

LEEDS LOCAL PLAN

AUTHORITY MONITORING REPORT

1st April 2017 to 31st March 2018

Executive Summary

1 Introduction

- 1.1 Every Local Authority in England must produce and publish an annual Authority Monitoring Report which assesses the implementation of the Local Development Scheme and the extent to which the policies in Local Development Documents are achieving wider objectives. Furthermore, it enables the Council to share the performance and achievements of the planning service with the local community at least once every 12 months. This Executive Summary pulls out the key messages of the April 2017 – March 2018 Leeds Authority Monitoring Report.

2 Background

- 2.1 The monitoring of plan preparation (including Neighbourhood Plan progress) is set out in the [Local Development Scheme](#) (March 2018). The following development plan documents make up the Local Development Scheme:

Development Plan Documents Adopted	Made Neighbourhood Plans
Unitary Development Plan Review (July 2006)	Clifford (March 2017)
Core Strategy (Sept 2019)	Collingham (June 2017)
Natural Resources and Waste Local Plan (Jan 2013)	Bardsey-cum-Rigton (Nov 2017)
Aire Valley Leeds Area Action Plan (Nov 2017)	Barwick in Elmet and Scholes (Nov 2017)
Policies Map	Boston Spa (November 2017)

Development Plan Documents in production	
Site Allocations Plan	Thorp Arch (January 2018)
Core Strategy Selective Review	Linton (March 2018)
Updates to Policies Map	Holbeck (April 2018)
	Alwoodley (July 2018)
	Walton (October 2018)

Other Local Development Documents	Comments
Hot Food Takeaways SPD	pending adoption in July/August 2018
East Leeds Extension SPD	pending adoption in July/August 2018
South Bank Regeneration Framework SPD	Pending adoption in Summer 2018
Leeds Bradford International Airport SPD	Awaiting outcome of Site Allocations Plan Inquiry before commencing.

- 2.2 Local Planning Authorities monitor their planning policies to check that they are having their intended effect, to make sure they are working for local communities and to identify any interventions needed. Authorities can largely choose for themselves which targets and indicators to include in the report provided they are in line with the relevant UK and EU legislation. The 45 indicators for Leeds are set out in the Monitoring Framework November 2013¹ and illustrate clearly the broad scope of the Development Plan though the extent of monitoring will always be dependent upon the availability of resources.

Key Issues

3 Plan-making

3.1.1 Overall, plan-making performance was very good, with the adoption of the Aire Valley Leeds Area Action Plan (AVLAAP) in November and the advancement of the Site Allocations Plan (SAP) and Core Strategy Selective Review (CSSR), as well as the making of 6 Neighbourhood Plans. Whilst the timetable for the SAP suffered from delay this was brought about by the Council's commitment to release fewer sites from the Green Belt post submission of the SAP for examination. Progress was made in the preparation of Supplementary Planning Documents on topics such as Hot Food Takeaways, East Leeds Extension, South Bank Regeneration Framework.

4 City Centre

3.2.1 Leeds City Centre performs a key economic, strategic and cultural role at the heart of the Metropolitan District and the Leeds City Region. The city centre is a focus for jobs, shopping, cultural experiences, education and housing with a range of place to eat and drink, museums, galleries, cinemas, theatres and two University campuses with nearly 60,000 students. Most of the wider City Centre HMCA can be reached in less than 20 minutes' walk from City Station and is a highly sustainable focus for homes.

3.2.2 Growth is planned throughout the area, with a focus on transformation of the area to the south of the river where large scale development, open space provision and linkages are being planned for. There have been encouraging early signs of delivery with the following developments:

- Progress of the country's largest sustainable low-carbon housing development (over 500 homes) and the Leeds Climate Innovation District at Low Fold and Clarence Road, near Leeds Dock. This includes a new pedestrian footbridge which will improve connectivity between the South Bank and Cross Green, and the surrounding areas.
- Commencement of the City Centre's first Build-to-Rent scheme at Sweet Street / Manor Road providing over 770 homes.
- Commencement of 250 homes and over 8,000 sq ft of commercial space at Mustard Wharf, next to Granary Wharf.
- Consultation on the South Bank Leeds Regeneration Framework Supplementary Planning Document and adoption of the Holbeck Neighbourhood Plan to help shape future growth of the area.
- Consultation on the Leeds Integrated Station Masterplan which aims to create a world class gateway for the City Region, integrate High Speed 2 (HS2), support the doubling of passenger numbers and act as a catalyst for 300,000sqm of commercial development and the regeneration of the South Bank.
- In October 2017 City Plans Panel approved in principle an outline planning application by Vastint, the owners of the former Tetley Brewery site, to deliver 850 homes, 85,000 sqm offices, a hotel and the majority of a proposed 3.5ha new City Park for the South Bank.

Housing

3.2.3 Housing development elsewhere in the City Centre was on the right growth track, albeit that completions for the year fell to 294 homes, all located north of the River Aire. Over 2,200 homes are in the immediate pipeline in the City Centre, including smaller schemes for over 750 homes which delivered some units within the monitoring period.

Employment

- 3.2.4 Office development continued to strongly recover from recession with new additional office floor space totalling 28,000 sqm during 2017/18 and continued positive growth reflecting the last two years. Two major office refurbishment schemes brought out-dated vacant office space back into use at Merrion House and Platform (City House) and over 93,000 sqm of office floor space was let in 2017 which is a significant increase compared with previous years and indicates buoyancy in the market. There was a continued focus on the Wellington Street corridor with good links to the station

Retail

- 3.2.5 New retail took an inevitable dip after the recent strong years of delivery of major retail schemes at Trinity and Victoria Gate but prime shopping pitches in the City Centre remained strong². Shopping was the main reason for visits to the City Centre³ and Leeds successfully attracted regional day visitors with high satisfaction rates; 96% would recommend Leeds as a place to visit.
- 3.2.6 Briggate and Trinity had minimal vacancies and new retailers were taking vacant space. More broadly, there were closures across the City Centre, however take up was relatively good. There was slightly less footfall in the City Centre compared to last year, probably due to wider national trends of increased online spending (2017/18 increased by 15% compared to 2016/17) and a plateau in overall national retail spend.
- 3.2.7 Nationally there are wider concerns about the retail picture moving forward with larger national retailers such as Marks and Spencer, House of Fraser and Debenhams experiencing trading concerns and closing stores nationally. Nevertheless, these closures did not affect the City Centre.

Vibrancy

- 3.2.8 The vibrancy, character and cultural appeal of the City Centre was enhanced by a range of events and initiatives such as Leeds Light Night. Leeds was awarded the Purple Flag Standard for a second year in January 2018 by the Association of Town and City Management in recognition for achieving “standards of excellence in managing the evening and night time economy”.
- 3.2.9 The city has been ranked as the 5th best performing city in the UK for attracting foreign direct investment (FDI), with 19 FDI projects locating in the city in 2017 (a 23% share of all projects locating in Yorkshire & Humber). Furthermore Leeds is the 4th most popular conference destination in the UK despite not having a bespoke conferencing centre and Lonely Planet travel guides ranked Leeds 5th on their list of the 10 best places to visit in Europe in 2017.

5 Housing

- 3.3.1 Building the right homes in the right places of the right type and quality is a key objective of the CS and AVLAAP. The District’s housing delivery performance is nationally relatively strong, with Leeds being the second⁴ highest delivering authority in England and the top performing Core City on average.

Construction

- 3.3.2 During 2017/18, 2,333 dwellings were completed. This is clearly below the Adopted Core Strategy target of 4,700 homes per annum, however it is important to recognise that the advanced CSSR sets a

² Colliers Midsummer Retail Report, 2018

³ Visitor Profile Survey (Leeds 2023)

⁴ Only Tower Hamlets has delivered more homes in the past 3, 4 and 5 years on average.

new housing target of 3,247 homes per annum from 2017 based on up to date evidence. This is still fewer homes than expected and points to a) a failure to build on the significant stocks of planning permissions that are in place across the District⁵ and b) a net decrease in long term empty homes returning to use after many years of strong performance. The impacts of exceptionally bad and prolonged weather during Storm Eva in Quarter 3 would also have had a significant impact.

- 3.3.3 There are currently over 4,104 homes under construction on 124 sites, with clear signs that completions will exceed 3,500 homes in 2018/19. This is the highest level of construction activity the District has seen since 2008 and completions are showing signs of catching up with permissions. Overall, sites have an average build out rate of 45 units per annum (in comparison to 39 units per annum in 2016/17) which shows improved activity across all markets in Leeds, however this could be improved further and developers are encouraged to aim for higher build out on larger sites.
- 3.3.4 76% of housing delivery was in the Main Urban Area, the City Centre and major settlements, taking advantage of existing infrastructure in the most sustainable brownfield locations whilst 5% of homes were delivered in smaller settlements providing local opportunities. There was an increase in development in locations outside of the settlement hierarchy with 19% of homes being built in villages or rural locations. This reflects a number of permissions granted (including on appeal) for speculative developments in advance of the adoption of the SAP and will be more readily managed with an adopted plan in place.
- 3.3.5 The Inner Area delivered the most housing (610 units (27% of the total)) with the Outer South West (15%), North (14%) and the City Centre (13%). The Aire Valley delivered 346 homes and saw the commencement of the Skelton Gate development for 1,800 homes alongside a new school and community infrastructure. 371 homes were delivered via permitted development under the Government's schemes to make it easier to change officers to homes, down 26% from the previous years. 75% of all new housing development was on brownfield land. New homes continued to exceed minimum densities in all parts of Leeds, except in rural areas where densities dropped below the minimum standard of 30 dwellings/hectare as a result of speculative smaller site releases being a focus for larger homes.

5 year Housing Land Supply

- 3.3.6 The Council currently has a stock of 28,217 units which are assessed as being suitable, available and achievable for housing over the next 5 years. This provides a 5 year land supply of 4.79 against current CS targets. Adoption of the SAP will add a further 5,487 homes to total of 33,704 units with a 5.5 year land supply and with the adoption of the CSSR, supply will be inflated to 9 years.

Type and Mix

- 3.3.7 In terms of housing type and mix, the year saw the continued dominance of flats and apartment building, though at a slightly lower level than 2016/17. It also saw a decrease in terrace and detached properties and a slight increase in semi-detached properties. 1-bed units formed 22% of completions, 2-bedroomed units represented the largest share of completions (30%), with 26% being 3-bedroomed properties and 22% being 4+ bedroomed properties. This is more in line with Core Strategy targets than in recent years but this mix does not always appear on all sites and there remains a need to understand what the local housing market needs are at planning application stage. 74 extra-care dwellings were specifically delivered for older people.

• ⁵ There are currently over 21,500 homes with planning permission (including 17,000 with detailed permissions) and 9 planning permissions for every home built.

Affordable Housing

- 3.3.8 239 affordable housing units were completed in 2017/18, with 88 through Section 106 Agreements (off the back of market housing) and 115 through grant assisted schemes. This represents a fall in absolute numbers and S106 delivery partly due to fewer completions but also a lower proportion of those completions being eligible for affordable housing by being smaller than the threshold, permitted developments or purpose built student flats. Moreover, on larger market housing sites which have started, the affordable dwellings are often delivered towards the end of the construction period and won't be captured as completions until they are transferred to a provider.
- 3.3.9 The main method of delivering affordable housing is through the Affordable Homes Programme (AHP), funded by Homes England and delivered by Registered Providers (RPs). The AHP has delivered over 500 properties since 2015 and is due to produce a further 500 over the period to 2021, representing well over £100m investment into the city. The council housing growth programme has delivered over 600 units so far. The next phase of the programme will focus on the delivery of 360 extra care units. The Council has also announced that it has a long term programme of 300 council houses per annum.
- 3.3.10 The decrease in delivery is not through a lack of implementation of the affordable housing policy, with nearly 90% of all policy requirements being met over the last 4 years. It is therefore considered that 2017/18 is an anomalous year and the Council's continued efforts to secure more affordable dwellings and stimulate growth in housing overall will increase numbers in the future. The CSSR has increased the proportions of affordable housing sought in the inner area and city centre from 5% to 7% to stimulate more delivery and the review also recognises that of the 3,247 homes needed each year 1,230 of these should be affordable.

6 Employment

- 3.4.1 After a few years of more limited employment development at the start of the plan period, activity has increased significantly and, in the case of office development, exceeded that anticipated in the Core Strategy. This is indicative of a strongly growing local economy across a number of economic/employment sectors. This employment development has been concentrated in locations identified and promoted in the Core Strategy and allocation documents (the AVLAAP and SAP) and wider Council economic development strategies and programmes.

Office development

- 3.4.2 The City Centre has been the main focus of office development in sustainable and highly accessible locations over recent years. This include prestige Grade A developments with excellent access to rail and bus services such as Wellington Place, Central Square and Sovereign Square. The first office building at the mixed use scheme at Kirkstall Forge development next to the new rail station was completed on 2017/18.

Industrial and Distribution

- 3.4.3. The Aire Valley regeneration area has been a key driver of growth particularly the Leeds Enterprise Zone sites designated in 2012. Development of the former Wholesale Markets and Thornes Farm sites is continuing and the early phases on the Logic development at Skelton Moor Farm are now completed. Council economic development / regeneration programmes have supported the provision of infrastructure including spine roads and a flood relief channel, which has enabled larger sites to be brought forward. These have generated new jobs within the area.

Employment Land Supply

- 3.4.4 There continued to be a sufficient supply of good quality sites in suitable locations to meet anticipated market demand / needs in the office sector. In the industrial / distribution sector, the pipeline of new sites identified in the advanced draft SAP (including land at Leeds Bradford Airport and at Capitol Park, Morley) will add to the supply of employment land and help support strategic economic priorities. The overall supply of industrial / distribution land is considered to be sufficient to meet needs to the end of the current plan period to 2028.
- 3.4.5 The recent consultation on the Working Draft Environmental Statement for the HS2 scheme has confirmed that current employment land is likely to be lost to the scheme both during construction and permanently. This will particularly impact on delivery of two of the larger sites in the employment land portfolio, Temple Green (Gateway 45) in the Enterprise Zone and North Newhold in Garforth (see Indicator 17). The impact of the HS2 scheme on both the quantity and quality of employment land supply is an issue that will require further detailed consideration through plan-making.
- 6.1 Retail
- 3.5.1 Retail delivery is often characterised by noticeable peaks and troughs and 2017/18 has been a low year for development in comparison with previous years which saw the completion of Trinity and Victoria Gate. Even so, 15,798 sqm of retail floorspace was completed, with the majority being outside of the city centre.
- 3.5.2 These figures belie worrying trends that have emerged nationally in 2017/18 which have had, and are likely to continue to have, negative implications at a Leeds level. The national and local footfall trends show a slowdown on the High Street, with internet-trade taking an ever-increasing share of the overall retail economy. The role of our High Streets and Local Centres will need to be addressed in future work. One such work stream is the Council's bid to the Future High Streets Fund.
- 6.2 Infrastructure
- 3.6.1 The Infrastructure Delivery Plan identifies, as far as possible, currently planned infrastructure provision in the Leeds Metropolitan District, including the critical infrastructure necessary for the delivery of the Core Strategy and provides an overarching framework for other service providers' plans and programmes. 2017/18 saw considerable progress in the preparation of the Site Allocations Plan and due to the level of growth identified, infrastructure requirements were considered in the Infrastructure Background Paper (May 2017) which identifies infrastructure needs to match the housing growth identified, particularly in relation to transport and schools.
- 3.6.2 Infrastructure covers a wide range of facilities and services. Whilst there was a strong focus on planning for future growth requirements in 2017/18, the following highlights some key successes:
- Over £2m was received in S106 contributions towards green space improvements and provision in 2017/18 of which £1.3m was spent, more than in any of the previous 5 years. The Council undertook 52 schemes, most of which delivered improvements to existing spaces.
 - The design brief for the City Centre Park was approved by Executive Board and in October 2017 City Plans Panel approved in principle an outline planning application by Vastint, the owners of the former Tetley Brewery site, to deliver 850 homes, 85,000 sqm offices, a hotel and the majority of the proposed City Park. This shows a continued commitment to the improvement of the quantity and quality of green spaces however the City's green spaces are still under pressure from development.
 - Key transport schemes delivered during 2017/18 include Aire Valley Park and Ride (Temple Green) (opened June 2017) and M1 Jn 45 improvements (completed March 2018). In addition, the

Council's strategic case for the Leeds Public Transport Investment Programme was approved in April 2017 and work has commenced on developing schemes, consultation and engagement.

- Planning permission was granted for the East Leeds Orbital Route in December 2017 to support delivery of over 5,000 new homes and supporting community infrastructure of the East Leeds Extension.

3.6.3 CIL receipts increased to £4.1m and has been allocated to funding the improvement and delivery of school places throughout Leeds.

6.3 Transport and Accessibility

3.7.1 Development continued to be delivered in sustainable locations in relation to access to public transport, with 92% of new housing within a 30 minute journey to key local services and 90% of all non-residential developments within 400m of a bus stop.

3.7.2 Journeys into the City Centre were very similar to previous years albeit with a 4% reduction in overall trips. The split between mode of transport also remained similar to previous years with over 55% of trips by car compared to 45% by sustainable modes. There is a continued need to encourage more sustainable modes of transport and initiatives such as the Leeds Public Transport Investment Programme will help to promote sustainable practices and reduce environmental impacts. Its aims are to double bus patronage from 2016 levels in 10 years, significantly improve air quality and reduce carbon emissions, support economic growth and job creation, reduce congestion and work towards all stations in Leeds being accessible.

6.4 Environment

3.8.1 Overall, policies and measures to protect the environment of Leeds and promote sustainable practices have tended to perform well. There was little change in the condition of the city's SSSIs, and over 14,000 trees were planted by the Council. No planning applications were approved with outstanding objections from the Environment Agency, which indicates consultation procedures are working well. Phase 1 of Leeds Flood Alleviation Scheme (FAS) was completed in October 2017 with the installation of moveable weirs, the removal of the Knostrope Cut to merge the river and canal and the installation of flood defences along the River Aire, the Hol Beck and at Woodlesford.

3.8.2 There was a continued reduction in CO2 emissions, following the general downward trend over the last 11 years. A further fall in emissions resulted in an overall reduction of 1.73 million tonnes since 2005. Nevertheless, three of the six Air Quality Management Areas (AQMA) recorded annual mean nitrogen dioxide concentrations exceeding the objective of 40µg/m³ contained in the UK AQ Regulations (Ebor Gardens, The Normans and Pool in Wharfedale) which highlights the continued need to reduce emissions in these areas. The other three AQMAs recorded annual averages well below the annual mean objective (Caspar Apartments, The Tilburys and Chapel Hill, Morley.) The Council's Clean Air Strategy postdates these results and should make a difference to monitoring in future years.

3.8.3 The capacity of renewable energy facilities with planning consent increased to exceed the target of 75MW and was nearly 17MW more than in 2016/17. Further planning applications for grid-connected renewable energy development are expected between now and 2021 therefore it is likely the target will be further exceeded. However the actual installed capacity was somewhat lower mainly due to the Energy Recovery Facility at Skelton Grange Road (26MW) not being operational during the monitoring year.

3.8.4 The District Heating Network project continued to progress successfully with the awarding of two contracts in mid-2017 to design, build, operate and maintain a new spine district heating network and to connect council apartments in Saxton Gardens, Ebor Gardens and Lincoln Green. The Council also developed and adopted Local Development Order 3 which removed the need for planning permission

for underground district heating pipes and associated infrastructure over large parts of the city and invested a further £15m to connect over 1,900 council flats to provide an 'anchor load'.

- 3.8.5 After 4 years of increasing waste generation, 2017/18 saw a drop of nearly 9,000 tonnes in household waste and nearly 11,000 tonnes in municipal waste. The detailed results are again somewhat varied, however the amount of waste sent for energy recovery continued to rise as household waste increased (183,500 tonnes). The amount of waste sent to landfill significantly fell from 34,771 tonnes to 10,744 tonnes due to a change in contractor with much higher landfill diversion. This shows an encouraging trend of reduced waste generation and an increased use of more sustainable methods of dealing with it.

7 Conclusion

- 4.1 The sixth Leeds Authority Monitoring Report shows 2017/18 was a mixed year with significant delivery and progress, though in some cases at lower levels than previous years, however overall there was continued recovery following the 2008 recession.