

**LEEDS LOCAL DEVELOPMENT FRAMEWORK
ANNUAL MONITORING REPORT
DECEMBER 2007**

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1 Introduction

1.0.1 This report is the third of an annual series of reports monitoring the Leeds Local Development Framework (LDF). It describes progress in starting work on the new LDF, presents monitoring data for the year from 1 April 2006 to 31 March 2007 and details ways in which the City Council's monitoring work is being developed. Annual Monitoring Reports (AMRs) will always report on events during the preceding Local Government Year and will be published at the end of December each year.

1.1 Monitoring Context

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

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

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

1.2 The Annual Monitoring Report

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

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

² Local Development Framework Monitoring: A Good Practice Guide, DCLG, March 2005, <http://www.communities.gov.uk/publications/planningandbuilding/regionalspatialstrategy>

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

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

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

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

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

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

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

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

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

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

1.2.8 The remainder of this report covers:

2. **the Leeds policy context** - a summary of the broader planning framework within which policy monitoring will be done.
3. **the Local Development Scheme** - a review of progress against the milestones in the Scheme and suggested amendments.
4. **monitoring information** relating to 2006/07 concentrating, wherever possible, on the DCLG and Regional Assembly key indicators.
5. **future directions for monitoring** - a description of how it is proposed to develop the LDF monitoring capability within Leeds to best serve the new development plan system. Reference is also made to ongoing technical work that will underpin policy development and monitoring.
6. **key indicator data** - an appendix containing, for convenience, the indicator data required by DCLG and the Regional Assembly.

2 The Leeds Policy Context

2.1 The Wider Region

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

2.1.2 The Leeds city-region has the potential to develop relatively quickly into a competitive city region, competing successfully with other European cities

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

2.2 The Vision for Leeds

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

2.2.2 The Vision has the following aims:

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

2.3 The Leeds Unitary Development Plan

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

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

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

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

3 The Local Development Scheme

3.0.1 In parallel to the progression of the Local Development Scheme, the City Council has also completed a review of UDP policies, against guidance issued by the Secretary of State. Following this review and subsequent confirmation by the Secretary of State (17 September 2007), a schedule of “saved” and “deleted” UDP policies are included in Appendix 1 to this document. Consequently, the policies listed as “saved”, will continue to be adopted by the City Council, until these are replaced or superseded by Development Plan and Supplementary Planning Documents, once adopted. It is important to note that UDP Policies which have been introduced or existing policies which have been altered in the 2006 Review, will be automatically saved for 3 years from the date of UDP Review's adoption, i.e. from 19 July 2006. A formal request to extend any of these policies will be made during January 2009.

3.1 Reporting Period 1 April 2006 – 31 March 2007

3.1.1 Following preparation of the City Council's initial Local Development Scheme, a revised Scheme was agreed with the Secretary of State, which became formally operational from 1 June 2005. Progress against the milestones and work programme set out in this revised Scheme was subsequently reported as part of the December 2006 AMR. Whilst that AMR reported that LDS programme was moving forward positively, it was noted that following further advice from the Government Office for Yorkshire & the Humber (GOYH) that it would be necessary to update the LDS for submission to the Secretary of State by 31 March 2007. This was necessary in order to adjust production timetables for a number of Local Development Documents to:

- make them more deliverable to reflect the need to complete further work in relation to the consolidation and development of the LDF evidence base - with regard to Local Development Documents in production and
- to take into account the slippage in the production of the emerging Regional Spatial Strategy and the implications for the preparation of Local Development Documents in Leeds.

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

3.1.2 Within this context, an updated LDS was considered by the City Council's Development Plan Panel and Executive Board and subsequently resubmitted to the Secretary of State in March 2007. The Secretary of State subsequently accepted the changes and the revised LDS was formally brought into effect on 5 July 2007.

3.1.3 A major Development Planning commitment during this reporting period has been the City Council's commitment and input to the preparation of the emerging Regional Spatial Strategy for Yorkshire and the Humber. In

addition to participating as part of the Yorkshire and Humber Regional Assembly's Technical Advisory Group, Regional Planning Forum and Regional Planning Board, the City Council also made representations at the Regional Spatial Strategy Examination in Public (12 September - 27 October 2007). In all, the City Council was represented and gave evidence at 33 separate Examination sessions, covering a wide range of issues and topics. These included, Leeds City Region, the economy, housing and environment. Following the EIP, the Panel report was issued on 04 May 2007 and the Proposed Changes issued on 28 September 2007.

- 3.1.4 Within this overall context, several strands of work are underway to continue to progress the LDF evidence base and the Local Development Documents incorporated within the LDS programme. Progress during the current reporting period can be summarised as follows.
- 3.1.5 Consistent with the LDS milestones the City Council's **Statement of Community Involvement** was adopted on 27 February 2007.
- 3.1.6 Following pre-production work, consultation on initial issues and options and preparation of Preferred Options, has been undertaken within the reporting period as follows **City Centre Area Action Plan** (consultation on Alternative Options 23 March – 5 May 2006, Preferred Options consultation scheduled for 16 April – 30 May 2007), **Aire Valley Leeds Area Action Plan** (consultation on Alternative Options 10 April – 26 June 2006, Preferred Options consultation scheduled for 5 October - 16 November 2007), and **East & South East Leeds (EASEL) Area Action Plan** (consultation on Alternative Options 3 June – 5 August 2006, Preferred Options consultation scheduled for 18 June - 30 July 2007). With regard to the **West Leeds Gateway Area Action Plan**, pre-production work on an emerging regeneration framework has continued and consultation on Alternative Options 1 November – 1 December 2006, with Preferred Options consultation anticipated in early 2008.
- 3.1.7 Within the context of the preparation of the Regional Spatial Strategy, the City Council has also progressed the LDF **Core Strategy** within the reporting period (although this has been challenging given the slippage to the RSS production and consequently, the lack of alignment between the RSS production timetable and the Leeds Local Development Scheme). Pre-production work has therefore been undertaken, including background scoping work in reviewing strategies and programmes relevant to the Core Strategy, the delivery of a major stakeholder event on 11 September 2006 (to debate 'early issues' and future 'spatial scenarios') and a period of informal consultation with a wide range of groups between September – December 2006, as a basis to prepare material for Regulation 25 consultation anticipated in October – December 2007.
- 3.1.8 Consistent with the City Council's current Local Development Scheme, work is also to commence within the next AMR reporting period in commissioning work on the preparation of a Natural Resources and Waste Development Plan Document.

- 3.1.9 In the preparation of a series of Supplementary Planning Documents a wide range of pre-production work and consultation activity has been undertaken within the reporting period. This includes, the City Council Adoption of the **Advertising Design Guide** (1 November 2006) and **Biodiversity and Waterfront Development** (20 December 2006) SPDs, consultation on the **Designing for Community Safety – A Residential Guide** SPD and drafting of SPDs for **Public Transport Improvements and Developer Contributions, Travel Plans, Sustainability Assessment, Sustainable Design & Construction, Street Design Guide, Tall Buildings, householder Design Guide**, for consultation in the LDFAMR reporting period 1 April 2007 – 31 March 2008. Arising from the preparation and conclusions of the Leeds Housing Market Assessment (see para. 3.1.11 below) and in reflecting City Council corporate and partnership initiatives, in the next AMR reporting period, work is also to commence on an Affordable Housing SPD. Within the context of wider SPD work also, the City Council has also provided guidance to a number of community groups regarding the preparation of community led design guides and statements for future (City Council) adoption as SPDs.
- 3.1.10 Associated with the preparation of Local Development Documents has been the continued development of the Sustainability Appraisal methodology to support the preparation of the various planning documents through the different production stages. Given the range of Local Development Documents in production in Leeds this has been a challenging and resource intensive process.
- 3.1.11 In the continued development of the LDF evidence base, a Leeds Employment Land Review has been undertaken and was completed in March 2006 (with follow up work being undertaken during the reporting period). In the support of the LDF evidence base, further work has also been undertaken, to commission a district wide Strategic Flood Risk Assessment, a Housing Market Assessment, a study of land contamination issues (in key locations) within the Aire Valley Leeds AAP. In addition, work has continued to further scope a Greenspace Audit (consistent with the requirements of Planning Policy Guidance 17) and technical work to consider sustainable development issues in relation to the emerging LDF Core Strategy (the Leeds 2050 study). In continuing to consolidate and develop the LDF evidence base, further work is likely to be necessary within the context of the preparation of Preferred Options and Submission stage drafts of Development Plan Documents.

3.2 Reporting Period 1 April 2007 – 31 March 2008

- 3.2.1 Looking ahead to the next AMR reporting period (1 April 2007 – 31 March 2008) are a number of challenges and opportunities for the Leeds LDF. These include:
- Post UDP Review Adoption, consolidation of a composite Written Statement and Proposals Map,

- The need to continue to 'bed down' the new LDF in terms of both the City Council and wider stakeholders in order to gain greater familiarity with the operation of the new system,
- To continue to work closely with the Government Office for Yorkshire & the Humber (GOYH) to take the LDF process forward in Leeds,
- The need to continue to integrate Development Plan and regeneration work, where appropriate and where this adds value,
- The need to progress Area Action Plans, following Preferred Options consultation, to the final Submission stage (following the analysis of consultation responses and the completion of necessary evidence base studies and technical work,
- Undertake Regulation 25 consultation on Core Strategy 'Issues and Alternative Options' and following analysis of consultation responses (and a review of the policy implications arising from the emerging Regional Spatial Strategy), prepare Preferred Options for consultation,
- To continue to progress the programme of Supplementary Planning Documents,
- To continue to participate in the preparation of the Regional Spatial Strategy, including commenting on "Proposed Changes" for consultation,
- To continue to project and project manage resources to deliver the LDS work programme and evidence base,
- To continue to develop the systems and processes to support the LDF and the monitoring requirements of the AMR,
- To continue to monitor progress against milestones and to adjustments where appropriate.

4 Monitoring Information

- 4.0.1 This section sets out information available from what is being monitored currently. This year's AMR concentrates on material required by DCLG and the Regional Assembly. Although some of it is discussed in this part of the report for convenience the required information is also grouped in Appendix 2. For many of these topics / indicators either no information or incomplete counts exist. The monitoring work programme over the next year or so will have to address this.
- 4.0.2 This part of the AMR will be expanded each year as LDF policies and their related monitoring sources are developed. It is intended that the monitoring range will be expanded to include matters of local interest reflected in LDF policies. There are, however, three concerns that affect the way in which this monitor will develop.
- 4.0.3 Firstly, the usability of data on any particular topic sent to the Regional Assembly and DCLG depends a lot on whether or not all authorities make

returns or whether returns are made using consistent definitions. This is proving difficult at present and it may take some years for practices to converge.

- 4.0.4 Secondly, the Good Practice Guide points out that there can be adverse effects from supporting too many indicators, often leading to information overload and confusion. The Guide recommends that initial monitoring frameworks should have a maximum of 50 indicators. The combined requirement of the Regional Assembly and DCLG this year is 39 indicators and other items of information. During development of the LDF the number and range of indicators will have to be closely watched although an arbitrary limit of 50 will not be used.
- 4.0.5 Thirdly, it is felt that some of the national indicators are not as well framed as they might be. While it is the intention to try to produce information for each of these indicators the issue of redrafting a few of them will be taken up at regional and national level. The nature of policy development and monitoring requirements is dynamic and, therefore, DCLG will update their guidance on a regular basis. The first update was published in October 2005.⁵ This included definitional changes to indicators in the Business Development, Transport and Local Services categories.
- 4.0.6 Topics covered in this AMR include:
- housebuilding performance
 - the supply of employment land
 - the monitoring of changes in retail, office and leisure developments in Leeds as a whole and in the City Centre and town centres, together with vacancy rates
 - transport - measuring the accessibility of new residential developments to a range of facilities and the level of compliance with car parking standards in non-residential developments
 - various aspects of green space provision
 - various matters relating to mineral aggregate production, waste management and other environmental concerns
- 4.0.7 There are other documents that include information which helps monitor the development of Leeds, chiefly the City Centre Audit⁶, the Leeds Economy Handbook⁷ and the Local Transport Plan⁸. The relationship of these to the

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http://www.communities.gov.uk/pub/907/LocalDevelopmentFrameworkCoreOutputIndicatorsUpdate12005_id1143907.pdf

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

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

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

LDF monitoring effort will evolve and be tightened as work on the LDF develops. Different production objectives mean that it is not practical to incorporate them entirely into the AMR. To do so would also make the AMR unwieldy and less focused. In future years it will prove useful to partially merge or cross-link these reports.

4.1 Housing Trajectory

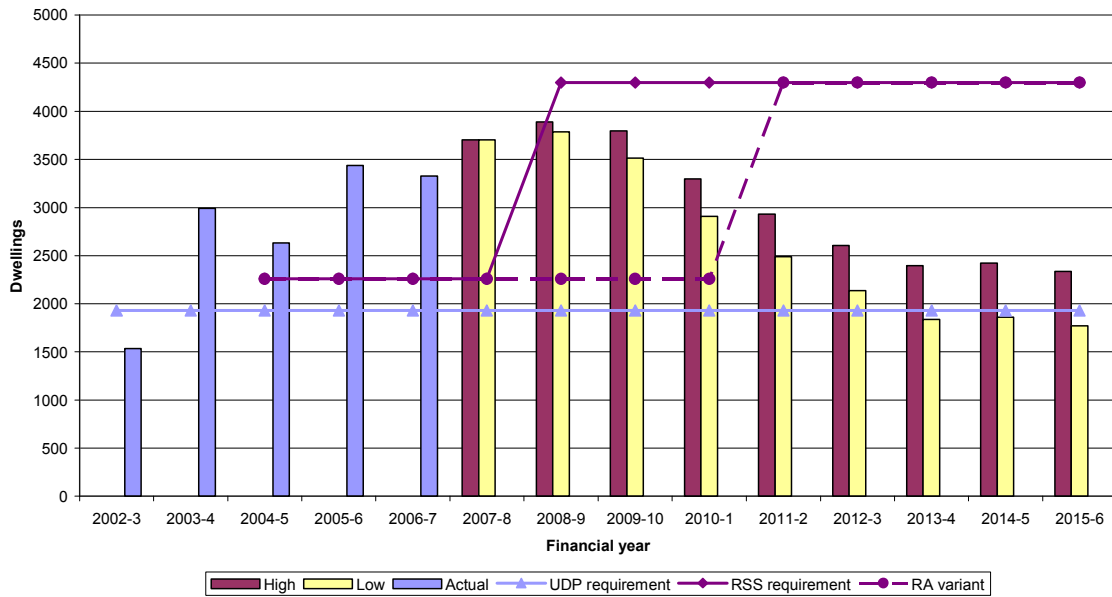
- 4.1.1 The core housing indicators are summarised in the Appendix.
- 4.1.2 At the time of writing, housing land policy is in a state of flux following the publication of PPS3 and related policy advice and the review of the Regional Spatial Strategy (RSS) currently in progress. A more detailed discussion of this changing context is given in the Housing Land Monitor (HLM) for March 2007, to which readers are referred. The HLM also contains a fuller description of this year's housebuilding trajectory.
- 4.1.3 The housing requirement for Leeds is set in RSS for Yorkshire & the Humber, adopted in October 2001. This requires the completion of 1930 dwellings a year in Leeds over the period 1998-2016. This is a gross figure, which includes an allowance for the replacement of an unspecified number of dwellings assumed to be cleared. As such, it is not directly comparable with the net housing figures required for this report.
- 4.1.4 A Review of RSS is nearing completion. Following an Examination in Public and publication of the Inspector's Report last May, the Secretary of State issued proposed Changes on 28 September. These changes are a radical departure from existing policy. In Leeds, they propose net increases in dwellings of 2260 p.a. 2004-8, and then 4300 p.a. from 2008 through to 2026. Both past and prospective future rates of housebuilding look very different when viewed in this emerging policy context.
- 4.1.5 The Council is strongly opposed to these proposed housing figures, which it believes to be both unsustainable and unattainable. The Council considers that if adopted, the proposed targets will put Green Belt and greenfield land at significant risk of development and will undermine regeneration initiatives in Easel, Swarcliffe, the West Leeds Gateway and other areas of the city. The Council will object to the proposals on this basis, and although in the trajectories that follow land supply is assessed in relation to the proposed targets, this should not be taken to imply endorsement or acceptance of them.
- 4.1.6 A particular concern about the proposals relates to the practicality of switching to a massively higher target next year, without any opportunity to plan for this. The Regional Assembly shares this concern and has resolved to recommend to the Secretary of State that the new higher rate of provision be introduced from 2011 instead of 2008, as originally recommended by the EIP Panel Report. This alternative option is also modelled in the trajectories that follow.
- 4.1.7 But to look first at past achievement, gross housebuilding (that is, new build and conversion net gain) has exceeded the requirement by progressively larger amounts – 41% over the full period since 1998, 62% in the last 5

years and 83% in 2006-7. This over supply is the result partly of a boom in planning consents following the revision of PPG3 in March 2000. This introduced a virtual presumption in favour of housing development on most brownfield sites and has brought sites onto the local housing land market in unprecedented quantities. Combined with strong demand and a concentration on the bulk development of flats, this has led to substantial increases in output.

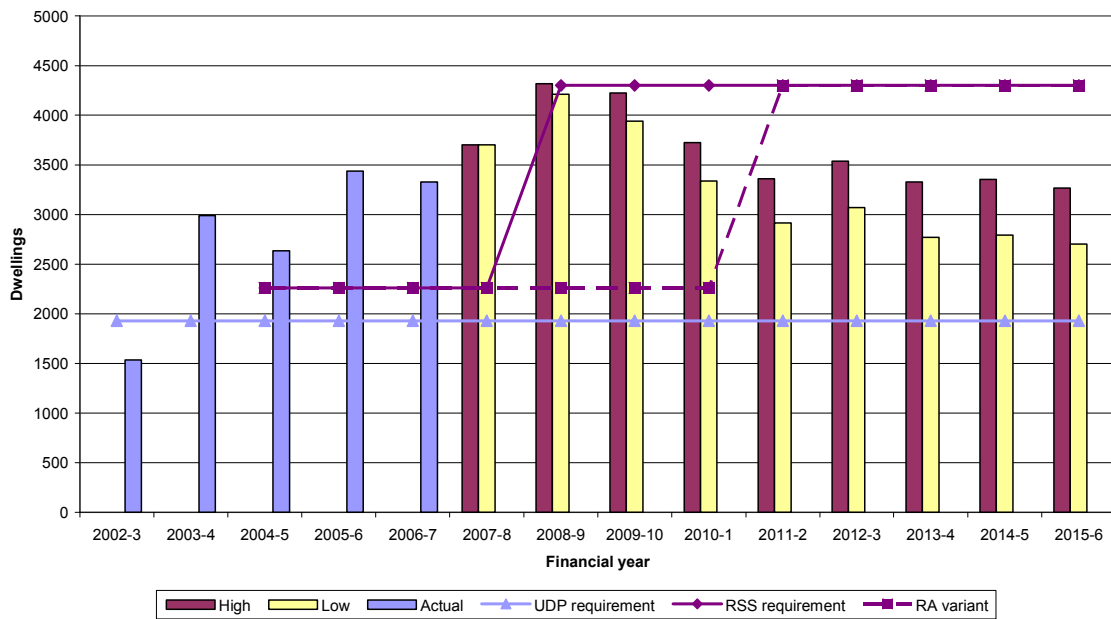
- 4.1.8 Measured against RSS Proposed Changes, net dwelling stock increase in 2004-7 has exceeded the proposed target for this period (2260 p.a.) by 39%, but this performance falls short of the target proposed from 2008 by 27%
- 4.1.9 Turning to possible future housebuilding, this will be managed initially in the context of the Unitary Development Plan Review, adopted in August 2006. This Plan proposes to meet housing requirements for as long as possible from brownfield windfall sites brought forward by developers, together with a package of allocations identified for release in the first phase of the plan. Further allocations (phases 2 and 3) are held in reserve for release if and when the supply from other sources becomes deficient. The actual dates of release of these phases will be determined by criteria defined in the plan, and cannot at present be predicted.
- 4.1.10 As in past AMRs, two trajectories to 2016 are given here. Chart 1 assumes that housebuilding will be drawn from H4 windfall and phase 1 allocations alone, and Chart 2 that additionally phase 2 allocations will be released in 2008-12 and phase 3 allocations in 2012-16. These release dates are arbitrary assumptions, but serve to show the maximum output possible under present policies.
- 4.1.11 Both trajectories also assume that windfall will continue at levels related to past trends. A range of windfall output is assumed, the upper limit based on continuation of the higher windfall rates since mid 2000, and the lower on the long-term average since 1991. More details about these and other assumptions are given in the latest HLM.
- 4.1.12 Both trajectories also assume that clearance will continue at the average annual rate for the 5 years 2002-7. This figure (346 p.a.) is slightly lower than the rate of 440 p.a. assumed in the draft RSS Review, but is preferable as it is based on more recent data.
- 4.1.13 The trajectories indicate that current RSS requirements (1930 dwellings p.a.) could be met through to 2016, without even the need to release phase 2 and 3 allocations. Under RSS Proposed Changes, a completely different picture emerges. Trajectory 1 at no stage delivers the proposed output after 2008. If phase 2 and 3 allocations are released as assumed, the proposed requirement could be more or less met until 2010, but thereafter output falls into growing deficit.
- 4.1.14 Conversely, the RAs alternative proposal, which would defer the higher requirement until 2011, paints a different picture again. Under this scenario, both trajectories suggest that requirements could be met until 2011, before output slipped into deficit as under the Secretary of State's proposals.

- 4.1.15 Neither of these trajectories take no account of the over-supply that has occurred or is likely to occur in the early years of the RSS period. The impact of this can be demonstrated by net cumulative residual trajectories of the type recommended in the AMR Good Practice Guidance. A second pair of charts give such trajectories from the start of the RSS Review period to 2016. These compare cumulative output with the cumulative requirement in this period, firstly under the Secretary of State's Proposed Changes (Chart 3), and then using the RA's suggested variant (Chart 4).
- 4.1.16 Chart 3 shows that a surplus of around 4000 dwellings builds up by 2008. This surplus is then run down in the coming years, with the result that a deficit of between 1000 and 10000 units accumulates by 2016. However, the chart shows that the projected supply remains in credit against proposed RSS policy until about 2011-12, whether or not phase 2 allocations are released. This is a rather more favourable conclusion than given by the earlier charts, which take no account of residual arithmetic.
- 4.1.17 Chart 4, which plots output against the RAs proposed requirement policy, gives an even more favourable result, as would be expected. This time a surplus of around 8000-9000 completions builds up by 2010-11, and is only just about exhausted by the end of the projection period in 2015-16.
- 4.1.18 These cumulative residual charts show that at worst – if the Secretary of State's proposals were to be adopted - need could be met for the next 3 or 4 years and at best – if the RA's alternative policy were to be in place – need could be satisfied until early in 2016. Either way, they demonstrate that taking a longer-term cumulative view of supply prospects, there should be a breathing space within which the necessary revision of housing land policy can be undertaken in an orderly and planned fashion.
- 4.1.19 This conclusion is reinforced by consideration of clause B of proposed RSS policy H1, which indicates (via Table 15.1A) that delivery of the proposed requirement can be expected to move from below to above the long-term 2008-26 average. This suggests that some degree of shortfall in the early years may be acceptable in policy terms.
- 4.1.20 PPS3 also requires planning authorities to demonstrate whether a 5 year supply of identifiable sites is available under existing development plan policies. CLG issued further advice on how to undertake this task in May 2007. They proposed a procedure that differed from the existing guidance on how to prepare trajectories, chiefly in insisting that a demonstrable five year supply could include only specific identified sites.
- 4.1.21 The Council has undertaken a detailed review of the make-up of the first 5 years of the housing trajectory to determine whether it can reasonably be said to meet the new rules regarding 5 year supply. This review is published in a document entitled "5 Year Housing Land Supply Interim Assessment 2007-12", to which readers are referred. The conclusion is that the trajectory does constitute a credible guide to the availability of specific sites in the next 5 years.

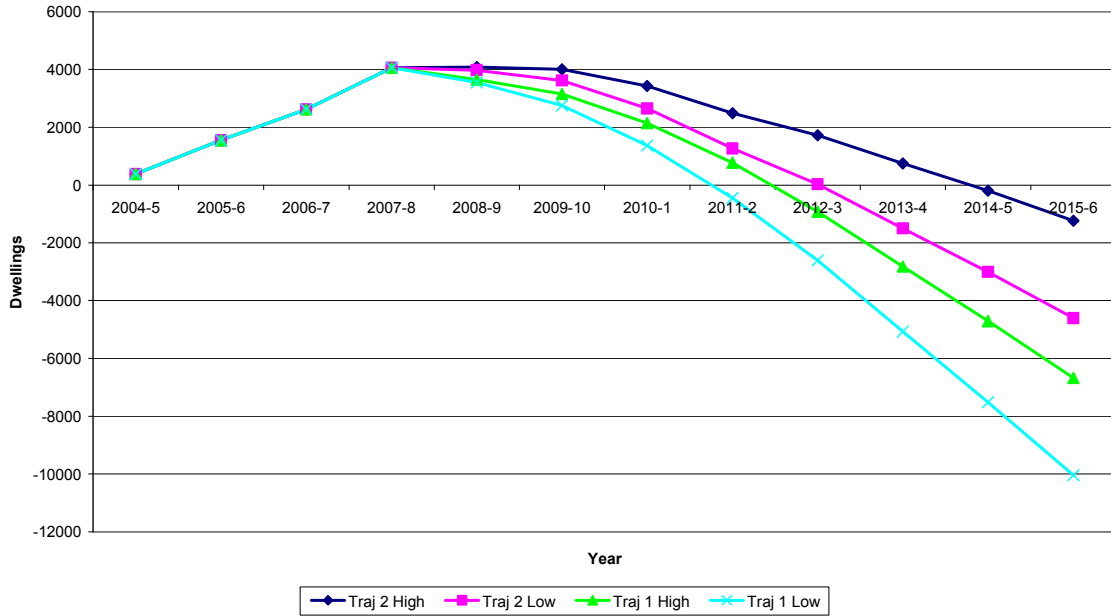
**Chart 1 NET HOUSEBUILDING TRAJECTORY 1 (H4 and Phase 1)
with proposed RSS Changes and RA variant**



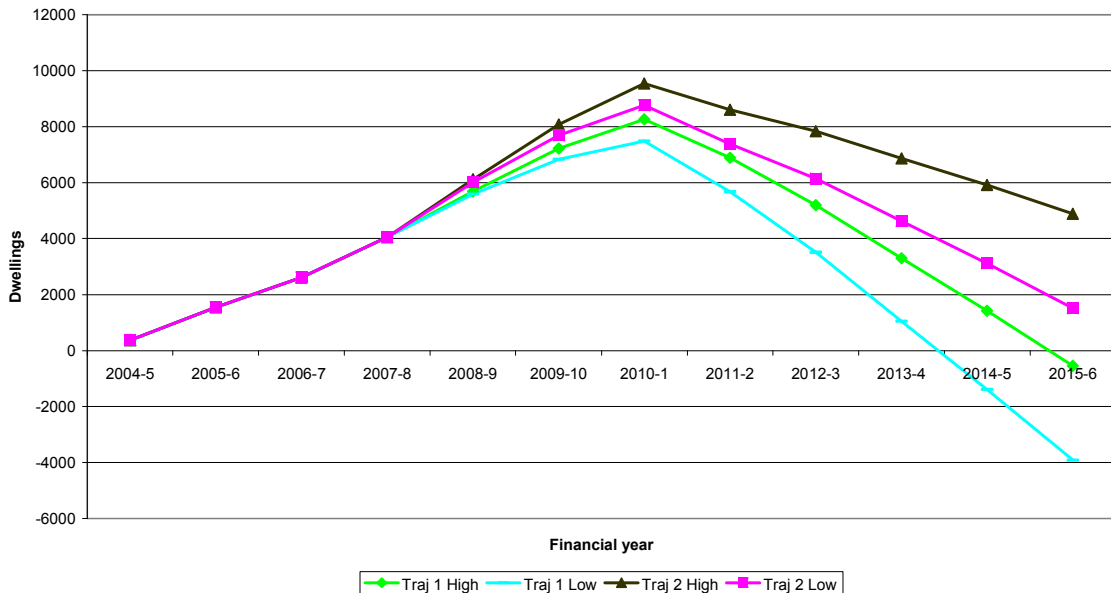
**Chart 2 NET HOUSEBUILDING TRAJECTORY 2 (H4 and phases 1-3)
with Proposed RSS Changes and RA variant**



**Chart 3 NET CUMULATIVE RESIDUAL TRAJECTORY
with Proposed RSS Changes**



**Chart 4 NET CUMULATIVE RESIDUAL TRAJECTORY
RSS Proposed Changes with RA variant**



4.1.22 The trajectory estimates that a minimum of 18100 dwellings are likely to be available in the first 5 years 2007-12. This is three times the residual requirement under existing RSS policy, but a little short of the maximum requirement of 22000 dwellings under proposed RSS policy, or 20390 under the RA's suggested variant. Bearing in mind that lower output may be

acceptable in the early years of this policy (above para 4.1.18), it is considered that the 5 year supply is probably about adequate even in these terms.

- 4.1.23 The proportions of housebuilding on previously developed (brownfield) land continue to rise. The 5 year average for 2002-7 was 93%, up from 89% in 2001-6. Last year 97% of completions were on brownfield sites. The Council attaches considerable importance to maintaining these high rates of brownfield development, and expects them to continue, certainly in the short to medium term.
- 4.1.24 Housing density also continues to rise. With regard to housing completions, 91% of dwellings on sites completed in the last 5 years were at densities in excess of 30 to the hectare, while in 2006-7 this proportion rose to 96%. The average density achieved in the last 5 years (not actually a core indicator) was 65 per hectare, and in 2006-7, 73 per hectare. These averages are testimony to the efficient and economical use of land in Leeds at present. They are closely related to the preponderance of brownfield development, which stimulates the release of small sites well suited to high density flat development particularly in the city centre, but also reflect strong market demand.
- 4.1.25 Additions to the stock of affordable housing remain at relatively low levels, and there is an increasing dependence on provision by means of planning obligations negotiated with private developers, rather than on publicly funded social housing schemes. The additions continue to be dwarfed by losses to the existing stock of affordable housing as a result of Right-to-Buy sales and demolition. In the last 5 years, seven times as many affordable houses have been sold to tenants as have been built, and most of the dwellings demolished (346 a year 2002-7, above, indicator 2a (i and ii)) were formerly Council properties. The supply of affordable housing thus continues to fall steeply, despite efforts to augment it.

4.2 The Supply of Employment Land

Development Levels

- 4.2.1 Last year (2005/06) the amount of land on which a start was made was well above the long-run average (35 ha vs 25 ha). As expected this has fed through to much higher completion levels in the current year, amounting to 38 ha. This is a reversal of the previous two years and reflects a familiar cyclical pattern.
- 4.2.2 In terms of floorspace, completions during 2006/07 were significantly higher than the two previous years. At 164,250 sqm (1.77m sqft), this is likely to be a peak of development activity, compared with previous completion levels of 65,400 (704,000 sqft) in 2004/05 and almost 98,000 sqm (1.054 m sqft) last year.
- 4.2.2a Both floorspace and land-take indicators are likely to be much reduced next year. For 2006/07 starts on site totalled less than 17 ha with floorspace amounting to about 64,000 sqm. However, the completion of Bridgewater Place in April 07 is likely to boost next year's floorspace total.

4.2.2b In terms of land, office schemes accounted for 43% of development, whereas offices comprised 52% of the employment floorspace developed. Compared with 2005/06, office completions rose to 85,600 sqm in the year, a 44% increase.

4.2.2c The sectoral pattern of developments this year shows a contrast to last, which was influenced to a large extent by the completion of several large city-centre schemes. This year 2006/07 has seen the emphasis shift to out-of-centre schemes including

- Leeds Valley Park Ph 2 (15860 sqm)
- Airport West Ph1 (4850 sqm)
- White Rose Office Park at Millshaw (8630 sqm)
- Temple Point (3290 sqm)
- Thorpe Park (10,620 sqm)
- Howley Park Business Village (3760 sqm)
- Fusion Point Garforth (2860 sqm)

In all, out of centre schemes amounted to 65,070 sqm on 15.8 ha. Two city-centre office schemes were completed totalling 20,500 sqm.

4.2.3 Industrial completions were much higher compared with last year (28,820 vs 18,950). Warehousing schemes too showed a large absolute and proportionate rise (48,095 vs 15,890 sqm). Key schemes completed included:

- Helios 47 at Garforth (11,600 sqm)
- Fusion Point Garforth (4770 sqm)
- Peckfield Business Park (4080 sqm)
- Headlam's distribution centre Gildersome (10300 sqm)
- Stourton Link (13990 sqm)
- Elite's new warehouse at Cabbage Hill Wortley (7590 sqm)

LDF Core Indicator 1a: Land developed for employment by type								
Apr06 - Mar07							2005/06	
	Under 1000 m ²		1000 m ² & over		Total		Total	
Development Type	Area (ha.)	Floorspace (m ²)	Area (ha.)	Floorspace (m ²)	Area (ha.)	Floorspace (m ²)	Area (ha.)	Floorspace (m ²)
B1 Office	1.115	5770	15.3214	79830	16.44	85600	6.27	59390
B1 Other			0.47	1730	0.47	1730	1.25	3660
B2 Industrial	0.188	560	7.734	28260	7.92	28820	3.60	18950
B8 Warehousing	1.387	2425	11.695	45670	13.08	48095	6.74	15890
Total	2.69	8755	35.2204	155490	37.91	164245	17.87	97890

Note: Extensions not included

Table 1

Regeneration Areas

4.2.4 Although the land taken by developments in Regeneration Areas (RAs) during 2006/07 was higher than in 2004/05 at 12.5 ha, this represents a lower proportion of all development across the city. For floorspace, however, the pattern is reversed: the completion level of 49,440 sqm represents a higher share of development than last year. To a large degree this can be attributed to the completion of Phase 2 of Leeds Valley Park, at Stourton, which lies within the Aire Valley Leeds RA.

4.2.4a Unlike last year, RAs attracted a smaller proportion of B2/B8 schemes than other areas of the city. Of the key schemes listed above, only those at Stourton Link are in a RA, which points to another feature of 2006/07's outturn, which is the greater emphasis on peripheral locations in the east and south of the District.

LDF Core Indicator 1b: Land developed for employment by type in Regeneration Areas						
Apr06 - Mar07						
Development Type	Regeneration Areas				Total	
	In		Out		ha. Developed	m ² complete
	ha. Developed	m ² complete	ha. Developed	m ² complete		
B1 Office	5.00	19050	11.44	66550	16.44	85600
B1 Other			0.47	1730	0.47	1730
B2 Industrial	2.46	8140	5.46	20680	7.92	28820
B8 Warehousing	5.04	22250	8.04	25845	13.08	48095
Total	12.49	49440	25.42	114805	37.91	164245
2005/06	7.20	24970	10.67	72920	17.87	97890

Regeneration Areas: as defined in Leeds UDP Review 2006

Table 2

Development on Previously Developed Land

4.2.5 Overall, the proportion of development on Previously Developed Land (PDL) in 2006/07 fell compared with 2005/06 (59% vs 77%). In terms of floorspace, the completion of fewer city centre office schemes has resulted in a sharp drop (62% vs 85%) in the percentage of floorspace completed on PDL. This reflects some significant greenfield developments at Thorpe Park, Temple Point, Airport West and Millshaw noted previously.

4.2.5a Industrial and warehousing schemes continue to feature on mainly PDL sites, with 92% and 87% respectively.

4.2.6 Unlike housing development, there is no target for the proportion of employment schemes that should be on PDL. Nevertheless there is a policy preference to use PDL before greenfield land. As recorded in Indicator 1c, almost 60% of employment development was on PDL and so the city's performance would appear to be consistent with such a policy ambition.

4.2.6a The last two years Indicator 1c has shown some volatility: changes in the proportion of development on PDL are seen to be sensitive to the mix of brownfield and greenfield office schemes. The indicator needs to be interpreted with some care, therefore. In future editions of the AMR it will be appropriate to examine the longer run behaviour of the indicator, as well as the year-to-year fluctuations.

LDF Core Indicator 1c: Land developed for employment by type Analysis by Previously Developed Land (PDL)								
Apr06 - Mar07								
Development Type	PDL		Not PDL		Total Land		Total Floorsp	
	Area (ha)	Floorspace m ²	Area (ha)	Floorspace m ²	Area (ha)	% PDL	m ²	% PDL
B1 Office	3.72	33260	12.72	52340	16.44	22.6	85600	38.9
B1 Other			0.47	1730	0.47	0	1730	0
B2 Industrial	7.30	26730	0.62	2090	7.92	92.2	28820	92.7
B8 Warehousing	11.31	42565	1.77	5530	13.08	86.5	48095	88.5
Total	22.33	102555	15.58	61690	37.91	58.9	164245	62.4
2005/06	13.82	83570	4.04	14320	17.87	77.4	97890	85.4

Table 3

Employment Land Supply

4.2.7 The allocated supply which is still available for employment uses amounts to about 627 ha. Over the course of the UDP plan period, take-up of this supply has been restricted, owing in large measure to infrastructure constraints in the Aire Valley area, notably the delayed East Leeds Link to J45 of M1. Construction of the link road started in Nov 2006 and completion is expected in Nov 2008.

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

(a) AMEC's proposal for an employment park of 143,500 sqm on 49.1 ha. with a supporting 120 bed hotel, crèche (700 sqm) and retail uses (700 sqm). Within the employment uses, class B1 is subject to a maximum floorspace limit of 43,050 sqm.

(b) Bell Wood Developments' twin proposals for 152,500 sqm of B2/ B8 floorspace on 55.2 ha or for 275,000 sqm of B8 floorspace on 90 ha. The latter proposal involves the release of part of the existing filter beds at Knostrop WWTW.

(c) Skelton Business Park, adjacent J45/M1: here outline consent on 65 ha. has been secured for 102,190 sqm of B1 floorspace, plus a 200 bedroom hotel and 5000 sqm of ancillary retail and leisure uses.

It is anticipated that early phases of all these proposals will be ready for the opening of the link road in late 2008. These schemes comprise the largest

series of land releases in the city in the last thirty years and are acknowledged to have regional significance.

4.2.8 For allocated land, the amounts that are Previously Developed (“brownfield”) and greenfield remain broadly balanced at 333 ha vs 294 ha, but the greenfield supply is more concentrated upon providing for the B1 office sector rather than the B2/B8 industrial sectors. This reflects the objectives of the UDP in providing market opportunities for sites for high quality peripheral office parks. In contrast the provision for B2/B8 sectors is dominated by PDL sites, particularly the site of the former Skelton Grange Power Station and the land adjacent to the filter beds at Knostrop, which account for almost 150 ha.

LDF Core Indicator: 1d Allocated Employment Land Supply by Type Analysis by Previously Developed Land (PDL)									
31-Mar-07	PDL			Not PDL			Total Land		
Type	ha.	%	No. sites	ha.	%	No. sites	ha.	%	No. sites
B1 Office	29.8	9.0	12	72.7	24.7	12	102.5	16.4	24
B1 Other	18.5	5.6	7	147.2	50.0	14	165.6	26.4	21
B2 & related	200.4	60.3	43	69.8	23.7	19	270.3	43.1	62
B8 & related	84.0	25.2	13	4.4	1.5	5	88.4	14.1	18
Total	332.62	100.0	75	294.1	100.0	50	626.7	100.0	125
2005/06	333.9		74	300.8		48	634.7		122

Table 4

LDF Core Indicator 1d: Allocated Employment Land Supply by Type and Size						
31 Mar 07						
Type	Under 0.4 ha		0.4 ha & over		ha.	No. sites
	ha.	No. sites	ha.	No. sites		
B1 Office	0.2	2	102.3	22	102.5	24
B1 Other	0.1	1	165.6	20	165.6	21
B2 & Related	1.8	9	268.4	53	270.3	62
B8 & Related	0.1	1	88.2	17	88.4	18
Grand Total	2.2	13	624.5	112	626.7	125

Table 5

4.2.9 Windfall supply continues to be almost entirely on Previously Developed Land - 95% at March 2007 – and shows a preponderance of small sites. Sites with consents for industrial and warehousing schemes are more prominent this year compared with last, representing 53% of the windfall supply. One notable gain during 2006/07 has been at Knostrop WWTW, where over 20 ha. have been added to supply as part of the Bell Wood consent mentioned above. However, windfall is a variable source of supply and its type, location and timing are uncertain. It provides a bonus rather than a supply that can be set against known sectors of demand.

LDF Core Indicator: 1d Windfall Employment Land Supply by Type Analysis by Previously Developed Land (PDL)									
31 Mar 07									
Type	PDL			Not PDL			Total Land		
	ha.	%	No. sites	ha.	%	No. sites	ha.	%	No. sites
B1 Office	45.8	38.9	85	5.7	84.5	6	51.5	41.4	91
B1 Other	6.8	5.8	14	0.1	0.7	1	6.9	5.5	15
B2 & related	8.7	7.4	13	1.0	14.8	1	9.7	7.8	14
B8 & related	56.4	47.9	13		0.0		56.4	45.3	13
Grand Total	117.6	100.0	125	6.8	100.0	8	124.4	100.0	133
<i>2005/06</i>	<i>89.7</i>		<i>113</i>	<i>7.4</i>		<i>7</i>	<i>97.1</i>		<i>120</i>

Table 6

LDF Core Indicator 1d: Windfall Employment Land Supply by Type and Size						
31 Mar 07						
Type	Under 0.4 ha		0.4 ha & over		ha.	No. sites
	ha.	No. sites	ha.	No. sites		
B1 Office	9.8	58	41.7	33	51.5	91
B1 Other	1.6	9	5.3	6	6.9	15
B2 & Related	0.7	5	9.0	9	9.7	14
B8 & Related	1.9	8	54.5	5	56.4	13
Grand Total	13.9	80	110.5	53	124.4	133

Table 7

Loss of Employment Land to non-employment uses

4.2.10 Indicator 1(e) reveals that losses of employment land have increased substantially since last year. Losses are double those recorded for 2005/6, while gains are down by about 50%. In this indicator a losses and gains are recorded when development starts on site. As noted above, 2006/07 has seen a greatly reduced level of starts, which has affected the balance of gains and losses this year.

LDF Core Indicator: 1e Loss of Employment Land to non-employment uses, in Leeds MD and Regeneration Areas (1) 2006/07				
Apr06-Mar07				
	Leeds MD		Of which: Regen Areas	
Loss to	ha	No. sites	ha	No. sites
Housing	22.0	43	3.2	9
Retail/other commercial	0.7	7	0.1	2
Other	2.5	13	0.8	5
Total Loss 2006/07	25.2	63	4.0	16
2005/06	12.7	44	2.7	6
Gain from	ha	No. sites	ha	No. sites
Greenfield Sites	5.3	8	0.2	1
PDL not in empt use (2)	5.0	10	2.3	4
Total Gain 2006/07	10.3	18	2.5	5
2005/06	19.09	28	1.95	2
Net Loss (Gain) 2006/07	14.9		1.5	
Net Loss (Gain) 2005 / 06	(6.38)		0.7	
Note: Losses/Gains based on start of development				Table 8

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

(2) *Empt Land re-used for empt purposes: 3.6 ha on 9 sites of which 0.9 ha in Regen Areas*

4.2.11 The use of employment land for housing (22ha) was the highest take-up seen since the AMR indicator was started in 2004/05. Previous values were 11.7 ha in 2005/6 and 14.5 in 2004/05.

Some key features of the 2006/07 outturn are

- 50% of the loss is accounted for by three larger sites: the former Dunlop Ranken warehouse at Wortley; Oilgear Towler's site at Rodley; and the former industrial complex at Pollard Lane, Newlay.
- Other important take-ups were at the former Silver Cross works in Guiseley, Troydale Mills in Pudsey and the former Bellow site at Cross Green.
- Almost 60% of the loss to housing occurred in four wards of west Leeds: Bramley & Stanningley; Calverley & Farsley; Pudsey; Farnley & Wortley.

- The number of dwellings started or committed on former employment land amounted to over 2200 units – a figure that is in excess of the current RSS annual requirement and about half of the proposed revised requirement.

4.2.12 Gains have been lower this year, reflecting mainly the lower take-up of greenfield sites. Those greenfield sites that have started this year still feature mainly speculative out-of-centre office schemes. As last year these reflect further speculative phases of Business Parks at Thorpe Park, Colton Mill and Millshaw.

4.2.13 Gains arising through the take of previously used (brownfield) land for employment are beginning to show some consistency from year to year. The last three AMR exercises show that gains from this source amount to about 5 ha a year.

Table 9 below consolidates the values for Indicator 1e for the past three years.

LDF Core Indicator: 1e Loss of Employment Land to non-employment uses, in Leeds MD and Regeneration Areas (1) 2004-07				
Consolidated data				
	Leeds MD		Of which: Regen Areas	
Loss to	ha	No. sites	ha	No. sites
Housing	48.18	129	8.01	17
Retail/other commercial	2.52	10	0.27	3
Other	3.27	15	1.57	7
Total Loss 2004-07	53.97	154	9.85	27
Gain from	ha	No. sites	ha	No. sites
Greenfield Sites	25.19	26	4.51	2
PDL not in empt use (2)	14.92	34	4.25	6
Total Gain 2004-07	40.11	60	8.76	8
Net Loss (Gain) 2004-07	13.86		1.09	
Note: Losses/Gains based on start of development			Table 9	

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

4.2.14 Over the last three years the overall result has been a net loss of employment land of about 14 ha. For Regeneration Areas the result is more balanced. However, the most striking aspect is the take-up for

housing, which has averaged about 16 ha. a year. So far, gains have not compensated for this.

- 4.2.15 Also of note are the sources of the gains. The bulk has come from greenfield sites, which reflects the fairly limited supply of immediately available PDL sites in recent years.

4.3 Retail, Office & Leisure Developments

- 4.3.1 DCLG Core Output Indicators 4a (amount of completed retail, office and leisure - Use Classes A1, B1a and A2 and D2 respectively in the Use Classes Order as amended^{9, 10}) and 4b (percentage of completed retail, office and leisure development respectively in town centres and out of town centres) are presented for the first time in this AMR. Information on completed retail and leisure floorspace have been collated from planning application and Building Control records, supplemented by information from VOA and the Council's own record of new and extended properties added to the Non-Domestic Rating list.

Table 10 below presents Indicator 4a in the form suggested by DCLG.

⁹ http://www.opsi.gov.uk/si/si1987/Uksi_19870764_en_2.htm

¹⁰ <http://www.planningportal.gov.uk/england/professionals/en/1111424875869.html>

Table 10 DCLG Core Output Indicator 4a: completed retail, office and leisure - Use Classes A1, B1a and A2 and D2

Use Class	Site Size	Completed		Comments
		Sqm Gross	Sites	
A1 Retail	less than 2500 sqm	4800	26	Net sqm not available
	2500 sqm or more	8800	3	Net sqm not available
Total A1 Floorspace Completed		13600	29	Net sqm not available
B1a & A2 Office	less than 1000 sqm	5770	8	A2 not recorded
	1000 sqm or more	79830	16	A2 not recorded
Total Office Floorspace Completed		85600	24	A2 not recorded
D2 Leisure	less than 1000 sqm	960	1	
	1000 sqm or more	3560	2	
Total D2 Floorspace completed		4520	3	
Total Completed Floorspace		103720	53	

4.3.2 With no previous years to compare with, little comment on this indicator can be offered this year, apart from listing some of the main schemes completed. Commentary on the office sector has been covered under Indicator 1a, above.

For A1 retail schemes, several sites can be noted:

- New Unit 14A, Crown Point Retail Park
- Mezzanine floors, West Side Retail Park, Guiseley
- Lidl Foodstore, Oulton

- 4.3.3 Very few D2 leisure developments were recorded during 2006/07. This is partly owing to the narrowness of the indicator in specifying D2 uses: leisure schemes, which are similar in use to D2, are classified as “sui generis”. The most notable example of this in Leeds is the newly completed casino complex at Clarence Dock. It may well be useful to extend this analysis next year to include sui generis uses, while retaining the means of identifying the core DCLG indicator.
- 4.3.4 The Yorkshire & Humber Assembly had previously suggested potential alternative data sources for floorspace other than development control records, to include the Valuation Office Agency (VOA) and Goad Plans from Experian Ltd. The suitability of these sources is still under consideration. Closer working relationships with the VOA, a known source of floorspace data, could possibly lead to more floorspace data being made available locally. In Leeds further work is being undertaken with the VOA to develop the potential for using Non-Domestic Rate data to provide information on vacancies. Nationally the DCLG already use VOA floorspace data as a major component in their definition of Areas of Town Centre Activity.
- 4.3.5 DCLG sets core indicators that seek to examine the distribution of new retail, office and leisure development – the main town centre commercial uses. For this year’s AMR, it has been possible to complete this indicator using planning application and building control records and the outcome is shown in tables 11 and 12 below. The term “centres” includes the City Centre and any of the Town or District centres shown on the UDP Proposals Map.

Table 11: A1 Retail Floorspace Completed in Leeds Centres and Out-of-Centre 2006/07

Locations	Floorspace completed A1 (m ²)			
	sites less than 2500m ²		sites 2500m ² or more	
	Net (1)	Gross	Net (1)	Gross
Leeds City Centre				3340
Town & District Centres		270		
Out-of-Centre		4530		5460

Note 1. Net figures are not available

Table 12: Office & Leisure Floorspace Completed in Leeds 2006/07

Locations	Floorspace completed B1a		Floorspace completed D2	
	Sqm (gross)		Sqm (gross)	
	sites less than 1000m ²	sites more than 1000m ²	sites less than 1000m ²	sites more than 1000m ²
Leeds City Centre		20530		1600
Out-of-Centre	5770	59300	960	1960

4.3.6 Again, with only a single year's values for these indicators it is difficult to assess their worth in monitoring policies. However, it would seem clear for 2006/07 that the emphasis of new retail provision has been focussed on locations that are not in the Centres designated within the UDP. Almost 75% of new A1 space has been constructed out-of-centre.

This pattern is equally prominent in new office and leisure development.

Table 13

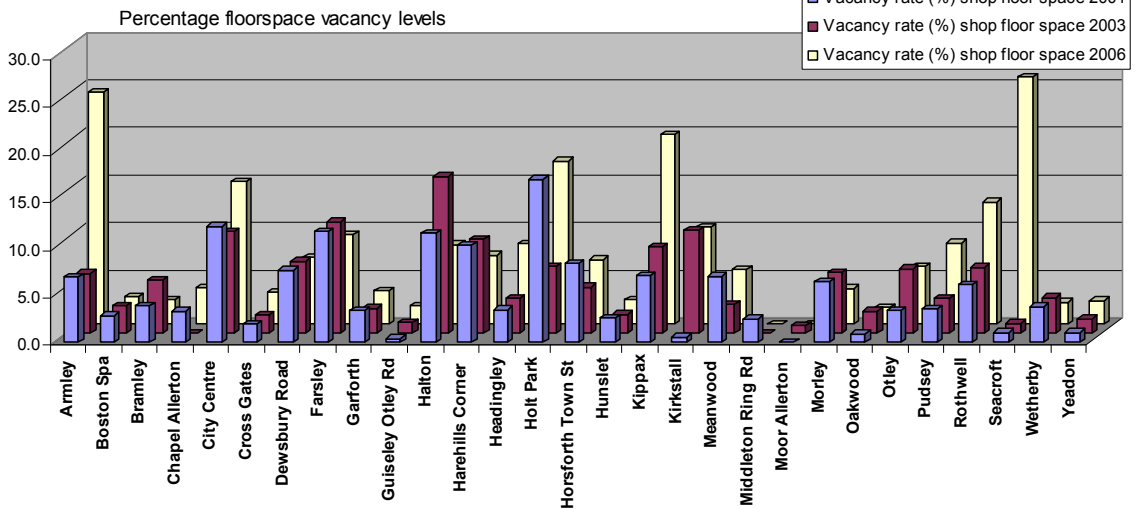
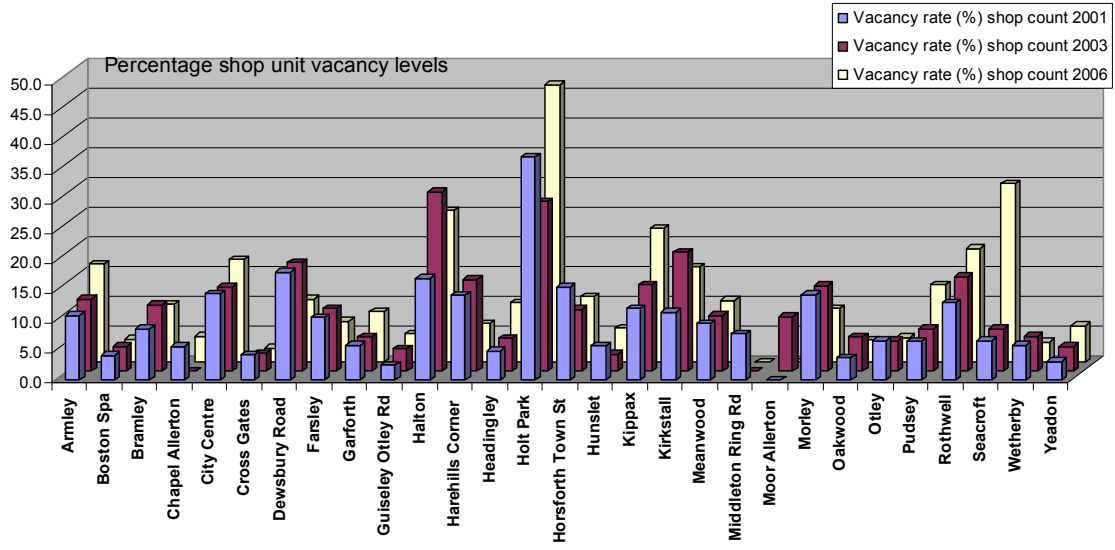
Vacancy rates for Leeds City Centre and Town/District Centres (based on Number of outlets)									
	No. of vacant outlets			Total no. of shop units			Vacancy rate (%) shop count		
	2001	2003	2006	2001	2003	2006	2001	2003	2006
Armley	12	15	20	110	124	122	10.9	12.1	16.4
Boston Spa	2	2	2	49	49	53	4.1	4.1	3.8
Bramley	3	4	4	35	36	41	8.6	11.1	9.8
Chapel Allerton	5	0	4	89	90	93	5.6	0.0	4.3
City Centre*	143	141	176	982	1002	1022	14.6	14.1	17.2
Cross Gates	7	5	4	166	167	177	4.2	3.0	2.3
Dewsbury Road	10	10	7	55	55	66	18.2	18.2	10.6
Farsley	6	6	4	57	57	59	10.5	10.5	6.8
Garforth	6	6	9	102	104	106	5.9	5.8	8.5
Guiseley Otley Rd	2	3	4	80	82	86	2.5	3.7	4.7
Halton	11	19	14	64	63	55	17.2	30.2	25.5
Harehills Corner	14	15	6	98	98	93	14.3	15.3	6.5
Headingley	7	8	15	145	145	151	4.8	5.5	9.9
Holt Park	6	4	7	16	14	15	37.5	28.6	46.7
Horsforth Town St	15	10	11	96	97	101	15.6	10.3	10.9
Hunslet	2	1	2	35	35	35	5.7	2.9	5.7
Kippax	8	10	16	67	69	71	11.9	14.5	22.5
Kirkstall	4	8	8	35	40	50	11.4	20.0	16.0
Meanwood	6	6	7	63	64	68	9.5	9.4	10.3
Middleton Ring Rd	1	0	0	13	13	13	7.7	0.0	0.0
Moor Allerton	0	1	0	11	11	12	0.0	9.1	0.0
Morley	35	35	22	243	243	247	14.4	14.4	8.9
Oakwood	2	3	2	54	53	55	3.7	5.7	3.6
Otley	15	12	10	227	238	248	6.6	5.0	4.0
Pudsey	9	10	18	138	140	139	6.5	7.1	12.9
Rothwell	11	14	17	85	88	89	12.9	15.9	19.1
Seacroft	1	1	6	15	14	20	6.7	7.1	30.0
Wetherby	10	10	6	170	170	179	5.9	5.9	3.4
Yeadon	3	4	6	97	97	99	3.1	4.1	6.1
Total/Average	356	363	407	3397	3458	3565	10.0	10.5	11.7

* Data from Experian Ltd

Vacancy rates for Leeds City Centre and Town/District Centres (based on floorspace (m²) of outlets)									
	Vacant Outlet Footprint (m2)			Total gross floor space (m2)			Vacancy rate (%) shop floor space		
	2001	2003	2006	2001	2003	2006	2001	2003	2006
Armley	967	1359	4367	14116	21529	17926	6.9	6.3	24.4
Boston Spa	145	145	147	5054	5054	5085	2.9	2.9	2.9
Bramley	210	305	139	5478	5478	5478	3.8	5.6	2.5
Chapel Allerton	267	0	349	8024	15880	9058	3.3	0.0	3.9
City Centre*	23970	21370	31578	196580	200120	210340	12.2	10.7	15.0
Cross Gates	512	569	877	25974	28699	26059	2.0	2.0	3.4
Dewsbury Road	881	881	434	11556	11556	6149	7.6	7.6	7.1
Farsley	519	519	419	4434	4434	4434	11.7	11.7	9.4
Garforth	293	340	337	8657	12919	9550	3.4	2.6	3.5
Guiseley Otley Rd	77	251	344	17743	22859	17688	0.4	1.1	1.9
Halton	898	1298	509	7795	7870	6074	11.5	16.5	8.4
Harehills Corner	1153	1113	691	11254	11254	9537	10.2	9.9	7.2
Headingley	493	519	1223	14199	14199	14470	3.5	3.7	8.5
Holt Park	825	592	824	4808	8366	4808	17.2	7.1	17.1
Horsforth Town St	820	480	664	9825	9825	9766	8.3	4.9	6.8
Hunslet	316	252	316	12318	12318	12318	2.6	2.0	2.6
Kippax	538	712	1710	7636	7834	8581	7.0	9.1	19.9
Kirkstall	166	3127	3027	26921	28874	29586	0.6	10.8	10.2
Meanwood	789	349	683	11360	11412	11815	6.9	3.1	5.8
Middleton Ring Rd	102	0	0	4082	5948	4082	2.5	0.0	0.0
Moor Allerton	0	117	0	14178	14911	14288	0.0	0.8	0.0
Morley	2270	2270	1267	35539	35539	33515	6.4	6.4	3.8
Oakwood	136	359	275	15347	15225	15347	0.9	2.4	1.8
Otley	720	1530	1472	21290	22494	24151	3.4	6.8	6.1
Pudsey	484	526	1224	13751	14301	14309	3.5	3.7	8.6
Rothwell	593	679	1259	9689	9752	9837	6.1	7.0	12.8
Seacroft	123	123	3985	11656	11558	15366	1.1	1.1	25.9
Wetherby	725	725	438	19130	19130	19111	3.8	3.8	2.3
Yeadon	165	241	380	15617	15584	15531	1.1	1.5	2.4
Total/Average	39157	40751	58937	564009	604922	584259	5.4	5.4	8.0

* Data from Experian Ltd

Table 14



- 4.3.7 Table 13 and 14 show the vacancy rates of the 28 town and district centres designated in the UDP and Leeds City Centre. One table is based on a count of vacant shop units and the other table is a measure of vacancy based on floorspace. Earlier survey dates (2001 and 2003 or nearest equivalent survey data) have been added to the most recent surveys undertaken during 2006 and provide a short time series, which begins to illustrate which town centres are improving or declining in vacancy rates. The City Centre is surveyed on an annual basis, data being bought in from a data consultancy. The town and district centres tend to be surveyed in-house approximately on a biennial basis. Previous monitors have mentioned developing the use of the VOA / Non-Domestic Rate databases as a means of monitoring of vacancies but all the data on vacancies have been obtained from the direct surveying of each centre and not from VOA.
- 4.3.10 Vacancy rate is a coarse measure of how well a centre is considered to be performing. There is a wide variation in vacancy rates, measured as a percentage of the number of shop units, across the city from 0-46%. In general terms the highest vacancy rates tend to coincide with those centres that are not performing well and have major issues concerning vitality and viability. The City Centre is in the mid teens in terms of vacant number of shops, and has been for the last few years, a higher level of vacancy than would be expected of a city centre that is considered to be an attractive and successful shopping destination. But that high vacancy rate has increased further when surveyed last in February 2007. A number of major redevelopment schemes at Trinity Quarter, Eastgate, Headrow Shopping Centre and West Riding House have contributed to this high level of vacancies in the city centre as these respective sites are prepared for major redevelopment.
- 4.3.11 Outside the City Centre the vacancy rate of the town and district centres, as measured against floorspace rather than total number of shops, paints a picture with fewer extremes in rates. The very large dominant supermarkets that populate most of the town centres, which rarely become vacant, tend to mask any variation in floorspace caused by vacancies in the smaller unit shops. Nevertheless, the same centres that exhibit a high vacancy rate measured in shop numbers also show a high vacancy rate measured against floorspace. The short time series highlights how the fortunes of some centres have changed markedly, Armley, Holt Park, Kippax, Pudsey, Rothwell and Seacroft have shown a clear increase in vacancy levels in 2006 whilst Dewsbury Road, Halton, Harehills Corner and Moor Allerton have improved with reducing vacancy levels.

4.4 Transport

Accessibility

- 4.4.1 Two key indicators relate to transport issues - accessibility of new homes to various facilities and the level of compliance with non-residential car parking standards.
- 4.4.2 The DCLG core indicator involves calculating the "percentage of new residential development within 30 minutes public transport time of a GP, hospital, primary and secondary school, employment and a major health centre". Progress has been made this year in measuring the accessibility of new dwellings to GP surgeries, hospitals, primary schools and high schools, but work is still in progress on the two remaining facilities, major health centres and employment concentrations. It remains an ambiguously worded indicator: as drafted it is not clear whether it refers to six separate indicators of accessibility or whether, to meet it, development has to be within 30 minutes public transport time of all six sub-indicators.
- 4.4.3 Nonetheless, values for the four separate indicators we have measured this year are set out below. The tables give the number of new dwellings completed in the year that are located within 15, 30, 45 or 60 minutes of a service or community facility. What is clear from these results is that the DCLG criterion of 30 minutes by public transport does not reveal variations in local accessibility within the city. Further, the results show that, except for hospitals, a criterion of 15 minutes is scarcely more discriminatory.

Table 15.1 Accessibility of New Dwellings to Hospitals 2006/07

Criterion	No. units	Percent
Not accessible	152	4.2
<=60 mins	3440	95.8
<=45 mins	3325	92.6
<=30 mins	2668	74.3
<=15 mins	1349	37.6
Total Units	3592	100.0

Table 15.2 Accessibility of New Dwellings to GP Surgeries 2006/07

Criterion	No. units	Percent
Not accessible	74	2.1
<=30 mins	3518	97.9
<=15 mins	3488	97.1
Total Units	3592	100.0

Table 15.3 Accessibility of New Dwellings to Primary Schools 2006/07

Criterion	No. units	Percent
Not accessible	32	0.9
<=15 mins	3590	99.1
Total Units	3592	100.0

Table 15.4 Accessibility of New Dwellings to High Schools 2006/07

Criterion	No. units	Percent
Not accessible	84	2.3
<=30 mins	3508	97.7
<=15 mins	2977	82.9
Total Units	3592	100.0

4.4.4 The tables also indicate the number of new units that are deemed not accessible by public transport. This occurs when a unit is located more than 300m away from a bus route/stop.

4.4.5 Some work on accessibility is done within the ambit of the West Yorkshire Local Transport Plan (LTP). This uses Department for Transport (DfT) core accessibility indicators for residents of Leeds District. The indicators were calculated using public transport data for autumn 2004 and Population Census data from 2001 and are repeated this year to provide context for the indicator values presented above.

Access to further education

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

Access to work

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

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

Access to hospitals

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

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

Access to GPs

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

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

Access to primary schools

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

Access to secondary schools

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

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

Parking

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

4.5 Greenspace

- 4.5.1 DCLG Core Indicator 4c measures the "percentage of eligible open spaces managed to green flag award standard" related to total open space. This is defined as 'all accessible open space, whether public or privately owned'.
- 4.5.2 The City Council's Parks and Countryside Service (City Development) manage about 150 sites that would be eligible for Green Flag assessment¹¹. There is an in-house programme in place to assess about 50 of these sites a year against Green Flag standards. These assessments began in 2004 so the majority of these sites have now been assessed at least once. A further batch of assessments is being carried out in 2007 (analysis awaited) and will continue every year to allow the service to track the improvements made. A performance indicator has been developed and in

¹¹ <http://www.greenflagaward.org.uk/>

2004 10.8% of sites assessed met the standard for the *field based* assessment only, against a target of 10%. Results have shown annual increases, rising to 15.5% in 2006. For the full Green Flag assessment the site must have a management plan. This is a time consuming process to develop and given the number of eligible sites it is not a practical proposition at this time.

4.5.3 Quantitative information on greenspace and countryside character is not currently available. Planning Policy Guidance Note 17¹² requires local authorities to carry out an audit of open space, sport and recreation facilities and to assess existing and future needs of local communities. This work is programmed to start in January 2008 and comprises two key parts:

- a) An Audit of greenspace provision;
- b) A Needs Assessment for greenspace, involving community consultation.

It is currently envisaged that the Audit will be conducted in-house and that the Needs Assessment will be carried out by specialist consultants. As part of this work non-Council owned sites could be identified that might be eligible to be managed in accordance with the Green Flag scheme. Only then could this core output indicator be measured fully.

4.5.4 In appropriate cases the City Council has an active programme of seeking commuted sums under Section 106 of the Town & Country Planning Act 1990. The payments arise for various reasons. Some have related to areas closely affected by the Supertram Scheme. Others are to help fund affordable housing or greenspace not provided in full or part on the sites of planning applications or where residential schemes are located in areas of greenspace deficiency as measured against Policy N2 of the Adopted UDP. Table 14 gives an indication of the scale of this programme in 2004 / 5. The largest proportion of this is used to secure new or improved green space and recreational facilities in those locations which are in close proximity (i.e. same community area) as the developments that generated the funding. Apart from on residential schemes themselves, the opportunity to create new greenspace is rare and the majority of greenspace S.106 receipts is invested in raising the quality of existing greenspace. This balance may change in the light of future policy directions. The current corporate priorities for investing these funds are to upgrade the quality of children's playgrounds, improve the condition of playing pitches and contribute towards the Parks Renaissance programme.

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<http://www.communities.gov.uk/publications/planningandbuilding/planningpolicyguidance17>

	Income 2004 / 5	Income 2005 / 6	Income 2006/ 7	% of Income 2006 / 2007 (rounded)
Greenspace	£1,169	£975	£1910	28%
Supertram	£483	£639	£299	4.5%
Affordable Housing	£299	£779	£40	0.5%
Community Benefits	£89	£92	£0	-
Other	£352	£165	£4497	65%
Education			£60	1%
Play Areas			£65	1%
TOTAL	£2,392	£2,650	£6,871	100

Money in £1,000s

Table 16

- 4.5.5 Although over £1.9 million was received for greenspace in 2006 / 2007, only £304,743 was committed to projects. This reflects the fact that, in this particular year, a greater number of relatively small community based projects were supported than is normally the case. Efforts are underway to reduce the levels of under-commitment but it is inherent in the system that it will usually be significant owing to the long lead-in times to commence works on site. In addition, the small size of many contributions makes it difficult to commit them to schemes without a degree of consolidation into larger sums. It is anticipated that spending in 2007/8 will be significantly greater, both numerically and as a percentage of sums received.
- 4.5.6 Information on these monies is held in disparate ways. The capability of monitoring the effect of this work in detail is under development and it is intended to incorporate more information in future AMRs. It is intended to design a database to better coordinate the handling of Section 106 monies. The City Development Department now has a Planning Agreement Manager who coordinates the Section 106 process and is implementing lasting management improvements.
- 4.5.7 As part of its work the Regional Assembly is bringing together information on the scale of Landscape Character Assessments within the Region. The UDP contains areas designated as Special Landscape Areas but no Landscape Character Assessment has been carried out in Leeds since these were defined in the early 1990s and currently there is no intention to do another one. The Leeds UDP Review was adopted in July 2006. This is the result of a limited and selected review of the 2001 plan, essentially to bring it up to date with a sequential approach to the release of housing land, the city's Urban Regeneration agenda and a number of other essential updates. This Review did not alter or affect the Green Belt boundary or Special Landscape Areas.

4.6 Environmental Issues

State of the Environment Report

4.6.1 The Environment Agency is responsible for monitoring and acting on a wide range of environmental issues¹³. The Agency is keen to find ways of sharing data on these in a meaningful way with Local Authorities, who also have many environmental responsibilities. It is currently looking at ways in which information can be reported at a more local level and in a timely manner. It is hoped to gradually include some of this material in this section of LDF Annual Monitoring Reports and to relate it to environmental work carried out by the City Council and to LDF policies that seek to improve the City's environment.

Minerals

- 4.6.2 Two ODPM Core Indicators relate to aggregate production. Six sites in Leeds contributed 739,841 tonnes of primary land-won aggregates (ODPM Core Indicator 5a) towards the total sold in West Yorkshire in 2006, the latest figures published by the Regional Aggregates Working Party (RAWP).
- 4.6.3 Core Indicator 5b covers the production of secondary and recycled aggregates. No secondary aggregates were produced in Leeds. It is estimated that about 250,000 tonnes of recycled aggregates were produced but this estimate is subject to wide margins of error. There is likely to have been an increase on the previous year. It is considered that production capacity has been increasing recently. However, this is an area where there is no process for obtaining accurate production figures.
- 4.6.4 The City Council is assisting the contractor currently working on a study of sand and gravel resources at regional level. This study aims to help decide how best to exploit these resources. It is anticipated that Part 2 of this study will report in April 2008.

Waste Management

- 4.6.5 There are two ODPM Core Indicators relating to waste management. Indicator 6a covers the capacity of new waste management facilities, by type. Recent studies commissioned by the North East Environment Agency will, when completed, establish a baseline position against which new facilities can be related.
- 4.6.6 In Leeds a number of new waste management facilities were approved last year:
- Bridgewater Road, Hunslet. Change of use of rail loading facility from coal terminal to recycled aggregates processing site. Capacity to

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

process about 50,000 tonnes of demolition waste per year.
(06/06832/FU).

- Caradon Works, Haigh Park Road. New but small bio-diesel plant utilising old vegetable oil (chip pans etc). (06/05879/FU)
- Copley Hill, Wortley. Erection of waste recycling building to existing waste transfer station. Gives the capacity to sort and recycle waste. Throughput of waste will not change but fraction recycled will increase. (06/03018/FU)
- Peckfield Landfill Site, Ridge Road, Micklefield. Extends the life of a major existing mineral extraction and landfill site to 2020. However the permission will terminate then even if the landfill capacity has not been taken up. (06/00542/FU)

4.6.7 Leeds has reviewed its first integrated municipal waste strategy and produced a draft strategy for the period 2005 - 2035. The strategy outlines the context for and principles of the Council's strategic vision for waste management over the next 30 years and informs the action plan that accompanies the strategy.

4.6.8 The review of the strategy was undertaken from December 2005 to June 2006 in an extensive consultation with the people of Leeds and other key stakeholders. The responses to the consultation have all been considered and incorporated where appropriate into the final version of the Strategy, which has now been approved. The strategy will inform the procurement of an integrated waste management contract for the Council, which will span the life of the strategy.

4.6.9 Key principles of the strategy are sustainability, partnership and being realistic & responsive. There are nine key themes for taking these principles forward and policies to ensure that the City Council delivers sustainable waste management. These policies link directly into the Strategy's action plan.

4.6.10 Ensuring sustainable development forms part of a city-wide response to the concern to achieve a better balance between economic prosperity, social equity and environmental protection – making sure that sustainable development takes place in the context of living today with tomorrow in mind. This links into the work of the Leeds Initiative and the Vision for Leeds II.

4.6.11 Concern over growing environmental damage has led to international targets to reduce greenhouse gas emissions and other environmentally harmful effects. Through the strategy the City Council is working to further reduce the amount of biodegradable waste being sent to landfill and reduce Leeds' impact on climate change. The aim is to stimulate new and emerging businesses across Leeds whose primary purpose is to re-use items or reprocess materials. This will move waste management up the waste hierarchy with particular focus on reduction.

4.6.12 The original waste strategy recycling targets have now been stretched further. It is Leeds' intention to:

- Reduce the annual growth in waste per household to 0.5% by 2020 and to eliminate growth per household by 2020
- Achieve a combined recycling and composting rate of greater than 50% of household waste by 2020
- Recover value from 90% of all household waste by 2020.

4.6.13 In terms of planning the strategy looks to assist with meeting the requirements of sustainable waste by exploring the development of a sustainable energy park which could include, as well as a Materials Recycling Facility and Energy from Waste Facility, an education centre and business incubation units. Work also continues to ensure recycling opportunities are available across the City and that appropriate requirements are contained within the LDF to facilitate this.

4.6.14 Tables 10 and 11 show the amount of **household waste** arising for 2006/7 compared with recent years. Increased tonnages of garden waste from the household waste sites and kerbside collections of garden waste for composting plus changes to the classification of gulley waste account for the small increase in total waste arisings.

4.6.15 The Landfill Allowance Trading Scheme (LATS) and a wide range of Council led waste prevention initiatives have brought about a decrease in the amount of waste being landfilled. The original target of the 2005-35 Waste Strategy was to recycle over 40% of waste but this has now been stretched further to over 50% by 2020. Positive moves are being made towards this as can be noted from the increased quantity of materials, which were recycled during 2006/7.

Management Type	2000-1	2001-2	2002-3	2003-4	2004-5	2005-6	2006-7
Green (Compost)	1,852	4,965	8,006	7,953	12,644	13,540	22000
Other Recycled	22,308	32,737	33,888	40,357	53,570	57,389	53500
<i>Total Recycled</i>	24,160	37,702	41,894	48,310	66,214	70,929	75500
Waste Incinerated	0	0	1,293	113	100	87	1700
Waste Landfilled	275,080	280,143	284,690	283,828	271,677	261,439	260,600
Total	299,240	317,845	327,877	332,250	337,990	332,455	337800

Figures in tonnes

Table 17

Management Type	2000-1	2001-2	2002-3	2003-4	2004-5	2005-6	2006-7
Green (Compost)	0.6	1.6	2.4	2.4	3.8	4.1	6.5
Other Recycled	7.5	10.3	10.3	12.1	16.1	17.3	15.8
<i>Total Recycled</i>	<i>8.1</i>	<i>11.9</i>	<i>12.8</i>	<i>14.5</i>	<i>19.9</i>	<i>21.3</i>	<i>22.4</i>
Waste Incinerated	0	0	0.4	<0.0	<0.0	<0.0	0.5
Waste Landfilled	91.9	88.1	86.8	85.4	80.1	78.6	77.1
Total	100	100	100	100	100	100	100

Percentages of total waste

Table 18

Flooding / Water Quality

4.6.16 DCLG's Core Indicator 7 consists of the number of planning permissions granted contrary to the advice of the Environment Agency (EA) on either flood defence grounds or water quality grounds. This indicator is intended as a proxy measure both of inappropriate development in flood plains and development that could adversely affect water quality.

4.6.17 On the basis of information supplied by the Environment Agency itself, one application was approved in spite of an objection from the Agency. This was for a "detached vehicle wash and preparation building and vehicle storage compound" (reference 06/02215/FU). This was approved subject to conditions proposed by the Agency, but despite this, the EA elected to maintain their formal objection. The applicant was aware of the risk – which was essentially to stored vehicles – but made a business judgement that it was worth taking.

Biodiversity

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

4.6.19 Indicator 8(i) covers change in priority habitats and species (by type). In Leeds there is currently no systematic recording of changes to priority species and habitats as a result of development activity. A stocktaking and monitoring system is under development by the West Yorkshire Ecology service (partly funded by the City Council) and this will provide information in due course.

4.6.20 Indicator 8(ii) relates to change in areas designated for their intrinsic environmental value including sites of international, national, regional, sub-regional or local significance. In 2006-7 there was no change affecting any such areas, although the impact of the South Leeds School PFI project on Middleton Woods Local Nature Reserve has still to be assessed.

Renewable Energy

4.6.21 DCLG Core Indicator 9 covers data on renewable energy capacity installed by type, such as bio fuels, onshore wind, water, solar energy and

geothermal energy. No information is currently available for Leeds. This issue is covered in the new Regional Spatial Strategy, which underwent its Examination in Public in September and October 2006. The RSS policy ENV5 includes suggested targets for each local authority in the Region. The indicative renewable energy potential in Leeds is suggested by the RSS as 11.3MW by 2010. The establishment of appropriate monitoring arrangements will be considered by the Regional Monitoring Group convened by the Regional Assembly

- 4.6.22 The City Council is developing a policy, which would require a percentage of the energy needs of new developments to come from on-site renewable sources. It is hoped to explore this as part of the LDF Core Strategy in 2010, through earlier in the Area Action Plans currently in hand and also as part of work in relation to preparation of a Supplementary Planning Document on Sustainable Design & Construction. Such an approach will make planning permission dependent on a developer being able to show that they have met the required percentage of renewable energy. This data will form the basis of monitoring the performance of the policy.
- 4.6.23 Such a policy will take some time to have any significant effect because the bulk of the built stock will not be directly affected. A range of approaches is needed to secure renewable energy and to improve the efficiency of the energy demands of all buildings and transport. The City Council now employs a Climate Change Officer who will look at ways in which the Council can tackle climate change through other means.

5. *Progress Since the Last AMR*

The Leeds Monitoring Process

- 5.1.1 In establishing the Leeds LDF Annual Monitoring Report, good early progress has been made. However, further work is necessary to embed and consolidate monitoring arrangements. Over the current reporting period, progress has been influenced by a series of factors.
- 5.1.2 Firstly, the staff principally involved in drafting new DPDs have been heavily occupied in developing the new working arrangements needed to operate the new development plan system and to start work on the plans included in the Local Development Scheme (see section 3). At the same time the final work on implementing the Inspector's recommendations for the Unitary Development Plan Review has had priority. This work had to follow a critical timetable to ensure that key policies were reviewed and subsequently "saved", to ensure UDP continue to act as the Leeds Development Plan until LDF policy documents are produced and approved. This has slowed work on introducing effective routines to ensure that LDF policies are fully tested against supporting evidence.
- 5.1.3 After initial delays, additional staff have been recruited to provide monitoring support for LDF work and to support the Council's Land & Property Gazetteer. The initial benefits of this strengthening of monitoring resources have been felt during the year. Considerable effort has been channelled into linking information from planning applications and building control

records with data from the Non-Domestic Rates register and VOA. This has provided enhancements in the flow of information on starts and completions of developments in the key sectors of commercial activity, especially retail and leisure schemes. However, this has been a difficult and uncertain process, reflecting the different priorities of the agencies involved. In particular, we are concerned at the paucity of information available about developments where Approved Building Inspectors are appointed. Our concerns are shared by many other local authorities across the region, especially those that have no in-house building control service. This is an issue about which representation at regional and national levels will be necessary as the importance of development monitoring grows.

- 5.1.4 Issues relating to the spatial organisation of evidence are being addressed as part of the work being done to establish a corporate Land & Property Gazetteer. This is designed to hold records of every address in Leeds and their map locations. Eventually the Gazetteer will be used as a common source of reference for all address-based City Council records. Great improvements in Gazetteer data quality have been made and this work continues. The increase in staff has contributed greatly to this work. Since the last AMR upgrades to the Gazetteer have enabled land-use information to be attached directly to property records, allowing more focussed LDF-relevant queries. In addition, across the Council work on reconciling various City Council databases to the Gazetteer has continued, with almost complete integration of Council Tax and ALMO property records being achieved. Over the next AMR period it is expected that integration of the Non-Domestic Rating records will be achieved also. As well as providing a more consistent flow of information on the completion of new properties, this will provide opportunities to analyze and present information on new housing and commercial development at a variety of scales e.g. AAP and other special policy areas such as town centres and regeneration areas.

Appendix 1 Saved / Deleted Policies

