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## DEVELOPMENT PLAN PANEL

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Meeting to be held in Civic Hall, Leeds on  
Tuesday, 5th December, 2006  
at 1.30 pm

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### MEMBERSHIP

#### Councillors

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

# A G E N D A

Item No	Ward	Item Not Open		Page No
1			<p><b>APPEALS AGAINST REFUSAL OF INSPECTION OF DOCUMENTS</b></p> <p>To consider any appeals in accordance with Procedure Rule 25 of the Access to Information Rules (in the event of an Appeal the press and public will be excluded)</p>	
2			<p><b>EXCLUSION OF THE PUBLIC</b></p> <p>To identify items where resolutions may be moved to exclude the public.</p>	
3			<p><b>LATE ITEMS</b></p> <p>To identify items which have been admitted to the agenda by the Chair for consideration.</p> <p>(The special circumstance shall be specified in the minutes).</p>	
4			<p><b>DECLARATION OF INTERESTS</b></p> <p>To 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><b>APOLOGIES FOR ABSENCE</b></p>	
6			<p><b>MINUTES</b></p> <p>To approve the minutes of the Development Plan Panel meeting held on 7<sup>th</sup> November 2006</p> <p>(minutes attached)</p>	1 - 4

Item No	Ward	Item Not Open		Page No
7			<p><b>LEEDS LOCAL DEVELOPMENT FRAMEWORK - ANNUAL MONITORING REPORT 2006</b></p> <p>Further to minute 21 of the meeting held on 7<sup>th</sup> November 2006, to consider the Annual Monitoring Report 2006 and to recommend to Executive Board to approve the report's submission to the Secretary of State</p> <p>(report attached)</p>	5 - 52
8			<p><b>DATE AND TIME OF NEXT MEETING</b></p> <p>Tuesday 2<sup>nd</sup> January 2007 at 1.30pm in the Civic Hall</p>	

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# Agenda Item 6

## Development Plan Panel

Tuesday, 7th November, 2006

**PRESENT:** Councillor A Carter in the Chair

Councillors D Blackburn, R Harker,  
T Leadley and N Taggart

### 18 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 8 ‘Local Development Framework – Update and Progress Report’ through being members of the West Leeds Regeneration Board which had been consulted on proposals for the West Leeds Gateway AAP (minute 22 refers)

Councillor Harker – declared a personal interest in item 8 ‘Local Development Framework – Update and Progress Report’ through being a trustee of the Thackray Medical Museum which is sited on the edge of the EASEL AAP (minute 22 refers)

### 19 Apologies for Absence

Apologies for absence were received from Councillors Blake, Congreve and J Procter

### 20 Minutes

**RESOLVED** – That the minutes of the last Development Plan Panel meeting held on 15<sup>th</sup> August 2006 be approved as a correct record

### 21 Local Development Framework - Annual Monitoring Report 2006

The Panel received a first draft of the Local Development Framework (LDF) Annual Monitoring Report

Officers advised Members that work was still ongoing to obtain the information which was not available when the report was prepared, and that further discussion was being undertaken with the Department for Communities and Local Government (DCLG) to clarify the indicators the LDF will be monitored against

#### **RESOLVED** –

- (i) To note the contents of the draft AMR for 2006
- (ii) That a further draft report would be presented to the next meeting

### 22 Local Development Framework - update and progress report

The Director of Development submitted a report setting out the current position and next steps on various documents which would comprise the Leeds LDF

Additional information comprising leaflets advertising consultation events for West Leeds Gateway AAP, a summary and comments from the informal, Regulation

Draft minutes to be approved at the meeting  
to be held on Tuesday, 5th December, 2006

25 consultation on the EASEL AAP and information relating to the 9 tests which will comprise the Test of Soundness against which Development Plan Documents (DPDs) will be measured, were circulated at the meeting

Officers spoke to the report and provided the following information:

#### Statement of Community Involvement (SCI)

This was currently with the Planning Inspectorate, with the Inspector's report anticipated in December 2006. Once the SCI had been approved it would need to be adopted through the Council's processes and would become the route map for how consultation on planning issues would be conducted

#### City Centre AAP

Following Regulation 25 consultation, the responses received have been considered with officers now working on a set of Preferred Options, focussing on the following key areas:

Open Space – with work on mapping the existing green areas in the city centre being undertaken together with aspirations for new spaces including pedestrian and cycle routes being considered, including how these would link with other developments

Proposal areas, ie areas which have the potential to be significantly redeveloped over the next 10-15 years – with discussions being undertaken with major landowners, ie the LGI and the Universities on their aspirations

Transport – with internal meetings being held to develop an innovative transport strategy

Members were advised of a proposal from Metro to extend the loop road south of the city centre. Whilst this was considered a radical suggestion and had implications for bus routes and car parking, it could lead to greater pedestrian areas, for example around Leeds Parish Church and City Square

Whilst further public consultation would be carried out in Spring 2007, officers requested an informal session with Panel Members to discuss the Preferred Options at an early stage ahead of a formal report to Development Plan Panel

Concerning the informal consultation which had been carried out, officers advised that whilst there had not been a huge response, the comments made represented a good balance of different interests with comments from both the community and statutory bodies

#### EASEL AAP

Details of the Regulation 25 consultation process were provided. Officers stated that the response had been positive and that through working with Yorkshire Planning Aid, areas of the community which were usually hard to reach had been engaged, although work was still needed to target younger people and Asian men. A range of events held at different times through the day had proved successful as had a system to obtain immediate feedback on proposals

Further work would be undertaken on baseline information and a draft set of Preferred Options would be drawn up with consultation on these being anticipated in February/March 2007

Officers were reminded of the need for this work to be advanced quickly to harmonise with the finalisation of the EASEL contract

Members expressed concerns on whether the level of housing being demolished within the scheme would be replaced by Affordable Housing. Officers

stated they were working with the ALMO on this matter and Members were informed this would be an issue for the developer to deliver what was specified in the contract

In response to a query regarding the involvement of Education Leeds officers in issues relating to Bankside and Harehills Primary Schools, Members were advised that dialogue between the departments was ongoing

#### Aire Valley Leeds AAP

Members were informed that following the consultation which had been carried out, an assessment was being made of the responses together with technical work, including a financial viability study to help underpin the Preferred Options which would be drawn up. Whilst the responses had come mainly from landowners this maybe reflected the limited residential development currently within the subject area

Regarding the consultation process whilst a variety of events had been held, officers stated that communities in Hunslet, Middleton, Holbeck Moor and Richmond Hill perhaps did not see the direct impact of the Aire Valley AAP on their area

Members stressed the importance of good and frequent public transport links to the area to enable access to new jobs and new homes

Regarding the Knostrop WWTW, whilst remediation work had been undertaken by Yorkshire Water, Members considered that further work would be needed to enable the pollution to be dealt with effectively. Officers stated that they were working with Yorkshire Water on this matter and that whilst the company considered the treatment works were still necessary, with better technology a smaller operation might be possible. Members were also informed that through raised environmental standards and legislation, it was likely that Yorkshire Water would need to review the way it operated on site

It was suggested that this matter could be taken up by the Council's representatives on the Aire Valley Partnership Board

#### West Leeds Gateway AAP

Members were advised that the consultation process was currently underway on issues and options for the WLGAAP, with the current round of consultation concluding on 11<sup>th</sup> December. The feedback which had been received so far was positive and a variety of events and venues had been arranged to engage as widely as possible

Reference was made to an anonymous leaflet which had been circulated in the area which contained erroneous information about the future of the area. Members were informed that officers had been working hard to dispel the rumours and to focus on the positive developments which were emerging in the area

#### Core Strategy

Officers informed Members that early engagement on the Core Strategy was occurring, with workshops, exhibitions and briefings being carried out. Once the current consultation had been undertaken then an options paper would be worked up for the informal, Regulation 25 consultation to be carried out

#### Leeds Evidence Base

Officers referred to the paper which had been tabled regarding the Test of Soundness and informed Members that at independent examination a DPD would be looked at against 9 tests. Anecdotal evidence suggested that some Local

Authorities had failed the Test of Soundness mainly on the evidence base which should be robust and credible to support the strategies, policies and allocations in the LDF

Members were informed that officers had met with the DCLG on this matter but that little information was available and that it would be for the Planning Inspector to judge whether the evidence base was sufficient. The Head of Planning and Economic Policy stated that whilst work was already evidenced it could be that a more strategic approach would need to be adopted in the future

#### Regional Spatial Strategy

Officers advised that the Evidence in Public had concluded and that the Inspector's report was anticipated in early 2007. There would be the opportunity for changes to the plan and Members were advised that issues relating to housing, transport and Leeds City Region might wish to be considered, with the final plan anticipated in Autumn 2007

#### Saved Policies

A formal protocol for saving policies had now been issued by DCLG. However there was insufficient information relating to saving of supporting text. Members were advised that some policies had been updated with no changes to the supporting text and vice versa, and that advice from the Chief Legal Services Officer was being sought to clarify the position

In response to queries from the Panel, officers reported their intention was to save as many policies as possible to ensure continuity of the planning process

**RESOLVED** – To note the report, the circulated information and the comments now made

### **23 Any other urgent business**

Further to minute 11 of the meeting held on 18<sup>th</sup> July 2007. where approval was sought to establish an LDF Consultation Advisory Group, with the Chair being a member of the Development Plan Panel, Members were asked to confirm the nomination made at that meeting

**RESOLVED** – That Councillor Cleasby be nominated as Chair of the LDF Consultation Advisory Group

### **24 Date and time of next meeting**

Tuesday 5<sup>th</sup> December 2006 at 1.30pm in the Civic Hall





Originator: Peter Shilson

Tel: 24 78122

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**Report of the Director of Development**

**Development Plan Panel**

**Date: 5 December 2006**

**Subject: Leeds Development Framework : Annual Monitoring Report 2006**

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**Electoral Wards Affected:**

All

**Specific Implications For:**

Equality and Diversity

Community Cohesion

Narrowing the Gap

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**Executive Summary**

1. At its meeting on 7 November this Panel noted a draft of this year's LDF Annual Monitoring Report (AMR). Attached to this report is a copy of this year's AMR, for information. The report is also programmed to be reported to Executive Board on 13 December.
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 final copy of this year's submission for Members' information.
- 1.2 The AMR will be tabled at the 13<sup>th</sup> December meeting of Executive Board with a recommendation that it is approved for submission to DCLG by the end of December. Scrutiny Board have asked for it to be tabled at its 19<sup>th</sup> 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 Members will recall that 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 is on going to embed and establish these systems for future monitoring purposes.
- 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.
- 3.3 Data and data collection arrangements are such that, at this stage, no clear conclusions can be drawn on changes in the policy areas where monitoring is required. However, it should be noted that the number of dwellings completed continues to run at a high level, well ahead of the anticipated output. This is the result partly of a boom in planning consents following the revision of PPG3 in March 2000 which introduced a virtual presumption in support of housing development on most brownfield sites. This 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.

- 3.4 The proportions of house building 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. Housing density also continues to rise and 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%.

#### **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 31<sup>st</sup> 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 Members are invited to consider the contents of the LDF Annual Monitoring Report for 2006 and to recommend to Executive Board to approve the Annual Monitoring Report for submission to the Secretary of State pursuant to Regulation 48 of the Town and Country Planning (Local Development) (England) Regulations 2004.

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

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## 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)<sup>1</sup>. 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 monitoring<sup>2</sup>. This covers monitoring in its widest context - monitoring implementation of the Local Development Scheme, Local Development Orders and Simplified Planning

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

<sup>2</sup> Local Development Framework Monitoring: A Good Practice Guide, DCLG, March 2005, [http://www.communities.gov.uk/pub/906/LocalDevelopmentFrameworkMonitoringAGoodPracticeGuide\\_id1143906.pdf](http://www.communities.gov.uk/pub/906/LocalDevelopmentFrameworkMonitoringAGoodPracticeGuide_id1143906.pdf)

Zone schemes, which will also form part of that framework. Monitoring is 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]<sup>3</sup>. " 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

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



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:

- 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)<sup>4</sup>, 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

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<sup>4</sup> <http://www.leeds.gov.uk/page.aspx?egmsIdentifier=1BA7EB05F491317080256E160039EDC8>

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.

### **3 The Local Development Scheme**

3.0.1 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.

#### **3.1 Reporting Period 1 April 2005 – 31 March 2006**

3.1.1 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 that 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.

3.1.2 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.

3.1.3 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).

- 3.1.4 Several strands of work are underway to take the LDS programme forward. Progress during the current reporting period can be summarised as follows.
- 3.1.5 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).
- 3.1.6 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.
- 3.1.7 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.
- 3.1.8 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**.
- 3.1.9 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.
- 3.1.10 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.

3.1.11 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.

### **3.2 Reporting Period 1 April 2006 – 31 March 2007**

3.2.1 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.<sup>5</sup> 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

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[http://www.DCLG.gov.uk/stellent/groups/DCLG\\_planning/documents/page/DCLG\\_plan\\_609973.pdf](http://www.DCLG.gov.uk/stellent/groups/DCLG_planning/documents/page/DCLG_plan_609973.pdf)

- various matters relating to mineral aggregate production, waste management and other environmental concerns

4.0.7 There are other documents that include information which helps monitor the development of Leeds, chiefly the City Centre Audit<sup>6</sup>, the Leeds Economy Handbook<sup>7</sup> and the Local Transport Plan<sup>8</sup>. 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

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<sup>6</sup> <http://www.leeds.gov.uk/> then Business, then Town centre management links

<sup>7</sup> <http://www.leeds.gov.uk/> then Business, then Business support and advice, then Local economy – reports and forecasts links

<sup>8</sup> <http://www.wyltp.com/> West Yorkshire Local Transport Plan 2: - 2006 - 2011

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 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 (Figure 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 (Figure 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.

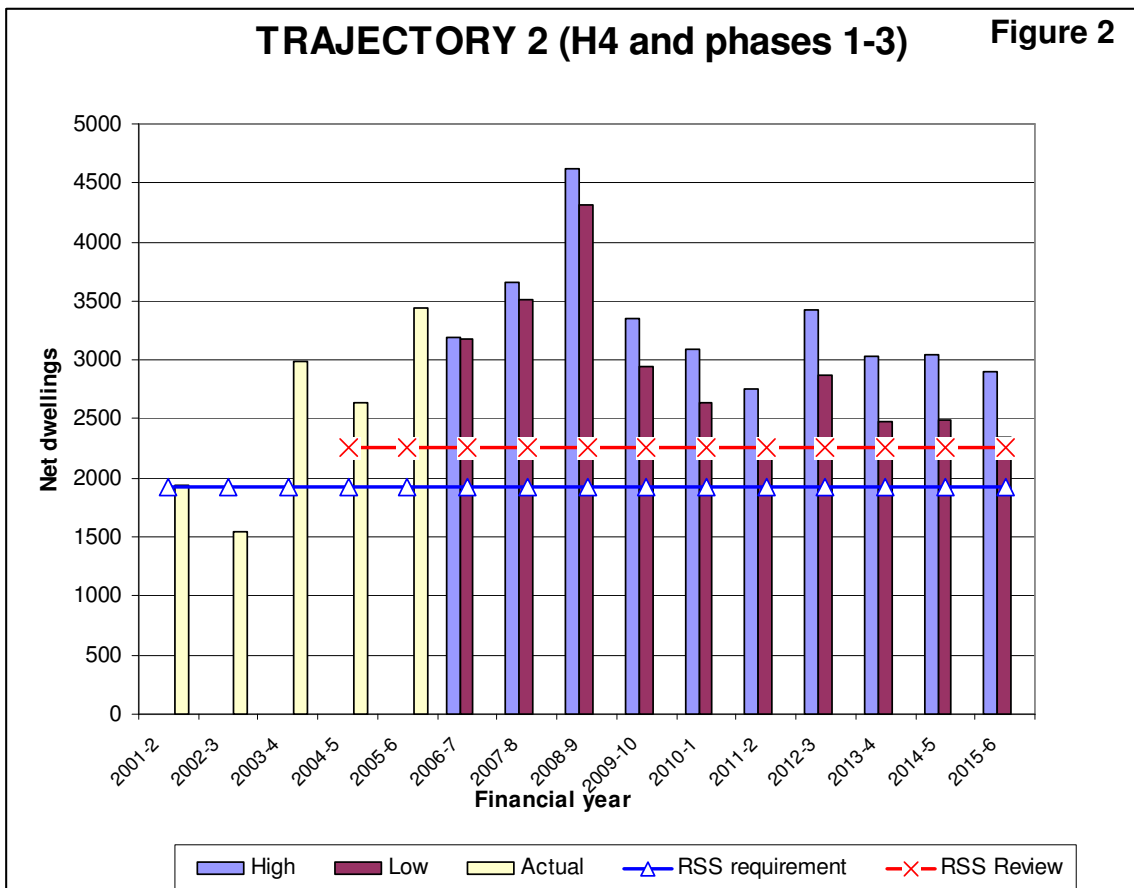
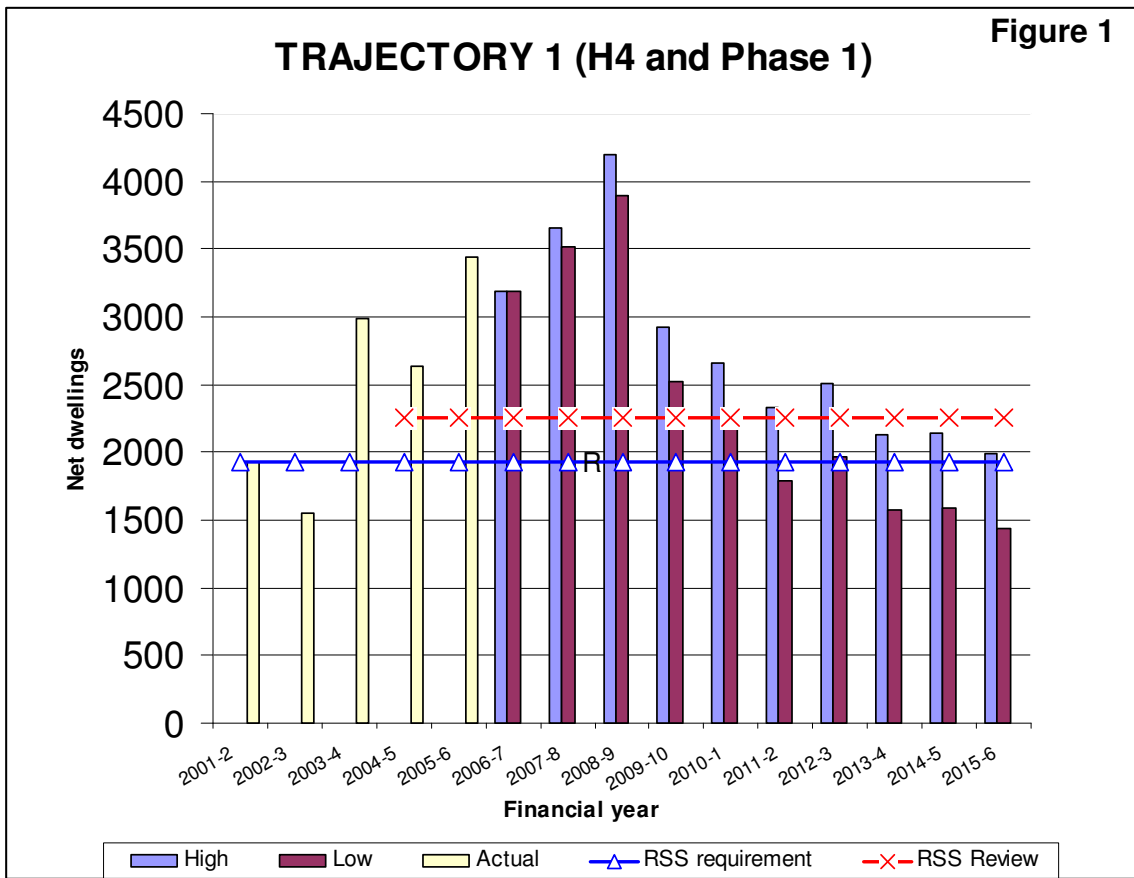


The Council attaches considerable importance to maintaining these high rates of brownfield development, and expects them to continue certainly in the short to medium term.

- 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 2005<sup>9</sup>. The SPG will be reviewed as necessary in the light of a Housing Market Assessment currently being undertaken.

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<sup>9</sup> 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**

### **Development Levels**

- 4.2.1 As in 2004/05, the land taken up in completions of office and industrial schemes has been slightly lower than the previous year (17.9 ha in 2005 / 06 vs 19.2 ha.). This reflects the lower levels of starts in 2004 compared to the recent peak year of 2001 and above-average take-up in 2002 and 2003. In 2005 / 06 the amount of land on which a start has been made is well above the long-run average (34 ha vs 25 ha) and this should mean that the completion levels in 2006 / 07 will show a reversal of the past two years and will reflect a familiar cyclical pattern.
- 4.2.2 In terms of floorspace, however, completions during 2005 / 06 were significantly higher than the previous year. Almost 98,000 m<sup>2</sup> (1.054 m ft<sup>2</sup>) of employment floorspace was completed, a rise of 50% overall. Put simply, more floorspace has been produced from a smaller land take.
- 4.2.3 The sectoral pattern of developments this year shows a sharp contrast compared to last. In terms of land, office schemes accounted for 35% of development, whereas offices comprised 61% of the employment floorspace developed. Compared with 2004 / 05, office completions rose to 59,390 m<sup>2</sup> in the year, a 130% increase.

This rise is accounted for to a large extent by the completion of several large city-centre schemes including

- No. 3 Leeds City Office Park (7440 m<sup>2</sup> gross)
- No. 2 Wellington Place (14,630 m<sup>2</sup> gross)
- No. 2 City Walk (5,950, m<sup>2</sup> gross)
- "Lateral", adjacent to City Walk (8,800 m<sup>2</sup> gross)

In all, city-centre office schemes totalled 41,900 m<sup>2</sup> on 2.5 ha.

Outside the city centre, lower density schemes predominated with a significant concentration at J46 of M1, where further phases of business park development occurred at Thorpe Park, Temple Point and Colton Mill. Out of centre schemes amounted to 17,490 m<sup>2</sup> on 3.8 ha.

- 4.2.4 Industrial completions were lower compared with last year (18,950 vs 30,745 m<sup>2</sup>, but warehousing schemes showed a large proportionate rise (15,890 m<sup>2</sup> vs 4850 m<sup>2</sup>). Despite these variations, the overall level of B2 / B8 completions remained about the same at approximately 35,000 m<sup>2</sup>.

<b>LDF Core Indicator 1a: Land developed for employment by type</b>								
Apr05 - Mar06							2004/05	
	Under 1000 m <sup>2</sup>		1000 m <sup>2</sup> & over		Total		Total	
Development Type	Area (ha.)	Floorspace (m <sup>2</sup> )	Area (ha.)	Floorspace (m <sup>2</sup> )	Area (ha.)	Floorspace (m <sup>2</sup> )	Area (ha.)	Floorspace (m <sup>2</sup> )
B1 Office	0.28	2780	5.992	56610	6.272	59390	8.02	26090
B1 Other			1.25	3660	1.25	3660	1.36	3680
B2 Industrial			3.604	18950	3.604	18950	8.581	30745
B8 Warehousing			6.74	15890	6.74	15890	1.213	4850
<b>Total</b>	<b>0.28</b>	<b>2780</b>	<b>17.586</b>	<b>95110</b>	<b>17.866</b>	<b>97890</b>	<b>19.174</b>	<b>65365</b>

Note: Extensions not included

**Table 1**

## Regeneration Areas

4.2.5 Developments in Regeneration Areas (RAs) during 2005 / 06 were of an equivalent level to 2004 / 05 at about 25,000 m<sup>2</sup> in both years, with very similar scales of land-take (7.2 ha vs 7.7 ha). As last year, RAs attracted a bigger proportion of B2 / B8 schemes than other areas but no significant office completion was recorded in 2005 / 06 within a RA. However, within the first half of 2006 / 07 there has been the completion of Phase 2 of Leeds Valley Park, at Stourton, which lies within the Aire Valley Leeds RA.

## Development on Previously Developed Land

<b>LDF Core Indicator 1b: Land developed for employment by type in Regeneration Areas</b>						
Apr05 - Mar06						
	Regeneration Areas				Total	
	In		Out			
Development Type	ha. Developed	m <sup>2</sup> complete	ha. Developed	m <sup>2</sup> complete	ha. Developed	m <sup>2</sup> complete
B1 Office			6.27	59390	6.27	59390
B1 Other	1.25	3660			1.25	3660
B2 Industrial	1.94	14050	1.66	4900	3.60	18950
B8 Warehousing	4.01	7260	2.73	8630	6.74	15890
<b>Total</b>	<b>7.20</b>	<b>24970</b>	<b>10.67</b>	<b>72920</b>	<b>17.87</b>	<b>97890</b>
<i>2004/05</i>	<i>7.72</i>	<i>25420</i>	<i>11.45</i>	<i>39945</i>	<i>19.17</i>	<i>65365</i>

Regeneration Areas: as defined in the UDP Review

**Table 2**

4.2.6 Although completion levels are smaller this year, the proportion of the land take on Previously Developed Land (PDL) in 2005 / 06 rose slightly compared with 2004 / 05 (77.4% vs 75.7%). In terms of floorspace, however, the concentration of city centre office schemes has resulted in a sharp rise (85% vs 69%) in the percentage of floorspace completed on PDL. This was despite some significant greenfield developments at Thorpe Park, Temple Point and Colton Mill noted previously.

4.2.7 Unlike housing development, there is no target for the proportion of employment schemes that should be on PDL. Nevertheless there is a policy preference to use PDL before greenfield land. As recorded in Indicator 1c, 77% of employment development was on PDL and so the city's performance would appear to be consistent with such a policy ambition.

LDF Core Indicator 1c: Land developed for employment by type Analysis by Previously Developed Land (PDL)								
Apr05 - Mar06								
Development Type	PDL		Not PDL		Total Land		Total Floorsp	
	Area (ha)	Floorspace m <sup>2</sup>	Area (ha)	Floorspace m <sup>2</sup>	Area (ha)	% PDL	m <sup>2</sup>	% PDL
B1 Office	4.3	52120	1.972	7270	6.272	68.6	59390	87.8
B1 Other	1.25	3660			1.25	100.0	3660	100.0
B2 Industrial	3.604	18950			3.604	100.0	18950	100.0
B8 Warehousing	4.67	8840	2.07	7050	6.74	69.3	15890	55.6
Total	13.824	83570	4.042	14320	17.866	77.4	97890	85.4
2004/05	14.514	45105	4.66	20260	19.174	75.7	65365	69.0

Table 3

4.2.8 The allocated supply which is still available for employment uses amounts to about 635 ha. Over the course of the UDP plan period, take-up of this supply has been restricted, owing in large measure to infrastructure constraints in the Aire Valley area, notably the delayed East Leeds Link to J45 of M1. But, following the announcement in Dec 2005 that the link road would go ahead, approximately 200 ha. of allocated and other sites have been released. Construction of the link road is expected to start in Nov 2006 and completion is scheduled for Oct/Nov 2008.

4.2.9 As a result of this, three major sites have gained outline consents in April and May 2006:

- AMEC's proposal for an employment park of 143,500 m<sup>2</sup> on 49.1 ha. with a supporting 120 bed hotel, crèche (700 m<sup>2</sup>) and retail uses (700

m<sup>2</sup>). Within the employment uses, class B1 is subject to a maximum floorspace limit of 43,050 m<sup>2</sup>.

- Bell Wood Developments' twin proposals for 152,500 m<sup>2</sup> of B2 / B8 floorspace on 55.2 ha or for 275,000 m<sup>2</sup> of B8 floorspace on 90 ha. The latter proposal involves the release of part of the existing filter beds at Knostrop WWTW.
- Skelton Business Park, adjacent J45/M1: here outline consent on 65 ha. has been secured for 102,190 m<sup>2</sup> of B1 floorspace, plus a 200 bedroom hotel and 5000 m<sup>2</sup> of ancillary retail and leisure uses.

It is anticipated that early phases of all these proposals will be ready for the opening of the link road in late 2008. These schemes comprise the largest series of land releases in the city in the last thirty years and are acknowledged to have regional significance.

4.2.10 For allocated land, the amounts that are Previously Developed ("brownfield") and greenfield are broadly balanced at 334 ha vs 301 ha, but the greenfield supply is more concentrated upon providing for the B1 office sector rather than the B2 / B8 industrial sectors. This reflects the objectives of the UDP in providing market opportunities for sites for high quality peripheral office parks. In contrast the provision for B2 / B8 sectors is dominated by PDL sites, particularly the site of the former Skelton Grange Power Station and the land adjacent to the filter beds at Knostrop, which account for almost 150 ha.

4.2.11 The higher-than-average levels of starts of development seen in 2004 / 05 and especially in 2005 / 06 has begun to have an impact on the amount of allocated land available. About 47 ha. of allocated land were taken out of supply since March 2005 for employment and non-employment purposes and also by the "trimming" of allocation boundaries as sites became more precisely defined by planning permissions, infrastructure provision and partial development.

LDF Core Indicator: 1d Allocated Employment Land Supply by Type Analysis by Previously Developed Land (PDL)									
31-Mar-06	PDL			Not PDL			Total Land		
Type	ha.	% (2004/05)	No. sites	ha.	% (2004/05)	No. sites	ha.	% (2004/05)	No. sites
B1 Office	30.8	9.2 (8.3)	13	136.36	45.3 (52.7)	13	167.16	26.3 (29.3)	26
B1 Other	18.48	5.5 (5.5)	7	65.83	21.9 (15.8)	9	84.31	13.3 (10.4)	16
B2 & related	262.92	78.7 (79.6)	44	92.57	30.8 (29.4)	21	355.49	56.0 (55.8)	65
B8 & related	21.71	6.5 (6.7)	10	6.02	2.0 (2.1)	5	27.73	4.4 (4.5)	15
Total	333.91	100.0	74	300.78	100.0	48	634.69	100.0	122
<i>2004/05</i>	<i>359.1</i>		<i>80</i>	<i>322.5</i>		<i>55</i>	<i>681.6</i>		<i>135</i>

Table 4

LDF Core Indicator 1d: Allocated Employment Land Supply by Type and Size						
31 Mar 06						
Type	Under 0.4 ha		0.4 ha & over		ha.	No. sites
	ha.	No. sites	ha.	No. sites		
B1 Office	0.42	2	166.74	24	167.16	26
B1 Other	0.08	1	84.23	15	84.31	16
B2 & Related	1.82	9	353.67	56	355.49	65
B8 & Related	0.12	1	27.61	14	27.73	15
Grand Total	2.44	13	632.25	109	634.69	122

Table 5

4.2.12 As might be expected, windfall supply is almost entirely on Previously Developed Land - 92% at March 2006 – and shows a preponderance of small sites. Sites with office consents are more prominent this year, representing 50% of the windfall supply. However, this is a variable source of supply and its type, location and timing are uncertain. It provides a bonus rather than a supply that can be set against known sectors of demand.

<b>LDF Core Indicator: 1d Windfall Employment Land Supply by Type Analysis by Previously Developed Land (PDL)</b>									
<b>31 Mar 06</b>									
<b>Type</b>	<b>PDL</b>			<b>Not PDL</b>			<b>Total Land</b>		
	ha.	%	No. sites	ha.	%	No. sites	ha.	%	No. sites
B1 Office	44.25	49.3	76	4.54	61.5	4	48.79	50.3	80
B1 Other	5.76	6.4	12	1.848	25.0	2	7.608	7.8	14
B2 & related	7.704	8.6	14	1	13.5	1	8.704	9.0	15
B8 & related	31.978	35.7	11		0.0		31.978	32.9	11
Grand Total	89.692	100.0	113	7.388	100.0	7	97.08	100.0	120

**Table 6**

<b>LDF Core Indicator 1d: Windfall Employment Land Supply by Type and Size</b>						
<b>31 Mar 06</b>						
<b>Type</b>	<b>Under 0.4 ha</b>		<b>0.4 ha &amp; over</b>		<b>ha.</b>	<b>No. sites</b>
	ha.	No. sites	ha.	No. sites		
B1 Office	1.77	9	5.84	5	7.61	14
B1 Other	0.90	6	7.80	9	8.70	15
B2 & Related	7.83	47	40.96	33	48.79	80
B8 & Related	1.90	8	30.08	3	31.98	11
Grand Total	12.40	70	84.68	50	97.08	120

**Table 7**

### **Loss of Employment Land to Non-Employment Uses**

4.2.13 Table 8 sets out details of the loss of employment land to non-employment uses (Key Indicator 1e). There has been a slightly lower level of gross loss this year compared to last (12.7 ha vs 16.1 ha). This, coupled with more gains of employment land from green-field and previously-developed sites than last year, has resulted in a net gain of employment land across the city of roughly equal size to last year's loss (6.4 ha vs 5.3 ha).

4.2.14 A point made in last year's AMR is that Indicator 1e is a new monitoring instrument for which there is no historical series against which to judge "normal" fluctuations. It is possible that it will show an erratic path year-to-



year. Of greater interest in the short term are the gross losses and gains and the different geographical patterns they make.

4.2.15 Gains this year on green-field sites have featured new phases of peripheral Key Business Parks at Thorpe Park, Temple Point and Airport West, with the emphasis on office space. In contrast, losses have tended to feature small sites distributed broadly equally between the outer settlements, the outer suburbs and the inner core of the city.

4.2.16 It was reported in last year's Monitor that the Council's concern over the loss of employment land to housing had prompted some proposals to amend UDP Policy E7 – a saved policy in the LDF. However, the UDP Review Inspector did not accept the Council's proposals and this resulted in a modification that weakened Policy E7 in cases where housing is proposed on employment land.

4.2.17 So far, it is too soon to see the impact of this change to Policy E7, but in the past two years the Council has been successful in preventing the proposed loss of two allocated employment sites in Morley. It would appear that allocations can be protected where the Council can show clearly that their loss would undermine economic development or regeneration factors in local areas.

<b>LDF Core Indicator: 1e Loss of Employment Land to non-employment uses, in Leeds MD and Regeneration Areas (1) 2005 - 2006</b>				
<b>Apr05 - Mar06</b>				
	<b>Leeds MD</b>		<b>Of which: Regen Areas</b>	
<b>Loss to</b>	<b>ha</b>	<b>No. sites</b>	<b>ha</b>	<b>No. sites</b>
Housing	11.66	41	2.09	4
Retail / other commercial	.66	2	.17	1
Other	.39	1	.39	1
Total Loss 2005 / 06	12.71	44	2.65	6
<i>2004 - 05</i>	<i>16.06</i>	<i>47</i>	<i>3.10</i>	<i>5</i>
<b>Gain from</b>	<b>ha</b>	<b>No. sites</b>	<b>ha</b>	<b>No. sites</b>
Greenfield Sites	13.64	13	0	0
PDL not in employment use (2)	5.45	15	1.95	2
Total Gain 2005 / 06	19.09	28	1.95	2
<i>2004 / 05</i>	<i>10.72</i>	<i>14</i>	<i>4.31</i>	<i>1</i>
Net Loss (Gain) 2005 / 06	(6.38)		0.7	

Note: Losses / Gains are based on start of development

**Table 8**

(1) *Regeneration Areas: as defined in the UDP Review*

(2) *Employment Land re-used for employment purposes: 14.6 ha on 14 sites of which 5.0 ha in Regeneration Areas*

4.2.18 However, in cases where employment sites are unallocated it is much more difficult to prevent their loss to residential use. The losses to housing recorded in Indicator 1e are almost entirely on unallocated sites. These are mainly small sites where it is extremely difficult to show that the loss of the individual sites would undermine local economic strategies.

4.2.19 In his report, the UDP Review Inspector commented that he was not convinced that the losses of employment land to housing were yet a matter for concern and did not consider that the scale of loss justified the changes proposed to Policy E7. The Inspector's view raises an important issue about indicator 1e. The small annual incremental changes of the kind observed so far using this indicator will need to be seen in the light of their cumulative patterns. In future editions of the AMR, the presentation of this indicator will be supplemented by material on cumulative change and its geographical expression.

### **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<sup>10, 11</sup>) 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 5.2.11
- 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 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

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<sup>10</sup> [http://www.opsi.gov.uk/si/si1987/Uksi\\_19870764\\_en\\_2.htm](http://www.opsi.gov.uk/si/si1987/Uksi_19870764_en_2.htm)

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

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 paras. 5.2.8 – 5.2.10

### **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 17<sup>12</sup> 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 January 2007. 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.

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<http://www.communities.gov.uk/index.asp?id=1144067>

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 9 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.

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

*Money in £1,000s*

**Table 9**

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 The Environment Agency is responsible for monitoring and acting on a wide range of environmental issues<sup>13</sup>. The Agency is keen to find ways of sharing data on these in a meaningful way with Local Authorities, who also have many environmental responsibilities. It is currently looking at ways in which information can be reported at a more local level and in a timely manner. It is hoped to gradually include some of this material in this section of LDF Annual Monitoring Reports and to relate it to environmental work carried out by the City Council and to LDF policies that seek to improve the City's environment.

### **Minerals**

- 4.6.2 Two DCLG Core Indicators relate aggregate production. Eight sites in Leeds contributed towards the production of 755,990 tonnes of primary land won aggregates (Indicator 5a), the latest figures the City Council has provided to the Regional Aggregates Working Party (RAWP).
- 4.6.3 Core Indicator 5b covers the production of secondary and recycled aggregates. No secondary aggregates were produced in Leeds. It is estimated that about 250,000 tonnes of recycled aggregates were produced

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<sup>13</sup> <http://www.environment-agency.gov.uk/yourenv/>



but this estimate is subject to wide margins of error. There is likely to have been an increase on the previous year. It is considered that production capacity has been increasing recently. However, this is an area where there is no process for obtaining accurate production figures.

- 4.6.4 The City Council is assisting the contractor currently working on a two-stage study of sand and gravel resources at regional level. Phase 1, which has investigated resource levels, has been completed. Phase 2 will be carried out in 2007. This will assist the drafting of a strategy on how best to exploit these resources and where to source sand and gravel within the region.

### **Waste Management**

- 4.6.5 There are two DCLG Core Indicators relating to waste management. Indicator 6a covers the capacity of new waste management facilities, by type. Recent studies commissioned by the North East Environment Agency will, when completed, establish a baseline position to which new facilities can be related. In Leeds two new waste management facilities were approved:
- Arthington Quarry – a large composting facility with a capacity of 70,000 tonnes per annum. It will take some time to achieve the maximum capacity.
  - Howley Park, Morley – an above ground land forming site with an ultimate capacity of 80,000 m<sup>3</sup>.
- 4.6.6 Leeds has reviewed its first integrated municipal 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.
- 4.6.7 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 have all been considered and incorporated where appropriate into the final version of the Strategy which has now been approved<sup>14</sup>. The strategy will inform the procurement of an integrated waste management contract for the Council which will span the life of the strategy.
- 4.6.8 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.
- 4.6.9 Ensuring sustainable development forms part of a city-wide response to the concern to achieve a better balance between economic prosperity, social

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<sup>14</sup> Integrated Waste Strategy for Leeds 2005 – 2035, Leeds City Council, October 2006

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.

4.6.10 Concern over growing environmental damage has led to international targets to reduce greenhouse gas emissions and other environmentally harmful effects. Through the strategy the City Council is working to further reduce the amount of biodegradable waste being sent to landfill and reduce Leeds' impact on climate change. 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.

4.6.11 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.

4.6.12 Tables 10 and 11 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)<sup>15</sup> 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
<b>Total</b>	<b>276,187</b>	<b>299,240</b>	<b>317,845</b>	<b>327,877</b>	<b>332,250</b>	<b>337,990*</b>	<b>332,455</b>

Figures in tonnes

\* amended from previous AMR

**Table 10**

<sup>15</sup> <http://www.letsrecycle.com/legislation/landfillallowances.jsp>

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
<b>Total</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>

Percentages of total waste

\* amended from previous AMR

**Table 11**

### Flooding / Water Quality

4.6.13 DCLG's Core Indicator 7 consists of the number of planning permissions granted contrary to the advice of the Environment Agency (EA) on either flood defence grounds or water quality grounds. This indicator is intended as a proxy measure both of inappropriate development in flood plains and development that could adversely affect water quality. It is considered that while the indicator may be adequate at national and regional levels as giving a broad picture of development pressures affected by flood and water quality issues it is unhelpful at detailed local level.

4.6.14 In Leeds during the monitoring period there were 18 planning applications that the EA objected to although there is no record of the City Council having received 6 of these. In 10 of the 18 cases the objection was because a Flood Risk Assessment had not been supplied and in eight cases the Agency considered that the Assessment that had been supplied was not adequate. The position at the end of November for those cases where Council records of objections exist is shown in Table 12.

Status	% of all	Major application	Minor application
Approved – initial EA objection overcome	33	4	0
Approved	0	0	0
Refused	25	0	3
Withdrawn	33	2	2
Undecided	8	1	0
Total	100	7	5

**Table 12**

4.6.15 The City Council would require a flood risk assessment in cases where the Environment Agency has drawn attention to this. However, any flood risk identified would be weighed in the overall balance of planning considerations on development proposals, and due weight accorded depending on the degree of risk.

### **Biodiversity**

4.6.16 DCLG have two core indicators on biodiversity, both relating to recording change in areas and populations of biodiversity importance.

4.6.17 Indicator 8(i) covers change in priority habitats and species (by type). In Leeds there is currently no systematic recording of changes to priority species and habitats as a result of development activity. This issue will be reviewed in the light of future work on Sustainability Appraisals.

4.6.18 Indicator 8(ii) relates to change in areas designated for their intrinsic environmental value including sites of international, national, regional, sub-regional or local significance. In the year 2005 – 6 there was no change affecting any such areas. One case still in progress concerns the South Leeds School PFI project and its effect on Middleton Woods Local Nature Reserve. This will be reported in the appropriate edition of the AMR when it is resolved.

### **Renewable Energy**

4.6.19 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

4.6.20 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.

4.6.21 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 enhanced monitoring arrangements 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 Agency<sup>16</sup> <sup>17</sup>, the Audit Commission<sup>18</sup> and the Office for National Statistics (ONS). In particular, ONS is developing a statistical facility called Neighbourhood Statistics<sup>19</sup> 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**

- 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

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<sup>16</sup> <http://www.environment-agency.gov.uk/yourenv/eff/>

<sup>17</sup> <http://www.magic.gov.uk/>

<sup>18</sup> <http://www.audit-commission.gov.uk/performance/dataprovision.asp>

<sup>19</sup> <http://www.neighbourhood.statistics.gov.uk/dissemination/>

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) project<sup>20</sup>. 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. para. 5.3.8).

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<sup>20</sup> <http://www.parsol.gov.uk/index.html>

### **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 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 over 7000 planning applications and about 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 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 (re. para 3.2). 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 (re. para. 3.4). 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. para. 5.2.5) 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. para. 5.2.4). 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 and issues relating to defining indicators remain unresolved.

## Appendix – DCLG Key Indicators

### 1a: Amount of land developed for employment by type. (B1, B2, B8 for 2005 / 6)

Development Type	Area (ha.)	Floorspace ( m <sup>2</sup> )
B1 Office	6.272	59390
B1 Other	1.25	3660
B2 Industrial	3.604	18950
B8 Warehousing	6.74	15890
Total	17.866	97890
<i>Note: Extensions not included</i>		

### 1b: Amount of land developed for employment, by type, which is in development and / or regeneration areas defined in the local development framework

Development Type	ha. Developed	m <sup>2</sup> complete
B1 Office		
B1 Other	1.25	3660
B2 Industrial	1.94	14050
B8 Warehousing	4.01	7260
Total	7.20	24970
<i>Regeneration Areas: as defined in the UDP Review</i>		

### 1c: Percentage of 1a, by type, which is on previously developed land.

Development Type	Total Land		Total Floorspace	
	Area (ha)	% PDL	m <sup>2</sup>	% PDL
B1 Office	6.272	68.6	59390	87.8
B1 Other	1.25	100.0	3660	100.0
B2 Industrial	3.604	100.0	18950	100.0
B8 Warehousing	6.74	69.3	15890	55.6
Total	17.866	77.4	97890	85.4

**1d: Employment land supply by type.**

Type	ha.	%
B1 Office	167.16	26
B1 Other	84.31	16
B2 & related	355.49	65
B8 & related	27.73	15
Total	634.69	122

**1e: Losses of employment land in (i) development / regeneration areas and (ii) local authority area**

<b>LDF Core Indicator: 1e Loss of Employment Land to non-employment uses, in Leeds MD and Regeneration Areas (1) 2005 / 06</b>				
<b>Apr05 - Mar06</b>				
	<b>Leeds MD</b>		<b>Of which: Regen Areas</b>	
<b>Loss to</b>	<b>ha</b>	<b>No. sites</b>	<b>ha</b>	<b>No. sites</b>
Housing	11.66	41	2.09	4
Retail/other commercial	.66	2	.17	1
Other	.39	1	.39	1
Total Loss 2005 / 06	12.71	44	2.65	6
2004 / 05	16.06	47	3.10	5
<b>Gain from</b>	<b>ha</b>	<b>No. sites</b>	<b>ha</b>	<b>No. sites</b>
Greenfield Sites	13.64	13	0	0
PDL not in empty use (2)	5.45	15	1.95	2
Total Gain 2005 / 06	19.09	28	1.95	2
2004 / 05	10.72	14	4.31	1
Net Loss (Gain) 2005 / 06	(6.38)		0.7	

Note: Losses / Gains are based on start of development

(3) Regeneration Areas: as defined in the UDP Review

(4) Employment Land re-used for employment purposes: 14.6 ha on 14 sites of which 5.0 ha in Regen Areas

**1f: Amount of employment land lost to residential development.**

11.66 ha.

**2a: Housing Trajectory**

Net additional dwellings over the previous five year period or since the start of the relevant development plan document period, whichever is the longer. Start of RSS period in the case of RA.

Net additional dwellings for the current year

<b>Indicators 2A (i &amp; ii) Output 2001-2006</b>			
	<b>2001-2006</b>		<b>2005 - 6</b>
	<b>Total</b>	<b>Annual average</b>	<b>Total</b>
New build	12611	2522	3306
Conversion	1790	358	388
Demolition	1862	372	257
Net change	12539	2508	3437

Projected net additional dwellings up to the end of the relevant development plan document period or over a ten year period from its adoption, whichever is the longer. End date of RSS in the case of RA.

**Indicator 2A (iii) Output 2006-16**

<b>Trajectory 1</b>	<b>Total</b>	<b>Annual Average</b>
New build & conversion	27374 - 31453	2737 - 3145
Demolition	3720	372
Net change	23654 - 27733	2365 - 2773

**Trajectory 2**

New build & conversion	32712 - 36791	3271 - 3679
Demolition	3720	372
Net change	28992 - 33071	2899 - 3307

The annual net additional dwelling requirement (as set out in the RSS).

**Indicator 2A (iv) Annual average development plan requirement**

1930 dwellings per annum **gross** 1998-2016 (current RSS)

2260 dwellings per annum **net** 2004-16 (draft RSS Review)

Annual average number of net additional dwellings needed to meet overall housing requirements, having regard to previous year's performance (to meet the overall RSS requirement).

**Indicator 2A (v) Residual annual development plan requirement**

1378 dwellings per annum gross 2006-16 (current RSS)

2105 dwellings per annum net 2006-2016 (draft RSS Review)

**2b: Percentage of new and converted dwellings on previously developed land.**

2001 – 2006            89%

2005 – 2006            96%

**2c: Dwellings - Density of completed development (%)**

	2001 - 2006	2005 - 2006
Fewer than 30 dwellings per hectare	17	3
30-50 dwellings per hectare	24	12
Over 50 dwellings per hectare	58	85

**2d: Affordable housing completions. Gross and net additional affordable housing units completed.**

New build and conversion (annual average)

2001 – 2006            207

2005 – 2006            235

**3a: Percentage of completed non-residential development complying with car-parking standards set out in the local development framework**

No data available for Leeds, re. para. 4.4.6 of AMR

**3b: 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**

No data available for Leeds, re. para. 4.4.2 of AMR

**4a: Amount of completed retail, office and leisure development respectively. Retail A1, Office B1a and A2, Leisure D2.**

No data available for Leeds, re. para. 4.3.1 of AMR

**4b: Percentage of completed retail, office and leisure development respectively in town centres**

No data available for Leeds, re. para. 4.3.1 of AMR

**4c: Percentage of eligible open spaces managed to green flag award standard**

No data available for Leeds, re. para. 4.5.2 of AMR

**5a: Production of primary land won aggregates**

755,990 tonnes

**5b: Production of secondary / recycled aggregates**

It is estimated that 250,000 tonnes of recycled aggregates were produced but this estimate is subject to wide margins of error (re. para. 4.6.3)

**6a: Capacity of new waste management facilities by type**

- Arthington Quarry – a large composting facility with a capacity of 70,000 tonnes per annum. It will take some time to achieve the maximum capacity.
- Howley Park – an above ground land forming site with an ultimate capacity of 80,000 m<sup>3</sup>.

**6b: Amount of municipal waste arising, and managed by management type, and the percentage each management type represents of the waste managed**

Management Type	2004 - 2005	% 2004 2005
Green (Compost)	13,540	4.1
Other Recycled	57,389	17.3
<i>Total Recycled</i>	<i>70,929</i>	<i>21.3</i>
Waste Incinerated	87	<0.0
Waste Landfilled	261,439	78.6
<b>Total</b>	<b>332,455</b>	<b>100</b>

**7: Number of planning permissions granted contrary to the advice of the Environment Agency on either flood defence grounds or water quality**

Nil. See commentary in para. 4.6.14 of AMR

**8: Change in areas and populations of biodiversity importance**

(i) change in priority habitats and species (by type)

No data available for Leeds, re. para. 4.6.17 of AMR

(ii) change in areas designated for their intrinsic environmental value including sites of international, national, regional, sub-regional or local significance.

No changes in 2005 - 6

**9: Renewable energy capacity installed by type**

No data available for Leeds, re. para. 4.6.19 of AMR