



Report of the Director of Development

DEVELOPMENT PLAN PANEL

Date: 27 February 2007

Subject: Leeds Local Development Framework – Revised Local Development Scheme

Electoral Wards Affected: ALL

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

Executive Summary

1. This report, is for the Development Plan Panel to considered proposed updates, the 'rolling forward' and new injections into the current Local Development Framework – Local Development Scheme (LDS) programme, with a view to Development Plan Panel recommending that 14 March Executive Board approves the LDS for submission to the Secretary of State.
2. The revisions proposed reflect the need to make adjustments to programme milestones and targets – taking into account public consultation and technical requirements. The revised LDS, also incorporates some additional programme injections to reflect strategic policy issues consistent with the Community Strategy and Corporate Plan objectives. The new Development Plan Documents proposed are intended to provide a longer term and strategic spatial and land use planning framework to take these priorities forward.

1.0 Purpose Of This Report

- 1.1 The purpose of this report, is for the Development Plan Panel to considered proposed updates, rolling forward and new injections into the Local Development Scheme, with a view to Development Plan Panel recommending approval of the Scheme to Executive Board on 14 March, for submission to the Secretary of State.

2.0 Background Information

- 2.1 From earlier reports to the Development Plan Panel, members will recall that following reforms to the Development Planning system (introduced through the Planning & Compulsory Purchase Act 2004), local authorities are required to prepare a Local Development Scheme. The purpose of this is to set out a three year rolling project plan for how the Local Development Framework is to be prepared.
- 2.2 Members may recall that the City Council's first Local Development Scheme following consideration by Development Plan Panel, was reported to Executive Board in February 2005 and following minor changes requested by the Secretary of State was approved by Executive Board in April 2005 prior to resubmission to the Secretary of State (and was formally operational from 1 June 2005). A further update and resubmission was also made in March 2006 following Executive Board approval.

3.0 Main Issues

Local Development Scheme Progress & Updates

- 3.1 The LDS sets out a demanding work programme, which directly reflects the objectives of the Vision for Leeds and Corporate Plan, together with associated Planning priorities. Specific areas of work therefore focus upon the preparation of a Core Strategy, Area Action Plans for the City Centre, Aire Valley Leeds, the West Leeds Gateway and East and South East Leeds (EASEL), together with a series of thematic and site allocation Development Plan Documents. The LDS also contains a wide ranging programme for the preparation of Supplementary Planning Documents, which include various Design Guides. As a package these areas of work give spatial planning expression and further land use clarity, to the priorities set out as part of the Community Strategy and Corporate Plan.
- 3.2 The latest Local Development Framework Annual Monitoring Report (AMR) was considered by the Development Plan Panel and endorsed by Executive Board in December 2006. In addition to reporting on key indicators, the AMR also provided a commentary on progress against the Local Development Scheme milestones and targets. In taking the LDS programme forward, key stages of the programme have been delivered or are well underway. Within the context of this report, progress on these can be summarised as follows:
- Adoption of the Statement of Community Involvement by Full Council in February 2007,
 - extensive pre-production work, early issue reports for consultation and the development of "Preferred Options" for the City Centre, Aire Valley Leeds and EASEL and West Leeds Gateway Area Action Plans,
 - Consultation on initial issues and options for the Core Strategy (September – December 2006),

- The adoption of the Advertising Design Guide, Designing for Community Safety and Biodiversity and Waterfront Development SPDs and the progression of a range of other SPDs,
- The development and commissioning of the evidence base for the LDF, including the preparation of an Employment Land Study, A Housing Market Assessment and Strategic Flood Risk Assessment,
- Work has continued to influence the scope and content of the emerging Regional Spatial Strategy (RSS) as a basis to manage and anticipate the policy implications for Leeds. This included attendance at the RSS Examination in Public (September – October 2006) to give evidence (at over 30 separate sessions),
- Associated with the preparation of Local Development Documents also, has been the development of and application of a Sustainability Appraisal methodology required of the new system and consultation with stakeholders, to support the preparation of the various planning documents through the different production stages.

3.3 Whilst good progress has been made across all areas of the LDS, it is necessary to update and roll forward the timetable for a number of Local Development Documents due to a number of interrelated factors. Attached to this covering report (Appendix 1), is an updated and revised draft of the LDS. The changes (from the March 2006 submission) are indicated in italicised and underlined text.

3.4 At the outset, the national reforms to the Development Planning system were intended to streamline the process, whilst allowing for greater levels of public consultation and engagement. In practice it has been found that the process is more complex than is envisaged in the planning guidance (Planning Policy Statement 12), requiring a greater range of technical work and evidence gathering. In addition, the indicative production timescales for the preparation of Development Plan Documents and Supplementary Planning Documents (three years and one year respectively), cannot be realistically achieved given the levels of public consultation and engagement required (especially for a City the scale and complexity of Leeds). Consequently, it has been necessary to review and update the production timetables for a number of the Local Development Documents included within the LDS. In addition, timetable adjustments have been necessary also to, co-ordinate the preparation of LDF documents with other programmes, integrating the findings of technical work and other related strategies and policies (including the Regional Spatial Strategy).

3.5 As work on the agreed Local Development Scheme has progressed a number of additional pressures for programme injections have also emerged. Such pressures need to be assessed both on their planning merits and resource capacity issues. Within this context, pressures have come forward for additional Area Action Plans (e.g. Inner North West Leeds, Chapel Allerton and further design related SPDs), a potential Development Plan Document arising from the emerging Leeds Bradford International Airport Master Plan proposals and for a range of Supplementary Planning Documents. In addition following discussion with the Government Office for Yorkshire & the Humber (GOYH) there are also pressures for the City Council to bring forward the production of Development Plan Documents to address a range of emerging of planning policy issues (highlighted in government guidance) including greenspace, housing, employment, transport, environment and retailing.

3.6 Within the context of the above pressures, aspirations and requirements, it is not possible to resource all of these demands and in any event, Local Development Documents are not the appropriate mechanisms to take particular issues forward. For example, national guidance indicated that Area Action Plans are intended to target and deal with planning issues in 'key areas of change' in managing development and regeneration issues, rather than being promoted as a means to

stop development. With regard to an number of other issues, whilst not having the status as SPDs, informal guidance (approved by the City Council), can still be used as a material consideration in informing planning decisions. Consequently, whilst the Department is unlikely to be able to take the lead in preparing such guidance, there is scope to provide support and advice to communities who are able to resource such work via other means.

- 3.7 Whilst the new system does allow for flexibility in changing the composition of the LDS programme, initial priorities (targeted at regeneration areas) have been previously considered by Panel and agreed by Executive Board. Continued emphasis therefore has to be given therefore in delivering these priorities. The LDS is however intended to be a 3 year rolling programme of work and new programme injections therefore need to be made to tackle future and anticipated planning issues. This in turn needs to reflect strategic planning priorities, ensure that the planning documents to be produced are 'fit for purpose' in tackling planning issues and can be appropriately resourced.
- 3.8 As noted above, and within the context of analysis of existing UDP policy coverage, the protocol for saving UDP policies under transitional arrangements (a separate report has been included on the Development Plan Panel Agenda covering this issue), government guidance, the emerging RSS and City Region Development Programme, DPDs for greenspace, housing, employment, transport, environment and retailing are considered to be future LDS priorities. Within this context, it is considered that such an approach will provide a strategic framework to address city wide development issues associated with these topic areas, rather than dealing with them on an ad hoc and isolated basis. This programme will however need to be subject to on going review as the work programme priorities and policy issues develop. For example, the planning policy implications of the Airport Master Plan and subsequent disposal of the Airport are yet to fully emerge. This therefore needs to be kept under review within the context of the LDS programme.

4.0 Implications For Council Policy And Governance

- 4.1 The delivery of the LDS is consistent with Council Policy and Governance arrangements. Within the context of a protocol issued by the Secretary of State, as noted in para. 3.8 above, a separate report has been prepared for Executive Board regarding Development Plan (UDP policies), it is proposed that the City Council should "save" (beyond 27 September 2007) or "delete" (i.e. no longer forms part of the Development Plan, post 27 September 2007). The proposed injections as part of the revised LDS (described in para.3.8 above), are intended to provide a planning framework with gives continuity to Council Policy and wider Community Strategy objectives. The precise scope of these Local Development Documents and the timetables for production, can be reviewed in the light of changing Council Policy objectives, the Local Development Framework Annual Monitoring Report and on going reviews of the LDS.

5.0 Legal And Resource Implications

- 5.1 The preparation and submission of the LDS is compliant with the Local Development Scheme Regulations. The preparation of the LDF does have resource implications but this is being managed within current levels of provision and sustained delivery of the LDS programme will need be subject to regular monitoring and review.

6.0 Conclusions

6.1 This report has provided an overview of progress against the current Local Development Scheme and has identified a series of proposed updates and revisions. The detailed revisions are included in the LDS document attached as Appendix 1.

7.0 Recommendations

7.1 Members are asked to:

- i) Consider the updates and revisions to the Local Development Framework – Local Development Scheme, included as Appendix 1 to this covering report,
- ii) Recommend that Executive Board approve the updates and revisions to the Local Development Scheme included as Appendix 1, for submission to the Secretary of State in due course.

APPENDIX 1

Leeds Local Development Framework – Updated & Revised Local Development Scheme