



Leeds
CITY COUNCIL

Public Document Pack

DEVELOPMENT PLAN PANEL

Meeting to be held in Civic Hall, Leeds on
Tuesday, 7th November, 2006
at 1.30 pm

MEMBERSHIP

Councillors

D Blackburn	B Cleasby	T Leadley
J Blake	D Congreve	J Procter
A Carter (Chair)	R Harker	N Taggart

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A G E N D A

Item No	Ward	Item Not Open		Page No
1			<p>APPEALS AGAINST REFUSAL OF INSPECTION OF DOCUMENTS</p> <p>To consider any appeals in accordance with Procedure Rule 25 of the Access to Information Rules (in the event of an Appeal the press and public will be excluded)</p>	
2			<p>EXCLUSION OF THE PUBLIC</p> <p>To identify items where resolutions may be moved to exclude the public.</p>	
3			<p>LATE ITEMS</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>DECLARATION OF INTERESTS</p> <p>To declare any personal / prejudicial interests for the purpose of Section 81(3) of the Local Government Act 2000 and paragraphs 8 to 13 of the Members' Code of Conduct.</p>	
5			<p>APOLOGIES FOR ABSENCE</p>	
6			<p>MINUTES</p> <p>To approve the minutes from the Development Plan Panel meeting held on 15th August 2006</p> <p>(minutes attached)</p>	1 - 4

Item No	Ward	Item Not Open		Page No
7	All Wards		<p data-bbox="676 181 1289 248">LOCAL DEVELOPMENT FRAMEWORK - ANNUAL MONITORING REPORT 2006</p> <p data-bbox="676 293 1394 360">To consider the draft Annual Monitoring Report for 2006</p> <p data-bbox="676 405 916 439">(report attached)</p>	5 - 38
8	All Wards		<p data-bbox="676 544 1289 611">LOCAL DEVELOPMENT FRAMEWORK - UPDATE AND PROGRESS REPORT</p> <p data-bbox="676 656 1410 835">To consider a report by the Director of Development providing a brief overview of the stages which have been reached in the preparation of the documents which will comprise the Local Development Framework (LDF)</p> <p data-bbox="676 880 916 913">(report attached)</p>	39 - 46
9			<p data-bbox="676 1014 1185 1048">ANY OTHER URGENT BUSINESS</p>	
10			<p data-bbox="676 1126 1233 1160">DATE AND TIME OF NEXT MEETING</p> <p data-bbox="676 1193 1406 1261">Tuesday 5th December 2006 at 1.30pm in the Civic Hall</p>	

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Development Plan Panel

Tuesday, 15th August, 2006

PRESENT: Councillor A Carter in the Chair

Councillors D Blackburn, B Cleasby,
D Congreve, R Harker, T Leadley and
N Taggart

12 Chair's opening remarks

The Chair welcomed Brian Pearson to the meeting and explained he had been recently appointed to the Planning and Economic Policy section of the Development Department

13 Declaration of Interests

The following Members declared personal/prejudicial interests for the purpose of Section 81(3) of the Local Government Act 2000 and paragraphs 8 to 13 of the Members Code of Conduct

Councillor Carter and Councillor Blackburn– declared personal interests in item 7 'West Leeds Gateway AAP – Issues and Alternative Options' through being members of the West Leeds Regeneration Board which had been consulted on the proposals (Minute 16 refers)

Councillor Congreve – declared a personal interest in item 7 'West Leeds Gateway AAP – Issues and Alternative Options' as a close family member lived within the boundary of the Area Action Plan (AAP) – (Minute 16 refers)

14 Apologies for Absence

Apologies for absence were received from Councillor Blake and Councillor Procter

15 Minutes

RESOLVED – That the minutes of the Development Plan Panel meeting held on 18th July 2006 be approved as a correct record

16 West Leeds Gateway Area Action Plan - Issues and Alternative Options

The Panel considered a report by the Director of Development setting out an Issues and Options paper for the regeneration of the West Leeds Gateway Area Action Plan (WLGAAAP) prior to undertaking informal (Regulation 25) consultation with local communities and stakeholders. Appended to the report was a list of consultees and a programme for the public consultation. Larger scale copies of the plans which were included with the agenda were tabled for Members' consideration

Members were advised that parts of West Leeds were beginning to display problems similar to those found elsewhere in the most deprived parts of the city. To address this three options had been drawn up, each with differing levels of intervention, and it was these options which would form the basis of the informal consultation

It was intended that the Regulation 25 consultation would commence in late September and that officers were aiming to ensure maximum input by the whole community in the West Leeds area. The results of the consultation would be presented to the Panel, together with the preferred option (s), for the Area Action Plan which would then form the basis of the formal, Regulation 26 consultation early in 2007

Members were advised that the scheme would need to be led by partnerships with the private sector as there was no single amount of regeneration funding set aside for this work. Members were also informed that the Council was in a strong position to influence regeneration work owing to its land ownership

Members commented on the following matters:

- the importance of consulting widely to gain comments from those people who are not part of established groups and who may not usually engage with the planning process
- the need to consider the locations for events to ensure they were held locally and in the most appropriate area for the issue being discussed
- that the consultation process should address the concerns some residents have about the future direction of their area
- that Education Leeds should be consulted as there were plans to develop a new school on the Swallow Hill site
- that the scheme should benefit local people
- that the references to the amount and location of Council owned land in the area should be clarified
- that consideration should be given to defining the Public Rights of Way in the area and the importance of linkages into the wider area, eg West Leeds Country Park
- that the possibility of using Section 106 funds to improve footpaths, including better lighting should be considered to encourage their use and improve safety in parks and other open spaces
- the possibility for a railway station - particularly in view of the the substantial number of people who live in the area adjoining the lines - should be investigated with Metro and Network Rail, as this would bring significant benefits to the local community, in terms of better transport and greater employment opportunities

Officers responded and provided the following information:

- in relation to consultation, it was recognised this needed to be as broad as possible and that officers had been working with the West Area Management Team to help achieve this. It was also the intention to provide people with greater detail about how their area could be reconfigured to help focus the dialogue
- regarding footpaths, much of the greenspace within the identified area was owned by the Armley Common Land Trust, and that negotiations regarding any improvements would need to be with that group
- In its wider context the proposals were also aimed at providing safe streets and better pedestrian access in an area where more people walked to shops, services and employment than in other parts of Leeds. There would also be the opportunities to key into the Renaissance areas of Kirkstall Valley so good connections were needed
- regarding a rail halt at Armley, the Strategic Rail Authority ten-

year plan had identified this as a long-term priority. Members were informed that officers were not confident this could be delivered, but would continue their dialogue with Railtrack and Metro on this matter

RESOLVED –

(i) To note the report and the Issues and Options consultation paper as set out in Appendix 3 of the submitted report

(ii) That Members' comments be noted and that the consultation paper be used for the Regulation 25, informal stage of public consultation, with a report on that process being brought to a future Panel meeting

17 Date and time of next meeting

Tuesday 12th September at 1.30pm in the Civic Hall

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Originator: Peter Shilson

Tel: 24 78122

Report of the Director of Development

Development Plan Panel

Date: 7 November 2006

Subject: Leeds Development Framework : Annual Monitoring Report 2006

Electoral Wards Affected:

All

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

Executive Summary

1. Attached to this report is a draft of this year's LDF Annual Monitoring Report, for information.
2. This report also draws attention to two issues that continue to affect the content of the Leeds AMR - the length of time that Local Authorities are needing to adapt and extend their efforts to support the new LDF approach to policy monitoring and the steps that are being made to increase the resources devoted to LDF monitoring in Leeds.

1.0 Purpose Of This Report

- 1.1 Monitoring of the LDF is a statutory requirement under Section 35, Planning and Compulsory Purchase Act 2004. Each year an Annual Monitoring Report (AMR) has to be submitted to DCLG. This report includes a draft of this year's submission for Members' information. This is very much work in progress and several sections have yet to be drafted or completed.
- 1.2 A final draft will be tabled at the December meeting of this Panel. Scrutiny Board have asked for it to be tabled at its 19th December meeting.

2.0 Background Information

- 2.1 The purpose of AMRs is to report on both the performance of specific planning policies and a summary of progress against milestones set out for the preparation of Local Development Documents identified as part of the Local Development Scheme. Following this, Government advice promotes the need for local authorities to review planning policies through the LDF process where appropriate. Within this context and with regard to the LDS, where adjustments needed to be made to update, delete or inject Local Development Documents as part of the overall programme, these needed to be incorporated into an updated LDS for submission to the Secretary of State by 31 March 2006.
- 2.2 Within the context of the LDF Regulations and Government Guidance, the reporting period for this second AMR covers the period 1 April 2005 – 31 March 2006 for planning policy issues and the progress update on the Local Development Scheme is the position at December 2006.

3.0 Main Issues

- 3.1 There are two main issues that affect the production of monitoring reports in Leeds. Firstly, the new development plan system includes a detailed monitoring requirement linked to policies that are framed in a way that their performance can be checked. The consequent development and incorporation of monitoring routines into all new development plan documents will prove complex and will place many demands on both the plan drafting process and the back-office systems that will be needed to support policy monitoring. Work on this issue has started but will take some time to bear fruit.
- 3.2 Secondly, provision of adequate monitoring resources will be an issue. Restructuring of the Data Team in the Department is nearly complete. This will provide an additional 2 fte technicians principally to support the LDF monitoring effort. These extra staff, together with a redefinition of the way in which policy development work is organised should be adequate for the foreseeable future. Links with the Transport Policy Division and the appropriate section of Neighbourhoods and Housing will also strengthen the monitoring resource available.

4.0 Implications For Council Policy And Governance

- 4.1 There are no implications for Council policy and governance.

5.0 Legal And Resource Implications

- 5.1 There are no legal implications stemming from this year's AMR provided it is submitted to DCLG by 31st December.
- 5.2 As LDF work progresses the AMR will present an executive summary of the monitoring carried out on LDF policies. The AMR is an integral part of the new LDF process and is intended to bring to the Council's attention monitoring information that may indicate that certain planning policies may need revision, as well as providing assurance that implementation of other policies is 'on track'.
- 5.3 There are no staff resource implications in addition to those set out in para. 3.2. Any IT or data costs identified as LDF work progresses will, wherever possible, be supported from within existing provision (the approved LDF budget).

6.0 Conclusions

- 6.1 This report has outlined the scope and content of the Local Development Framework Annual Monitoring Report and identified issues relating to supporting the monitoring process. The attached draft AMR for 2006 shows what is emerging at present and proposed improvements to the monitoring system.

7.0 Recommendations

- 7.1 This report is presented for information.
- 7.2 Members are invited to note the contents of the draft LDF Annual Monitoring Report for 2006.

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**LEEDS LOCAL DEVELOPMENT FRAMEWORK
ANNUAL MONITORING REPORT
DECEMBER 2006**

DRAFT

CONTENTS

	Page
1 Introduction	
2 The Leeds Policy Context	
3 The Local Development Scheme	
4 Monitoring Information	
5 Developing the Monitoring System	
Appendix - Key Indicators	

1 Introduction

1.0.1 This report is the second of an annual series of reports monitoring the Leeds Local Development Framework (LDF). It describes progress in starting work on the new LDF, presents monitoring data for the year from 1 April 2005 to 31 March 2006 and details ways in which the City Council's monitoring work is being developed. Annual Monitoring Reports (AMRs) will always report on events during the preceding Local Government Year and will be published at the end of December each year.

1.1 *Monitoring Context*

1.1.1 The Planning & Compulsory Purchase Act 2004 set the framework for the modernisation of planning in the UK as part of a "plan led" system. The Act and other supporting legislation place expectations on local authorities to plan for sustainable communities. As part of the new system, Local Development Frameworks and Regional Spatial Strategies (RSS) will replace the existing system of Unitary Development Plans and Regional Planning Guidance. At a local (Leeds MD) level the Local Development Framework will provide the spatial planning framework for the use of land within the city and a key mechanism to deliver the spatial objectives of the Community Strategy (Vision for Leeds).

1.1.2 A key task for the City Council under the new planning system is the preparation of a Local Development Scheme (LDS)¹. This sets out a three - year programme with milestones for the preparation of Local Development Documents - documents which together will comprise the Local Development Framework. The LDS and its work programme will be reviewed each year and the three - year programme will be rolled forward. Thus at any given time the LDF will consist of an integrated 'portfolio' of policy documents of different ages.

1.1.3 There is also a requirement to publish an annual report monitoring both progress on the Scheme and the performance of policies. The Regional Assembly (RA) is also required to produce an AMR and this includes coordinated information from the region's planning authorities. The RA's AMR is published at the end of February each year.

1.2 *The Annual Monitoring Report*

1.2.1 The Government has produced a guide on LDF monitoring². This covers monitoring in its widest context - monitoring implementation of the Local Development Scheme, Local Development Orders and Simplified Planning Zone schemes, which will also form part of that framework. Monitoring is

¹ Leeds Local Development Scheme, June 2005 <http://www.leeds.gov.uk/>, then Living and Planning links

² Local Development Framework Monitoring: A Good Practice Guide, DCLG, March 2005, http://www.DCLG.gov.uk/embedded_object.asp?id=1143906

becoming an increasingly important aspect of “evidence based” policy making. In the past, monitoring has been regarded as an ‘error-correcting’ mechanism to bring land use plans back on track by addressing negative feedback.

1.2.2 Within the current planning context it is noted that "Monitoring is essential to establish what is happening now, what may happen in the future and then compare these trends against existing policies and targets to determine what needs to be done. Monitoring helps to address questions like:

- are policies achieving their objectives and in particular are they delivering sustainable development?
- have policies had unintended consequences?
- are the assumptions and objectives behind policies still relevant?
- are the targets being achieved?"

1.2.3 In addition "It represents a crucial feedback loop within the cyclical process of policy-making. ... In the context of the new planning system, with its focus on delivery of sustainable development and sustainable communities, monitoring takes on an added importance in providing a check on whether those aims are being achieved. ... The ability to produce various local development documents, as opposed to one local plan document, allows authorities to respond quickly to changing priorities for development in their areas. Monitoring will play a critical part in identifying these. That is why part of the test of soundness of a development plan document is whether there are clear mechanisms for implementation and monitoring.

1.2.4 "In view of the importance of monitoring, Section 35 of the Planning and Compulsory Purchase Act 2004 (“the Act”) requires every local planning authority to make an annual report to the Secretary of State containing information on the implementation of the local development scheme and the extent to which the policies set out in local development documents are being achieved. Further details of this requirement are set out in [Regulations]³. " Good Practice Guide paras. 1.1-1.3

1.2.5 The Department for Communities and Local Government (DCLG), formerly the Office of the Deputy Prime Minister (ODPM), acknowledge that the first AMRs will not be able to cover everything set out in the Guide. "If authorities experience difficulties meeting the requirements of the Act and Regulations in terms of their first annual monitoring reports, they will need to present as full as an analysis as possible whilst setting out clearly what the problems are and how they will be overcome in the next report in December 2006." Guide para.3.16

1.2.6 The current document is the second AMR. It covers a transitional period between the UDP and LDF systems. It is limited in scope for two reasons:

³ Town and Country Planning (Local Development) (England) Regulations 2004, Regulation 48, SI 2004 No. 2204 <http://www.opsi.gov.uk/si/si2004/20042204.htm>

- There are currently no LDF policies and the policy context monitored consists of the saved UDP policies. These policies are listed in the Local Development Scheme but not many are specifically monitored.
- While some monitoring has been undertaken over the last few years this has concentrated on certain key areas, principally relating to the major land demands for housing and employment. With available resources it has not been practical to put into place comprehensive monitoring of the wide range of UDP policies.

1.2.7 However, the Council's computing environment is undergoing considerable change. This has produced a new system for processing planning and Building Regulation applications (key sources of monitoring information) and enhanced Geographic Information System capabilities are being developed that should bear fruit in future years. It is intended to develop the Council's monitoring capability to take advantage of these improvements and in parallel with development of the first LDF policies. These developments are described in more detail in Section 5.

1.2.8 The remainder of this report covers:

2. **the Leeds policy context** - a summary of the broader planning framework within which policy monitoring will be done.
3. **the Local Development Scheme** - a review of progress against the milestones in the Scheme and suggested amendments.
4. **monitoring information** relating to 2005 / 6 concentrating, wherever possible, on the DCLG and Regional Assembly key indicators.
5. **future directions for monitoring** - a description of how it is proposed to develop the LDF monitoring capability within Leeds to best serve the new development plan system. Reference is also made to ongoing technical work that will underpin policy development and monitoring.
6. **key indicator data** - an appendix containing, for convenience, the indicator data required by DCLG and the Regional Assembly.

2 The Leeds Policy Context

2.1 *The Wider Region*

2.1.1 There is growing recognition that Yorkshire and Humberside's longer term economic prosperity and sustainable development is best achieved in working with a range of partners at a regional level. The concept of the "Leeds city-region" is therefore being developed, consisting of Leeds, Bradford, Calderdale, Kirklees, Wakefield, Barnsley, Craven, Harrogate, Selby and York. This idea is also emerging as part of the preparation of the new Regional Spatial Strategy, which identifies a series of 'sub' areas across the region, including the Leeds city-region.

2.1.2 The Leeds city-region has the potential to develop relatively quickly into a competitive city region, competing successfully with other European cities and contributing to improved economic performance. Stakeholders in the

city region are now starting to recognise the advantages of closer co-operation in promoting transport improvements, higher education collaboration and in financial and professional services. Leeds needs to work collaboratively with other city regions, particularly Manchester, to ensure that the north of England realises its full potential.

2.2 The Vision for Leeds

2.2.1 In providing a framework to address the above issues and opportunities, the Vision for Leeds (Community Strategy)⁴, provides a vision for improving the social, economic and environmental well-being across the city. Following a period of extensive public involvement and engagement the *Vision for Leeds 2004 - 2020* has been adopted, prepared by the Leeds Initiative - the Local Strategic Partnership for Leeds. The purpose of the Vision for Leeds is to guide the work of all the Leeds Initiative partners to make sure that the longer term aims for the city can be achieved.

2.2.2 The Vision has the following aims:

- Going up a league as a city
- Narrowing the gap between the most disadvantaged people and communities and the rest of the city
- Developing Leeds' role as the regional capital

2.3 The Leeds Unitary Development Plan

2.3.1 The City Council's Unitary Development Plan (UDP) was adopted 1 August 2001. Anticipating the need to prepare Local Development Frameworks and within the context of changes to national planning policy the City Council embarked upon an early and selective review of the Adopted UDP. Following public consultation and consideration of representations received, a UDP Review Public Inquiry was held between July 2004 and June 2005. The Inspector's Report into the Inquiry was subsequently received on 23 November 2005.

2.3.2 The Council considered the Inspector's report, including the Proposed Modifications resulting from his recommendations, in a series of meetings of the Development Plan Panel between December 2005 and February 2006. The Panel's recommendations were subsequently approved by the Executive Board on 17 February 2006.

2.3.3 The Proposed Modifications to the Plan were placed on deposit between 27 February 2006 and 10 April. Following this, the City Council concluded that the nature of the representations received did not give rise to the need for further modifications to be received or for a second Public Enquiry. The Plan was subsequently adopted at a full Council meeting on 19 July 2006.

⁴ <http://www.leeds.gov.uk/planning> (see Corporate & Regional Strategies folder)

3 The Local Development Scheme

- 3.1 As highlighted in the LDS, the priorities for action are intended to complement, support and take forward the city's identified strategic priorities. These include providing expression to the spatial planning aspects of the Community Strategy (Vision for Leeds II) and key objectives in relation to regeneration and renaissance issues. Within this context also, the LDS emphasises the need for the Development Plan system in Leeds to provide a continuity of planning policy whilst developing new policy approaches to deal with current and emerging issues. This is reflected in the schedule of UDP saved policies. In the preparation of the LDF, it was initially anticipated that adopted UDP policies would be saved for three years. A consequence of this a review the schedule of saved policies has been initiated, with a view to saving specific policies beyond the initial three year period – subject to the production timetable for Development Plan Documents. Consequently, the City Council intends to submit an updated LDS to the Secretary of State by 31 March 2006.

Reporting Period 1 April 2005 – 31 March 2006

- 3.2 Following preparation of the City Council's initial Local Development Scheme, a revised Scheme was agreed with the Secretary of State, which became formally operational from 1 June 2005. Progress against the milestones and work programme set out in this revised Scheme was subsequently reported as part of the December 2005 AMR. Whilst the December AMR reported that LDS programme was moving forward positively (para. 3.5), it was noted that following further advice from the Government Office for Yorkshire & the Humber (GOYH) that it would be necessary to update the LDS for submission to the Secretary of State by 31 March 2006. This was necessary in order to adjust production timetables for a number of Local Development Documents to

- make them more deliverable to reflect the need to complete further work and consultation on initial Area Action Plan Options and
- to take into account the slippage in the production of the draft Regional Spatial Strategy and the knock on implications for the preparation of the Core Strategy.

Adjustments were also necessary to the production timetable for outstanding SPDs, to take into account resourcing and capacity issues.

- 3.3 Within this context, an updated LDS was considered by the City Council's Development Plan Panel and Executive Board and subsequently resubmitted to the Secretary of State in March 2006.
- 3.4 A major Development Planning commitment during this reporting period has been the progression of the UDP Review process, whilst working in parallel to work on a range of Local Development Documents. The UDP Review Public Inquiry formally closed in June 2005 and following receipt and

- analysis of the Inspectors Report of November 2005, UDP Review Modifications were published for formal public consultation (27 February – 10 April 2006). The Plan was subsequently adopted at a full Council meeting on 19 July 2006 (re. 2.3.3).
- 3.5 Several strands of work are underway to take the LDS programme forward. Progress during the current reporting period can be summarised as follows.
- 3.6 Consistent with the LDS milestones a draft **Statement of Community Involvement** has been prepared following early engagement work during June / July 2005 and was subject to formal 6 week consultation from 7 November – 16 December 2005. A further revised draft SCI was prepared for submission to the Secretary of State (April 2006).
- 3.7 Following extensive pre-production work, initial issues and options reports have been prepared for consultation and engagement for the **City Centre, Aire Valley Leeds, and East & South East Leeds (EASEL) Area Action Plans**. Within this context a programme of consultation events for each AAP has been prepared and ongoing delivery of these has taken place within the reporting period, with further Regulation 25 consultation work scheduled to continue after 31 March 2006.
- 3.8 With regard to the **West Leeds Gateway Area Action Plan**, pre-production work on an emerging regeneration framework (commissioned by Area Management, Neighbourhoods & Housing Dept.) has continued, with a view to undertake Regulation 25 consultation in Autumn 2006.
- 3.9 Preproduction work has been completed or is underway across Supplementary Planning Documents identified in the LDS programme although there has been slippage in some areas due to technical and resourcing issues. The **Eastgate and Harewood Quarter SPD** was been adopted by the City Council following approval by Executive Board in October 2005. The **Biodiversity & Waterfront Development and City Centre Public Realm Contributions SPDs** were prepared and were subject to formal consultation 26 January – 9 March 2006. A draft **“Designing for Community Safety – A Residential Guide” SPD** has also been prepared (for consultation in May 2006) and a draft **Advertising Design Guide** for consultation in summer 2006. Technical work is under way in the preparation of the **Householder Design Guide, Highways Design Guide** and **Public Transport Improvements – Developer Contributions SPDs**.
- 3.10 Associated with the preparation of Local Development Documents has been the continued development of the Sustainability Appraisal methodology to support the preparation of the various planning documents through the different production stages.
- 3.11 In the continued development of the LDF evidence base, a Leeds Employment Land Review has been undertaken and was completed in March 2006. Work is also underway to commission two key pieces of work (post March 2006). These are a district wide Strategic Flood Risk Assessment and a Housing Market Assessment.

- 3.12 In setting a context for the Leeds LDF, work has continued to seek to influence the scope and content of the emerging Regional Spatial Strategy (RSS), as a basis to manage and anticipate the policy implications for Leeds. Within this context, the City Council made formal representations to the draft RSS (published for consultation in December 2005) and will continue to participate in the development of the RSS including participation in the Examination in Public which took place in September and October 2006.

Reporting Period 1 April 2006 – 31 March 2007

- 3.13 Looking ahead to the next AMR reporting period (1 April 2006 – 31 March 2007) are a number of challenges and opportunities for the Leeds LDF. These include:

- The need to conclude the UDP Review process to final Adoption,
- The need to continue to 'bed down' the new LDF in terms of both the City Council and wider stakeholders in order to gain greater familiarity with the operation of the new system,
- To continue to work closely with the Government Office for Yorkshire & the Humber (GOYH) to take the LDF process forward in Leeds,
- The need to continue to integrate Development Plan and regeneration work, where appropriate and where this adds value,
- The need to progress Area Action Plans through the Preferred Options stages and initial 'issues and options' for the Core Strategy,
- To continue to progress the programme of Supplementary Planning Documents,
- To continue to participate in the preparation of the Regional Spatial Strategy, including the scheduled Examination in Public,
- To continue to project and project manage resources to deliver the LDS work programme and evidence base,
- To continue to develop the systems and processes to support the LDF and the monitoring requirements of the AMR,
- To continue to monitor progress against milestones and to adjustments where appropriate.

4 Monitoring Information

- 4.0.1 This section sets out information available from what is being monitored currently. This year's AMR concentrates on material required by DCLG and the Regional Assembly. Although some of it is discussed in this part of the report for convenience the required information is also grouped in the Appendix. For many of these topics / indicators either no information or incomplete counts exist. The monitoring work programme over the next year or so will have to address this.

- 4.0.2 This part of the AMR will be expanded each year as LDF policies and their related monitoring sources are developed. It is intended that the monitoring range will be expanded to include matters of local interest reflected in LDF policies. There are, however, three concerns that affect the way in which this monitor will develop.
- 4.0.3 Firstly, the usability of data on any particular topic sent to the Regional Assembly and DCLG depends a lot on whether or not all authorities make returns or whether returns are made using consistent definitions. This is proving difficult at present and it may take some years for practices to converge.
- 4.0.4 Secondly, the Good Practice Guide points out that there can be adverse effects from supporting too many indicators, often leading to information overload and confusion. The Guide recommends that initial monitoring frameworks should have a maximum of 50 indicators. The combined requirement of the Regional Assembly and DCLG this year is 39 indicators and other items of information. During development of the LDF the number and range of indicators will have to be closely watched although an arbitrary limit of 50 will not be used.
- 4.0.5 Thirdly, it is felt that some of the national indicators are not as well framed as they might be. While it is the intention to try to produce information for each of these indicators the issue of redrafting a few of them will be taken up at regional and national level. The nature of policy development and monitoring requirements is dynamic and, therefore, DCLG will update their guidance on a regular basis. The first update was published in October 2005.⁵ This included definitional changes to indicators in the Business Development, Transport and Local Services categories.
- 4.0.6 Topics covered in this AMR include:
- housebuilding performance
 - the supply of employment land
 - the monitoring of changes in retail, office and leisure developments in Leeds as a whole and in the City Centre and town centres, together with vacancy rates
 - transport - measuring the accessibility of new residential developments to a range of facilities and the level of compliance with car parking standards in non-residential developments
 - various aspects of green space provision
 - various matters relating to mineral aggregate production, waste management and other environmental concerns

⁵

http://www.DCLG.gov.uk/stellent/groups/DCLG_planning/documents/page/DCLG_plan_609973.pdf

4.0.7 There are other documents that include information which helps monitor the development of Leeds, chiefly the City Centre Audit⁶, the Leeds Economy Handbook⁷ and the Local Transport Plan⁸. The relationship of these to the LDF monitoring effort will evolve and be tightened as work on the LDF develops. Different production objectives mean that it is not practical to incorporate them entirely into the AMR. To do so would also make the AMR unwieldy and less focused. In future years it will prove useful to partially merge or cross-link these reports.

4.1 Housing Trajectory

4.1.1 The core housing indicators are summarised in the Appendix.

4.1.2 The housing requirement for Leeds is set in the Regional Spatial Strategy (RSS) for Yorkshire & the Humber. RSS currently requires the completion of 1930 dwellings a year in Leeds over the period 1998-2016. This is a gross figure, which includes an allowance for the replacement of an unspecified number of dwellings assumed to be cleared. As such, it is not directly comparable with the net housing figures reported here, although it clearly overstates the net housebuilding performance required.

4.1.3 Draft proposals to review RSS were published in December 2005 and were subject to Public Examination in September 2006. The review proposes a net housing target of 2260 dwellings a year in Leeds over the period 2004-16. Although not yet policy and subject to change, this target is also used here to assess performance.

4.1.4 Over the last 5 years, output has exceeded the current RSS requirement by 49% gross and 30% net, and in 2005-6 these surpluses rose to 91% and 78% respectively. The draft RSS Review net housing target has also been surpassed, by 11% over the last 5 years and by 52% in 2005-6.

4.1.5 This over supply is the result partly of a boom in planning consents following the revision of PPG3 in March 2000. This introduced a virtual presumption in favour of housing development on most brownfield sites and has brought sites onto the local housing land market in unprecedented quantities. Combined with strong demand and a concentration on the bulk development of flats, this has led to substantial increases in output.

4.1.6 Future housebuilding will be managed initially in the context of the Unitary Development Plan Review, adopted in August 2006. This Plan proposes to meet housing requirements for as long as possible from brownfield windfall sites brought forward by developers, together with a package of allocations identified for release in the first phase of the plan. Further allocations (phases 2 and 3) are held in reserve for release if and when the supply from other sources becomes deficient. The actual dates of release of these

⁶ <http://www.leeds.gov.uk/planning> (see Economic Information folder)

⁷ <http://www.leeds.gov.uk/planning> (see Economic Information folder)

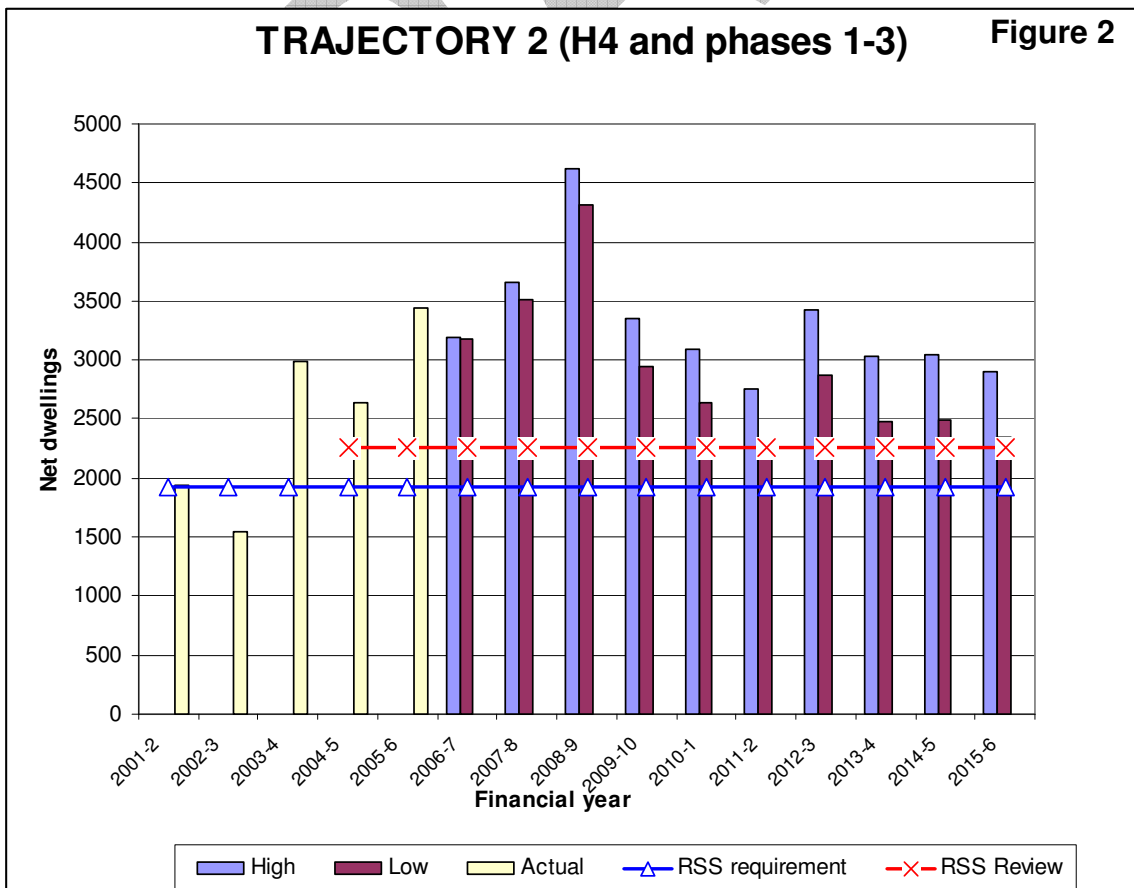
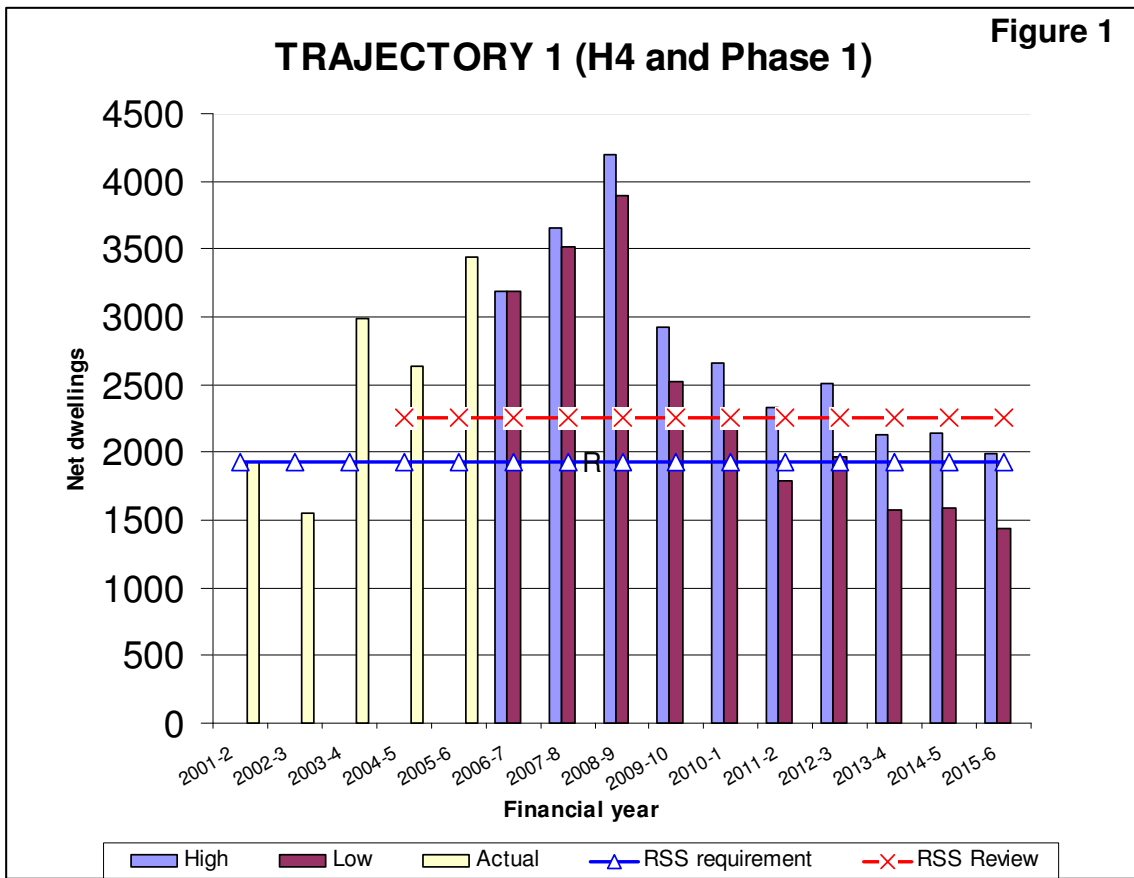
⁸ West Yorkshire Local Transport Plan 1: Annual Progress Report 2004/5, July 2005 (<http://www.wyltp.com/>)

phases will be determined by criteria defined in the plan, and cannot at present be predicted.

- 4.1.7 This uncertainty makes it difficult to construct a housing trajectory, as this requires events to be given precise timings. This difficulty has been dealt with by preparing two trajectories, one assuming that housebuilding is determined by windfall and phase 1 allocations alone, and the second assuming additionally that phase 2 allocations are released in 2008-12 and phase 3 allocations in 2012-16. These release dates are arbitrary assumptions, but show the maximum output possible under present policies.
- 4.1.8 Both trajectories also assume that windfall will continue at levels related to past trends. A range of windfall output is assumed, the upper limit based on continuation of the higher windfall rates since mid 2000, and the lower on the long-term average since 1991. More details about these and other assumptions are given in the Housing Land Monitor for 31 March 2006. Both trajectories also assume that clearance will continue at the average annual rate for the 5 years 2001 - 6.
- 4.1.9 Trajectory 1 suggests that windfall and phase 1 allocations could be sufficient to meet the existing RSS requirement (1930 pa) until about 2012 - 3, but might start to fall short of the Review figure (2260 p.a.) a couple of years earlier. However, it is also clear that there is potential for considerable over supply in the first 3 years of the trajectory period. Were this to materialise, the effect would be to reduce the residual requirement (indicator 2a(v) below). The role of "residual arithmetic" in current housing land policy is unclear, but if applied, its effect in Leeds would probably be to enhance the adequacy of the projected land supply in later years.
- 4.1.10 Trajectory 2 indicates that with the addition of phase 2 allocations from 2008 and phase 3 from 2012, there should be sufficient land to meet both existing and Review RSS requirements right down to 2016. There is potential for large surpluses in the early years, and significant over provision thereafter. It should be emphasised that this trajectory is unlikely to happen, because Trajectory 1 shows that phases 2 and 3 will probably not be needed before 2010-1 at the earliest - but it does serve to underline the probable security of supply throughout the trajectory period.
- 4.1.11 As already indicated, past over performance against planned provision means that the residual requirement is substantially reduced. Taking into account past output, the RSS requirement has fallen by 29% from 1930 to 1378 dwellings a year, and even the higher draft RSS Review requirement has already been cut by 7% from 2260 to 2105 units a year. Although defined as a core indicator, it is not clear what role these residual figures have in the future management of the land supply.
- 4.1.12 The proportions of housebuilding on previously developed (brownfield) land have risen further, the 5 year average being up from 84% in 2000 - 5 to 89% in 2001 - 6. Last year 96% of completions were on brownfield sites. The Council attaches considerable importance to maintaining these high rates of brownfield development, and expects them to continue certainly in the short to medium term.

- 4.1.13 Housing density also continues to rise. 82% of dwellings on sites completed in the last 5 years were at densities in excess of 30 to the hectare, while in 2005 - 6 this proportion rose to 97%. The average density achieved in the last 5 years (not actually a core indicator) was 53 per hectare, and in 2005 - 6, 122 per hectare. These averages are above the indicative ranges advised in PPG3 and are testimony to the efficient and economical use of land in Leeds at present. They are closely related to the preponderance of brownfield development, which stimulates the release of small sites particularly suited to high density flat development, but also reflect strong market demand.
- 4.1.14 Additions to the stock of affordable housing remain at relatively low levels, mainly due to the fact that the indicator takes no account of losses of existing affordable housing through Right-to-Buy sales and demolition. These losses dwarf the recorded gains. In 2005-6, for example, 1191 Council houses were sold, and a further 231 vacated prior to demolition. Numbers of affordable units secured through planning powers have increased, particularly since a revised annex to the SPG was published in July 2005⁹. (The policy is set out in Supplementary Planning Guidance (SPG) No.3 'Affordable Housing Policy Guidance Note' (Feb 2003) and 'Affordable Housing Policy Guidance Note Annex' (July 2005).) The SPG will be reviewed as necessary in the light of a Housing Market Assessment currently being undertaken.

⁹ The policy is set out in Supplementary Planning Guidance (SPG) No.3 'Affordable Housing Policy Guidance Note' (Feb 2003) and 'Affordable Housing Policy Guidance Note Annex' (July 2005).



4.2 The Supply of Employment Land

Still being drafted

4.3 Retail, Office & Leisure Developments

- 4.3.1 DCLG Core Output Indicators 4a (amount of completed retail, office and leisure - Use Classes A1, B1a and A2 and D2 respectively in the Use Classes Order as amended^{10, 11}) and 4b (percentage of completed retail, office and leisure development respectively in town centres and out of town centres) can not be met for the time period of the current AMR. Retail floorspace data has been collected for prior time periods (June 1998 - December 2002). In the case of leisure, floorspace data has never been collected for the whole district. Office (Class B1a) has been collected. It is intended that retail and leisure data will be available in future and the need to collect these data is being taken into account as a priority during a review of monitoring arrangements (*Section 5.1*).
- 4.3.2 The introduction of a new planning and Building Regulation application processing system has provided an opportunity to collect floorspace data in a more systematic and regular basis, subject to resources being available. The issue of resources is discussed in *para 5.x.x*
- 4.3.3 The Yorkshire & Humber Assembly had previously suggested potential alternative data sources for floorspace other than development control records, to include the Valuation Office Agency (VOA) and Goad Plans from Experian Ltd. The suitability of these sources is still under consideration. Closer working relationships with the VOA, a known source of floorspace data, could possibly lead to more floorspace data being made available locally. In Leeds further work is being undertaken with the VOA to develop the potential for using Non-Domestic Rate data to provide information on vacancies. Nationally the DCLG already use VOA floorspace data as a major component in their definition of Areas of Town Centre Activity.
- 4.3.4 Town Centre survey work was undertaken in the second half of 2006. This should give an up-to-date source of vacancy levels in the 28 Town and District Centres in Leeds. This is an important source of the performance and vitality of centres and will also provide an up-to-date picture of the types of uses present in these centres.
- 4.3.5 Vacancy rate is a coarse measure of how well a centre is considered to be performing. There is a wide variation in vacancy rates, measured as a percentage of the number of shop units, across the city from 0-30%. In general terms the highest vacancy rates tend to coincide with those centres that are not performing well and have major issues concerning vitality and viability. It is noticeable that the City Centre is in the mid teens in terms of vacant number of shops, and has been for the last few years, a higher level

¹⁰ http://www.opsi.gov.uk/si/si1987/Uksi_19870764_en_2.htm

¹¹ <http://www.planningportal.gov.uk/england/professionals/en/1111424875869.html>

of vacancy than would be expected of a city centre that is considered to be an attractive shopping destination. A number of major redevelopment schemes at Trinity Quarter and Albion Street have contributed to the high level of vacancies in the city centre pending future developments. However overall there is still a relatively high vacancy rate.

- 4.3.6 There are definitional issues that need to be discussed further with DCLG and the Regional Assembly. These involve the classification of floorspace and ways in which it is measured. No progress has been made during the last year but recent strengthening of monitoring resources at the Regional Assembly will present the opportunity to work towards regional agreement on a consistent measure.

4.4 Transport

Accessibility

- 4.4.1 Two key indicators relate to transport issues - accessibility of new homes to various facilities and the level of compliance with non-residential car parking standards.
- 4.4.2 The accessibility measure, "percentage of new residential development within 30 minutes public transport time of a GP, hospital, primary and secondary school, employment and a major health centre" is not currently monitored. It is an ambiguously worded indicator. As drafted it is not clear whether it refers to six separate indicators of accessibility or whether, to meet it, development has to be within 30 minutes public transport time of all six sub-indicators. No work has yet been done on using this measure in development plan terms.
- 4.4.3 Some work on accessibility is done within the ambit of the West Yorkshire Local Transport Plan (LTP). This uses Department for Transport (DfT) core accessibility indicators for residents of Leeds District. The indicators were calculated using public transport data for autumn 2004 and Population Census data from 2001.

Access to further education

85.4% and 99.9% of 16 – 19 year olds are within 30 and 60 minutes of a further education establishment by public transport.

Access to work

98.9% and 99.9% of people of working age are within 20 and 40 minutes of an employment centre by public transport.

99.6% and 99.9% of people in receipt of Jobseekers allowance are within 20 and 40 minutes of an employment centre by public transport.

Access to hospitals

87.1% and 99.9% of all households are within 30 and 60 minutes of a hospital by public transport.

92.2% and 99.9% of households without a car are within 30 and 60 minutes of a hospital by public transport.

Access to GPs

97.6% and 99.8% of all households are within 15 and 30 minutes of a GP by public transport.

99.1% and 99.9% of households without a car are within 15 and 30 minutes of a GP by public transport.

Access to primary schools

99.5% and 99.9% of all 5 - 11 year olds are within 15 and 30 minutes of the nearest primary school by public transport.

Access to secondary schools

95.9% and 99.8% of all 12 – 17 year olds are within 20 and 40 minutes of the nearest secondary school by public transport.

- 4.4.4 The bulk of Leeds is heavily urbanised and it has a dense public transport network. Consequently, at current service levels a very high proportion of the population falls within the 30 minute accessibility standard in the Key Indicator. For example, according to the figures set out above 99.9% of 5 -11 year olds live within 30 minutes of the nearest primary school. Even if this measure is tightened to 15 minutes most of the District, and 99.5% of pupils, are covered.
- 4.4.5 As LDF policies are developed different local accessibility standards will be considered more appropriate to support local aspirations such as those contained in the Vision for Leeds. Accessibility to a range of facilities is one of the objectives in the Sustainability Appraisal framework against which every LDF policy option is assessed. Considerable work will be needed to develop ways of measuring accessibility and this is covered further at para. 5.x.xx

Parking

- 4.4.6 The parking standard indicator "percentage of completed non-residential development complying with car-parking standards set out in the local development framework (in the Regional Transport Strategy for the Regional Assembly)" is not measured. It is considered that the majority of developments comply with the standards and only in special circumstances are the guidelines exceeded. Due to the large number of applications and the very infrequent proposed over-provision it is felt inappropriate to devote further resources to this issue.

4.5 Green Space

- 4.5.1 One of DCLG's Core Indicators is the "percentage of eligible open spaces managed to green flag award standard" (Indicator 4c) related to total open space. This is defined as 'all accessible open space, whether public or privately owned'.

- 4.5.2 The City Council's Parks and Countryside Division (Department of Learning & Leisure) manage around 150 sites that would be eligible for Green Flag assessment. There is a programme in place to assess about 50 of these sites a year. An assessment of 46 sites was conducted in 2005 against the Green Flag standard, and a further batch of assessments was been carried out in 2006. There is also a planned assessment for 2007.
- 4.5.3 A performance indicator has been developed and in 2005 13% of sites assessed met the standard for the field based assessment only, against a target of 12%. The performance indicator for 2006 has been set at 14%. In order for a site to meet the full Green Flag assessment the site must have a management plan. This is a time consuming process to develop and given the number of eligible sites. A rolling programme of preparing management plans for key sites is therefore necessary.
- 4.5.4 Five sites were awarded Green Flag status in 2006:
- Lotherton Hall
 - Temple Newsam
 - Golden Acre Park
 - Pudsey Park
 - Roundhay Park
- 4.5.5 Quantitative information on green space and countryside character is not currently available. Planning Policy Guidance Note 17¹² requires local authorities to carry out an audit of open space, sport and recreation facilities and to assess existing and future needs of local communities. This work has not yet been done owing to other urgent commitments in progressing Development Plan Documents included in the Council's LDS and approved by the Government Office. A scoping exercise has been completed but, in view of current resource difficulties, the precise timing for doing this work has not been finalised. It is anticipated that the survey work required for the PPG17 audit may be carried out in the Summer of 2007.
- 4.5.6 As part of the Council's preparation for undertaking this audit, work is underway to agree a common data set from the information held by the Development Department and Learning & Leisure Department. This will provide the initial data for a desk top study to be carried out at the initial stage of the PPG17 audit. *This data capture will be completed by December 2006.* Completion of the PPG17 audit will inform work being undertaken as part of the Green Flag scheme but also influence priorities for spending Section 106 receipts from developers for investment in greenspace.

12

http://www.odpm.gov.uk/stellent/groups/odpm_planning/documents/page/odpm_plan_606902.hcsp

4.5.7 In appropriate cases the City Council has an active programme of seeking commuted sums under Section 106 of the Town & Country Planning Act 1990. The payments arise for various reasons. Some have related to areas closely affected by the Supertram Scheme which has now been formally abandoned. Developer contributions continue to be sought to deliver other public transport infrastructure projects. Other payments help fund affordable housing or greenspace not provided in full or part on the sites of planning applications or where residential schemes are located in areas of greenspace deficiency as measured against Policy N2 of the Adopted UDP. Table xx gives an indication of the scale of this programme in 2005 / 6. The largest proportion of this is used to secure new or improved green space and recreational facilities in those locations which are in close proximity (i.e. same community area) as the developments that generated the funding. Apart from on residential schemes themselves, the opportunity to create new greenspace is rare and the majority of greenspace S.106 receipts is invested in raising the quality of existing greenspace. This balance may change in the light of future policy directions.

	Income 2002 / 03	Income 2003 / 04	Income 2004 / 05	Income 2005 / 06	% of Income 2005 / 2006
Greenspace	£1,358	£1,384	£1,169	£975	37
Supertram	£665	£218	£483	£639	24
Affordable Housing	£371	£1,584	£299	£779	30
Community Benefits	£319	£241	£89	£92	3
Other	£603	£725	£352	£165	6
TOTAL	£3,316	£4,152	£2,392	£2,650	100

Money in £1,000s

Table xx

4.5.8 There has been a significant increase in performance in spending greenspace sums. A sum of £975,000 was received in 2005/6 but, against that, £1,060,829 was approved for spending by using funds carried forward from the previous year. This compares with approval for £634,000 in 2004/5. However, it must be appreciated that maintaining growth in spending year on year is not guaranteed. This is due to:

- The size of projects undertaken
- The need to hold funding back in some years until other finance becomes available to deliver a particular scheme in a particular location. This may involve funding from external agencies such as Sport England and the National Lottery.
- The seasonal nature of some of the work and the effects of a particular cold Winter / wet Spring.

- 4.5.9 Information on these monies is held in disparate ways. The capability of monitoring the effect of this work in detail is under development and it is intended to incorporate more information in future AMRs. It is intended to design a database to better coordinate the handling of Section 106 monies. The recent appointment of a Planning Agreement Manager should improve the coordination of the overall Section 106 process and continued improvements are being sought.
- 4.5.10 As part of its work the Regional Assembly is bringing together information on the scale of Landscape Character Assessments within the Region. The UDP contains areas designated as Special Landscape Areas but no Landscape Character Assessment has been carried out in Leeds since these were defined in the early 1990s and currently there is no intention to do another one.
- 4.5.11 The City Council proposed additions to the Green Belt in the UDP Review as an Alteration to the Adopted UDP. This would have entailed returning areas to the Green Belt presently designated for potential longer term development as Protected Areas of Search (PAS). These areas of land were formerly in the Green Belt in earlier Local Plans. This proposal affected around 352 hectares. However, it was rejected by the Inspector in his decision received by the Council in Nov. 2005 and his recommendations have been accepted by the Council. The Green Belt boundary therefore remains unchanged.

4.6 Environmental Issues

State of the Environment Report

- 4.6.1 Since the previous AMR was published the Environment Agency published in May 2006 a draft State of the Environment Report for Leeds (SoE) */footnote to approved version to be inserted/*. This reports on environmental matters for which the Agency has responsibility. It is intended as an overview of the Leeds environment, offering some comparisons with other Local Authorities in the Region. This information has not been integrated with the other environmental sections in this AMR in part because the time periods represented are not the one covered by this AMR. However, the SoE provides a valuable source of information that can be read in conjunction with it. The SoE includes data on:
- Flood risk – including number of properties at risk, number and condition of flood defences, flood management and warning
 - Water quality
 - Improved and protected waterways
 - Biodiversity
 - Land and soils – including fly tipping, hazardous waste, groundwater,
 - Air quality

It also contains an extensive list of data sources which will be used to inform work on the Leeds LDF.

Minerals

Still being drafted

Waste Management

- 4.6.x Leeds has reviewed its first integrated waste strategy and produced a draft strategy for the period 2005 - 2035. The strategy outlines the context for and principles of the Council's strategic vision for waste management over the next 30 years and informs the action plan that accompanies the strategy.
- 4.6.x The review of the strategy was undertaken from December 2005 to June 2006 in an extensive consultation with the people of Leeds and other key stakeholders. The responses to the consultation will all be considered and incorporated where appropriate into the final version of the Strategy before it is adopted. *[hot link to be inserted in final version as SoE report should have been approved by December]* Once adopted the updated strategy will inform the procurement of an integrated waste management contract for the Council which will span the life of the strategy.
- 4.6.x Key principles of the strategy are sustainability, partnership and being realistic & responsive. There are nine key themes for taking these principles forward and policies to ensure that the City Council delivers sustainable waste management. These policies link directly into the Strategy's action plan.
- 4.6.x Ensuring sustainable development forms part of a city-wide response to the concern to achieve a better balance between economic prosperity, social equity and environmental protection – making sure that sustainable development takes place in the context of living today with tomorrow in mind. This links into the work of the Leeds Initiative and the Vision for Leeds II.
- 4.6.x Concern over growing environmental damage has led to international targets to reduce greenhouse gas emissions and other environmentally harmful effects. The strategy is working to further reduce the amount of biodegradable waste being sent to landfill and reduce Leeds' impact on climate change. This includes working together with Environment City to address commercial and industrial waste issues. The aim is to stimulate new and emerging businesses across Leeds whose primary purpose is to re-use items or reprocess materials. This will move waste management up the waste hierarchy with particular focus on reduction. The Council's specific aim is to reduce annual growth in municipal waste in Leeds to 0.5% per household by 2016.
- 4.6.x In terms of planning the strategy looks to assist with meeting the requirements of sustainable waste by exploring the development of a sustainable energy park which could include, as well as a Materials Recycling Facility and Energy from Waste Facility, an education centre and

business incubation units. Work also continues to ensure recycling opportunities are available across the City and that appropriate requirements are contained within the LDF to facilitate this.

4.6.x *Tables x and x* show the amount of municipal waste arising for 2005 / 6 compared with recent years. It shows a small decrease in the total waste arisings. The Landfill Allowance Trading Scheme (LATS)¹³ has brought about a decrease in the amount of waste being landfilled and there has been a small rise in waste recycled. The aim through the Strategy is to recycle 40% by 2020.

Management Type	1999 – 2000	2000 – 2001	2001 – 2002	2002 – 2003	2003 – 2004	2004 - 2005	2005 - 2006
Green (Compost)	1,363	1,852	4,965	8,006	7,953	12,644	13,540
Other Recycled	20,618	22,308	32,737	33,888	40,357	53,570	57,389
<i>Total Recycled</i>	<i>21,981</i>	<i>24,160</i>	<i>37,702</i>	<i>41,894</i>	<i>48,310</i>	<i>66,214</i>	<i>70,929</i>
Waste Incinerated	0	0	0	1,293	113	100	87
Waste Landfilled	254,206	275,080	280,143	284,690	283,828	271,677*	261,439
Total	276,187	299,240	317,845	327,877	332,250	337,990*	332,455

Figures in tonnes

* amended from previous AMR

Table xx

Management Type	1999 – 2000	2000 – 2001	2001 – 2002	2002 – 2003	2003 – 2004	2004 - 2005	2005 - 2006
Green (Compost)	0.5	0.6	1.6	2.4	2.4	3.8*	4.1
Other Recycled	7.5	7.5	10.3	10.3	12.1	16.1*	17.3
<i>Total Recycled</i>	<i>8.0</i>	<i>8.1</i>	<i>11.9</i>	<i>12.8</i>	<i>14.5</i>	<i>19.9*</i>	<i>21.3</i>
Waste Incinerated	0	0	0	0.4	<0.0	<0.0*	<0.0
Waste Landfilled	92.0	91.9	88.1	86.8	85.4	80.1*	78.6
Total	100	100	100	100	100	100	100

Percentages of total waste

* amended from previous AMR

Table xx

Flooding / Water Quality

Still being drafted

Biodiversity

Still being drafted

¹³ <http://www.letsrecycle.com/legislation/landfillallowances.jsp>

Renewable Energy

- 4.x.x DCLG Core Indicator 9 covers data on renewable energy capacity installed by type, such as bio fuels, onshore wind, water, solar energy and geothermal energy. No information is currently available for Leeds. This issue is covered in the new Regional Spatial Strategy which underwent its Examination in Public in September and October 2006. The RSS policy ENV5 includes suggested targets for each local authority in the Region. The indicative renewable energy potential in Leeds is suggested by the RSS as 11.3MW by 2010. The establishment of appropriate monitoring arrangements will be considered by the Regional Monitoring Group convened by the Regional Assembly
- 4.x.x The City Council is developing a policy which would require a percentage of the energy needs of new developments to come from on-site renewable sources. It is hoped to explore this as part of the LDF Core Strategy in 2010, through earlier in the Area Action Plans currently in hand and also as part of work in relation to preparation of a Supplementary Planning Document on Sustainable Design & Construction. Such an approach will make planning permission dependent on a developer being able to show that they have met the required percentage of renewable energy. This data will form the basis of monitoring the performance of the policy.
- 4.x.x Such a policy will take some time to have any significant effect because the bulk of the built stock will not be directly affected. A range of approaches is needed to secure renewable energy and to improve the efficiency of the energy demands of all buildings and transport. The City Council now employs a Climate Change Officer who will look at ways in which the Council can tackle climate change through other means.

5 Developing the Monitoring System

5.1 Overall Approach

- 5.1.1 The approach to monitoring in the new LDF system is considerably more prescriptive and complex than that used for previous development plan systems. Inevitably it is involving a period in which its implications are absorbed and new monitoring arrangements are developed. Over time the AMR will become more comprehensive and will grow in line with the production of new LDF documents and policies developed with the new arrangements in mind.
- 5.1.2 In Leeds the outlines of an enhanced monitoring arrangements practice are taking shape. This section of the AMR describes briefly some important features and section 5.3 outlines progress since the previous Annual Monitoring Report. The principle arrangements will comprise:
- a policy testing routine
 - a 'data pool'
 - an accessible location for information

- stakeholder involvement

Policy Testing Routine

5.1.3 A 'tool kit' of advice for policy developers is being developed which will help them to make these checks. An early stage in preparing this involved the development of a flow chart which showed the links between the drafting of policies and the need to carry out Sustainability Appraisals and to ensure that policy performance can be monitored. It will form the basis of a series of policy development processes on which a start has been made. These will form part of the tool kit and should help make sure that LDF document production is carried out consistently over time.

Data Pool

5.1.4 Policy monitoring has resource implications. There is a premium on making the best use of any information collected by the City Council or made available by other agencies. It will often be possible to use the same information in different contexts. This should avoid cases arising where essentially the same information is collected for different purpose using slightly different definitions.

5.1.5 To ensure that people can easily find out what data is being collected the concept of a data pool is being adopted. Because of the likely differing nature of the material collected the pool will consist essentially of a web-based metadata system. Ways of providing links to the information via this system are being investigated. The data pool will not be confined to information collated by the City Council. There are many agencies generating information relevant to Leeds and its LDF such as the Environment Agency¹⁴ ¹⁵, the Audit Commission¹⁶ and the Office for National Statistics (ONS). In particular, ONS is developing a statistical facility called Neighbourhood Statistics¹⁷ which contains an increasing volume of data on small areas such as electoral wards.

5.1.6 Part of the advice in the policy testing tool-kit will be on the steps to take to research and / or develop new information sources if nothing suitable exists in the pool. This advice will cover resourcing issues. There can be a risk that commitment to monitoring any particular policy can be hampered because the likely cost of gathering relevant monitoring information is excessive or not budgeted for.

Accessible Evidence

¹⁴ <http://www.environment-agency.gov.uk/yourenv/eff/>

¹⁵ <http://www.magic.gov.uk/>

¹⁶ <http://www.audit-commission.gov.uk/performance/dataprovision.asp>

¹⁷ <http://www.neighbourhood.statistics.gov.uk/dissemination/>

- 5.1.7 In order to develop an evidence-based, 'robust' LDF easy access should be provided to the evidence contained in the data pool and used in a wide variety of working documents and databases. There is a need to develop an accessible system in depth.
- 5.1.8 The AMR model currently envisaged will be to present a fairly slim document acting as an 'executive summary' of the monitored position. Links will be provided to working documents and, at the most detailed level, access to the data pool. This will most easily be done in a web access environment but it needs to be backed up by a well referenced set of documentary evidence.
- 5.1.9 The proposed work programme for developing LDF monitoring includes investigations into how this can best be done. One possibility may be to link the LDF information to one of the other public map access projects being developed by the City Council.

Sustainability Appraisals

- 5.1.10 All Local Development Documents will be subject to sustainability appraisals. This will help identify the significant effects that policies in LDDs are likely to have on the social, environmental and economic objectives by which sustainability is defined.
- 5.1.11 The LDF monitoring framework must help identify whether the implementation of policies affects an area as intended. Sustainability Appraisal targets have been developed. They are linked to sustainability objectives and related indicators to provide a benchmark for measuring policy effects. A wide range of indicators is needed to ensure a robust assessment of policy implementation. Where possible, Sustainability Appraisal indicators will draw upon a common LDF data pool to make the best use of available resources.

5.2 Monitoring Issues

- 5.2.1 There are many issues that relate to data collection. Some of these were identified many years ago but have so far proved resistant to solution. Certain key ones are discussed next as they significantly influence any work programme designed to improve the range and depth of future Annual Monitoring Reports. This work will be carried out in cooperation with the Regional Assembly and with advice from DCLG. Any decisions taken on developing the Council's monitoring system will have to ensure that the information requirements of these two bodies can be met as far as is practicable.

Data Definition

- 5.2.2 Definitional issues become particularly problematic when transferring information between authorities, in particular between a local authority and regional or national bodies who have a wider monitoring remit. As has already been noted the AMR has sought to provide information to satisfy the needs of DCLG and the Regional Assembly, not always successfully.

5.2.3 Data definition issues are being investigated as part of the Government supported Planning & Regulatory Services Online (PARSOL) project¹⁸. PARSOL seeks to develop a common way of transferring data online but the scope of the project is being widened to include issues of data definition. There is little point in agreeing a common computer standard for data transfer if there is no agreement on what information should be collected and how it should be defined. The City Council will attempt to adapt its monitoring work to any consensus that emerges from the PARSOL project.

Collectability

5.2.4 In its Good Practice Guide the Government (*op cit*) asked for each AMR to include data for a set of 28 indicators. In its first AMR the City Council information was not available to provide returns on 11 of these. In a few cases this was because the necessary data aren't collected systematically in Leeds. In other cases it is difficult to understand how such data could be measured. In at least 2 cases data were returned but is not clear how much use the information would be. These problems affect the credibility of new emphasis on evidence-based policy development and they need tackling (re. 5.3.x).

Spatial Differentiation

5.2.5 There is a need to use monitoring information in various contexts. It is recognised that monitoring will need to be done for a variety of areas of Leeds as well as for the city as a whole. For example:

- LDF policies will often relate to specific Local Development Documents (LDDs) or Supplementary Planning Documents (SPDs). These sometimes relate to sub-areas of Leeds such as Area Action Plans and town centres.
- Individual wards and groups of wards such as those covered by an Area Committee.
- Zones with particular levels of accessibility to specified facilities. Accessibility will be an important measure of spatial strategies and measuring it will be an important area of monitoring development.

5.2.6 Existing monitoring systems are not capable of providing data with sufficiently flexible ways of grouping the information spatially. The City Council is committed to improving the quality of its Local Land & Property Gazetteer (LLPG), which will form the central point of reference for the City Council's address-based information. Work is underway to link such Council information to specific addresses including, most importantly for LDF monitoring, the new business system that processes planning and Building Regulation applications. This is the principal source of information on new development. It is used to provide data on housing stock and

¹⁸ <http://www.parsol.gov.uk/index.html>

commercial land-use commitments, employment land development and provision of leisure facilities.

- 5.2.7 By referencing individual planning commitments at land parcel / property level the ability to monitor development over a range of spatial areas of interest will be significantly enhanced. In addition to this improvement an investigation has been started into how the use of GIS can be harnessed to handle these improvements in data referencing.

Accessibility Within Leeds

- 5.2.8 One of the key tests for any developing spatial strategy will be the level of accessibility to various types of land use. There is only one explicit accessibility indicator in the current DCLG Core Indicator list. Indicator 3b requires information on the percentage of new residential development within 30 minutes public transport time of a GP, hospital, primary and secondary school, employment and a major health centre. There is currently no effective way of measuring this in Leeds.
- 5.2.9 The need for such indicators is high. Within the LDF it is anticipated that accessibility issues will be important and will relate to various modes of transport. Currently some work is done in West Yorkshire on accessibility by public transport as part of preparing and monitoring the Local Transport Plan. Examples of measures for Leeds residents include:
- **access to school** – 99.5% and 99.9% of primary school pupils respectively within 15 minutes and 30 minutes access by public transport to the nearest primary school
 - **access to a hospital** – 87.1% of households are within 30 minutes by public transport
- 5.2.10 Figures are calculated by West Yorkshire PTE (Metro) in conjunction with the Metropolitan Districts using a relatively simple model to measure public transport accessibility. The residential end of trip calculations uses Census Output Areas. Any development work will need to include other modes of travel, including walking and cycling. This will be a major item in the work programme.

Resources

- 5.2.11 A major issue in the development of LDF monitoring will be the cost and availability of resources to do the work. In a city as large and dynamic as Leeds there is a large volume of material to be collected, collated and analysed. The City processes **8000** planning applications and **5000** Building Regulation applications each year. Some monitoring uses attributes of these applications. These are not always collected during the processing of the applications to produce decisions.
- 5.2.12 An example is floorspace. This is expensive in staff time to measure. Because proposals can change between being submitted and being approved it is not best practice to measure the plans in detail when they are submitted. This inevitably leads to a degree of double handling of plans.

5.2.13 DCLG recognises the resource issue in its Good Practice Guide. One element of the work programme described below will be to assess the resources needed to monitor policies and, where these are considered excessive, to agree a way of costing the work and of determining priorities. Additionally, the development of a data pool should encourage the use of material for a variety of purposes thus lowering its effective cost.

5.3 Progress Since the Last AMR

The Leeds Monitoring Process

- 5.3.1 Progress has been slow over the first year or so of the new working context. This has been largely due to three factors.
- 5.3.2 Firstly, the staff principally involved in drafting new */DPDs etc/* have been heavily occupied in developing the new working arrangements needed to operate the new development plan system and to start work on the plans included in the Local Development Scheme (3.??). At the same time the final work on implementing the Inspector's recommendations for the review of the Unitary Development Plan (RUDP) has had priority (3.??). This work had to follow a critical timetable to ensure that the RUDP could continue to act as the Leeds Development Plan while the initial LDF policy documents are produced and approved. This has slowed work on introducing effective routines to ensure that LDF policies are fully tested against supporting evidence.
- 5.3.3 Secondly, proposals have been agreed to increase the number of staff dedicated to provide monitoring support for LDF work and to support the Council's Land & Property Gazetteer. Delays were experienced in getting these staff in place. This has now been achieved and the benefit of a strengthened monitoring resource should start to be felt during the next year.
- 5.3.4 Thirdly, while some of the LDF's Evidence Base is available on-line it is not yet adequately indexed or accessible. Responsibility for maintaining and developing evidence rests with different parts of the City Council and coordination of this effort will take time.
- 5.3.5 The first and third of these delays has also hampered efforts to ensure that monitoring issues are raised at stakeholder meetings.
- 5.3.6 Work has started on inter-departmental coordination of this evidence so that people based, land based and transport based evidence can be accessed from one place. Wherever possible, access will be made available to the general public as well as to staff working on the LDF and.
- 5.3.7 Issues relating to the spatial organisation of evidence are being addressed as part of this work (*re. 5.2.5 old section*) particularly through the work being done to establish a corporate Land & Property Gazetteer. This is designed to hold records of every address in Leeds and their map locations. Eventually the Gazetteer will be used as a common source of reference for all address-based City Council records. Great improvements in Gazetteer data quality have been made and the work continues. The increase in staff

resources to do this work will contribute to this work. In addition, across the Council work on reconciling various City Council databases to the Gazetteer is well underway. This will assist the referencing of events of importance to the LDF evidence base, particularly new housing and commercial properties.

National Monitoring Issues

- 5.3.8 Some of the Core Output Indicators asked for by DCLG are uncollectable or have definitional faults (re.5.2.x). These issues have been raised with DCLG through an appropriate forum – the part of the Central & Local Government Information Partnership (CLIP) which deals with planning statistics). Discussions are continuing. To date further advice has been issued to Local Authorities on xxxxx but issues relating to defining indicators remain *unresolved. – to draft further*

Appendix - Key Indicators

For ease of reference this appendix will set out each of the key indicators required by DCLG and the Regional Assembly, together with the appropriate values for Leeds.

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Originator: David Feeney

Tel: 247 4539

Report of the Director of Development

Development Plan Panel

Date: 7 November 2006

Subject: Local Development Framework – Update & Progress Report

Electoral Wards Affected:

All

Specific Implications For:

Equality and Diversity



Community Cohesion



Narrowing the Gap



Executive Summary

1. Following the preparation of the Local Development Scheme, work on the Local Development Framework (LDF) is well underway. As noted previously, unlike the Unitary Development Plan, the LDF is not a 'single plan' but is comprised of a series of separate planning documents being prepared in parallel. Work is therefore progressing simultaneously on a number of Local Development Documents, the Statement of Community Involvement, the consolidation and development of the LDF evidence base, the protocol for 'saving' UDP policies and contributing to the preparation of the Regional Spatial Strategy.
2. The purpose of this report is therefore to provide members with a brief overview of the stages reached in the preparation of these documents and to give an indication of the next steps. It should be emphasised also, that given that the LDF is an entirely new process, the system is still bedding in at a national, regional and local level. Issues remain therefore regarding the practical operation and interpretation of the planning reforms, the detailed implications of the 'tests of soundness' and the resource intensive nature in delivering the LDF process at a local level in line with corporate City Council and Community Strategy (Vision for Leeds) objectives and priorities.

1.0 Purpose Of This Report

- 1.1 The purpose of this report is to provide members with a brief overview of the stages reached in the preparation of LDF documents, the development of the LDF evidence base, the Regional Spatial Strategy and to give an indication of the next steps.

2.0 Background Information

- 2.1 Members will recall from previous Development Plan Panel reports, that the City Council's LDF work programme is set out as part of the Local Development Scheme. Following discussion with the Government Office for Yorkshire & the Humber (GOYH), the City Council revised and updated the LDS programme and (following Executive Board approval) resubmitted this to the Secretary of State in March 2006. Subject to minor revisions the GOYH advised (in July) that in principle the revisions could be supported (but not yet formally approved by the Secretary of State). Subsequently, following on going work on LDF documents, further GOYH advice has been sought on timetabling issues, policy matters and the development of the evidence base. As a consequence, adjustment to the timetable for the preparation of certain LDF documents may be required to reflect these considerations.

3.0 Main Issues

- 3.1 Within the context of the above, section 3 of this report provides a summary overview of the stages reached and next steps to be undertaken in the preparation of LDF documents, together with a commentary on the technical work being prepared to support the evidence base and also the current position regarding work in relation to 'saving' UDP policies and contributing to the Regional Spatial Strategy. For brevity, emphasis is placed upon the Statement of Community Involvement and Development Plan Documents as key components of the LDF, rather than the Supplementary Planning Documents, which are also being prepared in parallel.

3.2 Statement of Community Involvement

What has been achieved so far

- The Statement of Community Involvement (SCI) has reached an advanced stage of preparation, which follows two stages of consultation. The informal consultation (Regulation 25), during June and July 2005, was targeted at groups and organisations considered to have a particular interest in the SCI, together with the City Council's Heads of Service, the five Area Committees and statutory consultees. The formal 6 week consultation (Regulation 26), was undertaken during November and December 2006. This was a full public consultation process with extensive consultation including 18 public exhibitions across the Leeds District, presentations given to a variety of organisations and groups representing different interest and geographic areas and advertisements placed in 5 newspapers covering the Leeds area. The SCI documents were made available on the Council's website and paper copies were provided at the Development Enquiry Centre and all libraries and One Stop Centres.

Current Work

- The SCI was subsequently revised and submitted to the Secretary of State in April 2006 (Regulation 28) for independent examination and was subject to a further 6 week consultation period until June. A public examination was originally timetabled to be held during November, to consider the representations to the SCI, as two representors had requested that their submissions be considered as a heard case. However, the Planning Inspectorate subsequently agreed with the representors that their cases would be considered as written submissions. The Inspector will consider the representations received as well as consider the SCI against the tests of soundness.

Next Steps & Milestones

- The Inspector's binding report is expected to be received during December 2006 and it is anticipated that this will be reported to the Development Plan Panel in January, with a view to recommending adoption thereafter (via Executive Board and Full Council).
- Alongside the preparation of the SCI document, officers from Planning & Economic Policy are continuing to work with Planning & Development Services, to provide more detailed guidance on community involvement for planning applications. Further work is also due to be undertaken in monitoring the effectiveness of consultation of LDF documents and learning from best practice.

3.3

City Centre Area Action Plan

What has been achieved so far

- Regulation 25, 'early engagement' May-October 2005. Publication of background fact sheets & issues papers around 4 themes. Presentation to and attendance at a series of stakeholder/interest group meetings to raise awareness & scope the issues (including Area Committees). Setting up and running 4 workshops to a wide range of invitees.
- Regulation 25, Alternative Options. Publication of 10 Options Papers around more detailed themes, including questionnaire style response forms. Widespread publicity to encourage responses during 5 weeks of April-May 2006. Two Civic Hall presentations. Planning Aid facilitated discussion sessions with a number of resident/tenant associations and youth groups.
- Assessment of consultation responses including quantification of option preferences.
- Write up of an Interim Consultation Report.

Current work

- Internal technical discussion on preparing a set of Preferred Options developed from the Alternative Options.
- Work to address detailed technical issues including :city centre transport strategy, developing a map of open space & pedestrian route aspirations within the city centre & connecting adjoining communities, update of shopping frontages, identifying a number of major redevelopment sites and preparing guidance for their development in terms of uses, public space, S106 contributions, on going discussion with key city center stakeholders e.g. University of Leeds, Leeds Metropolitan University and the Leeds General Infirmary, overseeing ongoing research and technical studies e.g. Character Area Study, Strategic Flood Risk Assessment and Housing Market Assessment.

Next Steps & Milestones

- Complete draft Preferred Options (including designation of Proposal Areas).
- Complete Sustainability Appraisal of the Preferred Options.
- Prepare Preferred Options Public Consultation strategy (consultation anticipated to commence in early 2007).
- Complete on going technical work including: greenspace analysis to support the case for public space contributions from new development and identify aspirations for new space, explore opportunities to unify north/south of the city centre in advance of the City Centre Transport Strategy, update shopping frontage definitions and explore the scope for large format stores and define locations for convenience service centres.

3.4

East & South East Leeds (EASEL) Area Action Plan

What has been done so far

- Regulation 25, Publication of "Early Issues for Consultation" July 2005 and attendance at District Partnership, Area Committees, local forum and tenants meetings to raise awareness and scope the issues.
- Regulation 25, publication of Alternative Options – "Looking to the future" June 2006. Widespread publicity through: libraries; One Stop Centres; website; 2 freestanding exhibitions in East Leeds Family Learning Centre, Seacroft, and Resourcing the Community, Harehills; radio broadcasts through Radio East Leeds FM. Plan. Over

1,200 documents circulated, 850 residents attended exhibitions & feedback received from over 1,000 people. The consultation extended from 3rd June - 21st August 2006.

- Assessment of consultation responses including quantification of option preferences.
- Interim Consultation Report prepared.

Current Work

- Internal technical discussion on Preferred Option to be developed from Alternative Options. Series of themed meetings planned.
- Work to address detailed technical issues including: further progression of baseline information - social deprivation indicators, contamination & air quality issues, mapping of housing decency proposals, assessment of % of Council stock to be demolished, accessibility to local facilities.
- Overseeing relevant research and technical studies e.g. town & local centre survey and interim greenspace usage audit
- On going meetings with stakeholders.

Next Steps & Milestones

- Complete draft Preferred Options.
- Complete Sustainability Appraisal of the Preferred Options.
- Complete and resolve on going technical work and issues including: Section 106 strategy, level of affordable housing, transport strategy & route for BRT proposal, strategy on mixed use development sites, Retail Needs Assessment, Easel Housing Market Assessment, historic character analysis.
- Prepare Preferred Options Public Consultation strategy (consultation anticipated February/March 2007).

3.5 **Aire Valley Leeds Area Action Plan**

What has been achieved so far

- Regulation 25, publication of “Early Issues for Consultation” July – September 2005 and attendance at District Partnership, Area Committees etc, to raise awareness and scope the issues.
- Regulation 25, publication of Alternative Options (March – May 2006), available in libraries and on the web site. Two workshop events with stakeholders and community groups. Presentations at Area Committees, Area forums and District Partnership events.
- Assessment of consultation responses including quantification of option preferences.
- Interim Consultation Report prepared.

Current Work

- Technical studies to determine the level of evidence needed to support the development of Preferred Options – linked to the provision of infrastructure provision e.g. a new bridge crossing and facilities to support a “sustainable community”.
- Developing a financial model to test the viability of development packages and proposals. This will also need to take into account remediation costs for which a further technical study is currently being scoped.
- Air quality and noise survey assessments have been undertaken and their implications for development in the area are being assessed.
- On going work in regarding Knostrop WWTW relating to Yorkshire Water’s longer term plans and the relationship of the treatment works site to potential development proposals.
- Reviewing employment land need and employment land supply. The Preferred Options will need to take crucial decisions on the quantity of employment land within Aire Valley Leeds.
- Developing an Aire Valley Leeds Transport Strategy, taking into account alternative scheme/s for public transport to replace Supertram (BRT/QBR) and considering timescale and delivery implications.
- Considering the policy implications of national planning guidance on Aire Valley Leeds including PPS 6 – interpretation.

Next Steps & Milestones

- Complete draft Preferred Options by December 2006.
- Complete Sustainability Appraisal of the Preferred Options December 2006.
- Complete and resolve on going technical work and address objections to some of Alternative Options and mediate between those responses that are conflicting.
- Prepare Preferred Options Public Consultation strategy (consultation anticipated April – June 2007).

3.6 **The West Leeds Gateway Area Action Plan**

What has been achieved so far

- Following consideration by Development Plan Panel members of an issues and options paper in August 2006, work has commenced on formal Regulation 25 consultation.

Current Work

- Within the context of the above, commencing on 16 October, a 6 week programme of public consultation is now underway.

Next Steps & Milestones

- Following close of this phase of consultation (27 November), review responses and prepare an interim consultation report.
- Commence work on developing Preferred Options and Sustainability Appraisal of Preferred Options.
- Complete draft Preferred Options by January – May 2007.
- Complete Sustainability Appraisal of the Preferred Options January – May 2007.
- Prepare Preferred Options Public Consultation strategy (consultation anticipated June - July 2007).

3.7 **The Core Strategy**

What has been achieved so far

- Following consideration by Development Plan Panel members of an initial Core Strategy issues and options paper in July 2006, a programme of early informal 'front loading' consultation and engagement work is underway with stakeholders, to inform and scope the Core Strategy further.

Current Work

- Between September and December 2006 a series of events, workshops and meetings have been planned and to support this process consultation material has also been disseminated to a wide range of stakeholders consistent with SCI principles.

Next Steps & Milestones

- Following consideration of informal consultation responses, the next stage of the work is to develop the issues and options further for formal Regulation 25 consultation for 6 weeks between Jan – March 2007.

3.8 **LDF Evidence Base**

What has been achieved so far

- A key component of the reforms to the Development Planning system introduced by the Planning & Compulsory Purchase Act 2004, is the 'test of soundness' as a methodology to assess the robustness and compliance of planning documents with the LDF regulations and wider planning principles. Emphasis is placed upon the need for Local Development Documents to be prepared within the context of a sound evidence base, as a basis to make informed planning decisions. Taking this approach forward, the on going preparation of the planning documents described in this report have and are being informed by an ever increasing, sophisticated and complex evidence base. The evidence base which is being developed takes a number of forms including: the collection of data and review processes integral to the preparation of the LDF Annual Monitoring Report, the findings of informal and formal consultation activity across Leeds

and also the commissioning of specific technical work to inform and underpin policy development and specific proposals.

- Within the context of the above and as described in this report evidence work has been completed, is underway or is to be commissioned in a number of areas. To date research has been commissioned and completed on a district wide Employment Land Review. The study was complete in February 2006 and follow up work is underway to consider the technical policy implications of the findings.

Current Work

- A number of evidence based pieces of research are currently underway. Prompted by the requirements of national guidance, these include: a District wide Housing Market Assessment and a Strategic Flood Risk Assessment (both schedule for completion later 2006/early 2007).

Next Steps & Milestones

- Completed the Housing Market Assessment and Strategic Flood Risk Assessment.
- Review the findings of the above and their implications for Local Development Documents including Area Action Plan Options and Preferred Options.
- Where necessary and appropriate and subject to resources, project management capacity and timetabling issues, support and commission further work to address evidence base issues to inform policy development including: land remediation cost (Aire Valley Leeds AAP) and Character Area Assessment (EASEL AAP).

3.9 **Regional Spatial Strategy**

What has been achieved so far

- From previous Development Plan Panel Reports members will recall that both the Regional Spatial Strategy (RSS) and Local Development Framework comprise the “Development Plan” and that the LDF must be in conformity with the RSS. Within this context the City Council has been active in seeking to influence the scope and content of the RSS, to ensure that subsequent policies and proposals are consistent with Corporate Plan and Vision for Leeds objectives. Despite such efforts, the City Council had a number of concerns regarding the draft RSS (December 2005) and following Executive Board approval made formal representations (March 2006). Objections were raised in relation to a number of areas including: the need to strengthen and recognise the regional role of Leeds, the proposed increased housing requirement and an absence of adequate policies or proposals to support infrastructure and regeneration priorities in the city.
- In preparing for the RSS Examination in Public (EiP), City Council officers attended the two pre inquiry meetings. To reinforce the Council’s case further, the City Council also made further Written Statement submissions (14 August 2006) in response to ‘Inspectors questions’ prior to the commencement of the RSS (EiP) (12 September).
- Project management, preparation and attendance of City Council officers at 33 separate EiP sessions/matters as expert witnesses to present the Council’s case in relation to a range of issues including housing, the environment, economic development, Leeds City Region and transport policy issues.

Current Work

- RSS EiP due to close on 27 October.
- Continued participation in Regional Planning matters via the Regional Planning Forum Technical Advisory Group and the Regional Planning Forum.

Next Steps & Milestones

- Review the RSS Panel Report (anticipated early 2007) and as appropriate make further representations on any Proposed Changes (anticipated Spring 2007). Anticipated publication Final Plan Autumn 2007.

3.10 **UDP Saved Policies**

What has been achieved so far

- Following the reforms to the Development Planning system, introduced by the Planning & Compulsory Purchase Act 2004, transitional arrangements have been made for local planning authorities to 'save' existing Development Plan policies for 3 years (following the commencement of the 2004 Act or for 3 years from the date of adoption for Development Plans adopted post September 2004). The purpose of this is to manage the transition from the 'old' Development Plan system to the 'new' and to ensure continued Development Plan policy coverage. Provision is also made under these arrangements to 'save' policies beyond the initial 3 year period, in circumstances where new LDF Development Plan Documents are still being prepared (and not yet adopted within the appropriate 3 year period).
- With regard to Leeds, the saved policy process is complicated by the fact that the initial UDP was adopted in 2001 and the UDP Review in July 2006, consequently under the transitional arrangements two sets of 3 years apply as baselines for saving policies (i.e. 28 September 2004 for the 2001 UDP and July 2006 for the UDP Review).

Current Work

- In July 2006, further Government guidance (in the form of a "protocol") was issued, setting out the technical and administrative process for the 'saving' (and extension of the period of 'saving' for existing Development Plan policies).
- Work has commenced to review Leeds UDP policy within the context of the 'saving protocol'. At the time of preparing this report, further advice had been sought from Legal Services in interpreting and applying the protocol to Leeds, given prevailing circumstances. Members will be updated on these points at the Panel meeting.

Next Steps & Milestones

- Within the context of advice from Legal Services, continued work on the analysis of UDP policies, with a view to preparing a schedule of policies it is intended that the City Council should save (beyond the initial 3 year period) or should not save (subject to appropriate criteria) – with reasoned justification, for members further consideration in the new year.
- The saved policy protocol sets as deadline of 1 April 2007 to submit the schedule to the Secretary of State for consideration.

4.0 Implications For Council Policy And Governance

- 4.1 The scope and objectives of the Local Development Framework are consistent with Council Policy and through a commitment to 'front loading' and community engagement consistent with Governance arrangements. It should be noted that within the context of Government guidance, the LDF Core Strategy must be in conformity with the Regional Spatial Strategy, 'provide a spatial expression' of the Community Strategy and reflect Corporate Policy objectives. Given the dynamics of the wider policy environment, it is likely that the LDF Core Strategy may need to address spatial and land use planning policy drivers which may give further expression to or supersede aspects of the Community Strategy and Corporate Plan. Where such instances may occur, these will be highlighted with members and appropriate stakeholders in due course and appropriate action taken.

5.0 Legal And Resource Implications

- 5.1 This report has emphasised the criticality of the 'test of soundness' as a key component of the new Development Planning system, introduced by the Planning & Compulsory Purchase Act 2004. The report also makes reference to legal advice, which has been sought in relation to the application of the saved policy protocol to Leeds. Members will be updated on this particular point at the Panel meeting.

- 5.2 From a technical and resource perspective, experience at a local level (and from elsewhere) indicates that the introduction of the LDF system does present a series of resource demands and challenges. Consistent with Corporate Plan and Community Strategy objectives, the LDF programme in Leeds is ambitious but necessary in aiming to secure longer term regeneration, renaissance, economic develop and environmental management of Leeds. Resources have therefore been placed in taking forward a series of Area Action Plans and the Core Strategy as early Development Plan Document priorities.
- 5.3 Whilst the LDF process does present many opportunities, it is resource and capacity intensive both for the City Council and for the stakeholder and communities who wish to be continually engaged in the process. Financial resources are currently being managed within existing resources and are under regular review. In relation to forthcoming LDF EiPs, resource demands also need to be anticipated (paying for venues, programme officer support, administrative arrangements, legal advice and Inspectors fees) and planning, in running such activity simultaneously or in quick succession.
- 5.4 As highlighted above, a key component of the new LDF system is the need to present Local Development Documents with the support of a robust evidence base (in order to satisfy the 'test of soundness'). The full breadth and depth of 'evidence' required to support LDF documents is still however unknown. At a national level a Development Plan Document is yet to go fully through the 'system' and following consultation with GOYH (and other bodies), practice is still emerging and where this does exist, is not comparable to circumstances in Leeds. Officers are therefore keeping the wider implementation of the new LDF system under review and will continue to endeavour to seek further guidance and learn from emerging experience as this develops.

6.0 Conclusions

- 6.1 This report has provided a brief overview of the current and ongoing LDF work programme. Good progress is being made across a number of areas in meeting targets and milestones, consistent with the revised and updated LDS timetable. It is likely however that subject to the timetable for commissioning, completing and reflecting on further technical research and evidence, timetable adjustments may have to be made. This is inevitable given the newness of the system, the indicative timetables set out in government guidance (PPS12), the scale and complexities of the issues faced within the local Leeds context and importantly, the need to manage the risk of satisfying the 'test of soundness' in advancing Local Development Documents. If this risk is not appropriately managed, this in turn may lead to delays in the process or even Development Plan Documents failing to meet the soundness test as part of the LDF EiP process.

7.0 Recommendations

- 7.1 Development Plan Panel members are requested to note the contents of this report.