



DEVELOPMENT PLAN PANEL

Meeting to be held in Civic Hall, Leeds, LS1 1UR on
Monday, 24th February, 2014
at 1.30 pm

MEMBERSHIP

Councillors

M Coulson
K Groves
P Gruen
J Lewis
K Mitchell
N Taggart (Chair)
N Walshaw

C Campbell

B Anderson
C Fox

T Leadley

**Agenda compiled by:
Andy Booth
Governance Services
Civic Hall
Tel: 0113 24 74325**

A G E N D A

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

Item No	Ward	Item Not Open		Page No
3			<p>LATE ITEMS</p> <p>To identify items which have been admitted to the agenda by the Chair for consideration.</p> <p>(The special circumstance shall be specified in the minutes).</p>	
4			<p>DECLARATION OF DISCLOSABLE PECUNIARY AND OTHER INTERESTS</p> <p>To disclose or draw attention to any disclosable pecuniary interests for the purposes of Section 31 of the Localism Act 2011 and paragraphs 13-18 of the Members' Code of Conduct. Also to declare any other significant interests which the Member wishes to declare in the public interest, in accordance with paragraphs 19-20 of the Members' Code of Conduct.</p>	
5			<p>APOLOGIES FOR ABSENCE</p> <p>To receive any apologies for absence.</p>	
6			<p>MINUTES - 11 DECEMBER 2013</p> <p>To approve as a correct record the minutes of the Development Plan Panel meeting held on 11 December 2013</p>	1 - 4
7			<p>LEEDS CORE STRATEGY - INSPECTOR'S MAIN MODIFICATIONS</p> <p>To receive and consider the attached report of the Director of City Development</p>	5 - 32
8			<p>LEEDS LOCAL DEVELOPMENT FRAMEWORK - AUTHORITY MONITORING REPORT (AMR)</p> <p>To receive and consider the attached report of the Director City Development</p>	33 - 86
9			<p>DATE AND TIME OF NEXT MEETING</p> <p>Tuesday, 8 April 2014 at 1.30 p.m.</p>	

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Development Plan Panel

Wednesday, 11th December, 2013

PRESENT: Councillor N Taggart in the Chair

Councillors B Anderson, C Campbell,
M Coulson, C Fox, K Groves, P Gruen,
M Harland, T Leadley and J McKenna

13 Apologies for Absence

Apologies for absence were submitted on behalf of Councillors J Lewis and K Mitchell

Councillors M Harland and J McKenna were present as substitutes.

14 Minutes - 27 August 2013

RESOLVED- That the minutes of the Development Plan Panel meeting held on 27 August 2013 be confirmed as a correct record.

15 Natural Resources & Waste Local Plan Update following a High Court Challenge

The report of the Director of City Development referred to the Natural Resources & Waste Local Plan which formed part of the Local Development Framework and was adopted by the Council in January 2013. Following this, the Council had received a High Court challenge into a discreet part of the plan. The report updated Members on the outcome of the challenge and explained the further steps now required to address the Judge's ruling. Members were asked to note the outcome of the High Court challenge and the further steps required.

It was reported that the High Court hearing had been held in August 2013 and the judgement had been made in September 2013. The two policies that Council had lost on concerned planning for a shift to non-road based freight and the challenge had been submitted jointly by two parties both of whom were landowners with land affected.

The Judge had found that the inspector who had examined the plan had acted irrationally because his report did not adequately explain his reason with regard to those matters. It was ordered that the policies be re-submitted. This would give opportunity for further consultation with the interested parties.

In further discussion it was reported that though the policy had been submitted on the recommendation of the independent inspector, that ultimately it was the Council's policy and responsibility.

RESOLVED – That the outcome of the High Court Challenge and further steps required to address the Judge’s ruling be noted.

16 Core Strategy Update

The report of the Director of City Development informed Members of the recent independent examination of the Core Strategy. It provided an update on the issues arising, the current position and next steps.

Members were reminded that the Core Strategy had been submitted to the Secretary of State in April 2013, followed by further submissions in September 2013 and examination in October 2013.

Main Issues highlighted included the following:

- Affordable Housing
- Accommodation for Gypsies, Travellers and Travelling Show People
- Houses in Multiple Occupation/Student Housing
- Housing Need and Supply

The inspector had raised concerns with regard to affordable housing and accommodation for travellers. On both issues it was felt that further work was needed.

In response to Members comments and questions, the following was discussed:

- Methodology used for traveller accommodation requirements – it was reported that a further report was hoped to be submitted to Executive Board in March 2014.
- Concern regarding the inspector’s comments on affordable housing. A further report would be submitted to the December meeting of Executive Board.
- Concern regarding the delay in getting the Core Strategy approved and that it could be affected by the two areas of concern.

RESOLVED – That the report be noted.

17 Leeds Site Allocations Development Plan Document (DPD) - Report of Consultation

The report of the Director of City Development summarised the number of respondents who had commented on the recent Site Allocations Plan Issues and Options consultation. The draft report of consultation provided details of the consultation process and the responses received. No analysis of the comments had yet taken place and further reports would be presented to Development Plan Panel in due course.

Issues highlighted from the report included the following:

- The report presented the first stage of consultation that had been held over an 8 week period.
- There had been no analysis of the responses at this stage and the report contained statistical information broken down into the areas of consultation.

Draft minutes to be approved at the meeting
to be held on Monday, 24 February 2014

- Responses may have been included more than once if they covered more than one area.
- There had been high numbers of response in the Aireborough, Morley and Outer North East Areas.
- The comments for each of the housing market characteristic areas had been further broken down to housing, employment, retail and greenspace.
- The comments regarding housing sites were being broken down into those which were supportive, objective or neutral.
- Comments regarding retail, employment and greenspace were low when compared to the housing responses.

In response to Members comments and questions, the following was discussed:

- Comments that had been offensive or racist had been removed.
- Difficulties with using the website for consultation.
- Issues relating to existing and forthcoming planning applications.

RESOLVED –

- (1) That the key headlines from the consultation be noted.
- (2) That the Draft Report of Consultation be noted. Further analysis of the responses and consideration of the outcomes of the consultation and subsequent actions will be reported to Panel at future meetings.

18 Date and Time of Next Meeting

To be confirmed.

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Report authors:
 Steve Speak/David Feeney
 Tel: 2478086/2474539

Report of Director of City Development

Report to Development Plan Panel

Date: 24th February 2014

Subject: Leeds Core Strategy – Inspector`s Main Modifications

Are specific electoral Wards affected? If relevant, name(s) of Ward(s): District-wide	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Is the decision eligible for Call-In?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: Appendix number:	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No

Summary of main issues

1. The Council’s Publication Draft Core Strategy was agreed by Executive Board on 10th February 2012, submitted for public examination in April 2013, with Hearing sessions taking place in July/October 2013. The Core Strategy has been specifically identified within the Best Council Plan as a key action; delivering on the best council objective to promote sustainable and inclusive economic growth. The Core Strategy therefore provides an overall framework for the scale and location of housing and economic growth until 2028.
2. Following the October Hearings, the Inspector has now issued a schedule of ‘Main Modifications’ to the plan, which he considers necessary in order to make the plan sound. These will need to be advertised for a 6 week period of consultation, subject to Executive Board’s Consideration.
3. The purpose of this interim report is to inform Development Plan Panel (a report has previously been presented to Executive Board on 14th February) of the overall content of the Modifications and to highlight the key issues and next steps. A further report will be prepared for the March Executive Board, setting out the implications for the Council and seeking formal approval to publish the modifications for consultation.

Recommendations

4. Development Plan Panel is requested to note the contents of this report.

1. Purpose of this report

- 1.1 To update members on progress on the Core Strategy, in particular recent correspondence from the Core Strategy Inspector and to consider the next steps.

2 Background information

- 2.1 The Core Strategy is one of the key policy documents of the Council in giving spatial expression to many of the “Best Council” ambitions. It seeks to establish the scale of new housing that we should plan for and to guide its location. In doing so, the plan is concerned to protect the separate character and identity of the many and varied communities across the district and to ensure that we deliver the right mix and quality of development supported by appropriate facilities. The Core Strategy is designed to ensure that new development reflects a range of Council objectives including the need for more jobs, and the “Child Friendly” and health agendas.
- 2.2 The scale of growth envisaged in the Core Strategy is ambitious and unprecedented. In this respect it supports the role of Leeds at the heart of the Leeds City Region, including reflecting the importance of Leeds City Centre. The approach is entirely consistent with the City Region ambitions set out in the emerging Strategic Economic Plan.
- 2.3 The Council published its draft (Publication) plan in February 2012. Following consideration of representations received on the draft, pre-submission changes were published in December 2012 and the plan was then submitted to the Secretary of State in April 2013, for independent examination. An inspector, Mr Anthony Thickett was appointed to undertake the examination of the plan. This commenced with a hearing in July to consider whether the Council had fulfilled the duty-to-co-operate. The Inspector confirmed that he was satisfied that the Council had met the legal requirements and the plan could therefore proceed to examination to test its soundness. The examination Hearings subsequently took place in October 2013.

3 Main Issues

- 3.1 As promised the Core Strategy inspector has written to the Council (Appendix 1) to clarify outstanding issues. The key points are:
- that he will deal with the outstanding issues of affordable housing and Gypsy and Traveller policy at further hearing sessions in May;
 - the Council therefore needs to advertise its policies to enable consultation to take place in advance of the hearings. (the affordable policy has already been approved by Exec Board and the revised position on Gypsy & Travellers will go in March); and
 - he has provided a schedule of Main Modifications (Appendix 1) that address changes arising from the debate to date which he considers necessary to make the plan sound. The Council is expected to advertise the Main Modifications (for a 6 week period) to allow representations to be made.

- 3.2 The inspector has now issued a revised schedule of Main Modifications (following the clarification of a number of points), which has been appended to this report for information (and has also been put on the Council's web site at the request of the Inspector). These Main Modifications have been made by the inspector, following his consideration of the evidence and arguments before him and he considers necessary in order to make the plan "sound". It should be noted that the issue of the 'soundness' of the plan is a matter solely for the inspector (subject to challenge only on grounds such as irrationality).
- 3.3 There are many aspects of the inspector's correspondence that are welcome and very positive in that he leaves many of the key components of the plan unchanged. He accepts:
- The overall Spatial Vision and Objectives (including urban regeneration, the promotion of a diverse and enterprising economy and the commitment to 'place making');
 - the 70,000 net dwelling target;
 - the plan period (2012 – 2028);
 - the housing distribution figures for each Housing Market Characteristic Area (HMCA), including the numbers in the City Centre;
 - the concentration of new development around the settlement hierarchy;
 - the 'centres' based approach to retail development;
 - the 'windfall allowance' of 500 dwellings p.a. on small and unidentified sites;
 - the previously developed land (PDL)/greenfield split, including a 65% PDL /35% greenfield split for the first 5 years;
 - the concept of phasing allocations; and .
- 3.4 Acceptance of these broad aspects of the plan means that the Council can continue to press ahead with the Site Allocations plan, for publication later in the year.
- 3.5 However, there is one change that the inspector requires that is of potential significance to the Council. This is that he does not accept a 'stepping-up' of the housing requirement (set out within Spatial Policy 6 – The Housing Requirement and the Allocation of Housing Land). The Core Strategy proposed a requirement of 3,660 dwellings p.a. for 2012/13-2016/17 and 4,700 p.a. from 2017/18. The inspector's change means that the Council now has a single average rate throughout the plan period of 4,375 p.a. In relation to this Modification, the Council is currently assessing the implications and has sought urgent legal advice.

4. Corporate Considerations

4.1 Consultation and Engagement

- 4.1.1 The Core Strategy is at an advanced stage and has therefore been subject to several phases of consultation and engagement since 2006. This includes early engagement work in 2006, 'Issues & Alternative Options' consultation 2007, 'Preferred Approach' Consultation 2009, Publication Draft Consultation in 2012, 'Pre Submission' Consultation in 2013 and public examination (following submission in April 2013). These stages of consultation have been undertaken consistent with the

Local Development Framework Regulations and the statutory requirements under the Duty to Cooperate.

4.2 Equality and Diversity / Cohesion and Integration

- 4.2.1 As outlined in previous reports to Executive Board on the Core Strategy, due regard has been given to Equality, Diversity, Cohesion and Integration issues in the formulation of the Core Strategy. This has included meeting the requirements of the Strategic Environmental Assessment Directive, which has meant that the Core Strategy has been subject to the preparation of a Sustainability Appraisal (and an Addendum to the Sustainability Appraisal based upon a review of the pre-submission changes). The purpose of this Appraisal is to assess (and where appropriate strengthen) the document's policies, in relation to a series of social, environmental and economic objectives. As part of this process, issues of Equality, Diversity, Cohesion and Integration, are embedded as part of the Appraisal's objectives. In complementing the preparation of the Sustainability Appraisal, a Health Impact Assessment exercise, has also been undertaken in the preparation of the emerging document, the conclusions of which have also been embedded within the document.
- 4.2.2 Given this approach, considerations of equality of opportunity and good relations have been integrated into the formulation of the Core Strategy and an assessment of the impact of the policies on the advancement of equality and good relations has been carried out. This is evidenced in the completion of a comprehensive Equality Impact Assessment Screening document (previously reported to Executive Board November 2012), prior to submission in April 2013.

4.3 Council policies and City Priorities

- 4.3.1 As highlighted in this report, the Core Strategy, plays a key strategic role in taking forward the spatial and land use elements of the Vision for Leeds and the aspiration to the 'the best city in the UK'. Related to this overarching approach and in addressing a range of social, environmental and economic objectives, where relevant the Core Strategy also seeks to support and advance the implementation of a range of other key City Council and wider partnership documents. These include the Best Council Plan (2013-17) and Leeds Joint Health and Wellbeing Strategy (2013-2015).
- 4.3.2 In reflecting the requirements of national legislation, prior to submission (and as part of the City Council's Hearing Statements), a number of changes to the Core Strategy text were proposed to reflect the 'duty to cooperate' (Localism Act 2011) and the duty of local authorities to improve public health (Health & Social Care Act 2012). The inclusion of reference to these duties, not only clarifies and strengthens the wording of the Core Strategy text, as part of the overall strategic approach but also helps to support City Council commitments as part of the Leeds City Region / Local Enterprise Partnership (LEP) and priorities associated with the Leeds Health and Well Being Strategy.

4.4 Resources and value for money

- 4.4.1 The preparation of statutory Development Plan Documents is an essential but a very resource intensive process. This is due to the time and cost of document preparation (relating to public consultation and engagement), the preparation and monitoring of an extensive evidence base, legal advice and Independent Examination. These challenges are compounded currently by the financial constraints upon the public sector and resourcing levels, concurrent with new technical and planning policy pressures arising from new legislation (including the Community Infrastructure Levy and Localism Act). There are considerable demands therefore in taking forward the Core Strategy and related work, including the preparation of the Site Allocations plan, which is due to quickly follow on.

4.5 Legal Implications, Access to Information and Call In

- 4.5.1 This report is to note for information but it is not Exempt from Call In. However, as set out in the report a further report will be prepared for 5 March Executive Board considering the implications of the Main Modifications in more detail.

4.6 Risk Management

- 4.6.1 As emphasised in this report, there is considerable urgency to take the Core Strategy forward. This is needed to provide clarity for investment decisions, to take forward the Council's strategic priorities and to provide an up to date planning framework for the emerging Site Allocations document and Neighbourhood Plans.
- 4.6.2 The preparation of the Core Strategy document has been a complex process. Given the range of issues covered, the City Council will need to continue to take appropriate advice, in order to respond to issues which may arise and in order to keep the momentum behind the process.

5 Conclusion

- 5.1 As outlined in this report, following the submission of the Core Strategy for examination, the inspector has now issued a schedule of Main Modifications. These are Modifications which the inspector considers to be necessary in order to make the plan sound.
- 5.2 Overall, the inspector's correspondence is very positive in endorsing the overall strategy and policy approach of the plan, which in turn help support and deliver key corporate objectives. However, as set out in para.3.5 above, the inspector has not accepted a 'stepping up' of the housing requirement. The implications of this are currently being assessed, with a view to preparing a further report to Executive Board in March. It is proposed to seek authority to publish the modifications for the 6 week consultation period at the March Executive Board once the changes have been more fully considered.

6 Recommendations

6.1 Development Plan Panel is requested to note the contents of this report

7 Background documents¹

7.1 None

7 Appendices

8.1 Inspector's Covering Letters (dated 31st January and 4th February)

8.2 Schedule of Main Modifications

¹ The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.

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Examination of Leeds City Council Core Strategy

Mr S Speak
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By email only

**Inspector: Anthony Thickett BA(Hons) BTP
MRTPI Dip RSA**

Programme Officer: Helen Wilson
Tel: 01527 65741
E mail: progofficer@aol.com

Date 31 January 20143

Dear Mr Speak,

As promised accompanying this letter is a schedule of Main Modifications. I understand that you hope to consult on the schedule in March.

As you are aware the schedule does not include the Council's proposed changes to Policies H5 (Affordable Housing) and H7 (Gypsies and Travellers). Those proposed changes are to be the subject of a separate consultation (leading to hearings on 13 May) and I have already provided Mr Feeney with a list of questions to guide representors.

Also missing from the schedule are the Council's proposed changes to Policies EN1 and the reasoned justification to Policy EN4. This is because I have concerns regarding the viability implications of these policies and Policy EN2 and these viability concerns are inextricably linked with the proposed targets and thresholds for affordable housing.

I have considered your proposals with regard to monitoring and consider that, in order for the Plan to be effective and sound, a monitoring table should be included in the Core Strategy. I agree that the Monitoring Framework (CD1/18a) is unwieldy and should not be appended to the Plan. Below are links to monitoring tables included in the Joint Core Strategy produced by East Hampshire District Council and the South Downs National Park Authority and in North Warwickshire Borough Council's Core Strategy (both of which I am examining). These examinations are ongoing and these schedules are presented as example layouts only and not so much for their specific indicators and triggers although clearly some may be relevant to the policies in the Core Strategy.

I will be conducting hearings in East Devon soon (starting on 11 February until 13 March). However, should you wish to include the monitoring framework in the March consultation I will assist (as far as it is appropriate) and will endeavour to respond to any suggestions and queries quickly.

Yours faithfully
A Thickett
Inspector

Monitoring Frameworks

North Warwickshire Borough Council

https://secure.northwarks.gov.uk/downloads/file/5104/hearing_7-nwbc_response

East Hampshire and South Downs National Park (for monitoring table click on 'proposed Main Modifications')

<http://www.easthants.gov.uk/ehdc/planningpolicy.nsf/webpages/Joint+Core+Strategy:+Main+Modifications>

Examination of Leeds City Council Core Strategy

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By email only

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Date 4 February 2014

Dear Mr Speak,

Thank you for your letter of 3 February.

My apologies for not being clear with regard to the revision to Policy H7 regarding travelling showpeople. Although I am content with the evidence, I consider that the all the proposed modifications to the policy should be subject to the separate consultation exercise.

Queries relating to the content of the Main Modifications

For ease of reference I have copied your questions in full, with my response in italics.

- IMM1 after 'Main Urban Area' I assume 'with' should be struck through as deleted. *Agreed, schedule amended accordingly.*
- IMM1 should it say 'unchanged' after (ix). *Agreed, schedule amended accordingly.*
- MM4 as the range of housing to be provided has been removed then 'between' and 'and' should be deleted. *Agreed, schedule amended accordingly.*
- MM8 in (ix) the word 'links' should be underlined as new text. *'Links' is in the pre submission changes so is not new text.*
- MM21 The Councils modification MM12 included an incorrect table at para 5.2.46. The first two rows referring to "small" developments have been superseded by the new "small" on row 3 and should therefore be deleted. *Noted, schedule amended.*
- MM22 The Councils modification includes two paras numbered 5.4.26. The modification relates to text that should be re-numbered 5.4.27. *Noted, schedule amended.*

- MM24 for clarity, after the words 'Exceptions would apply where' it is suggested adding 'either (iii) or (iv) below are applicable'. *Agreed, schedule amended accordingly.*
- MM25 it is assumed that 'Spatial Policy 8 and 9' should read 'Spatial Policy 9' and that '8' should therefore be shown deleted. *Spatial Policy 8(iii) refers to job retention as well as creation but the Council has my permission to delete reference to Spatial Policy 8 from this modification if it wishes.*
- MM25 the last sentence in 5.2.57 repeats the last sentence in 5.2.56 and it would seem that the whole of 5.2.57 can therefore be deleted. *Agreed, schedule amended accordingly.*
- MM28 part B has a typo, it should read 'No change'. *Agreed, schedule amended accordingly.*
- MM28 in the third row of the table '0-' should be deleted and it should simply be '1,500+'. *Noted, schedule amended accordingly.*
- MM31 after the new text 'response which copies the host' should presumably be shown struck through. *Agreed, schedule amended accordingly.*
- MM32 'The Council maintains' is shown deleted in the Council's proposed wording. However, on re-reading this does not make sense if it is deleted and it is therefore suggested that the wording be retained. *Agreed, schedule amended accordingly.*

In addition it is noted that you have not included the changes to paragraph 5.2.41, included in the Council's MM12 proposed deletion of the percentages in the interests of clarity. *Noted, schedule amended.*

As to when my letter (now letters) and the schedule should be put on the web site, the fact that I would provide you with some main modifications by 31 January is public knowledge and Mrs Wilson has received a number of queries. I understand that Mrs Wilson has discussed this with Mr Bodiya. In light of the public interest, I consider that the schedule should be published but with a statement to the effect that they are not yet subject to consultation and that I will not accept any submissions on them until they are subject to formal consultation. It would be helpful if you could indicate when that is likely to be.

Yours faithfully
A Thickett
Inspector

Leeds City Council: Core Strategy Main Modifications

Main modifications are changes that must be made to the Local Plan to make it sound.

Main Modifications not suggested or agreed by the Council but considered necessary by the Inspector to make the Core Strategy sound are listed as IMM (Inspector Main Modifications). Where a modification includes changes proposed by the Council and includes an Inspector modification the Inspector's modification is highlighted in red.

The table includes a brief explanation of the reason for the main modifications. More detail will be included in the Inspector's report.

Further hearing sessions are to be held on 13 May 2014 to discuss changes the Council propose to Policy H5 (Affordable Housing) and Policy H7 (Gypsies and Travellers). Changes to the submitted policies are likely and there may also be changes to other policies (see the letter to the Council which accompanies this schedule). The Inspector has also invited the Council to incorporate a monitoring table into the Core Strategy. It is likely, therefore, that there will be another set of main modifications which will be subject to consultation later in 2014.

Page and paragraph numbers relate to the Consolidated Core Strategy (comprising Publication and Pre-Submission Changes Version alongside changes post Pre-Submission): Core Document reference CD1/1

Modification No.	Page No.	Policy /Paragraph	New text; <u>underlined</u> Deleted text Struckthrough	Reasons for modification
IMM1	23	Spatial Policy 1	<p>To deliver the spatial development strategy based on the Leeds settlement hierarchy and to concentrate the majority of new development within and adjacent to urban areas, taking advantage of existing services, high levels of accessibility, priorities for urban regeneration and an appropriate balance of brownfield and greenfield land, the distribution and scale of development will be in accordance with the following principles: - the broad spatial framework for the location and scale of development is:</p> <p>(i) To concentrate the majority of new development within urban areas taking advantage of existing services, high levels of accessibility and priorities for urban regeneration and an appropriate balance of brownfield and greenfield land. The largest amount of development will be located in the Main Urban Area with <u>and Major Settlements.</u> delivering significant amounts of development. Smaller Settlements will contribute to development needs, with the scale of growth having regard to the settlement's size, function and sustainability.</p> <p>(ii) In applying policy (i) above, the priority for identifying land for development will be as follows: That settlements within the hierarchy will guide the identification of land for development, with priority given in the following order:</p> <p>a. Previously developed land and buildings within the <u>Main Urban Area / relevant settlement,</u></p> <p>b. Other suitable infill sites within the <u>Main Urban Area / relevant settlement,</u></p> <p>c. Key locations identified as sustainable extensions to the <u>Main Urban Area / relevant settlement.</u></p>	Clarity and effectiveness and to reflect evidence

Modification No.	Page No.	Policy /Paragraph	<u>New text; underlined</u> Deleted text Struckthrough	Reasons for modification
			(iii) Unchanged (iv) Unchanged (v) Unchanged (vi) Unchanged (vii) Unchanged (viii) To undertake a selective review of the Green belt (asset out in Spatial Policy 10) to direct development consistent with the overall strategy. (ix) Unchanged	
IMM2	29		Insert Maps showing the boundaries of the East Leeds, Leeds Bradford Corridor and South Leeds Regeneration Priority Areas	Clarity and effectiveness
MM3	31	Para. 4.5.2	The unique selling point for AVL remains the delivery of a sustainable new district for the city and its region, delivering new jobs and homes. AVL, which has been identified as one of Leeds City Region's Urban-Eco Settlements, will promote sustainable development by seeking the delivery of commercial and residential areas which have high quality environment, energy efficient buildings and operations, low carbon and green business, sustainable transport, <u>retail and</u> community facilities and linked areas of green infrastructure including a new city park in the South Bank area of the City Centre. Remainder unchanged.	Clarity and effectiveness
MM4	32	Spatial Policy 5	Aire Valley Leeds (Urban Eco-Settlement) is identified (see Key Diagram) as a strategic location, providing between a minimum of 6,500 and 9,000 new homes, and at least 250 hectares of land for employment uses (including research and development, industrial, and warehouse development) and new retail services of an appropriate scale (in accordance with the approach set out in Policies P5 and P7). Remainder unchanged.	To reflect evidence
IMM5	33	Para 4.6.7	Delete paragraph 4.6.7 and renumber paragraphs	To reflect evidence
IMM6	35	Spatial Policy 6	The provision of 70,000 (net) new dwellings will be accommodated <u>between 2012 and 2028</u> will be accommodated at a rate of: 3,660 per annum from 2012/13 to the end of 2016/17 (18,300) 4,700 per annum from 2017/18 (51,700) Remainder unchanged	Step up not justified by evidence
MM7	40	Paras 4.7.12 to 4.7.18	4.7.12 Overall a balance needs to be struck between providing local employment opportunities, promoting sustainable patterns of development and protecting the character of the countryside and <u>reflecting</u> Green Belt <u>purposes</u> designations . The District's Major Settlements have a vital role in serving surrounding rural areas and in providing local job opportunities. In preparing the LDF Allocations documents, sufficient land needs to be made available for economic development purposes (for example rural social enterprises) in these locations taking into account the needs of the wider rural catchment area. 4.7.13 Outside the major settlements, small businesses and local services are a vital part of the	Clarity and effectiveness

Modification No.	Page No.	Policy /Paragraph	New text; <u>underlined</u> Deleted text Struckthrough	Reasons for modification
MM8	41	Spatial Policy 8(v) & (ix)	<p>economy and the life of the community. In order to grow and diversify the rural economy the following proposals should be supported, where appropriate;</p> <ul style="list-style-type: none"> conversion of existing buildings promote the development and diversification of agricultural and other land-based rural businesses support provision & expansion of tourist and cultural facilities in appropriate locations retention and development of local services and community facilities. <p>Supporting training / skills and job creation initiatives</p> <p>4.7.14 In order to ensure residents are able to access local job opportunities, employers and developers will be required through planning obligations to enter into local labour and training agreements and apprenticeships, appropriate to the individual development.</p> <p>Supporting most new employment development within urban and rural areas</p> <p>4.7.15; unchanged and becomes 4.7.14</p> <p>4.7.16; unchanged and becomes 4.7.15</p> <p>4.7.17; unchanged and becomes 4.7.16</p> <p>4.7.18 Leeds and the region have an important play an integral role in assisting emerging new businesses links (business start-up, investment in new projects) and encourage young entrepreneurship. These will be supported by the retention and provision of new small start up units including workshops in appropriate locations.</p> <p>(v) Supporting the growth and diversification of the rural economy, consistent with the Settlement Hierarchy and the protection and enhancement of a high quality rural environment. <u>Outside the Main Urban Area, Major Settlements and Small Settlements, small businesses and local services are a vital part of the economy and the life of the community. In order to grow and diversify the rural economy the following proposals should be supported, where appropriate;</u></p> <ul style="list-style-type: none"> conversion of existing buildings promote the development and diversification of agricultural and other land-based rural businesses support provision & expansion of tourist and cultural facilities in appropriate locations retention and development of local services and community facilities. <p>(ix) Support the advancement of high quality communications infrastructure to foster sustainable economic growth and to enhance business links <u>subject to landscape, townscape and amenity considerations.</u></p> <p>Remainder unchanged</p>	Clarity and effectiveness
MM9	42	Para 4.7.22	<p>The methods for forecasting demand used in the Leeds ELR (2010 Update) concluded 706,250 square metres of office floorspace would be required over the period 2010-28 as a minimum (this includes the margin of choice discussed above). Currently 840,000 square metres already exists in planning permissions. However the City Centre and Town Centres are identified as being priority locations for office development, and a large proportion of the existing supply is in an out of centre location. Therefore additional land in the City and Town Centres should be identified for office use. Therefore a minimum of 1,000,000 square metres of land floorspace will be identified for office use, through LDF allocations documents of which 840,000 square metres is already</p>	Clarity and effectiveness

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IMM10	44	Para 4.8.5	<p>identified in <u>planning permissions</u>. The additional floorspace will be identified in or on the edge of the City and town centres. By identifying floorspace in excess of need, the Council will be in a position to re-examine any renewals for out of centre office locations and direct them to more central locations as appropriate. No new out of centre office locations will be allocated.</p> <p>To meet Leeds' housing and employment requirements, it is anticipated that some land will need to be taken out of the Green Belt to provide for these allocations. As emphasised throughout the Core Strategy, a key priority for Leeds is to respond to the consequences of population growth and demographic change and the development needs associated with this. Within the Core Strategy, focus is therefore placed upon opportunities for growth within Regeneration Priority Programme Areas (Spatial Policy 4) and within the Main Urban Area and settlements identified as part of the Settlement Hierarchy. This framework (and as directed by Spatial Policy 1) will be used to direct growth to the most appropriate and sustainable locations, to meet housing need and other growth requirements. The Core Strategy provides the overall basis for a selective Green Belt review (as set out in Spatial Policy 10 below). The detailed mechanism for the review will be through the Site Allocations DPD, informed by the above approach and through consultation with stakeholders including local communities, developers and infrastructure providers, to determine the precise extent and location of boundary changes.</p>	
IMM11	45	Spatial Policy 10; second paragraph and (v)	<p>A selective review of the Green Belt will need to be carried out to accommodate the scale of housing and employment growth identified in Spatial Policy 6 and Spatial Policy 9, as well as an additional contingency to create new Protected Areas of Search (to replace those in the UDP which will be allocated for future development). The selective review will generally consider Green Belt release around:</p> <p>Criteria i to iii unchanged</p> <p>Exceptionally, sites outside unrelated to the Main Urban Area, Major Settlements and Smaller Settlements, Settlement Hierarchy could be considered, where they will be in sustainable locations and are able to provide a full range of local facilities and services and within the context of their Housing Market Characteristic Area, are more appropriate in meeting the spatial objectives of the plan than the alternatives within the Settlement Hierarchy. Otherwise review of the Green Belt will not be considered to ensure that its general extent is maintained.</p> <p>(v) Development proposals not part of the selective Green Belt review will be considered against the suite of Green Belt policies saved from the UDP and through the emerging guidance and legislation of the Localism Act.</p> <p>Remainder unchanged</p>	Clarity and effectiveness and to reflect evidence
MM12	57	Policy CC1 (d) new criterion (e) & (g)	<p>d) <u>Comparison retail proposals will be subject to a sequential order of preference of Primary Shopping Quarter, then edge of the Primary Shopping Quarter, then the rest of the City Centre.</u></p> <p><u>Proposals for comparison retail space located outside of the Primary Shopping Quarter will undergo a sequential assessment to demonstrate that there are not site opportunities within other sequentially preferable locations. Impact Assessments will be in line with the requirements of Policy P8. Comparison retail space will only be permitted outside of the Prime Shopping Quarter when it cannot be accommodated within the Prime Shopping Quarter, or in the case of</u></p>	Clarity, effectiveness

Modification No.	Page No.	Policy /Paragraph	New text; <u>underlined</u> Deleted text Struckthrough	Reasons for modification
MM13	62	Policy H1	<p>bulky goods retailing space cannot be accommodated also in areas designated for bulky goods retailing. This will be according to NPPF sequential testing, and, in the case of proposals of 2,500sqm or more according to NPPF impact testing.</p> <p><u>e) It is recognised that in many cases the Primary Shopping Quarter will not be an appropriate location to direct Bulky Goods. Therefore, where this is demonstrated through a Sequential Test, Bulky Goods proposals will be directed to within the City Centre boundary, and then on to fringe areas beyond the City Centre boundary that are well connected by Public Transport corridors and that are not more than 300m from the City Centre boundary. Impact Assessment will be in line with the requirements of Policy P8.</u></p> <p>e) f) Considering proposals for convenience retailing and convenience facilities (such as dry cleaners, off licences, small branch banks, cafes and pubs) as follows:</p> <p>Criteria i to v unchanged</p> <p><u>g) All other Town Centre uses will be supported within the City Centre boundary provided the use does not negatively impact on the amenity of neighbouring uses and that the proposal is in accordance with all other Core Strategy policies.</u></p> <p>Existing criteria (f) becomes (h) Remainder unchanged</p> <p>LDF Allocation Documents will phase¹ the release of allocations according to the following criteria in order to ensure sufficiency of supply, geographical distribution in accordance with Spatial Policy 7, and achievement of a previously developed land target of 65% for the first 5 years and 55% thereafter. Subject to these considerations, phases with the earliest release should be made up of sites which best address the following criteria:</p> <ul style="list-style-type: none"> i) Location in regeneration areas, ii) Locations which have the best public transport accessibility, iii) Locations with the best accessibility to local services, iv) Locations with least impact on Green Belt objectives, v) Sites with least negative and most positive impacts on existing and proposed green infrastructure, green corridors, greenspace and nature conservation, <p>Consideration will be given to bringing forward large sites, of more than 750 dwellings, to facilitate, early delivery in the Plan period.</p> <p>In special circumstances, allocated sites may be permitted to be released in advance of their phasing outlined above, so long as the permitted site delivers infrastructure and housing investment that is needed within Regeneration Priority Areas. In such cases, suitable mechanisms will be agreed to ensure that delivery within the Regeneration Priority Area occurs either before, or in conjunction with the delivery of the permitted site.</p> <p>The Council will maintain Where a five year supply (plus appropriate NPPF buffer) of deliverable housing sites cannot be demonstrated through annual monitoring, consideration will be made to through considering release of the subsequent phase or phases of sites to help address the shortfall. Any release of further phases of housing land will only be considered if it is found that either:</p>	To reflect evidence

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MM14	63	Para. 5.2.9	<p>i) <u>Delivery on PDL in the past year has met the target;</u> ii) <u>Delivery on PDL is expected to meet the target for the next five years; or</u> iii) <u>A sufficient number of sites (equivalent to the five year supply figure minus the windfall allowance) are reasonably capable of being developed;</u> 1 Phase means a series of sequential bandings of site preference</p> <p>Add the following to the end of the paragraph: Density is measured by the number of dwellings per hectare (dph). Net housing density is calculated by dividing the developable area (i.e. excluding land for roads, greenspace etc.) within the red line boundary of the planning approval by the total number of units granted permission. Delete the definition of density from the glossary.</p>	Clarity and effectiveness
MM15	68	Paras 5.2.25 to 5.2.27	<p>5.2.25 Leeds has a diverse housing stock ranging from large Victorian terraces to modern city centre flats. Some houses tend to be more suitable for families and when these are in areas with high concentrations of HMOs they should remain available for occupation by families. Factors to consider include the size of the dwelling, the amount of garden and private amenity space available, location of the property and any prolonged period of vacancy. <u>In the interpretation of H6Aiii it is recognised that some streets (or a part of a street) may already have such a high concentration of HMOs that the conversion of remaining C3 dwellings will not cause further detrimental harm. Also, in the interpretation of H6Av it may be the case that the remaining C3 dwellings would be unappealing and effectively unsuitable for family occupation. In such circumstances policy H6A would not be used to resist changes of use of such dwellings to HMOs.</u></p> <p>5.2.26 In order to encourage landlords to experiment with lettings of HMOs to non-HMO occupants, the Council will consider granting flexible C3/C4 permissions for new and existing C4 HMOs. This will enable a C4 HMO to convert to a C3 dwelling house without losing the potential to revert back to C4 use within a fixed period (normally 10 years). If a property has a lawful C4 use when applying for a flexible permission this will then be a material consideration when the Council considers the planning application. The permission will enable flexibility to let a property between C3 and C4 uses during the specified period. On expiry of the dual use period, the use of the property at that time would become the permitted use of the property.</p> <p>5.2.267 The decade period 2001 – 20102 witnessed considerable development of new purpose built student accommodation particularly in and around the north west sector of the City Centre. Growth in this accommodation is to be welcomed in order to meet need and to deflect pressure away from private rented houses in areas of over-concentration. Nevertheless, care is needed to ensure that purpose built accommodation does not itself become over-concentrated and is located with good access to the universities. The existing 5.2.27 becomes 5.2.28</p>	Clarity and effectiveness and to reflect evidence
IMM16	69	Policy H6	<p>A) No change B) Add new criteria (v) v) <u>The proposed accommodation provides satisfactory internal living accommodation in terms of daylight, outlook and juxtaposition of living rooms and bedrooms;</u></p>	Clarity and effectiveness

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MM17	72	Table above para 5.2.34	C) No change	To reflect evidence																								
MM18	73	Para 5.2.38	Delete paragraph 5.2.38	Clarity and, effectiveness																								
MM19	74	Policy EC1(C)	Delete Policy EC1(C)	Clarity and, effectiveness																								
MM20	75	Para 5.2.41	The breakdown of the existing supply of commitments includes for out of centre sites amount to 322,470 sq.m, with a further 19,290 sq.m is located in or on the edge of town centres and 498,736sq.m is located in the City Centre. Spatial Policy 9 states that an additional 160,000 sqm will be identified in, or on the edge of City and Town centres. Policy CC1: City Centre Development proposes to accommodate at least 655,000sq.m of office-based development, equating to 98% of the total provision with a further 3,710sq.m to be identified in or on the edge of town centres (2%). The proposed total of offices in or on the edge of centres reflects the current percentage of commitments, scaled up to the new requirements.																									
MM21	75	Table above para 5.2.42	<p>The proposed distribution of office development allocations will be:</p> <table border="1"> <thead> <tr> <th colspan="3">Gross Total Floorspace</th> <th>Net total Floorspace*</th> </tr> <tr> <th>Location</th> <th>Existing planning permissions</th> <th>Proposed new locations</th> <th></th> </tr> </thead> <tbody> <tr> <td>Out of Centre</td> <td>322,470 sq.m</td> <td></td> <td>322,000 sq.m</td> </tr> <tr> <td>n or On Edge of Town Centres</td> <td>19,290 sq.m</td> <td>3,710sq.m</td> <td>23,000 sq m</td> </tr> <tr> <td>City Centre</td> <td>498,736 sq.m</td> <td>156,264sq.m</td> <td>655,000 sq m</td> </tr> <tr> <td>Total proposed allocations office provision</td> <td>approx. 840,000 sq.m</td> <td>Approx 160,000sq.m</td> <td>Approx 1,000,000sq.m</td> </tr> </tbody> </table>	Gross Total Floorspace			Net total Floorspace*	Location	Existing planning permissions	Proposed new locations		Out of Centre	322,470 sq.m		322,000 sq.m	n or On Edge of Town Centres	19,290 sq.m	3,710sq.m	23,000 sq m	City Centre	498,736 sq.m	156,264sq.m	655,000 sq m	Total proposed allocations office provision	approx. 840,000 sq.m	Approx 160,000sq.m	Approx 1,000,000sq.m	To reflect evidence
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MM22	76	Table below the first para 5.2.46	<table border="1"> <thead> <tr> <th>Scale</th> <th>Office Floorspace (Gross Internal)</th> <th>Sequential Assessment</th> <th>Impact Assessment</th> <th>Other Requirements</th> </tr> </thead> <tbody> <tr> <td>Small</td> <td>Under 250 sq.m located within rural-areas or villages</td> <td>No</td> <td>No</td> <td>Accessibility standards*</td> </tr> <tr> <td>Small</td> <td>Under 250 sq.m</td> <td>Yes</td> <td>No</td> <td>n/a</td> </tr> </tbody> </table>	Scale	Office Floorspace (Gross Internal)	Sequential Assessment	Impact Assessment	Other Requirements	Small	Under 250 sq.m located within rural-areas or villages	No	No	Accessibility standards*	Small	Under 250 sq.m	Yes	No	n/a	To reflect evidence									
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			located within urban areas	Up to 500 sq m	No	Accessibility standards*	
			Up to 500 sq m	No	No	Accessibility standards*	
			254 501 – 2,499 sq m	Yes	No	n/a	
			Over 2,500 sq m	Yes	Yes	n/a	
MM23	76	Change the second para 5.2.46 to 5.2.47 and modify as shown	<p>It is considered appropriate for small scale offices and office extensions to be supported in regeneration areas and in accessible rural locations away from town and local centres, without the need for a sequential test. The threshold size of small scale is defined as 250-500 sq.m. Therefore in regeneration areas and in those areas not served by a centre in rural areas or villages (as shown on Map 4) small scale office development (up to 250-500 sq.m) will be permitted without the need to undertake a sequential test. Locations outside of the Settlement Hierarchy will need to demonstrate compliance to accessibility standards as outlined in Table 1, Appendix 2 of the Core Strategy. All office development larger than 500 sq m will need to undertake a sequential assessment.</p>				To reflect evidence
MM24	77	Para 5.2.49	<p>National planning guidance advises that when assessing applications for office development outside of town centres, an impact assessment should will be required if the development is over 2,500sq.m. This threshold will be used in the application of Policy EC2. For the purposes of the Core Strategy it is considered appropriate to apply this threshold to large scale office development.</p>				Clarity and effectiveness
MM25	77	Policy EC2	<p>Appropriate locations for allocations and windfall office development; (i) A target of 655,000sqm for the city centre and 23,000 sqm (equivalent to 2.3% of identified need over the plan period) of new office floorspace is set for locations in or on the edge of town centres to guide allocation documents. (ii) The focus for most office development will be within and/or edge of the City Centre, and designated town and local centres. Due to the availability of development opportunities in centre and edge of centre, out of centre proposals would normally be resisted. <u>Exceptions would apply where either (iii) or (iv) below are applicable, with the exceptions of:</u> (iii) There are existing commitments for office development will that can be carried forward to meet the identified floorspace requirement over the plan period, unless it would be more sustainable for the land to be re-allocated to meet identified needs for other uses. (iv) <u>There is a need to provide flexibility for businesses, so that small scale office development (up to 250-500 sqm) will not be subject to sequential assessments in the following locations;</u> i. Regeneration areas identified under Spatial Policy 4 ii. Settlements within the Hierarchy which do not have a designated centres as outlined in Map 4 iii. Villages or rural areas that are not included in the Settlements Hierarchy, which will also be subject to the accessibility standards as defined by Table 1 in Appendix 2. v) Not changed</p>				

Modification No.	Page No.	Policy /Paragraph	New text; <u>underlined</u> Deleted text Struckthrough	Reasons for modification
MM26	77	Paras 5.2.50 to 5.2.57	<p>Map 13: shows which locations are subject to a sequential assessment</p> <p><u>Heading above para 5.2.50</u> Safeguarding existing industrial and warehouse employment sites and premises Safeguarding existing employment land and industrial areas 5.2.50; no change</p> <p>5.2.51 Policy EC3 applies to proposals on sites currently or last in use for employment purposes within the B-Class Uses (B1a – offices, B1b – Research & Development, B1c – Light industry, B2 – General Industrial, and B8 – Storage or Distribution). The issue to be determined is whether there is a planning need for the site to remain in employment uses. There is a shortage of employment sites in certain locations but potential oversupply in others. The conclusions relating to land supply in the Leeds Employment Land Review (2010 Update) and subsequent updates will be a key consideration when making assessments of proposals for the development of existing employment sites.</p> <p>5.2.52; no change</p> <p>5.2.53 This is a criteria based policy which applies to the consideration of planning applications. Part A, which includes bullet points (i) to (iii), relates to all sites not identified in an area of shortfall and therefore assessed on a District-wide basis. Whilst Part B (iv) refers to only sites located within areas of shortfall.</p> <p><u>Part A: For all sites across the District outside of areas of shortfall</u> <u>Bullet point (i) relates to employment allocations and other land identified in the Leeds Employment Land Review (2010 Update) or future updates of the review. Employment needs are identified in Spatial Policy 9 which sets out the amount of land needed over the plan period.</u> <u>Bullet point (ii) applies to all existing premises and land previously or currently used for employment uses but which are not allocated. Non-viable may be defined as:</u></p> <ul style="list-style-type: none"> • <u>property or land has remained empty or vacant for a period of time despite being marketed (for a minimum of 12 months), or</u> • <u>the employment space no longer serves the needs of businesses, and may be incompatible with neighbouring uses through noise and amenity issues.</u> <p><u>Bullet point (iii) provides opportunity for mixed use proposals to deliver the Core Strategy employment objectives as identified in Spatial Policy 8 and 9.</u></p> <p>(i) Relates to points (ii) and (iii) where existing premises/site are considered nonviable in marketability terms. Non-viable may be defined as:</p> <ul style="list-style-type: none"> • property or land has remained empty or vacant for a period of time despite being marketed, or • the employment space no longer serves the needs of businesses, and may be incompatible with neighbouring uses through noise and amenity issues. <p>(ii) (i) Relates to any proposals on employment land, sites or premises which already have an employment allocation* or identified in the Employment Land and Review in place for B-Use-Class employment type.</p> <p>(* Current land/premises allocated for employment uses will be safeguarded until their long-term</p>	

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MM27		Map 13: Key	<p>future is reviewed and determined through the LDF Allocation documents.) Employment needs are identified in Spatial Policy 8 which defines the key job sectors whilst Spatial Policy 9 sets out the amount of land needed to deliver these employment sectors over the plan period. Applies to land or premises previously or currently used for employment but which are not allocated. Part B: Proposals in shortfall areas Part B refers to general employment sites in shortfall areas. Please see Glossary for the definition of general employment land. Applications will be assessed using an appropriate definition of "surrounding area" as agreed between the Council and the applicant with reference to Table 1 – Accessibility Standards and Indicators for Employment and Social Infrastructure Uses in Appendix 2. The availability of sites and past take up in the surrounding area will be assessed to determine how much supply should be maintained to achieve the economic objectives of the Core Strategy. 5.2.54 Local need is calculated for the total amount of land that will be required in an area based on <u>local population projected population change</u>. This calculation will identify surplus and deficit of any local provision. 5.2.55 Leeds Employment Land Review (Update 2010) identified a potential shortfall of available general employment land in some areas of the district, particularly in the north and west of the city. Over the last decade there has also been a significant loss of existing employment sites to other types of development, particularly new housing encouraged by the focus on Brownfield development. While redevelopment is often positive, consideration also has to be given to retention of local employment opportunities. Therefore, in areas where there is an identified shortfall in the provision of general employment land there will be a presumption against loss of general employment sites to other uses. 5.2.56 The Leeds Employment Land Review (2010 Update) identifies the following local sub areas - Inner North East, Inner North West, Inner West, Outer North West and Outer North East where there are currently shortfalls in employment land provision. <u>It may not always be possible to address deficiencies in some area due to the lack of availability of suitable sites</u>. Accessibility is also an important issue, particularly the needs of businesses to access transportation networks. Subsequent updates of the Leeds Employment Land Review will monitor and bring up to date any changes to these areas and identify any new areas. 5.2.57 Many of these areas where deficiencies exist are in locations where land is not available and accessibility is also an important issue, particularly needs of businesses to access transportation networks. Subsequent updates of the Leeds Employment Land Review will monitor and bring up to date any changes to these areas. Smaller Settlements without an identified centre: offices smaller than <u>500m² 250m²</u> not subject to sequential test Rural Areas: Offices smaller than <u>500m² 250m²</u> not subject to sequential test but must demonstrate compliance with Appendix Two Accessibility Standards</p>	To reflect evidence

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MM28	80	Policy EC3	<p>Regeneration Areas: Offices smaller than <u>500m² 250m²</u> not subject to sequential test Remainder unchanged</p> <p>Part A: For all sites across the District outside of areas of shortfall</p> <p>A) Proposals for a change from B-Use Classes of use on sites which were last used or allocated for employment to other economic development uses including town centre uses or to non-employment uses will only be permitted where:</p> <p>(ii) The proposal would not result in the loss of a deliverable employment site necessary to meet the employment needs during the plan period ('employment needs' are identified in Spatial Policy ies-8-& 9).</p> <p><u>Or</u></p> <p>(ii) Existing buildings and land are considered to be non-viable in terms of market attractiveness, business operations, age, condition and/or compatibility with adjacent uses.</p> <p><u>Or</u></p> <p>(iii) The proposal will deliver a mixed use development which continues to provide for a range of local employment opportunities and would not undermine the viability of the remaining employment site;</p> <p>And where appropriate,</p> <p><u>Part B: For sites in shortfall areas</u></p> <p>B) Where a proposal located in an area of shortfall as identified in the most recent Employment Land Review would result in the loss of a general employment allocation or an existing use within the Use Classes B1b, B1c, B2 and B8, non-employment uses will only be permitted where:</p> <p>The loss of the general employment site or premises the employment provision on the site can be mitigated offset sufficiently by the availability of existing general employment land and premises in the *surrounding area (including outside the areas of shortfall) which are suitable to meeting the employment needs of the area</p> <p>Leeds City Council has adopted a centres first approach to main town centre uses* as set out in Policy SP2. Proposals must accord with the following sequential and impact assessment requirements. <u>Impact assessments should be proportionate to the level of development proposed.</u></p> <p>A) No change B) No change C) No change D) Proposals for all other edge of centre or out of centre <u>Class A, leisure or office uses. A sequential assessment will not be required for rural offices or other rural development with a floorspace of less than 500sqm (see Policy EC2 iv).</u></p>	To reflect evidence										
IMM29	95	Policy P8	<table border="1"> <thead> <tr> <th>TOTAL GROSS SIZE OF BUILT DEVELOPMENT</th> <th>SEQUENTIAL ASSESSMENT</th> <th>IMPACT ASSESSMENT</th> <th>WITHIN RESIDENTIAL AREAS: CATCHMENT</th> <th>OUTSIDE RESIDENTIAL AREA: CATCHMENT</th> </tr> </thead> <tbody> <tr> <td></td> <td></td> <td></td> <td></td> <td></td> </tr> </tbody> </table>	TOTAL GROSS SIZE OF BUILT DEVELOPMENT	SEQUENTIAL ASSESSMENT	IMPACT ASSESSMENT	WITHIN RESIDENTIAL AREAS: CATCHMENT	OUTSIDE RESIDENTIAL AREA: CATCHMENT						To reflect evidence
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			A2, A3, A4, A5 0-1,499 SQM	YES	NO	AREA (RADIUS) INBOUND DRIVE TIME 5 MINUTE	AREA (RADIUS) INBOUND OFF PEAK DRIVE TIME 10 MINUTE AND CITY CENTRE (INCLUDING EDGE OF)
			A2, A3, A4, A5 0-1,500+ SQM	YES	YES	10 MINUTE AND CITY CENTRE	15 MINUTE AND CITY CENTRE (INCLUDING EDGE OF)
			MAIN TOWN CENTRE USES EXCEPT CLASS A 0-500SQM	<u>YES</u>	<u>NO</u>	5 MINUTE	
			MAIN TOWN CENTRE USES EXCEPT CLASS A 0501-1,499 SQM	YES	NO	10 MINUTE AND CITY CENTRE (INCLUDING EDGE OF)	
			MAIN TOWN CENTRE USES EXCEPT CLASS A 1,500+ SQM	YES	YES	15 MINUTE AND CITY CENTRE (INCLUDING EDGE OF)	
MM30	98	Paras 5.3.41 & 5.3.42	<p>5.3.41 Good design is a key aspect of sustainable development and essential in creating places in which current and future generations can <u>live-enjoy</u> a high quality of life which is fulfilling and healthy. Remainder of paragraph unchanged</p> <p>5.3.42 The urban-environment of Leeds is high in quality and ranges Leeds has a rich and diverse urban environment. It ranges from leafy suburbs, and rural villages, to market and towns, industrial towns, inner urban areas and a vibrant city centre. Good Urban Design can <u>reinforce</u> the distinctiveness of these unique and special places, and it should inform opportunities for <u>appropriate contextual</u> development that is respectful and enhances our City as a whole. An overarching aim is to create and sustain people-friendly places for the benefit of the residents and businesses of Leeds, and <u>whilst</u> endeavouring to support developers seeking to deliver <u>the</u> highest quality design solutions.</p>				Clarity and effectiveness
MM31	100	Policy P10	New development for buildings and spaces, and alterations to existing, should be based on a thorough contextual analysis and provide good design that is appropriate to its location, scale				Clarity and effectiveness

Modification No.	Page No.	Policy /Paragraph	New text; <u>underlined</u> Deleted text Struckthrough	Reasons for modification
MM32	100	Paras 5.3.45 & 5.3.46	<p>and function.</p> <p>New development will be expected to deliver high quality inclusive design that has evolved, where appropriate, through community consultation and thorough analysis and understanding of an area. Developments should respect and enhance existing landscapes, waterscapes, streets, spaces and buildings according to the particular local distinctiveness and wider setting of the place with the intention of contributing positively to Place Making, quality of life and wellbeing. Proposals will be supported where they accord with the following key principles;</p> <p>(i) No change (ii) No change (iii) The development protects the visual, residential and general amenity of the area through <u>positive high quality design</u> that protects and enhances surrounding routes, useable space, privacy, air quality and satisfactory penetration of sunlight and daylight, (iv) No change (v) No change (vi). No change</p> <p>Insert the following paragraph after the Conservation heading 5.3.45 There are complementary 'Saved' Development Plan conservation policies which should be considered in conjunction with this policy (see paragraph xxxx and appendix xxxx). 5.3.45 <u>5.3.46</u> The historic environment of buildings and spaces is one of the key contributors to Leeds' identity, making it visually distinct from other cities. Leeds' historic environment is a finite resource which needs careful management, particularly in the balance between preservation and change. In new design, On the whole, considered innovation which takes account of its surroundings should be encouraged except where the context demands a response which <u>fully</u> reflects the character of adjoining properties response which copies the host. Sustainable construction is as relevant in an historic context as it is elsewhere. 5.3.46 <u>5.3.47</u> In all cases change, especially harmful change, should be justified. The good management of the historic environment relies on informed conservation which identifies the historic significance of buildings and spaces and strategies to overcome harm. <u>Except for the most minor changes, it is expected that developers will consult the Heritage Environment Record maintained by the West Yorkshire Archaeology Advisory Service which contains information on all know archaeological sites, including battlefields, historic parks and gardens and some conservation areas.</u> On the whole, considered innovation should be encouraged, except where the context demands a response which copies the host. Sustainable construction is as relevant in an historic context as it is elsewhere. Re number following paragraphs</p>	Clarity and effectiveness
MM33	102	Policy P11	<p>The historic environment, consisting of archaeological remains, historic buildings townscapes and landscapes, including locally significant undesignated assets and their settings, will be conserved and enhanced, particularly those elements which help to give Leeds its distinct identity.</p>	Clarity and effectiveness

Modification No.	Page No.	Policy /Paragraph	New text; <u>underlined</u> Deleted text Struckthrough	Reasons for modification
			<ul style="list-style-type: none"> the Victorian and Edwardian civic and public buildings, theatres, arcades, warehouses and offices within the city centre and the urban grain of yards and alleys. the nationally significant industrial heritage relating to its textile, tanning and engineering industries, including its factories, chimneys and associated housing. its legacy of country houses, public parks, gardens and cemeteries. the 19th century transport network, including the Leeds and Liverpool Canal. <p>Development proposals will be expected to demonstrate a full understanding of historic assets affected, including any known or potential archaeological remains. <u>Where appropriate</u>, heritage statements assessing the significance of assets, the impact of proposals and mitigation measures will be required to be submitted by developers to accompany development proposals. Innovative and sustainable construction which integrates with and enhances the historic environment will be encouraged.</p> <p>Conservation-led regeneration schemes will be promoted. Priorities for new schemes will be in Regeneration Priority Areas, but schemes outside these areas may also be considered identified where eligibility criteria are met the historic environment offers potential as a catalyst for the wider regeneration of the area.</p> <p>The Council maintains a register of historic assets at risk to help it prioritise action and will seek to impose planning conditions or obligations for their repair and refurbishment where appropriate. Where appropriate, the City Council will use the statutory provisions of the planning acts to secure repairs. Enabling development may be supported in the vicinity of Listed Buildings and in Conservation Area Areas <u>historic assets</u> where linked to the refurbishment or repair of heritage assets. This will be secured by <u>planning condition or planning obligation</u>.</p>	
MM34	104	Para 5.4.1	<p>Increased economic prosperity and population growth are likely to lead to increasing pressure upon the local transport infrastructure. In particular, greater levels of car use will lead to significantly higher levels of congestion affecting more hours of the day, and will also generate greenhouse gases that contributes towards climate change. In order to tackle these two issues new transport infrastructure will be provided during the plan period (See Spatial Policy 11). However it will also be necessary to use other initiatives to manage the level of car use and to gain maximum benefits from investment in more sustainable choices as <u>outlined in Proposal 11 of the Local Transport Plan.</u> and 4 This will be delivered through Policy T1.</p> <p>To complement the provision of new infrastructure and Proposal 11 of the Local Transport Plan the Council will support the following management priorities: Remainder unchanged</p>	Clarity and effectiveness
MM35	104	Policy T1		Clarity and effectiveness
MM36	104	Para 5.4.3	<p>A key element of accommodating an increased population whilst minimising traffic growth is to ensure that new development is located in accessible locations that provide a real choice of sustainable transport alternatives. <u>In accordance with Proposal 12 of the Local Transport Plan</u> As part of this, accessibility standards have been developed (based on the RSS evidence base) that define the minimum standards that a new development will need to meet. The standards are set to ensure that all new development, including sites in rural areas and smaller settlements, occurs in sustainable locations which are accessible to a range of key destinations. Where these</p>	Clarity and effectiveness

Modification No.	Page No.	Policy /Paragraph	New text; <u>underlined</u> Deleted text Struckthrough	Reasons for modification
MM37	105	Policy T2	standards do not apply, investment will be required so that they can be achieved. New development should be located in accessible locations that are adequately served by existing or programmed highways, by public transport and with safe and secure access for pedestrians, cyclists and people with impaired mobility, in accordance with Proposal 12 of the Local Transport Plan. (i) No change (ii) No change (iii) Significant trip generating sites uses will need to provide Transport Assessments/ Transport Statements in accordance with national guidance. Remainder unchanged.	Clarity and effectiveness
MM38	110	Policy G4	On site provision of greenspace of 80 square metres per residential unit, will be sought for development sites of 10 or more dwellings that are outside the City Centre and in excess of 720 metres from a community park, and for those which are located in areas deficient of greenspace. In areas of adequate supply, contributions of an equivalent value towards the safeguarding and improvement of existing greenspace will take priority over the creation of new areas. <u>In this circumstance, qualitative improvements would be needed to address the pressures placed upon existing greenspace in the form of increased usage and increased demand arising from new residential development.</u>	Clarity and effectiveness
MM39	122	Policy EN5	The Council will manage and mitigate flood risk by: Avoiding development in flood risk areas, <u>where possible</u> , by applying the sequential approach and where this is not possible by mitigating measures, in line with the NPPF, both in the allocation of sites for development and in the determination of planning applications. Remainder unchanged	Clarity and effectiveness

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Report author: Martin Elliot

Tel: 3951702

Report of Director of City Development

Report to Development Plan Panel

Date: 24th February 2014

Subject: Leeds Local Development Framework – Authority Monitoring Report (AMR)

Are specific electoral Wards affected? If relevant, name(s) of Ward(s): District-wide	Yes	No
Are there implications for equality and diversity and cohesion and integration?	Yes	No
Is the decision eligible for Call-In?	Yes	No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: Appendix number:	Yes	No

Summary of main issues

1. This report is concerned with this year's Authority Monitoring Report (AMR) of the Local Development Framework (LDF). Consistent with previous Annual Monitoring Reports, a series of core areas have been monitored and a summary of LDF progress is provided. The 2013 AMR is attached as **Appendix 1** to this covering report and in the main relates to the period April 2012 to March 2013. Where appropriate and available, more recent information (post 31 March 2013, has been provided).
2. The main headlines of the AMR for 2012/13 are:
 - Slow growth as a result of the national economy, but with some notable exceptions especially in the city centre
 - Good progress on plan-making with key milestones reached
 - Progress with significant infrastructure projects
 - Progress with new planning arrangements e.g. Duty to Cooperate
3. The main housing headlines of the AMR for 2012/13 are:
 - Net housing completions fell to 1,623 due to the severity and length of last years winter but signs are that completions will reach 2,500 homes for 2013/14 which will be the highest level since 2008/09

- The focus of new housing was in the main urban area and 87% of new homes were built on previously developed land, but this represents a reduction from a five year average of 93%
- 360 affordable homes were built with 20% provided through Section 106

Recommendation

4. Development Plan Panel is requested to note the contents of this report.

1 Purpose of this report

- 1.1 The purpose of Authority Monitoring Reports (AMRs) is to report on both the performance of specific planning policies and to summarise progress against milestones set out for the preparation of Local Development Documents identified as part of the Local Development Scheme (LDS). The AMR provides an opportunity for local authorities to review delivery progress of the planning policies adopted through the LDF process and update, delete or revise Local Development Documents as necessary.
- 1.2 The reporting period for this AMR covers 1 April 2012 – 31 March 2013 for planning policy issues. This reporting information has been supplemented by more recent information (post 31 March) where appropriate and available and in the update on the Local Development Scheme.
- 1.3 Normally the AMR is submitted to the Secretary of State by December of the given monitoring year; however this requirement has been revoked by changes to the planning system. Monitoring of the LDF is a statutory requirement under Section 35, Planning and Compulsory Purchase Act 2004. The Localism Act 2011 amends the 2004 Act and the monitoring of local plans will now be undertaken in a different manner. There remains a statutory requirement for local authorities to assess the effectiveness of local plan policies in achieving their outcomes and to chart the progress of the Local Development Framework. This revised approach moves away from financial year monitoring periods and introduces a more flexible approach.
- 1.4 This AMR is the first to monitor the Core Strategy from its base date of 2012 and therefore sets a baseline. Further monitoring will occur throughout 2014 and specific reports will be prepared and published, covering the following:
 - Specific indicators with the Natural Resources and Waste Plan
 - A revised Five Year Housing supply position

2 Background information

- 2.1 Within the context of section 1 above, the AMR will continue to provide a key basis to review the links and performance of policy development and implementation. This plan, monitor and manage approach is a familiar one and essential for many aspects of planning, including maintaining an available five year supply of housing land.
- 2.2 There are opportunities for the Council to shape a specific approach to monitoring which addresses issues of particular local importance as opposed to only those contained within the previous suite of top down indicators.
- 2.3 An important aspect of the AMR, is not only to report on development plan performance and delivery but for this to be set within a wider corporate and operational context. The purpose of this is not to duplicate current corporate performance management and monitoring arrangements but to provide a wider

strategic context in the role of planning in the implementation of 'Best Council' outcomes. These links include:

- links to Best Council Plan (2013-17) Corporate outcomes;
- alignment of monitoring arrangements between directorates;
- identifying and addressing those local issues that may be monitored;
- links with neighbourhood planning;
- making best use of the internet as a means of dissemination to communities; and
- alignment with City-Region authorities.

3 Main Issues

3.1 Work is progressing on a revised Strategic Housing Land Availability Assessment (SHLAA). Once completed the Council will be in a position to update its five year housing land supply position.

3.2 The main issues arising from the 2013 AMR are set out as follows:

General

- The recession remains the key driver of slow development growth in Leeds, with some notable exceptions as set out below, particularly in the City Centre
- Progress on plan-making is good with significant milestones met this past year, including around Neighbourhood Planning
- There are significant numbers of developments in the planning pipeline ready to be delivered once the national economy shows signs of continued growth

Local Development Framework

- Adoption of the Natural Resources and Waste Plan (save for two policies which will be subject of further evidence and re-examination)
- Examination of Core Strategy started in July 2013 with a particular focus on hearing sessions in October 2013
- Core Strategy Duty To Cooperate legal tests were satisfied
- Public consultation on Site Allocations plan was held during Summer 2013
- 23 Neighbourhood Areas have so far been designated for Neighbourhood Plan making
- 5 new Village Design Statements were adopted last year
- Public consultation on Draft Charging Schedule for Community Infrastructure Levy was held at the end of 2013

City Centre

- Only 300 sqm of new office space completed however 4,350 sqm of floorspace under construction and key proposals are in the pipeline
- Over 90,000 sqm of outstanding capacity for offices but only 28,000 sqm is Grade 'A'

- Signs of a city centre housing market recovery with 318 completions and outstanding planning permissions for 6,000 homes with 240 dwellings under construction
- Trinity Leeds and First Direct Arena opened and Victoria Gate was granted permission
- Footfall increased for the first time in five years
- Leeds came fifth nationally in City Vibrancy rankings
- Significant progress on south bank projects, including £50 million for flood defence works

Housing

- New housebuilding fell to 1,623 homes
- Signs are that completions will reach 2,500 homes in 2013/14 the highest level since 2008/09 but still short of the Core Strategy target
- 74% of new homes were in the main urban area and 87% were on previously developed land
- There is outstanding capacity (as September 2013) for 26,500 homes, which in a positive short-term position in the context of a recovering housing market
- 50% of homes were flats or maisonettes
- 360 affordable homes were built with 20% provided through Section 106
- 162 purpose built older persons units were completed
- An extension to Cottingley Springs Traveller site is pending the decision of the Secretary of State

Employment

- New employment construction has decreased by 60% because of fewer large completions
- District-wide office floorspace completions have doubled
- The majority of development is in the main urban area
- The availability of large floorspace units for manufacturing and industrial uses will be investigated this coming year
- A revised Employment Land Review (due for completion in 2014) will help to consider this and other supply and demand issues

Retail and Leisure

- Generally slow growth as a result of the economy
- The Holt Park Leisure Centre, First Direct Arena and City Centre Everyman Cinema opened
- Some foodstores are under construction but the sector continues to adjust to the recession and changes in retail behaviour such as “click and collect” and the effects this is having on town centres will be monitored

Infrastructure

- High Speed Rail Phase 2 route announced with proposals for a new station on the south bank

- New Generation Transport Trolleybus scheme progresses and achieves key milestones
- 10 year £1bn West Yorkshire Transport Fund approved
- East Leeds Orbital Road and Leeds Bradford Corridor schemes are progressing
- £29 million City Cycle Ambition Grant funding secured

Transport and Accessibility

- 10,000 more journeys approaching the city centre than last year
- Modal share remains the same as last year but long term trends show that cycling into the city centre has increased by 158% over the past ten years and walking has increased by 35%
- The accessibility of new housing remains good with only around 9% of new homes not able to access services by public transport
- The “My Journey” Local Transport Plan 3 will set a data baseline this year which will help secure improved monitoring arrangements for the LDF AMR

Environment

- Absolute reductions in climate emissions for the District fell by 18% and maintained a trajectory of absolute reduction
- Trinity Leeds received a BREEAM “excellent” rating for on-site carbon saving initiatives and the First Direct Arena was BREAM “very good”
- A range of Council run home energy efficiency campaigns were run
- Total grid connected energy reached 15MW (enough to power 22,500 homes)
- Over £1million was received from S106 contributions for greenspace; enabling among other things 8 new children’s play areas and 3 sports pitches

4. Corporate Considerations

4.1 Consultation and Engagement

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

4.2 Equality and Diversity / Cohesion and Integration

- 4.2.1 An equality, diversity, cohesion and integration screening exercise has not been carried out. This is because it is felt that Authority Monitoring Report is a reporting back mechanism and by itself, does not have an impact on community groups and is for information only. Instead, the Authority Monitoring Report is meant to highlight what and where change is happening and how that relates to policies in the development plan.
- 4.2.2 Once the Core Strategy is formally adopted, the monitoring framework that it will contain will set out the proposed actions if monitoring identifies that the policies and objectives of the development plan are not being met. It is these actions that will

need to be screened against their overall impact on equality and diversity, cohesion and integration.

4.3 Council policies and City Priorities

4.3.1 The Local Development Framework, plays a key strategic role in taking forward the spatial and land use elements of the Vision for Leeds and the aspiration to the 'the best city in the UK'. Related to this overarching approach and in addressing a range of social, environmental and economic objectives, where relevant the Core Strategy also seeks to support and advance the implementation of a range of other key City Council and wider partnership documents. These include the Best Council Plan (2013-17) and Leeds Joint Health and Wellbeing Strategy (2013-2015).

4.3.2 Within this context, the AMR provides a basis to monitor the implementation of Development Plan policies and progress against the Local Development Scheme.

4.4 Resources and value for money

4.4.1 The AMR has been prepared within existing provision and through the collation of existing data sets and intelligence. A key dimension of the preparation and monitoring and Development Plans however, relates to the need to maintain an up to date evidence base. This needs to reflect the evidence required for current policies as well as the need for additional evidence, as required, associated with national planning policy requirements. In some instances, such as demographic information and analysis, external advice is required to acquire and interrogate such data.

4.5 Legal Implications, Access to Information and Call In

4.5.1 There is a legal requirement for the Council to publish an Authority Monitoring Report on the Council's website.

4.5.2 The report does not contain any exempt or confidential information.

4.5.3 The report is open to call-in.

4.6 Risk Management

4.6.1 Whilst there are no specific risks associated with this report, the preparation of the AMR provides an important basis to review the delivery of planning policies and progress against the Local Development Scheme and to put in place appropriate interventions as required.

5 Conclusion

5.1 This is the first Authority Monitoring Report which charts progress of the Core Strategy since its base date of 2012. The report details the progress that has been

made in preparing the various documents that make up the Local Development Framework and the key milestones that have been reached.

- 5.2 The AMR also reports on the thematic policies of the Core Strategy and the main headlines for 2012/13 remain characterised by the national economy and slow recovery from recession. However, the AMR also stresses the key local developments such as the First Direct Arena, Trinity Leeds and Holt Park Leisure Centre which have been completed this past year.
- 5.3 Despite slow growth in housing, city centre office and employment land uses there are signs that 2013/14 will see significant and continued improvements. Not only do market analysts forecast that Leeds' housing market will recover strongly, especially in the city centre, there is a substantial amount of outstanding planning permissions for homes and employment which can be quickly implemented once the market improves and stabilises.
- 5.3 The AMR charts the progress of key infrastructure developments necessary to facilitate Leeds' housing growth over the next 15 years, including NGT, East Leeds Orbital Route and flood alleviation scheme south of the City Centre.
- 5.5 There are success stories too on the environmental front, not only did Trinity Leeds and the First Direct Arena perform well on BREEAM assessments, but Leeds has secured an increase in consented capacity for renewable energy schemes which puts the District well on course to meet plan period targets.

6 Recommendation

- 6.1 Development Plan Panel is requested to note the contents of this report.

7 Background documents¹

None

¹ The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.

Appendix 1: Leeds Local Development Framework - Authority Monitoring Report

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Executive Summary

Monitoring Context

This is the ninth report prepared by Leeds City Council to review progress of the Local Development Framework. The past monitoring year (2012/2013) remains highly influenced by the state of the UK economy however Leeds has been in the frontline of key city region developments and infrastructure projects. Both Trinity Leeds and the First Direct Arena opened in 2013 helping to give confidence and stimulus to the District and City Region as a whole. This puts Leeds City Council and the Local Enterprise Partnership in a strong position to secure and invest in transport and regeneration activities.

Progress of plan making

The root and branch reforms to the planning system have continued and the Council has embedded the Duty to Cooperate arrangements within its City Region working arrangements following the formal revocation of the Yorkshire and Humber regional strategy. The Council has made significant headway on its Local Development Framework, with the adoption of its Natural Resources and Waste Plan and significant progress of the Core Strategy and Site Allocations Plan as well as a draft Community Infrastructure Levy charging schedule. In addition, Leeds is recognised as being at the forefront of neighbourhood planning with the advancement of four pilot areas and considerable interest elsewhere.

Housing Delivery

The Council has been at the forefront of brownfield regeneration with a Housing Investment Land Strategy, including a Council House building programme, to deliver housing in areas of greatest need. This programme operates alongside a range of initiatives to stimulate the housing market and boost supply to meet housing needs across the district. As the

housing market begins to recover over the coming years the significant stock of planning permissions in place, coupled with the certainty provided by the Core Strategy and Site Allocations Plan will support the long term regeneration and growth of Leeds.

Infrastructure to support regeneration and growth

A range of infrastructure provision is needed to support the housing growth envisaged by the Core Strategy. Whilst development rates have been low this past year there have been a range of activities around the provision of critical infrastructure including: securing funding for the Flood Alleviation Scheme in Holbeck, progression of the Next Generation Transport trolleybus scheme, feasibility work on the East Leeds Orbital Road, funding for a high quality super cycle highway and work on a southern entrance for City Station.

Key findings

General

- The recession remains the key driver of slow development growth in Leeds, with some notable exceptions as set out below
- Progress on plan-making is good with significant milestones met this past year, including around Neighbourhood Planning
- There are significant numbers of developments in the planning pipeline ready to be delivered once the national economy shows signs of continued growth

Local Development Framework

- Adoption of Natural Resources and Waste Plan (save for two policies)
- Examination of Core Strategy
- Public consultation on Site Allocations plan
- 23 Neighbourhood Areas designated for Neighbourhood Plan making
- 5 new Village Design Statements
- Public consultation on Draft Charging Schedule for Community Infrastructure Levy
- Core Strategy Duty To Cooperate legal tests satisfied

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- Only 300 sqm of new office space completed however 4,350 sqm of floorspace under construction and key proposals are in the pipeline
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- Significant progress on south bank projects, including £50 million for flood defence works

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since 2008/09 but still short of the Core Strategy target

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not able to access services by public transport

Environment

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- Total grid connected energy reached 15MW (enough to power 22,500 homes)
- Over £1million was received from S106 contributions for greenspace; enabling among other things 8 new children’s play areas and 3 sports pitches

Leeds Authority Monitoring Report 2012/2013

Introduction

This is the ninth report prepared by Leeds City Council to review progress of the Local Development Framework. It primarily relates to the period 1st April 2012 to 31st March 2013, but where it does not this has been made clear and in some instances non-numeric information has been presented so as to be as up-to date as possible.

The Localism Act¹ sets out the requirements for an Authority Monitoring Report (AMR). The primary purpose is to share the performance and achievements of the planning service with the local community and to identify whether policies are having their intended effects and to identify interventions which may be necessary.

Monitoring Context

The past year remains highly influenced by the state of the UK economy and throughout 2012 and early 2013 the Office of Budget Responsibility was forecasting GDP growth of 0.8% and did not rule out a triple-dip recession. This helps to partly explain why performance against indicators looking at rates of development growth remain lower than target. To that end, access to finance and the state of the construction industry remain key impediments to the achievement of policy outcomes in Leeds.

Nevertheless there have continued to be significant local success stories, especially capitalising on the major investments for the City Centre which were reported in AMR 2012. The Leeds Arena and Trinity Shopping Centre both opened in 2013 and construction of the Victoria Gate mixed retail/leisure development began.

Whilst housebuilding in general remained low, the Council's steps to diversify the supply of land and progress a Brownfield Land Programme, including the construction of new Council Housing, helped stimulate the housing market.

The latest messages (December 2013) from the Office of Budget Responsibility are that the UK economy has picked up more strongly during 2013 than was expected and GDP growth as a whole for 2013 was revised from 0.6% to 1.4%. This improvement should start to be seen in monitoring outcomes over the coming years.

Changes to the planning system

The new planning system as set out in the Localism Act continued to bed down and key aspects of the National Planning Policy Framework were clarified by the publication of Draft National Planning Guidance in July 2013.

The Yorkshire and Humber Plan was formally revoked in a Ministerial Statement in February 2013, which means that the policies and targets of the regional strategy no longer form material considerations for the purposes of plan making and decision taking. Work on local targets for housing,

¹ Regulation 34 of The Town and Country Planning (Local Planning) (England) Regulations 2012

jobs and retail progressed through the Core Strategy, which was Examined by the Planning Inspectorate.

Other planning changes are also likely to have important effects. For a period of 3 years, between 30 May 2013 and 30 May 2016, a change of use of an office building to a residential use will be permitted development and not require planning permission. This is subject to a prior approval process related to transport and highways impacts and contamination and flooding risks. Prior approvals will be monitored and reported on in future AMRs.

Leeds Policy Context

Changing Nature of Local Government

The Commission on the Future of Local Government published a report in the House of Lords in 2012 which set out recommendations on the future shape and role of local government. Set up by Leeds City Council to explore how councils need to change to best position themselves to deal with current and future challenges, the report concluded that councils are doing a good job in the face of adversity, but that they need to do more.

This AMR charts progress of policy areas which directly influence the themes raised by the Commission including: the need for an agreed and well-functioning Core Strategy, creating conditions for sustained economic growth, delivering 21st century infrastructure and the provision of sufficient new homes for all local people.

Leeds City Region

The Leeds City Region (LCR) Partnership brings together the eleven local authorities of Barnsley, Bradford, Calderdale, Craven, Harrogate, Kirklees, Leeds, Selby, Wakefield and the City of York, along with North Yorkshire County Council. The LCR Partnership shares the common aim of a prosperous and sustainable city region and works together in areas such as transport, skills, housing, spatial planning and innovation. The Partnership is also dealing with the Council's Duty to Cooperate responsibilities (as detailed below).

The City Region Local Enterprise Partnerships (LEP), is a joint local authority and business body brought forward by local authorities themselves to promote local economic development. The LEP has prepared a draft Strategic Economic Plan (SEP) outlining a vision of unlocking the region's economic potential and long-term goals of achieving economic, employment and wage growth above the national average by 2030. The City Region currently lags the national average on all of these measures. Initial proposals put forward in the SEP include measures to:

- reverse decades of under-investment in strategic transport and housing
- provide a clean, cost-effective energy infrastructure taking advantage of the City Region's significant power generation cluster that produces 17% of England's electricity
- boost innovation, inward investment and export rates
- equip young people with the skills to compete in a fast-changing labour market

Leeds has also been successful in submitting a proposal to establish an Enterprise Zone². The Leeds Enterprise Zone encompasses four major sites in the Aire Valley Leeds regeneration area totalling 142 hectares of land and will be integrated with the on-going development of the Local Development Framework.

Vision for Leeds

The Leeds Initiative is the city's Local Strategic Partnership and brings together a wide range of people and organisations to work together to improve the city and overcome problems for the benefit for everyone. The overall framework is set out the Community Strategy 'Vision for Leeds 2011-2030'. Our Vision for 2030 is to be the best city in the UK. The LDF directly supports the implementation of this framework.

City Priority Plan

The City Priority Plan is a citywide partnership plan for 2011 – 2015 and has a vision that Leeds will be the best city in the UK. Priorities relevant to the implementation of the LDF include:

- Drive the Sustainable Growth of the Leeds Economy to support the creation of new jobs and skills
- Promote low carbon businesses, buildings, energy generation and connectivity across the city
- Maximise regeneration investment to increase housing choice and affordability
- Enable growth of the city whilst protecting the distinctive green character of the city

Best Council Plan

This sets out what the Council is doing do over the next few years to efficiently improve the quality of life for Leeds' citizens, especially those that are poor or vulnerable, in a context of significant budget savings. Several priorities are identified including:

- Dealing effectively with the City's waste
- Building a child friendly city
- Promoting sustainable and inclusive economic growth
- School places – meeting basic needs: ensure provision of sufficient local school places for all Leeds children
- Develop a coherent approach to meeting housing need

Leeds Unitary Development Plan Review 2006

The City Council's Unitary Development Plan Review (UDPR) was adopted on 19 July 2006. The UDP Review will be incrementally replaced as LDF documents become adopted. The UDPR will continue to be the statutory development plan for many saved policies in the future.

² Enterprise Zones are areas which encourage businesses and generate jobs, helping to rebalance the economy and drive local and national growth.

Local Development Framework progress

The Local Development Framework provides the spatial planning framework for the city. It is the key mechanism to deliver the spatial objectives of the wider policies discussed in the “Leeds Policy Context” section above.

The progress of the LDF is monitored through preparation of a Local Development Scheme (LDS). This sets out a three year rolling programme including timescales and milestones for the preparation of the individual Local Development Documents (LDD) which together form the Local Development Framework.

Table 1: Proposed Local Development Scheme Timetable (as at January 2014)

DPD	2013	2014	2015	2016
Natural Resources and Waste	Adoption	Consultation* Publication*	Examination* Adoption*	-
Core Strategy	Examination	Adoption (Autumn)	-	-
Community Infrastructure Levy Charging Schedule	Draft	Examination Adoption	-	-
Site Allocations Plan	Issues and Options Consultation (Summer)	Publication (Autumn)	Examination	Adoption
Aire Valley Leeds Action Plan	-	Publication (Autumn)	Examination	Adoption
Neighbourhood Plans**	Holbeck	Application for designation as neighbourhood plan area and forum		
	Kippax	Scoping issues		
	Otley	Drafting plan		
	Boston Spa	Drafting plan		
	Collingham	Drafting plan		
	Barwick & Scholes	Drafting plan		

* applies only to Minerals Policies 13 & 14 which were subject to High Court Challenge

** current (early 2014) position only for Neighbourhood Plans

Core Strategy

The emerging Core Strategy brings together the aspirations set out in the Vision for Leeds and provides a broad illustration of what the city will achieve by 2028. The Core Strategy highlights how and where development will occur, and those areas which are key to delivering the vision.

Since AMR 2012 a key milestone was reached with the Submission of the Core Strategy to the Secretary of State for Examination by the Planning Inspectorate in April 2013. The Examination took place during the course of 17 hearing sessions, the first of which was on 8th July 2013 and dealt with the Duty to Cooperate. The Inspector confirmed that the Council had satisfied the legal tests involved with the Duty i.e. that it had co-operated with prescribed bodies. Subsequent hearing sessions were then held during October 2013 and two hearing sessions are intended to be held in May 2014 on affordable housing and Gypsies and Travellers.

Main modifications to the Core Strategy will be advertised and once representations on these are received the Inspector will prepare his final report. This is likely to be received in the Autumn 2014 and the Council seeks to adopt the Core Strategy before the end of the year.

Natural Resources and Waste Plan

The Natural Resources and Waste Local Plan sets out where land is needed to manage minerals, energy, waste and water over the next 15 years, and identifies specific actions to help use natural resources in a more efficient way. The Natural Resources and Waste Plan was adopted by Leeds City Council on 16th January 2013. Following a high court challenge, policies Minerals 13 and 14 have to be re-examined and cannot be regarded as adopted policies.

Site Allocations Plan

The Site Allocations Plan will allocate sites to deliver the Leeds Core Strategy long term spatial vision, objectives and policies and ensure that sufficient land is available in appropriate locations to meet the targets set out in the Core Strategy. The Site Allocations Plan should 'follow on' from the adoption of the Core Strategy, but early work has progressed in parallel.

Following consultation (between June and July 2013) on a range of identified sites for housing, employment, retail and greenspace the Council received nearly 8,000 representations. Following analysis of these the Council will progress the Publication Draft stage once it is in receipt of the Core Strategy Inspector's Report. This is important as it will set the overall housing target, distribution across the district, the position on windfall development and phasing.

Aire Valley Leeds Area Action Plan

This DPD will provide the future planning framework to guide the regeneration of the Lower Aire Valley between Leeds city centre and the M1. The area contains over 400 hectares of development land which can help meet Leeds' need for housing and provide new jobs. A draft AAP will be published for formal consultation in Spring 2014.

Community Infrastructure Levy

The Community Infrastructure Levy (CIL) is a new levy which the Council will charge on developers or landowners when they build new developments. The money raised will help to pay for the infrastructure needed across Leeds such as schools, greenspace, flood defences, and transport improvements. The CIL will be charged per square metre on most new buildings, based on their use and location. Charges have to be based on viability. The Council has to ensure that there is an appropriate balance between the rates being high enough to help fund infrastructure, and not harming the economic viability of development as a whole across Leeds. In order to decide the rates for the CIL, the Council has produced an evidence base including an Economic Viability Study.

Consultation on a Draft Charging schedule was held during October to December 2013 and 41 representations were received. The CIL Charging Schedule will be submitted for Examination in Spring 2014 with a view to Examination during the Summer and Adoption in early 2015.

No decisions have yet been made as to the detailed arrangements of how and where a meaningful proportion of the CIL funds are to be spent, and spending issues are a separate work stream to the CIL Charging Schedule and evidence base.

LDF Policies Map

The LDF comprises a policies map which shows all the areas in the Leeds Metropolitan District where different policies will apply. For example, it will show those sites allocated for housing development, economic development or greenspace as set out in the Site Allocations Plan. The Policies Map will be revised as each new LDF document is adopted. As at January 2014, the Policies Map for Leeds is comprised of the Unitary Development Plan Review (2006) and the adopted Natural Resources and Waste Plan. This is available on the Council's web-site [link].

Neighbourhood Plans

Neighbourhood plans are a key part of the new planning system and give local communities the opportunity to prepare a statutory development plan for their neighbourhood. The Council has a 'duty to support' local communities in preparing neighbourhood plans, coordinated by the Chief Planning Officer with assistance from Area Support Teams as appropriate. The key roles for the Council are:

- Designation of neighbourhood areas/forums
- Support communities throughout the process
- Examination – organise and pay for
- Referendum – organise and pay for

The City Council has designated 23 Neighbourhood Areas (21 parished, 2 non-parished) and there are at least a further 20 non-parished areas that are considering whether a neighbourhood plan is appropriate for them. These areas are receiving varying levels of support dependant on local capacity and needs.

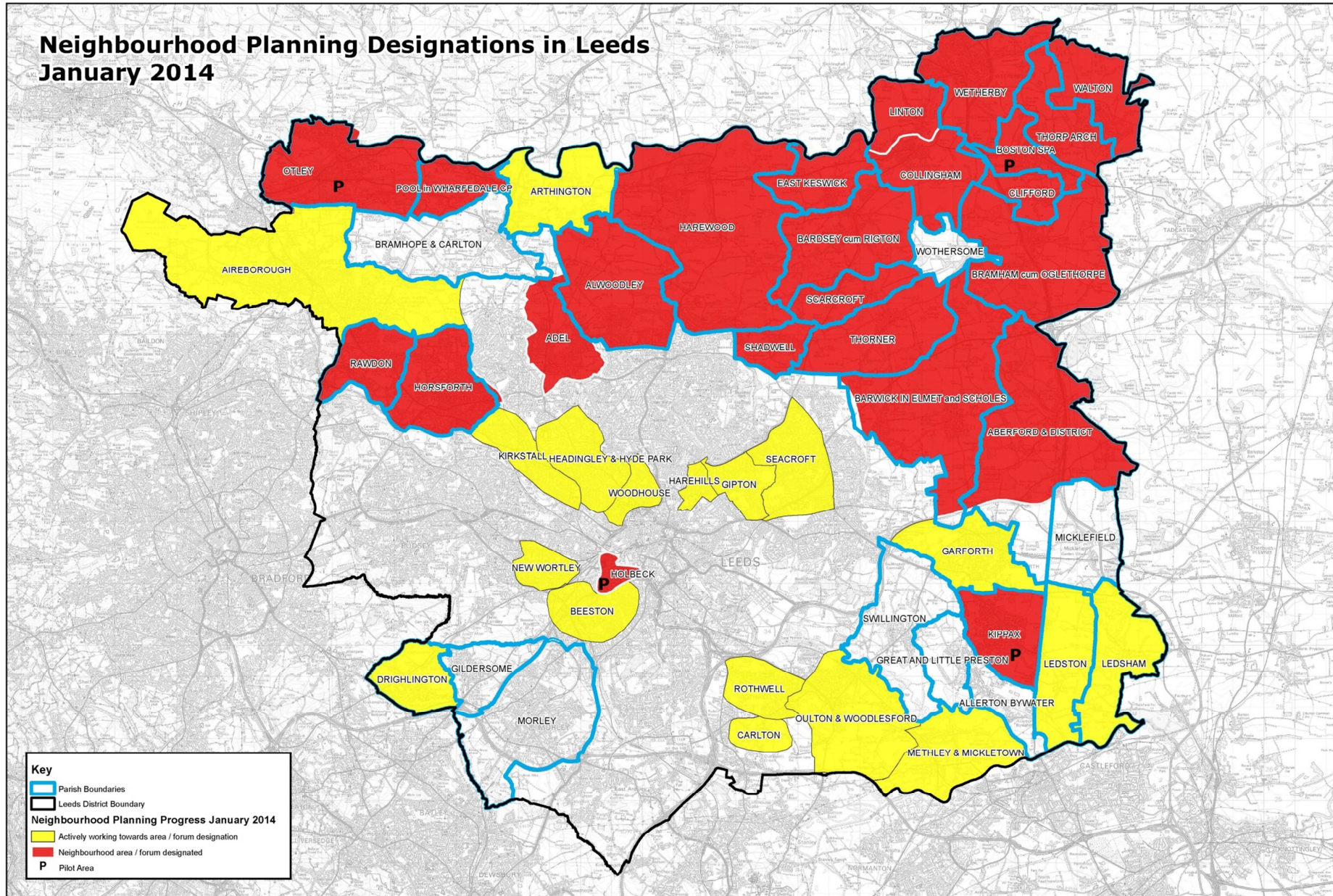
Of the four pilot areas in Leeds (Holbeck, Boston Spa, Kippax and Otley), Boston Spa and Holbeck are progressing well with their draft neighbourhood plans. Kippax and Otley are also progressing with arrangements to put plans in place.

The Council has successfully promoted neighbourhood planning in inner city areas as a means to achieve wider Council and community aspirations, with good progress being made in Holbeck, Beeston, Seacroft and Inner North West communities.

The Neighbourhood Planning Steering Group has continued to provide a joined-up and strategic overview of neighbourhood planning and to promote partnership working and good practice. Non-Council membership has been increased to include NHS Leeds, Planning Aid England, Civic Trust, Re'new, community representatives and Voluntary Action Leeds. Amongst other things, the steering group will be assisting with a non-parished neighbourhood planning event in the spring/summer.

Map 1 overleaf details those parts of Leeds which are designated as a neighbourhood planning area and those areas working towards area designation.

Neighbourhood Planning Designations in Leeds January 2014



Supplementary Planning Documents

Given priorities to urgently progress towards an adopted Core Strategy there has been reduced focussed on supplementary planning documents.

Village design statements and neighbourhood design statements are produced by local communities and supported by Leeds City Council, as a means of fostering good design, appropriate to its local context. A range of 18 Design Statements are in place and this past year saw five new statements (*) produced. There are currently 2 statements in preparation for Aberford and Moortown.

Adopted Village Design Statements

Adel	Hawkesworth	Linton and Collingham
Bardsey	Kippax	Thorner
Bramhope	Thorp Arch	
East Keswick	Horsforth	

Adopted Neighbourhood Design Statements

Far Headingley	Chapel Allerton*	Oulton & Woodlesford*
Headingley & Hyde Park	Little Woodhouse*	Roundhay*
Tranmere Park, Guiseley	New Farnley*	

Evidence base

A critical aspect of LDF work has been the completion and on-going preparation of evidence based studies to reflect the requirements of the NPPF (and recent National Planning Policy Guidance), issues raised during public consultation and advice from the Planning Inspectorate). For a city the size and complexity of Leeds, this has been a major undertaking and remains a very resource intensive activity. Major evidence base projects this past monitoring year include:

- ***Strategic Housing Land Availability Assessment***

The SHLAA Update 2012 was published in March 2012 and helped inform a five year supply of land for the period 2013/14 to 2017/18. Work is underway on the SHLAA 2013 Update and is expected to be published in Spring 2014.

- ***Five Year Supply***

The Five Year Supply for the past monitoring year was published in March 2013 following completion of the SHLAA 2012. This provided a five year supply of deliverable homes of 21,472 units against a housing requirement of 20,307 for the period April 2013 to March 2018. The five year supply was pertinent to three Section 78 planning appeals during 2013 at Thorp Arch, Outwood Lane, Horsforth and Bagley Lane, Rodley. Throughout the latter

two appeals modifications to the agreed supply level were made. The five year supply will be calculated for the period April 2014 to March 2019 following completion of the SHLAA 2013 Update in Spring 2014. It will be published separately on the Council's web-site.

- ***Objective Assessment of Housing Need***

As part of the preparation of the Core Strategy and the overall housing requirement for Leeds an objective assessment of housing need has been completed, including the Strategic Housing Market Assessment Update 2011 as well as further evidence to take account of the Census 2011 and most recent national population and household projections. Work commissioned from Edge Analytics reveals that:

- prior to the Census 2011 population and household projections over-estimated Leeds' growth and the population has been re-based at 751,000 as opposed to 800,000; however growth pressures remain significant
- an aging population, coupled with an increase in the birth rate is putting pressure on natural change in the population
- whilst the influence of international migration on housing growth in Leeds has reduced, the influence of economic in-migrants looks set to increase (stimulated by economic growth projections)

The Duty to Cooperate

The Localism Act 2011 introduced the Duty to Co-operate, which applies to specific bodies when they are preparing planning policies which address issues affecting more than one planning area. The duty applies to background evidence as well as the progression of policies. The most significant piece of work that the Council has undertaken recently was the final stage of the Core Strategy, including its submission and examination.

The table below summarises the actions that have been taken by the Council that could be considered to meet the duty to co-operate since the introduction of the Localism Act. It includes co-operation initiated by other bodies whose strategic planning affects the Leeds area.

The Duty to Cooperate is still a relatively new legal requirement albeit that Leeds has operated jointly with its neighbours and partners for many years. One of the initial tasks has been the establishment of appropriate structures to ensure that the Duty is met. The Council chair a City Region Executive Member Group and officer group. These work alongside a Heads of Planning group which in turn supports a Board with representation from the Leaders of the LCD local authorities.

In general these arrangements are a conduit for comments on development plans in production across the LCR area and dealing with shared issues (including evidence). Further detail on the duty to cooperate arrangements are available in a background paper to the Core Strategy tabled at the Examination³.

³ <http://www.leeds.gov.uk/docs/CD23%20Duty%20to%20Cooperate%20Background%20Paper.pdf>

Table 2: Duty to Cooperate Activities 2012 - 2013

Strategic issues considered	With whom was the issue discussed and how	Outcome of the discussion	Geographical scale of the issue
Leeds Submission Core Strategy	Core Strategy Inspector and representors at a hearing session in July 2013	Letter from the Inspector 2013 clarifying that Core Strategy fulfils legal requirements of Duty to Cooperate	Leeds District and wider Leeds City Region
Sub-Regional Housing Markets	Neighbouring authorities Heads of Planning	Commissioning of evidence base work on sub-regional housing markets and approaches to objective assessment	Leeds City Region
Kirklees Core Strategy	Kirklees Metropolitan Borough Council and their Inspector at an exploratory meeting on 18 th September 2013	Pending further cooperation following the withdrawal of the Kirklees Core Strategy	Leeds Kirklees MBC
Local Aggregates Assessment	Heads of Planning	Draft WY Local Aggregates Assessment	West Yorkshire and LCR
Gypsies and Travellers	Duty to Cooperate Group at various meetings	Seeking alignment of assessment methodologies used across LCR	Leeds City Region

Monitoring Indicators

As outlined the Localism Act 2011 and the subsequent Local Planning Regulations 2012 have removed the requirement for local planning authorities to submit an Authority Monitoring Report to the Secretary of State, whilst retaining the overall duty to monitor. The primary purpose of the AMR is now to share the performance and achievements of the planning service with the local community, at least once every 12 months. Authorities can largely choose for themselves which targets and indicators to include in the report provided they are in line with the relevant UK and EU legislation.

Monitoring helps to address key issues, including:

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

Significant effects indicators

'Significant Effect' indicators are those that were identified through the Sustainability Appraisal (SA) of emerging Core Strategy policies; they will measure those aspects of the socioeconomic and environmental context that are likely to be significantly affected by the policies in the Core Strategy, although they will in most cases also be influenced by factors other than planning, e.g. health, education and crime strategies. However, by attempting to measure the social, environmental and economic impact of plans in this way, monitoring will help to ensure that planning policies are as sustainable as possible. The Core Strategy SA notes that several SA objectives are predicted to have significant negative effects:

- SA11 – minimize the pressure on greenfield land by efficient land use patterns that make good use of derelict and previously used sites and promote balanced development
- SA12 – maintain and enhance, restore or add to biodiversity or geological conservation needs
- SA13 – reduce greenhouse gas emissions
- SA18 – reduce pollution levels
- SA19 – maintain and enhance landscape quality

The City Centre

Leeds city centre performs a key economic, strategic and cultural role at the heart of the Metropolitan District and the Leeds City Region. It is approximately 460 hectares in area (less than 1% of the area of the District as a whole) yet attracts a quarter of all employees who live and work in Leeds. The city centre is a focus of jobs, shopping and housing and the Core Strategy sets targets to be accommodated over the plan period as follows. The Council has prepared a City Centre Audit annually since 1998, which has charted some significant changes – more information on the city centre is contained in this report available on the Council’s web-site⁴.

Offices

There was little new office development in the city centre during 2012/13. However, construction has started on an office building pre-let to KPMG in Sovereign Street – the largest new build office in Leeds city centre since 2006. The development, which is due for completion in autumn 2014, is the first of three buildings proposed around a new area of green public realm on Sovereign Street which is being developed by Leeds City Council. Some of Leeds’ prime office sites have also been recently refurbished and together with major mixed-use schemes such as the Caddick development at Quarry Hill and new stand-alone provision at Whitehall Riverside and City Square House provide a well-located and healthy pipeline of provision.

	Target 2012 - 2028	Completed 2012/13
Net additional office floorspace	655,000 sqm	300 sqm

Office take-up from the existing stock during the calendar year of 2013 was 74,119 sqm; significantly higher than 37,161 sqm in 2012 and significantly in excess of a ten year average of 43,850 sqm. This is a positive sign that demand for city centre office accommodation is recovering from recession and that Leeds is an attractive location. There is outstanding capacity of office permissions in the city centre for 90,412sqm and as at December 2013 4,350 sqm was under construction. However, market commentators have expressed concern that the quantity of quality Grade ‘A’ stock may be low i.e. of the 90,412 sqm of outstanding office capacity only 28,000 sqm is considered as Grade ‘A’. This situation will be monitored through the coming year.

A return to speculative office development (as seen in 2006 and 2007) seems unlikely and office developers are more likely to pre-let buildings prior to commencement of development⁵.

Homes

The monitoring period saw an increase in the number of homes completed in the city centre compared with only 50 dwellings the year before. The uplift was largely due to the completion of two large schemes; 85 flats at Crispin House on New York Road and 125 units as part of a new student

⁴ <http://www.leeds.gov.uk/Business/Pages/Economic-information.aspx>

⁵ 11th City Centre Audit

accommodation campus on Calverley Street. Indeed, completions for the first half of 2013/14 rest at only 49 dwellings.

	Target to 2028	Delivered 2012/13
Homes	10,200 dwellings	318

The impending site allocations document will identify sites for housing in the city centre and developers are bringing forward a mixture of new schemes and models e.g. the Otter Island development comprising maisonettes as well as flats.

There are also signs that Leeds city centre is becoming attractive to the market emerging from recession with 108 student flats under construction at St Marks in Woodhouse and 115 dwellings under construction elsewhere on three sites. A recent housing analysis⁶ forecasts that Leeds' city centre housing market has become more vibrant in 2013 and will grow quickly. Evidence is that enquiries have increased by over 50% and sales rates have doubled. Despite being one of the lowest completions levels over the past ten years there are signs that the city centre housing market is diversifying because proportionately more of the flats were 3 bedrooms or more.

Retail

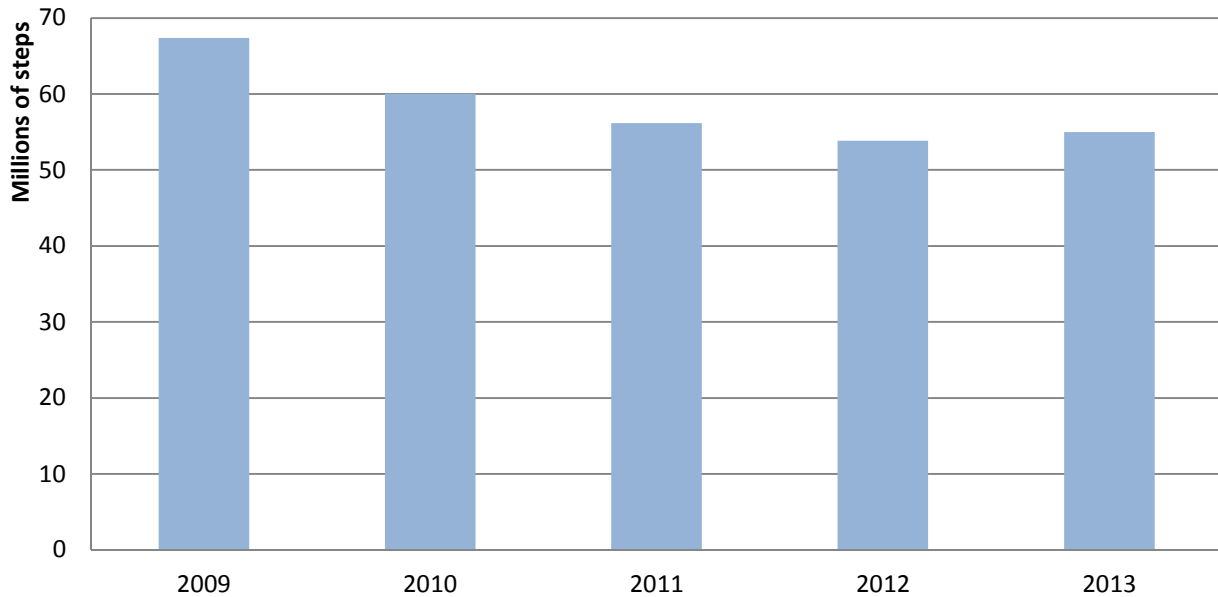
Development in the City Centre was marked by the three flagship developments of the Leeds Arena, Trinity Leeds and Victoria Gate. The £350 million retail development Trinity Leeds opened its doors in the Summer 2013. Hammerson, the retail developer behind Victoria Gate, received approval of its £130million development in September 2013. As well as more than 30 retailers, the development will anchor a 24,000m² John Lewis store and multistory car park for more than 800 cars. The Leeds First Direct Arena opened in July 2013.

Figure 1 shows that footfall throughout the city centre increased following the opening of Trinity Leeds and the First Direct Arena, from 53.8 million steps to nearly 55 million steps; reversing a downward trend that has been seen since the start of the financial crisis in 2008/09. Whilst the improvement of the economy in 2013 may contribute to increases in footfall, figures from Experian's Footfall Index suggest that nationally footfall has continued to fall throughout 2013, suggesting the improvements in Leeds' City Centre, can be attributed to the impact of the opening of Trinity and the First Direct Arena.

The wider impacts of Trinity Leeds will be assessed by a focus on vacancy of city centre retail units which will be reported in the 2014 AMR.

⁶ [Jones Lang Lasalle \(2013\) Change to Amber: The Northern England residential development market](#)

Figure 1: Footfall in the city centre – by millions of steps per calendar year



* data collected from 8 CCT cameras across the City Centre

Integrating the city centre

The Core Strategy aims to integrate and improve connections between the north and south halves of the city centre. This past year three key developments within the South Bank help achieve these ambitions:

- Leeds Station Southern Entrance: The Transport and Works Act Order (TWAO) has been approved by the Secretary of State. Full approval of the Major Scheme Business Case (MSBC) is to be submitted to allow the start of works in 2014.
- Holbeck Urban Village: Further engagement has taken place with landowners on the development of a new masterplan.
- Development of Leeds Station - Network Rail published a masterplan for the station which now includes increased retail provision, better access from New Station Street and 350 extra parking spaces
- Flood Alleviation Scheme. The Council successfully bid for Regional Growth Fund monies to help provide flood defences in the City Centre and Holbeck. Planning permission for the £50million scheme has recently been granted.

Vibrancy, character and cultural appeal

The Core Strategy aims to improve the vibrancy, character and cultural appeal of the city centre. Experian's Inner City Vibrancy rankings identified 75 key urban areas within London boroughs and cities across England and Wales based on 2011 Census data. The Inner City Vibrancy rankings give what Experian believes is a measure of how vibrant our cities are in terms of having a young, affluent resident population and how this inner city vibrancy has changed over time. Leeds came fifth in the rankings and is one of only four non-London centres within the top ten; the others are Manchester (which came first), Canterbury and Lancaster.

At the same time it will also be important to monitor how the city centre's vibrancy is changing as a result of attracting more families to live and recreate. In future years as the housing market improves this could be reflected through changing types of city centre properties being built e.g. more family housing. In addition, with developments such as the First Direct Arena completed it will be important to gauge the difference made to a wide range of Leeds residents.

The City is also hosting the Tour de France 2014 Grand Départ, which will be the biggest event hosted in Leeds in living memory.

Hotels

According to Industry research Leeds hotels in November 2013 continued their strong recovery and achieved the highest performance growth recorded in absolute figures over the last four years with an 11% increase in total revenue and a 22% gross operating profit per room⁷. Occupancy rose by 6% to 83%. With the start of the Leeds Hilton Arena hotel in 2013 due to open in 2016 the sector shows signs of continuing recovery and growth.

Managing the needs of a successful district

Housing

The Council has worked emphatically over the past few years to boost the supply of housing in the District through a range of measures:

- the submission Core Strategy proposes a target of 70,000 new homes (net)
- further to the release of greenfield housing allocations (with potential for over 7,000 homes) the Council has also provided policy guidance on the early release of some Protected Areas of Search in advance of the Site Allocations Plan
- the Council has established a Housing Investment Land Strategy, through which activities are being co-ordinated to bring forward all brownfield sites with residential development potential. During 2012/2013 7 sites have been sold or committed through this work, with capacity for development of 195 new homes. It is anticipated that over the remainder of 2013/14 and 2014/15 sites will be sold or committed with capacity for further 750 new homes.

Yet as the analysis below shows, there continues to remain a gap between the supply of housing land and the delivery of homes. Leeds is a large District with distinctive and different spatial attributes and a range of housing needs spread from regeneration areas in the inner areas to high demand outer areas with some of the highest house prices in the region.

The supply of housing

The housing requirement for Leeds since 2012/13 is set out in the Core Strategy Submission Draft as summarised below.

⁷ Industry research by Hotstats

Table 3: Core Strategy Net Housing Requirement			
Period	Start of period	End of period	Total housing required
Plan period	1st April 2012	31st March 2028	70,000

Table 4: Submission Core Strategy Net housing requirement 2012/13 to 2027/28	
Year	Net annual requirement
2012/13 – 2016/17	3,660
2017/18 – 2027/28	4,700

Demolition rates

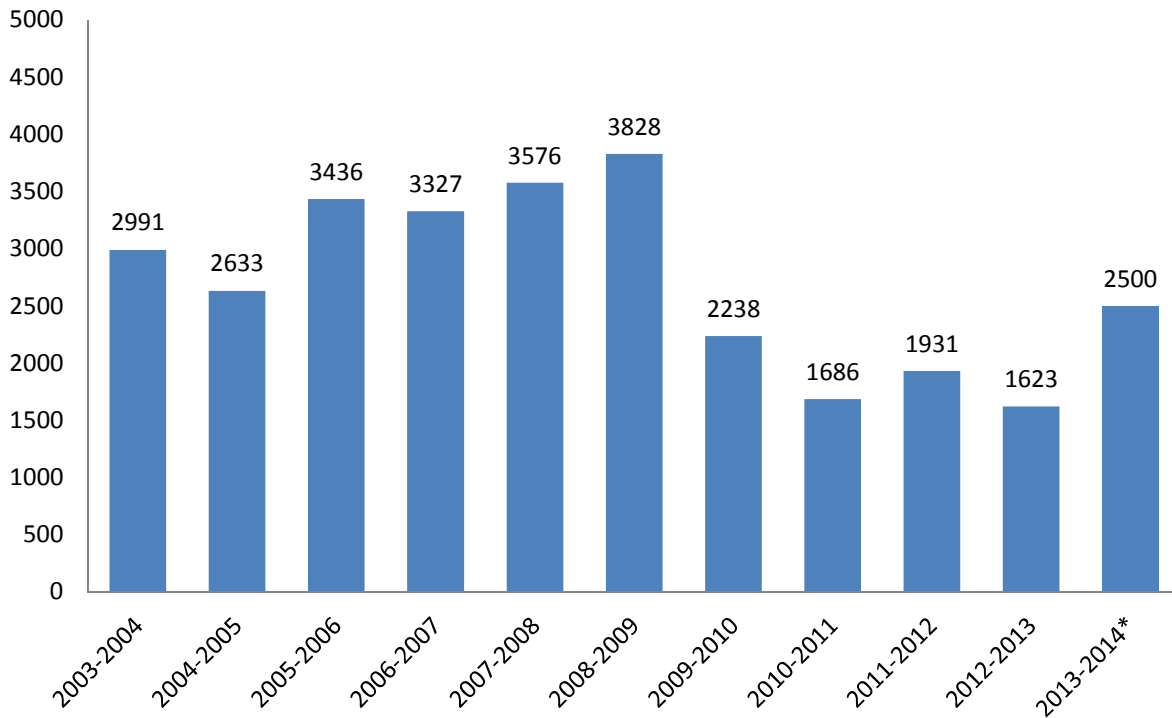
The Core Strategy Submission Draft suggests that a gross figure for housing will be 250 units per annum above the net figure. This is based on estimated levels of demolitions occurring within the City i.e. the difference between a gross and a net housing figure. The average level of demolitions over the last 10 years has been 250 per annum. However the annual average rate of loss between 2008 to 2013 has been just 142 dwellings, with only 27 demolitions in 2012/13. If this continues, it will moderate the gross house building requirement in future years and will need to be closely monitored. At a recent planning appeal it was common ground that the approach in the 2012 five year supply had overemphasised the level of demolitions to be expected in the City. The Council will continue to use a five year average rate of demolitions for the purposes of calculating a five year supply. Future AMRs will need to take a view on whether the rate of demolitions is likely to increase to such an extent that the 250 plan period average is realistic. A range of factors will contribute to such a rate including increases in public sector finance for large scale regeneration and renewal projects.

The delivery of housing

In 2012/13 the total amount of net additional dwellings delivered fell to 1,623 units. Whilst the economy was beginning to emerge from recession this slight fall was as a result of the particular bad and extended winter in 2012/2013 which slowed delivery on site. However signs are (based on the first three quarters of 2013/14) that completions will reach approximately 2,500 homes signalling a significant increase in house building.

Table 5: Net additional dwellings				
2008/09	2009/10	2010/11	2011/12	2012/13
3,828	2,238	1,686	1,931	1,623
Year	Total	Target	% Target	Indicator
2012/13	1,623	3,660	44.3%	

Figure 2: Net additional dwellings over the past ten years



* estimate based on first three quarters of 2013-14 monitoring year

The majority of housing delivery is in the Main Urban Area where 74% of the net change of additional dwellings occurred. A further 13% was located in Major Settlements and 5% in Smaller Settlements. In addition, 119 units (7%) were built outside the Settlement Hierarchy in Villages/Rural locations which comprise small windfall sites fewer than 5 units together with the conversion of existing dwellings and other buildings.

Table 6: Net additional dwellings by location within the Settlement Hierarchy

Location	Total housing gain (gross)	Demolished and/or lost units	Total change (net)	% of Total change (net)
Main Urban Area	1,230	23	1,207	74
Major Settlements	216	1	216	13
Garforth	25	0	25	2
Guiseley/Yeadon/Rawdon	106	1	105	6
Morley	67	0	67	4
Otley	4	0	4	0
Rothwell	10	0	10	1
Wetherby	4	0	4	0
Smaller Settlements	82	0	82	5
Villages/Rural	122	3	119	7
Total	1,650	27	1,623	100

Within the main urban area the Inner Area accommodated more new housing than any other Housing Market Characteristic Area with 407 units built, equating to 25% of total net delivery. City Centre (18%), Outer West (14%) and Outer South West (14%) provided locations for a significant level of delivery. Outer North West (0%), Outer South (1%), Outer North East (3%) and Outer South East (4%) were the lowest contributing areas towards total delivery. These are positive signs and signals that despite market pressure on the outer areas of Leeds there remains a proportionately healthy delivery of homes in the main urban area in accordance with the spatial policies of the Core Strategy.

Table 7: Net additional dwellings by Housing Market Characteristic Area

Location	Total housing gain (gross)	Demolished and/or lost units	Total change (net)	% of Total change (net)
Aireborough	162	1	161	10
City Centre	298	0	298	18
East Leeds	70	1	69	4
Inner Area	422	15	407	25
North Leeds	133	5	128	8
Outer North East	44	2	42	3
Outer North West	5	0	5	0
Outer South	20	0	20	1
Outer South East	65	0	65	4
Outer South West	203	1	202	12
Outer West	228	2	226	14
Total	1,650	27	1,623	100

In reflecting corporate and regeneration priorities a high proportion of development has been delivered on brownfield land. Over 80% of development has been brownfield in every quarter since March 2002 and the proportion had exceeded 90% up until last year. In recognition of the need to diversity the supply of land for housing and boost delivery the Council has taken a series of steps to release greenfield land.

- In June 2011, the Council's Executive Board agreed to release Phase 2 and 3 housing allocations in the UDP. There were 35 sites released at the time with a total capacity of 7,175 units, all of which were greenfield.
- In March 2013 the Council's Executive Board agreed to an interim policy approach to the release of Protected Areas of Search in advance of the Site Allocations Plan.
- The Core Strategy sets a PDL target of 65% between 2012 and 2017 and 55% thereafter
- The Site Allocations Plan is seeking to undertake a selective Green Belt review so as to ensure that sufficient land is available for future housing provision

Period	Gross dwellings	Number PDL	% PDL	Target	Indicator
2008/09	3976	3787	95%	65%	
2009/10	2519	2341	93%	65%	
2010/11	1839	1682	91%	65%	
2011/12	2032	1931	85%	65%	
2012/13	1650	1439	87%	65%	
Last 5 years	2,403	2,236	93%		
Last 10 years	2,947	2,724	92%		

The number of outlets which have started on site as at 30 September 2013 sits at 95. These outlets have completed 1,569 homes and have 1,810 units remaining (according to planning permission capacities). Between 1 October 2012 and 30 September 2013, the Council recorded completions across 82 sites with an average build out rate of 19 units. This means that in order to meet Core Strategy targets (3,660 homes per annum) there would be a need at average build out rates to have 193 outlets under construction at any one time.

Build out rates differ depending on the size of site and its characteristics. Looking only at the Phase 3 greenfield UDP Review sites which were approved on appeal during 2010 and 2011 the average build out rates rest at 27.5 units per annum.

At this build out rate there would need to be just over 130 outlets under construction at any one time. In order to deliver the Core Strategy housing requirement there is a need for more sites to start and for build out rates to increase on sites.

Outstanding Housing Capacity

There remained at 30th September 2013 outstanding capacity for just over 12,000 units with full planning permission and 6,700 units with outline planning permission. In addition there remains capacity for 7,650 units on allocated sites in the UDP Review. In total this equates to over 26,500 homes. Whilst it may not be possible for all of this capacity to be completed in the short-term, it is a healthy position, as a recovering housing market should improve the rate of delivery..

Windfall

Windfall sites are those which have not been specifically identified as available in the Local Plan process. Since the introduction of the Leeds Strategic Housing Land Availability Assessment (SHLAA) windfall emerges largely as smaller sites. The Core Strategy estimates that 500 dwellings per annum will come forward as windfall. 428 units delivered were classified as non-SHLAA windfall in the 2012/13 monitoring period, making up 26% of total completions across the district.

Table 9: Housing completions by land type		
Classification of site	Completions	FYS category
New build < 5 units	77 (gross)	Windfall
Conversions < 5 units	281 (net)	Windfall
Land Availability Sites	70 (gross)	Windfall
Total windfall	428 units	Windfall
SHLAA sites	1,222 (gross)	Identified sites
Total	1,650 (gross)*	
Windfall % of total	26%	

*Gross = gross new completions and net conversions

Permitted Development

The Government has sought to increase the supply of housing by making it easier to change the use of offices and agricultural buildings to dwellings. As at the end of 2013 only a handful of applications have been approved through this route totalling 115 dwellings.

Density of New Housing Sites

A baseline will be established in 2013/14 to measure the density of new housing permissions by settlement hierarchy location, to ensure that they represent the best use of land and are promoting sustainable development. The red line boundary of a planning permission will be used and sites will be assessed during the year in which they obtain planning permission..

Housing Type and Mix

Between 2005 and 2010, housing mix had been characterised by a dominance of flats and apartment building. In 2010/11 more houses were completed than flats and apartments for the first time since 2005/6. The completion on flats and apartments has picked up since 2010/11 and continues to make a significant contribution to overall delivery in both 2011/12 (57%) and (50%) 2012/13.

The number of bedrooms in new dwellings provides an indication of the size and type of dwelling developed. This information is important to ensure that the appropriate housing mix is being developed. The most recent population forecasts and the Census suggest that average household size is decreasing and the number of individual households is increasing but not necessarily as rapidly as was previously forecast. The SHMA identifies housing need based on forecasted demographic changes. The Strategic Housing Market Assessment (SHMA) assesses affordability issues and relates the findings to housing viability. The SHMA concluded that over the life time of the plan that Leeds should look to deliver a range of housing sizes (as measured by bed types).

Table 10: Mix of housing units delivered each year by housing type and number of bedrooms

Year	Flats / Maison's	Housing units (includes bungalows)			Total
		Terrace	Semi detached	Detached	
2012/13	827	366	144	313	1650
% Delivery	50%	22%	9%	19%	100%
Type	Number of bedrooms				Total
	1	2	3	4+	
Flats/Maisonettes	343	335	49	100	827
Houses/Bungalows	15	111	360	337	823
Total	358	446	409	437	1650
% Delivery	22%	27%	25%	27%	100%
SHMA Need Identified	8%	55%	27%	10%	100%

NB: Percentages may not total 100% due to rounding

In 2012/13, 3 and 4+ units represented a large share of completions due to the completion of large semi-detached and detached houses. Two bedroom properties continue to dominate development due to the developments of flats and apartment. As compared to the need identified in the SHMA, there is a general over provision in units with 4+ beds and an under provision of 1 and 2 bed properties. This reflects market choices but compounds the difficulties faced by first time buyers.

Affordable housing

360 affordable housing units were completed in the past year. Of the 360 units, just 72 were delivered through Section 106 Agreements with 199 through grant assisted schemes and 155 through Government initiatives. In addition, 14 affordable units were built with no grant assistance outside social housing model for delivery.

The affordable housing delivery rates also place emphasis on the ability of the market to purchase housing. Overall 1650 units (gross) were completed in the past year. If we deduct the number of units that were grant funded, we are left with a private market development rate of 1296 units (1650 minus 119 grant assistance & 155 Government initiatives). This means that 79% of all housing completions were delivered through private schemes. The 2011 Strategic Housing Market Assessment reviewed ability to buy and noted that over the life of the plan, it is expected that only 65% of all housing need will be met by market forces.

The Council is taking proactive steps to remedy this situation through a number of programmes: direct council house building, identifying sites for registered providers in order to streamline approvals and a brownfield land programme whereby more efficient use is made of Council assets and sites are unlocked for development.

Table 11: Gross affordable housing completions				
Period	Social rented	Intermediate	Affordable rent*	Total
2008/09	157	253	N/A	410
2009/10	84	329	N/A	413
2010/11	341	438	N/A	779
2011/12	279	216	N/A	495
2012/13	82	255	23	360
Period	Section 106	Grant assisted	Government initiative	Non assisted^
2011/12	54	308	133	N/A
%	11%	62%	26%	N/A
2012/13	72	119	155	14
%	20%	33%	43%	4%

*affordable rent is a new social housing model starting in 2012/13

^non assisted completions are units which have been delivered with no grant assistance and are now monitored separately starting in 2012/13

Older Persons Accommodation

The number of older people as a proportion of the population is increasing and demographic changes will place additional demands for services at a time of diminishing financial resources. The Council is progressing a "Better Lives for Older People" programme, which involves considering the quality and quantity of residential care homes against current and future needs. Monitoring of specific older persons housing provision involves understanding specific as well as general housing provision e.g. whether new homes are of the right type and are sufficiently adaptable. Future AMRs will pick this issue up in more depth. Two new schemes were completed during 2012/13 as shown below.

Table 12: Total number of C2 housing units delivered per annum		
Planning Ref	Location	Units
10/01593/FU	Wetherby Health Centre, St James's Street	66
10/04941/LI	The Grange, York Road, Seacroft	96
Total		162

Gypsies, Travellers and Travelling Showpeople

The Council maintains a site for Gypsies and Travellers at Cottingley Springs, Gildersome with 41 pitches and is (subject to the consent of the Secretary of State) progressing an extension to this to provide for 12 additional pitches alongside improvements to the existing services. There are currently no authorised plots for Travelling Show people within Leeds, although there are currently 7 families living with the consent of landowners.

Table 13: Total number of Gypsy and Traveller plots in the District		
Type	Site	Pitches
Public provision	Cottingley Springs	41
Private provision	Nepshaw Lane	1
	Rose Neath	1
	Ninevah Lane	2
	Knotford Knook	1
	Springfield Villas	2
Total provision		48

In order to determine an up to date level of identified local need for the plan period, the City Council is working with Leeds Gypsy and Traveller Exchange to identify needs. These will be established in the Core Strategy once it is adopted and help inform the Site Allocations Plan. Provision of the need will be monitored in subsequent AMRs.

Vacancy rates

A healthy housing market has vacancy levels within it as it allows churn (a rule of thumb is that a 3% vacancy rate is appropriate in a healthy housing market). Vacancy rates allow choice within the market and that a property can sit empty for a short period of time between residents. If the vacancy rate rises alongside new development, there is concern that the new development is not helping the housing market. In such a case, a review of demand for housing, alongside knowledge of vacant housing stock, will be required. The long term⁸ vacancy rate in 2012/13 is 4.3%.

The Leeds Empty Homes Strategy is helping to bring on average nearly 3,000 homes per annum back into use. More information, including an area by area breakdown of vacancies, is available on the Leeds Empty Homes web-site [link].

Table 14: % of empty homes (as measured through properties classified as long term vacant)	
Type	Total
Number of properties	335,643
Number of empty properties	14,541
% of empty homes	4.3%

⁸ Longer than 6 months

Vacancy rates are higher in the city centre than elsewhere in the District. This is symptomatic of a substantial proportion of dwellings classified as second homes. In 2010 vacant homes (including second homes) stood at 14% and in 2013 the figure had dropped to 10%. If second homes are stripped out of the calculations the vacancy rate in the city centre falls to 5%.

Employment

Total new construction for employment has decreased from 38,370sqm to 15,625sqm characterised by a lack of large scale employment completions this year. During 2011/12, two single developments contributed 22,890sqm (60%) to the total development figures of 38,370sqm. This included an extension to the Arla Foods Dairy in Stourton (14,890sqm) and a change of use of a contract vehicle storage depot in Hunslet (8,000sqm).

In contrast, the largest single developments in 2012/13 were a new build workshops and office (2,400sqm) at Peckfield Business Park, Mickelfield, and a change of use from a vacant unit to a MOT testing station (1,620sqm) on Lotherton Way, Garforth.

Despite the generally low level of B2/B8 activity, it is encouraging to record that B1a Office activity has almost doubled since last year. This included the erection of a four storey office block (1,300sqm) at the Cubic Business Centre, Stanningley Road, Stanningley.

Year	B1 Office		B1 Other		B2 Industrial		B8 Warehouse		Total	
	Area (ha.)	Floor space (sqm)	Area (ha.)	Floor space (sqm)	Area (ha.)	Floors pace (sq m)	Area (ha.)	Floor space (sqm)	Area (ha.)	Floor space (sqm)
2008/09	6.24	51475	0.11	190	2.17	7550	1.86	4200	10.38	63415
2009/10	3.40	29140	0.00	0	1.91	8410	1.34	4620	6.65	42170
2010/11	2.68	5166	0.86	2340	11.10	3900	0.63	500	15.27	11906
2011/12	1.75	1680	3.25	1025	25.24	25695	2.60	9970	33.02	38370
2012/13	1.43	3230	0.20	600	3.16	7840	2.04	3955	6.83	15625
5 year avg	3.10	18138	0.88	831	8.72	10679	1.69	4649	14.43	34297

Employment development within the core strategy settlement hierarchy

The settlement hierarchy is being established in the Core Strategy, with the aim of guiding the overall pattern of development across the District for the period up to 2028. The hierarchy guides the pattern of employment development so as to ensure that new developments are in sustainable locations.

The majority of development (7,900sqm) occurred within the Main Urban Area which included 1090sqm change of use from a double glazing manufacturer (B2) to a warehouse (B8) in Sheepscar, and 800sqm of new build industrial units (B2) at Long Close Industrial Estate in Burmantofts. Almost all B1a office developments (96%) occurred within the Main Urban Area. This included a 1,300sqm office block at the Cubic Business Centre in Stanningley but levels of completions in the city centre were low (see city centre section above).

Major Settlements accounted for 2,930sqm of development which included a change of use from a vacant unit to a MOT testing station (1,620sqm) on Lotherton Way, Garforth.

Development within the Smaller Settlements was 3,315sqm in total. This included new build workshops and office (2,400sqm) at Peckfield Business Park, Mickelfield.

Table 16: Completed employment floorspace (2012/13) by settlement hierarchy					
Sector	Size*	B1 Office	B1 Other	B2 & B8 Industrial	Total
Garforth	Area (ha)	0	0	0.58	0.58
	Sqm	0	0	1870	1870
Otley	Area (ha)	0	0	0.57	0.57
	Sqm	0	0	540	540
Guiselley/Yeadon/Rawdon	Area (ha)	0.1	0	0.51	0.61
	Sqm	100	0	420	520
Wetherby	Area (ha)	0	0	0	0
	Sqm	0	0	0	0
Morley	Area (ha)	0	0	0	0
	Sqm	0	0	0	0
Rothwell	Area (ha)	0	0	0	0
	Sqm	0	0	0	0
Major Settlements	Area (ha)	0.1	0	1.66	1.76
	Sqm	100	0	2830	2930
Main Urban Area	Area (ha)	1.33	0.14	1.18	2.65
	Sqm	3130	500	4270	7900
Smaller Settlements	Area (ha)	0	0.06	2.21	2.27
	Sqm	0	100	3215	3315
Other	Area (ha)	0	0	0.15	0.15
	Sqm	0	0	1480	1480
Total	Area (ha)	1.43	0.2	5.2	6.83
	Sqm	3,230	600	11,795	15,625

* Area (ha) relates to size of the site boundary whereas sqm relates to gross internal floorspace

The re-use of employment land

There has been a slight increase in the amount of employment land lost to other uses over the past year (11.74ha) compared with 11.12ha lost in 2011/12. This included a change of use of an industrial unit (B8 Warehouse) on Milshaw Park Drive, Beeston, to an indoor football facility (D2 Leisure) with a loss of 4,580sqm of internal floorspace and 1.25ha of land.

Housing continues to represent the largest single sector of re-use, accounting for 9.6ha. This source of supply will contribute 466 housing units once completed. This includes 192 units at Menston Lane in Cross Gates, and 112 units at Russell Street (LS1). In future years the AMR will address the prior approval process of office to housing in detail. Since Summer 2013 just over 100 homes have been approved through this process from office developments.

3.15ha of employment land has been gained from Previous Developed Land (PDL) compared with only 0.97ha gained in the previous year. This included a new build office and workshop at Peckfield Business Park (1.55ha).

The results for 2012/13 have reversed the yearly decline of gains since 2009/10. As with previous years, all gains were from brownfield sites with no gains from greenfield sites.

Table 17: Losses and gains of employment land to / from other land uses 2012/13		
Loss to/Re-use for	Ha.	No. sites
Housing	9.6	15
Retail/other commercial	0.01	1
Other	2.13	8
Total loss: 2012/13	11.74	24
Total loss: 2011/12	11.12	32
Total loss: 2010/11	9.54	35
Gain from	ha.	No. sites
Greenfield sites	0	0
PDL not employment use	3.15	11
Total gain: 2012/13	3.15	11
Total gain: 2011/12	0.97	4
Total gain: 2010/11	1.82	7
Net loss (gain) 2012/13	8.59	13
Net loss (gain) 2011/12	10.15	28
Net loss (gain) 2010/11	7.71	28
Note: Losses/gains are based on the start of development		

The Leeds Economy Handbook⁹ provides monitoring information on the state of the economy in Leeds including on vacancies, unemployment and economic growth potential.

Retail and Leisure development

Retail and leisure development has in general continued to be affected by the recession with a few notable exceptions.

As part of the Council's Vision for Leisure Centres the £28m Holt Park leisure centre opened in December 2013.

⁹ <http://www.leeds.gov.uk/Business/Pages/Leeds-Economy-Handbook.aspx>

Development in the City Centre performed strongly marked by the three flagship developments of the Leeds Arena, Trinity Leeds and Victoria Gate. These are detailed in the city centre section above.

Elsewhere in the District there were only 9 new A1 retail floorspace completions in 2012/13 compared with 21 completions recorded in 2011/12. The majority of these developments were minor extensions (less than 100sqm). Therefore, there has been a major reduction in completed retail floorspace to 1,360sqm for this year, a reduction of 84%.

For contrast, it should be noted that the retail figures for 2011/12 (8,385sqm) were inflated by two new developments with a combined floorspace of 5,770sqm (a 2,900sqm extension to an industrial unit at Crown Point, and the addition of a 2,870sqm mezzanine floor to a retail unit at Westside Retail Park, Guisley).

The Asda foodstore in Middleton is under construction and will complete in May 2014. In addition Aldi in Middleton will complete in March 2014. Elsewhere in the District there are no other foodstore starts, which is symptomatic of a general slowdown in supermarket construction especially larger than 25,000 sqft. This is matched by an increase in small local convenience stores by the major supermarket operators and “click and collect” services from existing outlets coupled with an upturn in on-line grocery shopping. The impacts of these significant changes in shopping habits and market provision will be monitored throughout the coming year and reported in the 2014 AMR. There may be particular impacts on town centres.

There were also fewer completed leisure developments in 2012/13, 5 sites, in comparison to 24 sites completed in 2011/12. Leisure developments have reduced by 63% to 6,730sqm in 2012/13 compared to 17,860sqm in 2011/12. However, the Everyman Cinema was completed in Summer 2013 and will factor in the next AMR floorspace figures.

During the 2011/12 period, there were six developments above 1,500sqm, with a combined total of 13,365sqm. In 2012/13, only two development were above 1,000sqm. These were a change of use of vacant warehouse to a gymnastics centre (1,580sqm) in Seacroft, and a change of use from a warehouse to an indoor football facility (4,580sqm) in Beeston.

Use Class	2012/13		2011/12	2010/11	2009/10	2008/09
	Floorspace (sq m)	Area (.ha)	Floorspace (sq m)	Floorspace (sq m)	Floorspace (sq m)	Floorspace (sq m)
A1 Retail ¹⁰	1360	0.37	8385	12465	7050	37968
D2 Leisure	6730	3.42	17860	15737	5240	11327
Total	8090	3.79	26245	28202	12290	49295

¹⁰ Note that for monitoring purposes the development at Trinity Leeds provides mainly replacement retail floorspace alongside a small quantity of new floorspace

Total Demand for Employment Land forecasted in the District until the end of the plan

Based on the Leeds Employment Land Review (2010 Update), the following requirements have been identified over the Core Strategy plan period (2012-2028).

- *General employment land (B2 - B8 uses)* - a minimum of 493 hectares is required. Around 350 hectares exist in undeveloped planning permissions and allocations which may be suitable for employment. This leaves a minimum residual requirement of 143 hectares of land to be identified as part of the Site Allocations Plan assessment process.
- *Office floorspace* - a minimum of 706,250sqm is identified and the provision will comprise of new and existing locations. Planning permissions on existing sites amount approximately to 840,000sqm, however, over a third of the existing supply is located outside the City Centre resulting in further floorspace being needed to help prioritise the locating of offices in centres (and especially the City Centre to reflect its role as the regional economic centre). In order to provide flexibility when determining renewals of existing out of centre office applications, 160,000 sqm of office floorspace will be identified in or on the edge of the city and town centres. This will bring the total additional office floorspace required up to 1,000,000 sqm.

Infrastructure to support regeneration and growth

Infrastructure Delivery Plan

The Infrastructure Delivery Plan supports the LDF. The term 'infrastructure' has a very wide meaning and relates to all facilities and services which are necessary for successful communities to function. Infrastructure is essential to support social, economic, and environmental objectives. It includes a very wide range of aspects within transport, such as roads, railways, buses and public transport systems, cycle and pedestrian provision, parking, and less visible measures such as travel cards or real-time information. It also includes education and health facilities, greenspaces, leisure and cultural facilities, and utilities for instance water and electricity.

The Infrastructure Delivery Plan identifies as far as possible the currently planned infrastructure provision in the Leeds Metropolitan District, including the critical infrastructure necessary for the delivery of the Core Strategy over the whole time period. It provides an overarching framework for other service providers' plans and programmes, to bring them into one place and to ensure that all providers are planning for the predicted level and locations of future growth as set out in the Core Strategy.

Accessibility and Transport

In the past monitoring year the Council has welcomed plans for creating a domestic high speed rail network and has supported the Government's initial proposals for the High Speed Rail Phase 2 (HS2) route from Birmingham to Leeds, which were announced in January 2013. The HS2 project has a potential for economic development and for providing new rail capacity to meet future demand for rail travel. Proposals for a new station on the South Bank have the potential to stimulate the renaissance

of this area of the city centre. However, it is also acknowledged that much work remains to finalise the route, design and impacts on local neighbourhoods before a satisfactory scheme is achieved.

In addition a range of significant transport projects and proposals are occurring in Leeds and the headlines from the previous year are:

- New Generation Transport - an application for a Transport and Works Act Order was submitted to Government. This, subject to a public enquiry in Spring 2014, provides the permissions and powers necessary to build and operate the £250 million trolleybus scheme which is one of the biggest transport infrastructure investments outside of London.
- East Leeds Orbital Road - feasibility work has completed and the initial tranche of funding (£350,000) has been approved.
- Leeds Bradford Corridor – the Council is building stronger and more structured collaboration between Leeds and Bradford, to drive economic development along the nine mile corridor between the two city centres, which are the first and third largest economies in Yorkshire and the Humber.
- Leeds Bradford International Airport - initial development of Link Road proposals.
- West Yorkshire Transport Fund - Under the City Deal for Leeds a 10 year £1bn transport fund is being developed for West Yorkshire and York with the primary aim of generating economic growth through enhanced connectivity..
- City Cycle Ambition Grant - Funding of £29 million secured for cross city high quality cycle super highway.

The Local Transport Plan for West Yorkshire is prepared by the Integrated Transport Authority (Metro) in partnership with local authorities. “My Journey” (the Local Transport Plan 3) was published in 2013 and work is progressing on gathering data for a transport baseline. Once established it will be easier for the LDF AMR to make links to the data and assess the degree to which LDF policies are supporting Local Transport Plan ambitions. In the meantime the two main indicators relate to journeys by different mode of transport approaching the City Centre and accessibility.

Journeys by different modes of transport entering the city centre

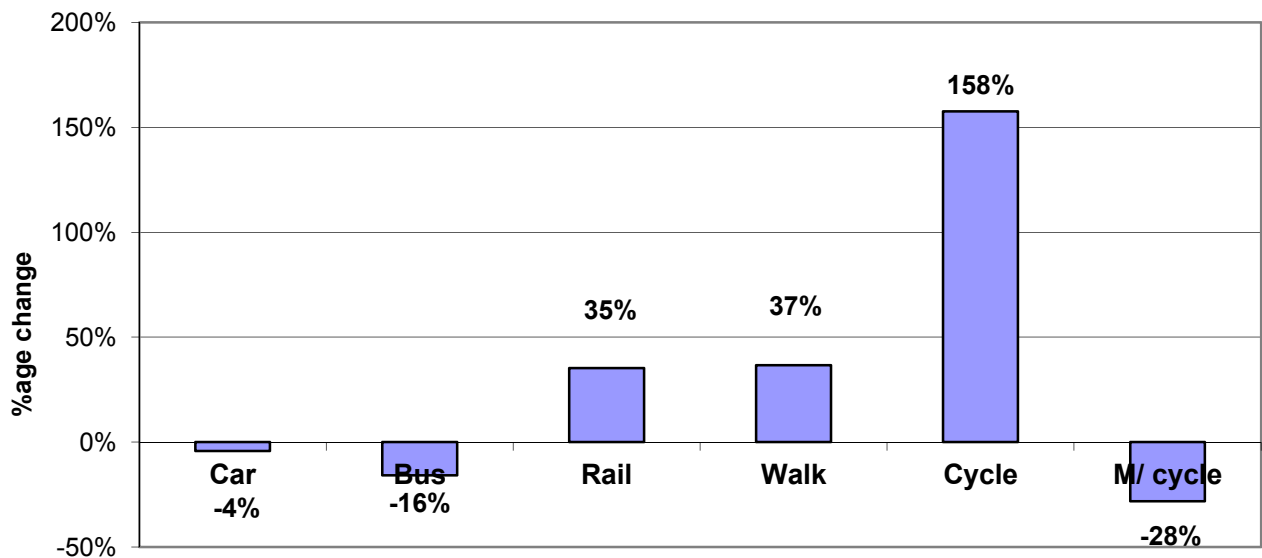
The Leeds mode share data (inbound weekdays 0700-0930) for the past 3 years is set out below. The table shows that whilst nearly 10,000 additional person journeys have been made this past calendar year the proportionate model split remains similar to previous years.

Table 20: Modal share for journeys approaching Leeds city centre (calendar years)						
Mode	Year 2011		Year 2012		Year 2013	
	Baseline - Persons	mode share (%)	Persons	mode share (%)	Persons	mode share (%)
Rail	18,083	13.8	17,879	13.6	18,530	13.2
Bus	29,868	22.9	27,931	21.3	32,983	23.5

Car	75,801	58.0	77,352	59.0	80,769	57.6
Motorcycle	675	0.5	629	0.5	578	0.4
Cycle	1,442	1.1	1,614	1.2	1,731	1.2
Walk	4,820	3.7	5,748	4.4	5,555	4.0
Total	130,689	100.0	131,153	100.0	140,146	100.0

When looked at over a longer time period it is possible to see more dominant trends. The %age change in volumes between 2004-13 for 0730-0930 (note different time period) is shown in the figure below and reveals that the greatest increase over the past nine years has been in cycling into the city centre followed by walking and rail. It is currently difficult to attribute specific drivers for the change but they will involve a range of factors such as: job growth in the city centre, pressure on different modes, environmental improvements and provision of at work facilities for modes such as cycling. Decreases in car journeys may be symptomatic of the preference of other modes and the reduction in the number of long stay car parks during the week.

Figure 3: Inbound mode share changes (0730-0930) 2004-13



Accessibility of new development

It is possible to calculate the percentage of new residential development within a range of times by scheduled public transport services from a GP, hospital, primary and secondary school, new employment sites and a major health centre. Measuring the length of time taken to reach such services provides an assessment of whether the distribution of new housing is in accessible locations.

The results for 2012/13 show that new gross dwellings completed have a similar accessibility profile for journey times to those completed in 2011/12. Using the 5 year average as a benchmark, figures for journey times within >60 mins, 45 mins and <15 mins are generally marginal with one exception: there

has been a decrease in the 5 year average of new homes accessible to tertiary education largely as a result of a slowdown in city centre housing.

It should be noted that this indicator is only a measure of access and does not address issues such as capacity of facilities to accommodate demand arising from new development.

Table 21: Accessibility of key services to new dwellings 2012/13

Service	Not accessible (>60min)		Medium accessibility (≤45mins)		High accessibility (≤15min)	
	2012/13	5 year average	2012/13	5 year average	2012/13	5 year average
Hospitals	9.3%	9.1%	88.7%	87.7%	31.1%	32.3%
GP surgeries	8.8%	8.9%	91.1%	91.1%	90.7%	88.8%
Primary Schools	8.8%	8.7%	91.2%	91.3%	89.7%	89.4%
Secondary Schools	9.2%	9%	90.8%	90.9%	55.3%	53%
Tertiary Education	9.2%	9%	88%	88%	29.2%	38%

Schools

The Council has secured funding to help create an extra 1,250 school places for Leeds pupils by 2015. However, the impacts of an increased birth rate together with the need to accommodate more housing necessitate closer links between development and schools provision. The Site Allocations Plan, Community Infrastructure Levy and continued S106 provision will all be important in ascertaining the levels of school provision required as a result of new and existing population growth.

Environment

Climate Emissions

The trend of CO2 reductions across the whole of Leeds since 2005, when the first quality data was available. This gives the overall % figure, then breaks this down by the relative contribution of the three main sectors. Note that figures are released with a two year lag.

Table 22: Carbon Dioxide emissions reduction in Leeds District by major emitter

	Absolute % reduction	Absolute tCO2 reduction	Industry	Domestic	Road Transport
2006	0.1	6.6	-1.3	1.2	1.1
2007	2.8	141.4	2.8	4.9	-0.7

2008	4.5		225.0	3.9	5.8	3.5
2009	13.9		697.2	16.1	15.2	7.6
2010	10.4		521.3	12.0	9.0	9.8
2011	18.0		900.6	20.4	19.6	11.3

Emissions from development is a key contributor to CO2 emissions and two of the biggest developments completed this past year performed well in terms of reducing their emissions.

The Trinity Leeds development achieved a BREEAM 'Excellent' rating through a number of initiatives including a process of generating energy through waste and by ensuring the project achieves its goal of sending zero waste to landfill. The First Direct Arena achieved a BREEAM "Very Good" efficient and environmentally friendly, including heating from air source heat pumps, the roof collects rainwater to be reused in the running of the building and an area will have a green sedum roof to help enhance the environment. Improvements to access on Claypit Lane also saw the site connected to the cycling network whilst the construction contractor monitored waste sent to landfill as part of commitment to the WRAP initiative.

The council has run campaigns to improve home energy efficiency and reduce fuel bills, particularly for some of the most vulnerable people in Leeds. Highlights include:

- Wrap Up Leeds, the Council's free insulation scheme, insulated over 10,000 lofts and cavity walls, helping over 8,000 households to save £1.4m pa, reducing CO2 emissions by 5,600t pa and lifting an estimated 500 homes out of fuel poverty. The Council has also installed 137 new boilers in vulnerable private sector homes and has now taken over 3,000 enquiries.
- Wrap Up Leeds+ extended the range of help available and in total will install around 900 main measures including insulating over 400 external walls. This has attracted over £6m of investment to the city.
- The Council has also worked closely with and part-funded Care and Repair to run the Warm Homes Service. This supported 1,861 elderly residents and those with health issues and including installing 219 new heating systems and more importantly carrying out emergency repairs to 1,280 systems during the winter.

Renewable Energy

The context for monitoring renewable energy generation capacity in Leeds is provided by the Council's Natural Resources and Waste Local Plan (2013) in Table 5.1. This Table sets out the estimated installed and potential grid connected renewable energy capacity (MW) for the Leeds district. The target for Leeds is to produce at least 75MW of installed grid-connected renewable energy capacity by 2021, which originated from the now-revoked RSS. The target aims to significantly increase the existing position of 15.51MW of total generated grid-connected renewable energy capacity in Leeds to 75MW by 2021.

Table 23 below identifies the installed grid-connected renewable energy capacity (MW) in the Leeds.

Table 23: Total installed grid-connected Renewable Energy Capacity (MW) in Leeds, as of November 2013		
Location	Type of Installation	MW generated
Skelton Grange*	Landfill gas	6.00
Peckfield Landfill	Landfill gas	4.23
Howden Clough	Landfill gas	1.82
Gamblethorpe Landfill*	Landfill gas	1.00
Morley Greaseworks	Landfill gas	0.46
Buslingthorpe Green	Bio-Diesel Power Plant	2.0
Total grid connected		15.51

*Note that MW generated figures for these facilities have changed from AMR 2012

These sources provide enough energy to power roughly 22,500 properties in Leeds.

The most notable change since the AMR 2012 is the substantial increase in consented capacity from 5.1MW to 62.1 – 64.6 MW. This rise can be attributed to a number of key favourable decisions taken in 2012/2013 on major renewable and low carbon energy-related planning developments. The city is therefore well on course to meet the 75MW target for Leeds.

Table 24: Consented but not yet constructed installed grid-connected Renewable Energy Capacity (MW) in Leeds, as end of 2013		
Location	Capacity (MW)	Known installation date
Knostrop Wind Turbine at Yorkshire Water WWtW, Cross Green	2.00	Mid to End 2014 (implemented)
Gasification Power Plant (Cross Green Heat & Power Ltd) at T. Shea Waste Transfer Station, Cross Green	2.60	Date not known (unlikely to be implemented)
Hook Moor Wind Farm, Micklefield	12.5 - 15.0	Late 2015 (not implemented)
Energy Recovery Facility at Newmarket Approach, Cross Green	10.0	Mid 2017 (not implemented)
Energy Recovery Facility off Skelton Grange Road, Cross Green	26.0	Date not known (not implemented)
Haigh Hall Farm Solar Farm, Tingley	7.50	Early - Mid 2014 (not implemented)
Wothersome Grange Farm Anaerobic Digestion	1.00	Late 2014 (not implemented)
Total consented installed capacity	62.1 – 64.6 MW	
Target 75MW grid connected capacity by 2021		

A number of small domestic wind turbines (with potential for at least 0.135MW) have also been consented in Leeds which could provide an additional grid connected capacity but the installation of these has not yet been monitored as such a task is resource intensive. This work may be included in the AMR 2014.

Table 25 below provides a progress overview of grid-connected renewable energy capacity targets identified in the NRWLP (2013) by technology type.

Table 25: Progress overview of grid-connected renewable energy targets by technology type (MW)				
Renewable and low carbon technology type	NRWLP (2013) 2021 grid connected and installed target by type (MW)	Grid connected and installed in 2013 (MW)	Consented in 2013 (MW)	NRWLP (2013) grid connected and installed 2021 target met
Landfill gas	12.00	15.51	1.00	Exceeded
Wind power	20.00	None	14.5-17.5	Not met
Micro-generation	10.00	Unknown	Unknown	Unknown
Energy from Waste	35.00	0	39.60	Exceeded
Hydro Power	2.00	0.260	0.260	
Energy from Biomass	2.00	0	0	Not met
Other	0	0	7.50 (solar)	Exceeded
Total	81.00	15.77	62.86-65.86	

Heat Mapping

A City Region wide programme of research that aims to identify key priorities for the development of district heat network priorities and to progress the project development of two district heat network priorities. The overall objective of the SHP is to provide a robust evidence base that supports a substantial increase in low carbon energy generated and distributed via district heat networks in the LCR.

Specifically the SHP will:

- Identify a list of investment opportunities for further energy masterplanning / project development;
- Undertake project development to identify whether two know district heat network priorities should be escalated to full technical feasibility and procurement;
- Inform Local Development Frameworks / Local Plans in relation to policies that identify where development should include provision for connection to district heat network priorities; and,
- Develop City Region capacity and expertise to ensure all outputs can be kept up to date and used in a flexible manner.

Greenspace

Part of the Best Council Plan involves ambitions for Leeds to be a child-friendly city and a healthy city. Providing green spaces, which improve quality of life is key to this ambition. The Core Strategy will

help secure over 500 ha of new greenspace provision in association with its delivery of 70,000 new homes.

Considerable areas of new public on-site green space are being created, as can be seen in the recent and pending planning applications at Thorpe Park (Green Park 47 hectares and Central Park a further 10 hectares), Grimes Dyke (linear park 4.4 hectares), the former Clariant Works, Horsforth (3.2 hectares), Cookridge Hospital (1 hectare), New Forest Village, Middleton (10 hectares) and Thorp Arch (10 hectares). All of these sites have afforded an opportunity to deliver new green space of strategic importance to satisfy a diverse range of open space, sport and recreation needs from existing communities and residents of the new developments.

In addition remediation of minerals sites such as St Aidans, Allerton Bywater has delivered the largest wetland in Europe at 328 hectares.

In 2012/13 a total of £1,105,354 was received from S106 contributions towards greenspace improvements and provision. Much of this provides new children's play areas, but some also provides landscaping, tree planting and sports pitch facilities.

Green space sums generated by development and delivered through S106 agreements are only one strand of green space investment in the city. During the last 10 years investment from the Heritage Lottery Fund into Roundhay (£8 million), Kirkstall Abbey (£5.4 million) and Middleton Park (£1.5 million).

Natural Resources and Waste Local Plan

A separate monitoring report will be prepared to monitor progress of the Natural Resources and Waste Local Plan. It will provide a comprehensive position on flood risk, air quality and minerals and waste indicators and it is envisaged that this will be prepared by the Summer 2014.

Appendix 1: Key to AMR indicators

The table below sets out the Local Development Framework Core Strategy Indicators and links to the content within the monitoring report above. In some cases indicators are not monitored in the current report in such cases a reason and further link is provided.

Core Strategy Indicator	AMR Content
1. The percentage of development activity to the South of the river in the City Centre, as compared to North of the River	TBC
2. Vibrancy, character and cultural appeal of the City Centre	
3. Net additional dwellings for the Reporting Year by location within the Settlement Hierarchy	
4. Net Additional Dwellings for the Reporting Year by Housing Market Characteristic Area	
5. New and Converted Housing Units on Previously Developed Land	
6. Five Year Supply of Housing Sites and the Long Term Housing Trajectory	
7. Housing Completion by land type	
8. Density of New Housing Sites	
9. Mix of housing units delivered each year by housing type and number of bedrooms	
10. Gross Affordable Housing Completions	
11. Total number of C2 housing units delivered per annum	
12. Total number of Gypsy and Traveller pitches in the District as compared to the previous year	
13. Total number of Travelling Showpeople pitches in the District as compared to the previous year	
14. % of empty homes in the District (as	

measured through properties classified as long term vacant)	
15. Total amount of additional employment floorspace by type	
16. Total Demand for Employment Land forecasted in the District until the end of the Plan	
17. Employment Land Available by Sector	
18. Net Change of Employment Land in Leeds Loss of employment land to other uses	
19. Retail Land Supply	
20. Total D2 (leisure) development delivered in District (see 1a – Leisure)	
21. % of A1-A5, B1a , C1 and D1-D2 development within and on the edge of town and local centres. Separate A1 food from general A1.	
22. % of A1-A5, development within and on the edge of town and local centres outside town and local centres dividing between units larger and smaller than 372square metres gross. Separate A1 food from general A1	
23. Provision of Infrastructure, as outlined in CIL	
24. Provision of Green Infrastructure and Greenspace, as obtained through development process and other sources	
25. Amount of Greenspace lost to redevelopment	
26. Number of Conservation Area Appraisals completed as a proportion of total Conservation Areas	
27. Number of buildings noted as 'at Risk' on the 'At Risk Registrar'	

28. Number of Listed Buildings demolished	
29. Total development in Regeneration Priority Programme Areas	
30. Performance as measured by the Index of Multiple Deprivation	
31. Delivery of a City Centre Park	
32. Accessibility of new dwellings to local services, employment, health, education and centres	
33. Accessibility of new employment, health, education, leisure and retail	
34. The delivery of transport management priorities	
35. Mode of travel to work	
36. Expansion of the Leeds Core Cycle Network	
37. Quality of existing Sites of Special Scientific Interest in Leeds	
38. Increase in the amount of tree cover in the District	
39. Planning Permissions granted contrary to the Environment Agency's advice on Flood Risk and Water Quality	
40. Delivery of the Leeds Flood Alleviation Scheme	
41. Air Quality in Leeds	
42. Renewable Energy Generation	
43. Production of primary land won aggregates	
44. Capacity of new waste management facilities	
45. Amount of Municipal waste arising, and managed by waste stream	

