



**Birmingham Local Plan**

**Authority Monitoring Report**

Monitoring period 2017-2018

## **1. Introduction**

- 1.1 The requirement for a local authority to produce an Authority Monitoring Report (AMR) is set out in Section 113 of the Localism Act 2011. Regulation 34 of The Town and County Planning (Local Development) (England) Regulations 2012 sets the minimum requirements for the contents of an Authorities' Monitoring Report. This includes reporting on implementation of the Local Development Scheme (LDS), performance against housing targets set out in the Local Plan, neighbourhood planning, Community Infrastructure Levy implementation, and the Duty to Cooperate.
- 1.2 The Birmingham Development Plan (BDP) was adopted in January 2017. Policy TP48 states that the City Council will monitor progress annually towards the achievement of the key targets for growth (housing, including affordable housing, employment, offices and retail) set out in policy PG1. This report covers the period 1<sup>st</sup> April 2017 to 31<sup>st</sup> March 2018 (but also provides information for previous years), for the purposes of monitoring the key growth targets.

## **2. Adoption of the Birmingham Development Plan**

- 2.1 The Birmingham Development Plan (BDP) was submitted to the Secretary of State for examination in July 2014. The public examination began in October 2014 with hearings being held for four weeks during October and November. The Planning Inspector published his proposed main modifications in July 2015 and these were subject to an eight week period of public consultation which closed in October. The Inspector's final report was published in March 2016 and the Plan was adopted by the City Council on 10 January 2017.

## **3. Key Growth Targets**

- 3.1 BDP Policy TP48 identifies monitoring indicators for most of the policies in the BDP. Future AMRs will report on all indicators (where possible) but given the recent adoption of the Plan, this AMR reports only on the key growth targets set out in Policy PG1 for housing, employment, offices and retail.

### **3.2 Housing (including Affordable Housing)**

#### **Indicator PG1/1: Net & Gross Dwelling Completions in the City Council Area**

- 3.2.1 The city has an objectively assessed need for 89,000 additional dwellings. Of these 51,100 are to be provided within Birmingham.
- 3.2.2 The requirement for the period 2011/12 to 2017/18 was 14,100 dwellings. Provision was 14,047 net dwellings. See table below.

**Indicator PG1/1: Net & Gross Dwelling Completions in the City Council Area**

| Year         | Net Completions | Annual requirement | Vacant Dwellings returned to use |
|--------------|-----------------|--------------------|----------------------------------|
| 2011/12      | 1,187           | 1,650              | 260                              |
| 2012/13      | 1,372           | 1,650              | 258                              |
| 2013/14      | 1,598           | 1,650              | 275                              |
| 2014/15      | 1,809           | 1,650              | 134                              |
| 2015/16      | 2,977           | 2,500              | 136                              |
| 2016/17      | 1,944           | 2,500              | 111                              |
| 2017/18      | 3,160           | 2,500              | 107                              |
| <b>Total</b> | <b>14,047</b>   | <b>14,100</b>      | <b>1,281</b>                     |

**Indicator PG1/3: Residential Supply Pipeline**

3.2.3 The housing supply pipeline is set out in the Strategic Housing Land Availability Assessment (SHLAA). The 2018 SHLAA consists of 975 identified sites with a capacity of 42,021 dwellings. An additional unidentified capacity of 5,335 windfall dwellings brings the total SHLAA capacity to 47,356 dwellings. With 14,047 dwellings having been provided since 2011/12 this gives a total capacity over the BDP plan period of 61,403 dwellings, compared with the target of 51,100 dwellings.

| Category  | Dwellings (2018-31) |
|---|---------------------|
| Under Construction  | 9,188               |
| Detailed Planning Permission (not started)                          | 8,157               |
| Outline Planning Permission   | 3,069               |
| Permitted Development (office, retail, agricultural to residential) | 868                 |
| Allocation in Adopted Plan  | 7,533               |
| Allocation in Draft Plan  | 159                 |
| Other Opportunity within a BDP Growth Area                          | 8,318               |
| Other Opportunity outside the BDP Growth Areas                      | 4,729               |
| <b>Sub Total – Identified Sites</b>                                 | <b>42,021</b>       |
| Windfalls Below the SHLAA survey threshold (<0.06ha)                | 635                 |
| Windfalls Above the SHLAA survey threshold (>=0.06ha)               | 4,700               |
| <b>Sub Total – Unidentified Sites</b>                               | <b>5,335</b>        |
| <b>Total SHLAA Capacity</b>   | <b>47,356</b>       |

For further information see the SHLAA report 2018 at [www.birmingham.gov.uk/housingstudies](http://www.birmingham.gov.uk/housingstudies)

**Indicator PG1/4: Housing Five-Year Land Supply 2018-23**

- 3.2.4 The City has 6.79 years land supply. This is derived from a 5-Year requirement of 15,018 dwellings (including previous under-supply and a 5% buffer) and a supply of 20,413 dwellings.

| Status  | Dwellings (2018-23) |
|---|---------------------|
| Under Construction  | 9,111               |
| Detailed Planning Permission (not started)                          | 7,615               |
| Outline Planning Permission   | 773                 |
| Allocation in Adopted Plan  | 155                 |
| Allocation in Draft Plan  | 0                   |
| Permitted Development (office, retail, Agricultural to residential) | 868                 |
| Other   | 531                 |
| Windfalls   | 1,360               |
| <b>Total Supply</b>   | <b>20,413</b>       |

- 3.2.5 For further information see the 5-Year Land Supply Statement (2018-23) at [www.birmingham.gov.uk/housingstudies](http://www.birmingham.gov.uk/housingstudies)

**Indicator TP31/1: Completions by Tenure and Delivery Mechanism**

- 3.2.6 Policy TP31 seeks 35% affordable homes as a developer contribution on residential developments of 15 dwellings or more. The table below shows the number of affordable dwelling completions by tenure and delivery mechanism.

| Year         | BMHT        | Section 106 |                      |            |           | RSL/<br>Other | Total       |
|--------------|-------------|-------------|----------------------|------------|-----------|---------------|-------------|
|              |             | Rent        | Discounted<br>Market | Shared     | Other     |               |             |
| 2011/12      | 170         | 70          | 31                   | 9          | 0         | 317           | 597         |
| 2012/13      | 117         | 168         | 25                   | 27         | 0         | 108           | 445         |
| 2013/14      | 207         | 42          | 31                   | 60         | 0         | 6             | 346         |
| 2014/15      | 336         | 94          | 34                   | 65         | 0         | 16            | 545         |
| 2015/16      | 253         | 65          | 0                    | 0          | 10        | 99            | 427         |
| 2016/17      | 202         | 45          | 12                   | 37         | 41        | 60            | 397         |
| 2017/18      | 320         | 100         | 0                    | 21         | 0         | 235           | 676         |
| <b>Total</b> | <b>1605</b> | <b>584</b>  | <b>133</b>           | <b>219</b> | <b>51</b> | <b>841</b>    | <b>3433</b> |

Note: BMHT figures are gross.

### 3.3 Employment

#### Indicator PG1/5: Employment Land Developed

| Year         | Manufacturing*<br>(B1 (b)/(c), B2, B8) | Warehousing<br>(B8 only) | Total        |
|--------------|--|--------------------------|--------------|
| 2011/12      | 1.29                                   | 5.42                     | 6.71         |
| 2012/13      | 0.59                                   | 1.31                     | 1.9          |
| 2013/14      | 19.10                                  | 1.46                     | 20.56        |
| 2014/15      | 2.13                                   | 0.33                     | 2.46         |
| 2015/16      | 13.16                                  | 5.29                     | 18.45        |
| 2016/17      | 6.85                                   | 20.21                    | 27.06        |
| 2017/18      | 8.82                                   | 4.4                      | 13.22        |
| <b>Total</b> | <b>51.94</b>                           | <b>38.42</b>             | <b>90.36</b> |

\*Manufacturing includes sites developed with uses falling within Use Classes B1(b)/(c), B2 and B8 where a specific end-use is not confirmed.

- 3.3.1 Over the Plan period Policy PG1 requires 2 Regional Investment Sites of 20 and 25 ha and a 71 ha employment site at Peddimore. It also requires a rolling minimum 5 year reservoir of 96 ha of readily available land for employment use. Policy TP17 sub divides this 96 ha across three categories as follows: Best Quality 60 ha, Good Quality 31 ha and Other Quality 5 ha. As shown in the table below there is currently a shortfall in both the Best Quality and Good Quality categories. For further information please see the Employment Land Availability Assessment (as of April 2018).

#### Industrial Land Availability by Category

|                          | Readily Available | Not Readily available | Under Development | Total         |
|--------------------------|-------------------|-----------------------|-------------------|---------------|
| Regional Investment Site | 16.21             | 17.89                 | 0                 | <b>34.10</b>  |
| Best Quality             | 23.10             | 80.70                 | 0.96              | <b>104.76</b> |
| Good Quality             | 22.54             | 24.48                 | 0                 | <b>47.02</b>  |
| Other Quality            | 6.01              | 3.10                  | 0.42              | <b>9.53</b>   |
| <b>Total</b>             | <b>67.86</b>      | <b>126.17</b>         | <b>1.38</b>       | <b>195.41</b> |

#### Indicator PG1/6: Employment Land Supply Pipeline

| Status                       | Manufacturing*<br>(B1 b/c, B2, B8) | Warehousing<br>(B8 only) | Total         |
|------------------------------|------------------------------------|--------------------------|---------------|
| Under Construction           | 1.24                               | 0.14                     | 1.38          |
| Detailed Planning Permission | 19.92                              | 3.22                     | 23.14         |
| Outline Planning Permission  | 5.58                               | 1.32                     | 6.9           |
| Other                        | 162.04                             | 1.95                     | 163.99        |
| <b>Total</b>                 | <b>188.78</b>                      | <b>6.63</b>              | <b>195.41</b> |

\*Manufacturing includes sites developed with uses falling within Use Classes B1(b)/(c), B2 and B8 where a specific end-use is not confirmed. Sites with a status of other includes expired planning permissions, former UDP allocations within Core Employment Areas, allocated sites and sites with a committee resolution to grant consent subject to completion of a section 106 agreement.

### 3.4 Retail

#### Indicator PG1/7: Retail Floorspace Completed (gross)

- 3.4.1 Policy PG1 requires about 350,000sq.m gross comparison retail floorspace by 2026. Prior to the monitoring year 2015/16, comparison and convenience retail floorspace were not monitored separately. The table below therefore shows *all* retail completions since 2011 and the table following it shows comparison retail floorspace completed since 2015.

#### All retail completions 2011/12 – 2017/18 (gross floorspace sq.m)

| Year         | Floorspace (sq.m) |
|--------------|-------------------|
| 2011/12      | 26,900            |
| 2012/13      | 17,606            |
| 2013/14      | 36,359            |
| 2014/15      | 6,660             |
| 2015/16      | 50,856            |
| 2016/17      | 17,362            |
| 2017/18      | 9,686             |
| <b>Total</b> | <b>165,429</b>    |

#### Comparison retail completions 2017/18

| Year         | Floorspace (sq.m) |
|--------------|-------------------|
| 2015/16      | 44,827            |
| 2016/17      | 7,824             |
| 2017/18      | 296               |
| <b>Total</b> | <b>52,947</b>     |

- 3.4.2 It should be noted that, in instances where no end user has been identified for a development, permission may have been granted for a number of potential uses including A1. Therefore, some of the retail floorspace reported above may be used for other uses including A2, A3, A4, A5, D1 and D2. Similarly it is not always possible to discern whether or not smaller schemes will be operated as comparison or convenience retail and as such the above figures should be considered to be approximate rather than definitive.

#### Indicator PG1/8: Retail Supply Pipeline

| Status                       | Total          |
|------------------------------|----------------|
| Under Construction           | 47,599         |
| Detailed Planning Permission | 43,374         |
| Outline Planning Permission* | 18,232         |
| Other*                       | 171,448        |
| <b>Total</b>                 | <b>280,653</b> |

\*Sites do not include floorspace figures for all proposals. Other includes expired planning permissions where alternative consents have not been sought as of April 2018.

### 3.5 Office

3.5.1 Policy PG1 requires a minimum of 745,000 sq.m gross of office floorspace (2013-2031) in the network of centres primarily focussed on the City Centre. The tables below show the office floorspace completed since 2013 and what is in the supply pipeline.

#### Indicator PG1/9: Office Floorspace Completed

| Year         | Office<br>(B1 (a) only) |                   |
|--------------|-------------------------|-------------------|
|              | Area (Ha)               | Floorspace (sq.m) |
| 2013/14      | 2.82                    | 5,900             |
| 2014/15      | 0.23                    | 700               |
| 2015/16      | 1.06                    | 7,084             |
| 2016/17      | 2.40                    | 8,763             |
| 2017/18      | 0.53                    | 3,815             |
| <b>Total</b> | <b>7.04</b>             | <b>26,262</b>     |

#### Indicator PG1/10: Office Supply Pipeline

| Status                       | Office<br>(B1 (a) only) |                   |
|------------------------------|-------------------------|-------------------|
|                              | Area (Ha)               | Floorspace (sq.m) |
| Under Construction           | 6.96                    | 153,750           |
| Detailed Planning Permission | 18.44                   | 182,730           |
| Outline Planning Permission  | 12.43                   | 348,409           |
| Other*                       | 15.44                   | 148,245           |
| <b>Total</b>                 | <b>53.27</b>            | <b>833,134</b>    |

\*The minimum target of 745,000 sqm gross of office floorspace consists of 700,000 sqm in the City Centre, 20,000 sqm in Sutton Coldfield, 10,000 sqm in Perry Barr, 5,000 sqm at the Meadway and 10,000 sqm in Selly Oak. For the City Centre, sites identified within the Enterprise Zone without planning permission are considered to have the capacity to meet this target. Likewise within Sutton Coldfield and the District Growth Points it is considered that there is potential for development opportunities to come forwards over the plan period to meet these targets. An area figure has not been quoted for this category as detailed proposals are yet to be developed.

#### 4. Progress against the Local Development Scheme (LDS)

- 4.1 The LDS is a three year project plan for the preparation of new planning policy documents. The LDS for this monitoring year ran from 2014 to 2017. A new LDS has recently been agreed by the City Council for 2018-21. Given the transition to a new LDS this section details the progress we are making with our planning policy documents against both the 2014-17 and 2018-21 LDS as appropriate.

##### The Birmingham Development Plan

- 4.2 The Birmingham Development Plan (BDP) sets out a city wide spatial vision and a strategy for the sustainable growth of Birmingham for the period 2011-2031, and will be used to guide decisions on planning, development and regeneration activity over this period.

| Table 1: Birmingham Development Plan |               |   |
|--------------------------------------|---------------|---|
| LDS Milestone                        | LDS Timetable | Progress  |
| Submission                           | June 2014     | Submitted to the Secretary of State for examination June 2014   |
| Adoption                             | March 2015    | The BDP was adopted 10 January 2017 following a 21 month examination period and a 6 month period when the Plan was subject to a Holding Direction imposed by the Government. The Holding Direction was lifted in November 2016. |

##### Development Management Development Plan Document

- 4.3 The Development Management DPD sets out detailed policy criteria against which planning applications will be determined.

| Table 2: Development Management DPD                     |                       |   |   |
|---|-----------------------|---|---|
| LDS Milestone   | LDS 2014-17 Timetable | LDS 2018-21 Timetable   | Progress/Comments   |
| Consultation on preferred options and SA scoping report | August 2014           | June 2018   | Initial consultation undertaken in June- July 2015. Preferred Options consultation delayed due to BDP adoption delay. The Council's Cabinet approved the Preferred Options document for consultation. Consultation to start on 4 February 2019. |
| Publication   | January 2015          | Winter 2018   | Due Summer 2019. Delayed due to BDP.  |
| Submission  | April 2015            | Spring 2019   | Due Autumn 2019.  |
| Adoption  | January 2016          | Dependent on examination timetable set by the Planning Inspectorate | Due early 2020.   |



## Bordesley Park Area Action Plan Development Plan Document

| <b>LDS Milestone</b>              | <b>LDS 2014-17 Timetable</b> | <b>LDS 2018-21 Timetable</b>  | <b>Progress</b>   |
|-----------------------------------|------------------------------|---|---|
| Consultation on preferred options | August 2013                  | July-August 2013  | Consultation undertaken July-August 2013  |
| Publication                       | September 2014               | February 2017   | Delayed due to BDP. Published in February 2017. Consultation undertaken between March and May 2017. |
| Submission                        | January 2015                 | March 2018  | Submitted November 2018   |
| Adoption                          | September 2015               | Dependent on examination timetable set by the Planning Inspectorate | Examination expected early 2019. Adoption dependent on examination timetable.                       |

### Neighbourhood Development Plans

#### Balsall Heath Neighbourhood Development Plan

- 4.4 The Balsall Heath Neighbourhood Development Plan was adopted on 8 November 2015 and forms part of the statutory development plan. The Plan will guide decisions about development in the area through to 2031. Under the 2014 LDS the Balsall Heath Neighbourhood Plan was identified as a Supplementary Planning Document. However, as the document has been developed as a Neighbourhood Development Plan, the original milestones do not apply.

#### Jewellery Quarter Neighbourhood Development Plan

- 4.5 An application was made to designate a Neighbourhood Forum in March 2014. This application was publicised for six weeks and comments were taken into account. The boundary area was amended to include the Crimean War Gardens on Summer Hill Terrace. The Jewellery Quarter Development Trust Neighbourhood Planning Forum (JQDTNPF) was formally designated by the Council and is currently preparing a Neighbourhood Development Plan document.

#### Perry Barr Neighbourhood Planning

- 4.6 A community group in Perry Barr, known as the Beeches, Booths and Barr (3B's) Neighbourhood Forum, are preparing a Neighbourhood Plan (NP) for the majority of the Ward. In 2017 the Neighbourhood Area to which the NP will relate was designated by the Council, along with the Neighbourhood Forum as the relevant body to prepare the document. To date, the Forum has been collecting information and engaging with the

community in the area to understand the issues and opportunities to address in the Neighbourhood Plan. Further consultation is expected in 2019.

### **Development Plan policies not being implemented**

- 4.7 When the BDP was adopted the majority of the saved policies in the UDP (2005) were deleted because they were replaced by the policies in the BDP. Those UDP policies not deleted are contained within Chapter 8 and paragraphs 3.14 to 3.14D which will remain in force until the adoption of the Development Management DPD. The BDP also replaced Policy ED1 of the adopted Aston, Newtown and Lozells Area Action Plan (adopted July 2012).

## **5. Duty to cooperate**

- 5.1 The Localism Act sets out the legislative basis for local authorities and other public bodies to have the 'Duty to Co-operate' in the preparation of planning documents. The Duty is to 'engage constructively, actively and on an ongoing basis' over matters that would have a significant impact on at least two planning areas, or in connection with infrastructure that is strategic.
- 5.2 The City Council has sought from an early stage to address the Duty to Co-operate in a proactive and collaborative fashion working closely with neighbouring areas and building on the strong history of strategic planning in the West Midlands. Duty to Co-operate discussions have focused on a variety of issues including housing provision, transportation, employment land, minerals and waste management.
- 5.3 A Duty to Cooperate Statement (October 2013, updated June 2014) was submitted as part of the evidence to the BDP Examination<sup>1</sup>. The statement explains the City Council's approach to the Duty to Cooperate and sets out the steps taken in relation to the Duty during the preparation of the BDP.
- 5.4 The ways in which the City Council has and continues to undertake the Duty to Co-operate are summarised as:
- Working with neighbouring authorities in relation to the production and implementation of the Birmingham Development Plan. This also includes reciprocal actions in working with neighbouring authorities in the production of their development plans.
  - Working with neighbouring authorities in relation to tackling the housing shortfall across the West Midlands.
  - Working across local authority boundaries through a variety of working groups and partnerships.
  - Working collaboratively with the other prescribed bodies.
- 5.5 The adoption of the Birmingham Development Plan confirms the city's Objectively Assessed Need (OAN) for housing as 89,000 dwellings (2011-31). The Plan will provide for 51,100 homes, which is the amount of new housing that can be realistically delivered in Birmingham over the plan period despite the Council seeking to maximise supply within the urban area and removing land for 6,000 homes from the Green Belt. This is 37,900

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<sup>1</sup> [https://www.birmingham.gov.uk/directory\\_record/469/duty\\_to\\_cooperate](https://www.birmingham.gov.uk/directory_record/469/duty_to_cooperate)

- dwellings less than the objectively assessed requirement on which the BDP is based and means that it will be necessary for some provision for new housing to meet Birmingham's needs to be made outside Birmingham's boundary through the Duty to Cooperate.
- 5.6 The BDP Inspector endorsed Birmingham's approach to the Duty to Cooperate and the process being followed in order to arrive at an agreed distribution of the shortfall to other authorities in the Housing Market Area (HMA). The City Council continues to work collaboratively with the other authorities in the HMA to build on the three phase Strategic Housing Needs study which was produced by Peter Brett Associates. In February 2017, the HMA authorities commissioned a Strategic Growth Study to identify more specific options and broad locations for addressing the shortfall, which can be delivered by the market. The study was published in February 2018.
- 5.7 The study updates the existing PBA work based on more up to date official data and extends the time horizon to 2036 providing a baseline for testing against the methodology. It is accompanied by a higher growth baseline, drawn from the West Midlands Combined Authority's Strategic Economic Plan. Land supply estimates within the HMA have been updated taking account of recent completions, planning permissions and plan allocations and their status. Windfall assumptions have also been reviewed along with density policies as prescribed by the Housing White Paper. Consideration has been given to sites outside of the Green Belt, which have not previously been formally considered or identified as deliverable / developable. The study includes a Strategic Green Belt Assessment based on the five purposes of the Green Belt set out in the National Planning Policy Framework. Only strategic level constraints have been applied thus providing a context for more localised analysis. Locations have been interrogated through high level assessment of their sustainability and landscape capacity. Broad areas of search have been identified along with high level estimates of capacity for further testing. The final strand of the study considers the extent to which strategic development can be delivered, including a high level approach to development costs and infrastructure provision and taking account of available funding programmes. This also examines market capacity, which reflects existing local plan requirements and the ability of different authorities / sub market areas to deliver higher levels of growth. This exercise dovetails with the potential physical capacity identified through the Strategic Green Belt Assessment and identification of other broad locations not covered by Green Belt policy.
- 5.8 For the avoidance of doubt, this is a technical study and does not infer that a spatial plan will be prepared to distribute housing growth around the HMA, nor does it identify strategic land releases. It provides a framework for individual or joint local plans (e.g. the Black Country) to be reviewed within the context of the wider housing shortfall.
- 5.9 The 14 HMA authorities have also prepared a common position statement on HMA housing need and housing land supply position.  
[https://www.birmingham.gov.uk/directory/13/land\\_use\\_information/category/57](https://www.birmingham.gov.uk/directory/13/land_use_information/category/57)
- 5.10 Finally, a HMA officer working group has been established to monitor housing requirements, supply and delivery and to enable adjustments to be made at the HMA level. All HMA authorities are actively involved in this process. The group meets approximately every 2-3 months and continues to identify current housing requirements and possible achievable solutions to deliver the levels of housing required.

## 6. Community Infrastructure Levy

- 6.1 Community Infrastructure Levy (CIL) is a charge on new buildings to ensure certain types of new development contribute to infrastructure needed to support that development. The infrastructure will support the growth aspirations outlined in the BDP and could include new schools, roads, parks and public transport improvements. Following approval by Full Council in September 2015, Birmingham City Council commenced charging CIL on 4<sup>th</sup> January 2016. The table below shows the CIL money received and expenditure.

| <b>Table 14: CIL Receipts</b> |                   |
|-------------------------------|-------------------|
| <b>CIL Receipts 2017/18</b>   | <b>Amount (£)</b> |
| Cash                          | £2,207,929.60     |

| <b>Table 15: CIL Expenditure</b>   |                    |
|--|--------------------|
| <b>CIL Expenditure 2017/18</b>   | <b>Amount (£)</b>  |
| Expenditure on infrastructure  | £0                 |
| Amount of CIL applied to repay money borrowed                            | £0                 |
| Amount of CIL applied to administrative expenditure (5% of CIL Receipts) | £110,396.48        |
| Amount of CIL passed to Town/Parish Councils                             | £16,969.61         |
| Amount of CIL passed to Neighbourhood Plan areas                         | 0                  |
| <b>TOTAL</b>   | <b>£127,366.09</b> |