hourly pay below the living wage, Leeds had a lower proportion compared to the regional and national figures for all years since 2014, with the exception of the previous year which saw a sharp increase in the proportion of those paid under the living wage compared to the regional and national figures which saw continued decreases.

### Overall performance against target

A green scoring has been provided over the short term given the sharp increases in employment figures and rates and consistent increases in median pay, although caution is noted in regards to the sharp increase in hourly pay below the living wage which will be monitored over the longer term. A green scoring has also been given over the longer term given the continued increases in both employment rates and pay.

It is however important to note the limitations which planning can have in controlling and improving pay levels, although any potential for planning policies to help increase pay equality will be explored wherever possible as part of Leeds Local Plan 2040, which shall also be complemented by other Council strategies, such as Inclusive Growth Strategy.

### Emerging Local Plan policies – Economy:

#### Leeds Local Plan 2040

Following Local Plan Update, Leeds City Council is preparing a further comprehensive update to the Local Plan in order to review, update and / or replace all existing remaining policies contained within the Local Plan to ensure policies are effective, up-to-date and reflect needs up to 2040. This includes reviewing employment delivery and requirement targets and the overall employment spatial strategy, and updating existing policies on safeguarding existing premises, retail and centres policies and on leisure and tourism.

Public consultation on the initial scope of the update was conducted early 2023 as well as launching a call for sites process, with work beginning on analysing public comments and refining the scope and progressing work on the background evidence needed to support the update.

Details of LLP 2040, including latest news of the development of the plan update and information on the initial scoping topics, can be viewed [here](#).

### Relevant Monitoring Indicators:

- Indicator 26 - Number of Conservation Area appraisals completed as a proportion of total Conservation Areas
- Indicator 28 - Number of Listed Buildings demolished

### Relevant Local Plan Policies:

- CS Policy P11: Conservation
- Saved UDPR Policies N14, N15, N16, N17, N18A, N18B, N19, N20, N28, N29

### Targets:

- 100% of Conservation Area Appraisals produced
- Zero Listed Buildings demolished

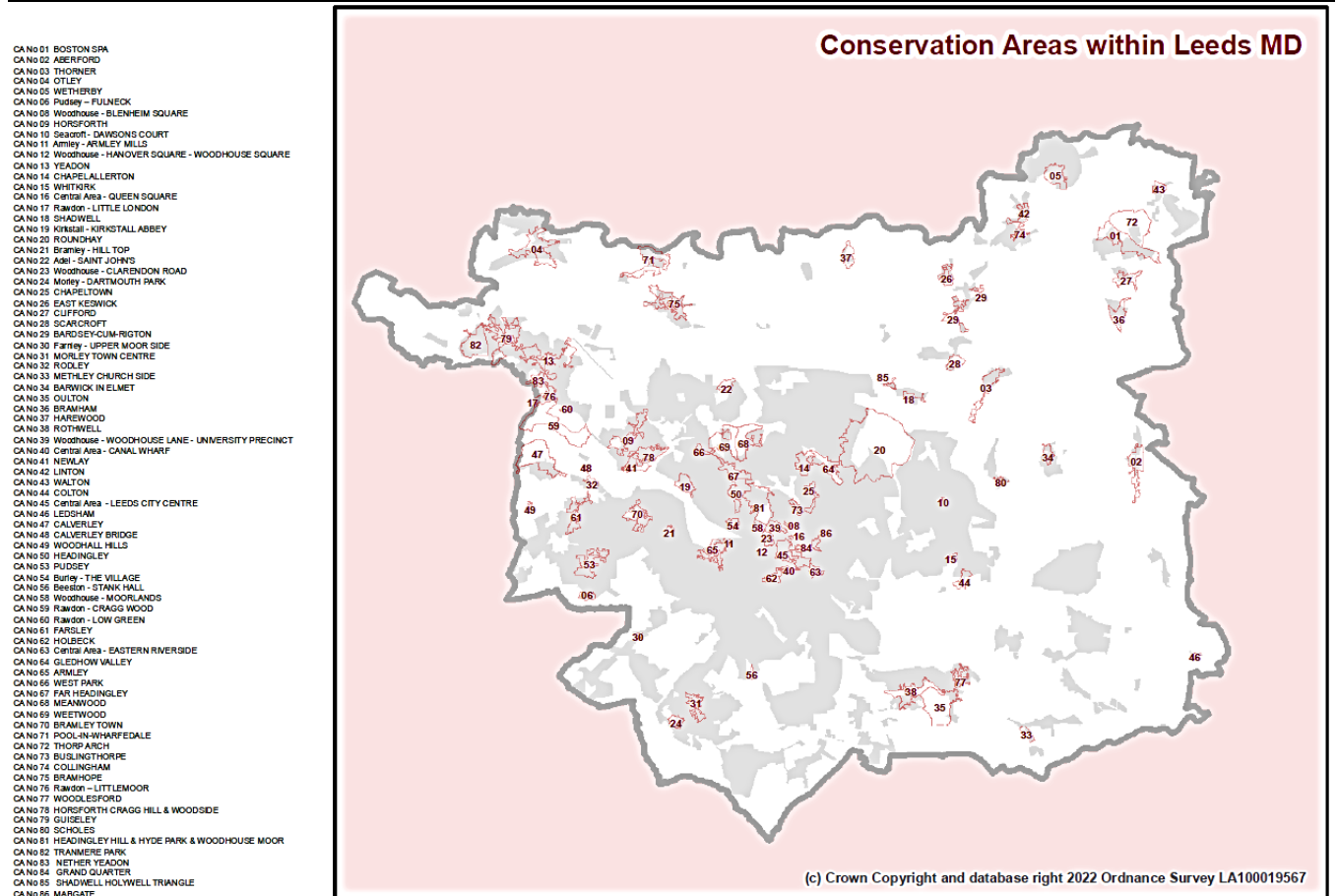
### Triggers / Interventions:

- Continued outstanding appraisals or an increased need for those not completed could necessitate a greater prioritisation for undertaking outstanding CAAs
- Demolition of listed buildings

## Conservation Areas

Leeds has a total of 81 Conservation Areas across the District, as set out in Figure HE1 below:

**Figure HE1: Map of Conservation Areas in Leeds**



A list of all of the individual Conservation Area maps, as well as appraisal documents (wherever relevant), can be viewed [here](#).

### Current Position (2022/23)

Out of Leeds' 81 Conservation Areas, 54 (67% of the total) have Conservation Area appraisals.

## Trends

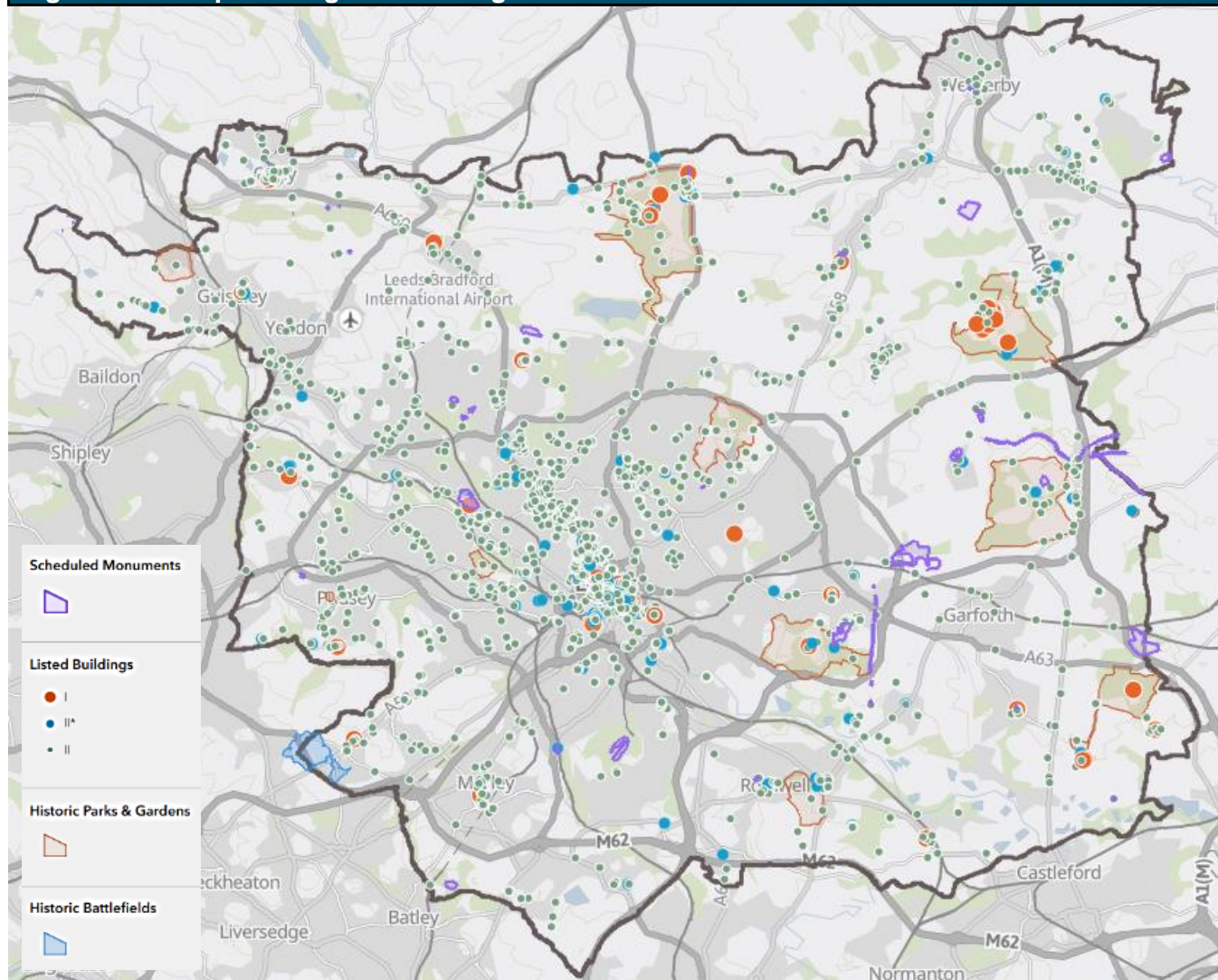
There has been no change in the number of Conservation Areas designated or appraisals produced in the last year.

However, changes have been proposed for the Morley Town Centre and Dartmouth Park Conservation Areas, expanding the boundaries of both to create a new unified Morley Conservation Area. Alongside this, a draft Conservation Area Appraisal and Management Plan has been prepared.

## Listed Buildings

A map of Leeds' designated heritage assets is set out in Figure HE2 below, including Listed Buildings (Grade I, II and II\*), Scheduled Monuments, Historic Parks & Gardens and Historic Battlefields:

**Figure HE2: Map of designated heritage assets in Leeds**



A current list of all of Leeds' designated Listed Buildings, Scheduled Monuments, registered Parks and Gardens, and Battlefields can be found by filtering the available data on Historic England website [here](#).

## Current Position (2022/23)

There are currently 2,444 designated heritage assets in Leeds. This includes 2,368 Listed Buildings (Grade II – 2218, Grade II\* - 104, Grade I – 46), 60 Scheduled Monuments, 15 Registered Park and Gardens (Grade II – 11, Grade II\* - 2, Grade I – 2) and 1 Battlefield. No Listed Buildings have been demolished in the last year.

## Overall performance against target

An amber score has been given for the short and long term due to limited progress towards having all Conservation Areas appraised, although there is a continued trend of no Listed Buildings being demolished.

### Relevant Monitoring Indicators:

- Indicator 27 - Number of buildings noted as 'At Risk' on the 'At Risk Register'

### Relevant Local Plan Policies:

- CS Policy P11: Conservation
- Saved UDPR Policies N14, N15, N16, N17, N28, N29

### Targets:

- For the number of buildings considered to be 'At Risk' in Leeds to be less in 2028 than at the start of the Plan. In 2011, there were 11 buildings at risk in Leeds

### Triggers / Interventions:

- A rise of buildings at risk to more than 11

## Heritage at Risk Register (Historic England)

The Heritage at Risk Register is produced annually by Historic England, and includes historic buildings and sites that are at risk of being lost through neglect, decay or deterioration. It includes all types of designated heritage assets, including Conservation Areas, which are designated and assessed by Local Planning Authorities, other than Grade II buildings.

The aim of the Register is to focus attention on those places in greatest need. Historic England, in partnership with others, are able to help tackle heritage at risk, working with owners, friends groups, developers and other stakeholders to find imaginative solutions for historic places and sites at risk across England.

The Heritage at Risk North East & Yorkshire Register 2022 can be viewed [here](#).

### Current Position (2022/23)

As of November 2022, there were 11 Grade II\* or Grade I Listed Buildings on the Historic England's 'Heritage at Risk register' in Leeds. Of these 11, 4 are in 'very bad' condition, 6 in 'poor' condition and 1 'fair'. This indicates good performance against the target of no more than 11 Listed Buildings on the Register.

In addition to this, 5 Conservation Areas (Very Bad – 2, Poor – 3), 5 Places of Worship (Poor – 4, Fair – 1), 2 Registered Parks and Gardens, 9 Scheduled Monuments and 1 Battlefield are also on the Heritage at Risk register within or partially within the Leeds District boundary.

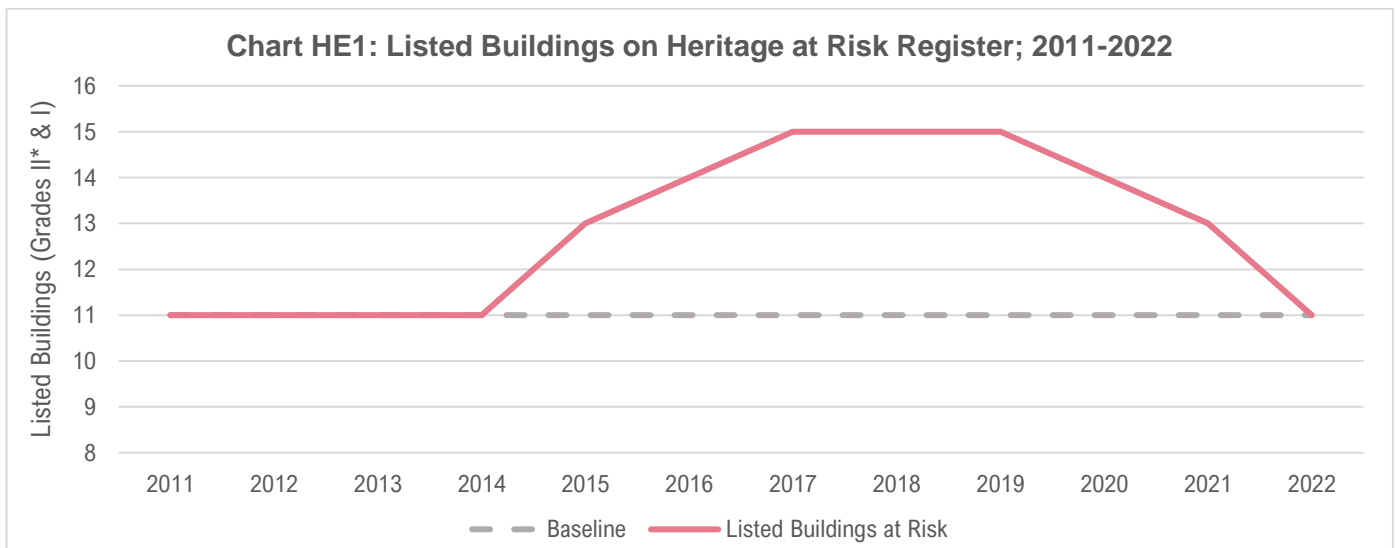
### Trends

Since the last Register in November 2021, there has been one addition (Church of St Agnes - Grade II Listed Place of Worship in poor condition) and two removals for positive reasons at Ledston Hall. This indicates somewhat good performance in the short term, seeing an improvement from 13 Listed Buildings on the Register last year and which meets policy targets, although now with an increase to 5 Places of Worship.

Looking longer term, there has been a decrease of one Scheduled Monument and one addition of a Conservation Area on the Register from the 2011 baseline. Chart HE1 shows the trend of Listed Buildings on the Register for each year, showing increases between 2014 and 2017, with decreases having only been seen since 2019 and reaching the 2011 baseline figure for the first time this year since 2014. This shows a move to levels expected within the Core Strategy, and it is hoped that this trend will continue and the number of Listed Buildings on the Register will fall below the baseline figure for the first time over the next few years.

Designated Heritage Asset	2022 (current)	2021 (previous)	Change from 2021	2011 (baseline)	Change from 2011
Listed Buildings (Grade II* and I)	11	13	-2	11	0
Places of Worship	5	4	+1	5	0
Scheduled Monuments	9	9	0	10	-1
Registered Parks and Gardens	2	2	0	2	0
Registered Battlefields	1	1	0	1	0
Conservation Areas	5	5	0	4	+1

Source: Historic England



Source: Historic England

### **Heritage at Risk List (Civic Trust)**

The Leeds Civic Trust, working with the Council, also produces a local Heritage at Risk List on listed and unlisted buildings across the District that are considered in need of preservation. Unlike the Historic England’s Register, this includes Grade II buildings and non-designated heritage assets. Buildings on this list are assessed as being either ‘At Risk’ (vulnerable through neglect and decay) or ‘Urgent’ (in immediate structural danger).

More details can be found on the Civic Trust Leeds website [here](#).

### **Current Position (2022/23)**

As of July 2023, there were 93 Listed Buildings on the list – 64 being Grade II, 4 Grade II\*, 2 Grade I, 1 Grade II\* & II, 1 Grade I & II\*, 1 Various and 18 Not Listed.

### **Trends**

Previous local Heritage at Risk lists are not available to access on the Leeds Civic Trust website, so comparisons with all previous years are not possible. Nevertheless, there has been a decrease of 17% in the number of assets on the list year than previous year from 112, indicating good performance on local heritage preservation in the short term.

### **Overall performance against target**

A green score has been given over the short term due to the continued decrease in the number of Listed Buildings on the Heritage at Risk register and list. A green score has been given over the longer term because the number of Listed Buildings on the register meets the 2011 baseline position for the first time since 2014 and meets the target set out in the Core Strategy.



### Relevant Monitoring Indicators:

- No relevant monitoring indicators

### Relevant Local Plan Policies:

- CS Policy P11: Conservation
- Saved UDPR Policies N14, N15, N16, N17, N28, N29

### Targets:

- No set targets

### Triggers / Interventions:

- No set triggers or interventions

## Local Non-Designated Heritage Assets (NDHA) List

The Council has been working to produce a list of non-designated heritage assets (NDHA), which incorporates sites identified in the Site Allocations Plan, the Aire Valley Leeds Area Action Plan and made Neighbourhood Plans, as well as any others - e.g. those identified through the planning applications process. This list is not exhaustive and will be continually updated and will be published in each AMR.

### Current Position (2022/23)

22 NDHAs have been identified in the AVLAAP and 9 in the SAP. These are set out in the infographic flyout. Work is currently underway in producing a list of suitably identified NDHAs in Leeds' made Neighbourhood Plans - these require checking due to changes to the National Planning Policy Guidance in 2019 in how these assets formally go on the NDHA list. This includes reviewing the evidence for these being identified as a NDHA within the Neighbourhood Plan, and once finished and if agreed, these assets will form part of our local NDHA list as well as form part of the Local Plan.

**Table HE2: List of local Non-Designated Heritage Assets; 2023**

NDHA Ref.	Assets Site Address
<b>Aire Valley Leeds Area Action Plan (AVLAAP)</b>	
1	54 Cross Green Lane, Cross Green
2	20 Crown Point Road, Hunslet
3	The Small Mill, Chadwick Street, Hunslet
4	The Malthouse, Chadwick Street, Hunslet
5	The Sun Public House, 134 Church Street, Hunslet
6	Crown Hotel, Crown Point Road, Hunslet
7	Ellerby House, 1-2 Ellerby Lane, Cross Green
8	Goodman House, Goodman Street, Hunslet
9	T F and J H Braime Holdings PLC, Hunslet Road, Hunslet
10	The Tetley, 17 – 33 Hunslet Road, Hunslet
11	315 – 329 Hunslet Road, Hunslet
12	331 – 333 Hunslet Road, Hunslet
13	St Josephs Convent, 5 Joseph Street, Hunslet
14	51 Low Road, Hunslet
15	34 Lupton Street, Hunslet
16	3 Sheaf Street, Hunslet
17	St Saviours Church Hall and Parish Building, 9 Upper Accommodation Road, Cross Green
18	21 Upper Accommodation Road, Cross Green
19	Hunslet Branch Library, Waterloo Road, Hunslet
20	13 Brookfield Street, Hunslet
21	The Brewery, Hunslet Road, Hunslet
22	Old Offices, Crown Point Road, Hunslet
<b>Site Allocations Plan (SAP)</b>	
<b>City Centre HMCA</b>	
MX2 -15	Leeds General Infirmary, Great George Street
MX2-20	Brotherton House, Westgate
<b>North HMCA</b>	

HG2-37	Brownberrie Lane, Horsforth
<b>Outer South HMCA</b>	
HG2-186	Main Street, Hunts Farm, Methley
<b>Outer South East HMCA</b>	
HG2-129	Ash Tree Primary School, Kippax
<b>Outer South West HMCA</b>	
HG2-155	Joseph Priestly College, School Street/Peel Street, Morley
HG2-158	Tingley Mills, Tingley Common, Morley
EG2-19	Land off Topcliffe Lane, North of Capitol Park, Morley
<b>Outer West HMCA</b>	
HG2-67	Owlcotes Farm/Owlcotes Gardens, Pudsey
<b>Made Neighbourhood Plans</b>	
See link for up-to-date list. The Council is currently reviewing all made Neighbourhood Plans and checking and identifying suitable assets in line with revised NPPG 2019 changes.	

### **Overall performance against target**

No score has been given for this sub-topic due to the lack of target or indicator to compare performance or change against, with monitoring only have just begun for local non-designated heritage assets.

### **Emerging Local Plan policies – Historic Environment:**

#### ***Local Plan Update ('LPU')***

Leeds City Council is preparing a Local Plan Update ('LPU') which will introduce new and amend existing local planning policies in order to respond to the Council's declared Climate Emergency in 2019; helping to meet carbon reduction targets and prepare for the effects of climate change upon people, places and the natural environment. The LPU is being prepared with the following five objectives: carbon reduction, flood risk, green and blue infrastructure, place-making, and sustainable infrastructure. This includes design, green space and transport policies which seek to further protect Leeds' heritage and historic environment.

Details of the LPU, including its current stage of the Plan-making process and a list of emerging proposed policies, can be viewed [here](#).

#### ***Leeds Local Plan 2040***

Following Local Plan Update, Leeds City Council is preparing a further comprehensive update to the Local Plan in order to review, update and / or replace all existing remaining policies contained within the Local Plan to ensure policies are effective, up-to-date and reflect needs up to 2040. This includes updating policies on heritage and the historic environment, particularly those saved from the UDP.

Public consultation on the initial scope of the update was conducted early 2023 as well as launching a call for sites process, with work beginning on analysing public comments and refining the scope and progressing work on the background evidence needed to support the update.

Details of LLP 2040, including latest news of the development of the plan update and information on the initial scoping topics, can be viewed [here](#).



# Appendices

## List of Tables, Charts & Figures

Appendix 1 below sets out all tables, charts and figures presented in the AMR document above:

Appendix 1: List of Tables, Charts & Figures presented in Leeds AMR 22/23				
Topic	Table ref.	Table title	Page	
<b>TABLES</b>				
<b>AMR</b>	Introduction	Table AMR1	Adopted Development Plan Documents; 2023	Page 4
		Table AMR2	Made Neighbourhood Plans; 2023	Page 5
		Table AMR3	Adopted Supplementary Planning Documents; 2023	Page 5
		Table AMR4	Development Plan Documents in preparation; 2023	Page 5
		Table AMR5	Supplementary Planning Documents in Preparation; 2023	Page 6
	Monitoring Indicators	Table AMR6	List of monitoring indicators and associated topic and policies; 2023	Pages 7-9
		Table AMR7	Summary of AMR sub-topic scorings; 2022/23	Pages 10-11
<b>Housing</b>	Housing need and supply	Table H1	Deliverable housing supply; SHLAA 2023	Page 12
		Table H2	New homes completed and outstanding capacity at year end; 2012 and 2019-2023	Page 13
		Table H3	Empty homes in Leeds (as measured through properties classified as long term vacant); as of March 2023	Page 13
	Total housing delivery	Table H4	Net housing completions over Plan Period; 2017-2023	Page 14
		Table H5	Homes approved and completed by land type and % of delivery; 2017-2023	Page 15
		Table H6	Density of housing schemes approved (units per hectare); 2013/14 and 2018-2023	Page 15
	Housing delivery by area	Table H7	Housing completions by HMCA; 2022/23	Page 18
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