

## Leeds City Council

### BYELAWS FOR PLEASURE GROUNDS, PUBLIC WALKS AND OPEN SPACES

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**PART 1**  
**GENERAL**

**General Interpretation**

1. In these byelaws:

"the Council" means Leeds City Council;

"the ground" means any of the grounds listed in Schedule 1;

"designated area" means an area in the ground which is set aside for a specified purpose, that area and its purpose to be indicated by notices placed in a conspicuous position;

"invalid carriage" means a vehicle, whether mechanically propelled or not,

(a) the unladen weight of which does not exceed 150 kilograms,

(b) the width of which does not exceed 0.85 metres, and

(c) which has been constructed or adapted for use for the carriage of a person suffering from a disability, and used solely by such a person.

**Application**

2. These byelaws apply to all of the areas listed in Schedule 1 unless otherwise stated.

**Opening times**

3. (1) No person shall enter or remain in the ground except during opening hours.

(2) "Opening hours" means the days and times during which the ground is open to the public indicated by a notice placed in a conspicuous position at the entrance to the ground.

**PART 2**

**PROTECTION OF THE GROUND, ITS WILDLIFE AND THE PUBLIC**

**Protection of structures and plants**

4. (1) No person shall without reasonable excuse remove from or displace within the ground:

(a) any barrier, post, seat, or implement, or any part of a structure or ornament provided for use in the laying out or maintenance of the ground; or

(b) any stone, soil or turf or the whole or any part of any plant, shrub or tree.

(2) No person shall walk on or ride, drive or station a horse or any vehicle over:

- (a) any flower bed, shrub or plant;
  - (b) any ground in the course of preparation as a flower bed or for the growth of any tree, shrub or plant; or
  - (c) any part of the ground set aside by the Council for the renovation of turf or for other landscaping purposes and indicated by a notice conspicuously displayed.
- (3) No person shall, without reasonable excuse, climb any wall or fence in or enclosing any ground, or any tree, or any barrier, railing, post or other structure.

### **Unauthorised erection of structures**

5. No person shall without the consent of the Council erect any barrier, post, ride or swing, building or any other structure.

### **Grazing**

6. No person shall without the consent of the Council turn out or permit any animal for which he is responsible to graze in the ground.

### **Protection of wildlife**

7. No person shall kill, injure, take or disturb any animal, or engage in hunting or shooting, or the setting of traps or nets or the laying of snares.

### **Gates**

8. (1) No person shall leave open any gate to which this byelaw applies and which he has opened or caused to be opened.
- (2) Byelaw 8(1) applies to any gate to which is attached, or near to which is displayed, a conspicuous notice stating that leaving the gate open is prohibited.

### **Camping**

9. No person shall without the consent of the Council erect a tent or use a vehicle, caravan, or any other structure for the purpose of camping except in a designated area for camping.

### **Fires**

- 10 (1) No person shall light a fire or place, throw or drop a lighted match or any other thing likely to cause a fire.
- (2) Byelaw 10(1) shall not apply to:
- (a) any event at which the Council has given permission that fires may be lit;
  - (b) the use in a designated area for camping of a properly constructed camping stove or barbecue in such a manner as to safeguard against damage to the ground or danger to any person.

## **Missiles**

11. No person shall throw or use any device to propel or discharge in the ground any object which is liable to cause injury to any other person.

## **Interference with life-saving equipment**

12. No person shall except in the case of emergency remove from or displace within the ground or otherwise tamper with any life-saving appliance provided by the Council.

## **PART 3**

### **HORSES, CYCLES AND VEHICLES**

#### **Interpretation of Part 3**

13. In this Part:

“designated route” means a route in or through the grounds which is set aside for a specified purpose, that route and its purpose to be indicated by notices placed in a conspicuous position;

“motor cycle” means a mechanically propelled vehicle, not being an invalid carriage, with less than four wheels and the weight of which does not exceed 410 kilograms;

“motor vehicle” means a mechanically propelled vehicle other than a motor cycle or invalid carriage;

“trailer” means a vehicle drawn by a motor vehicle, and includes a caravan.

#### **Horses**

14. (1) No person shall ride a horse in the ground except on a designated route for riding or in exercise of a lawful right or privilege.
- (2) In any part of the ground where horse riding is permitted under byelaw 14(1) no person shall ride a horse in such a manner as to cause danger to any other person.

#### **Cycling**

15. No person shall without reasonable excuse ride a cycle in the ground except in any part of the ground where there is a right of way for cycles or on a designated route for cycling.

#### **Motor vehicles**

16. (1) No person shall without reasonable excuse bring into or drive in the ground a motor cycle, motor vehicle or trailer except in any part of the ground where there is a right of way for that class of vehicle.
- (2) Where there is a designated route in the ground for a class of vehicle, it shall not be an offence under byelaw number 16(1) to bring into or drive that class of vehicle in the ground for the sole purpose of transporting it to the designated route.

## **Overnight parking**

17. No person shall without the consent of the Council leave or cause or permit to be left any motor cycle, motor vehicle or trailer in the ground between the hours of 12.00 midnight and 6.00 am.

## **PART 4**

### **PLAY AREA, GAMES AND SPORTS**

#### **Interpretation of Part 4**

18. In this Part:

“ball games” means any game involving throwing, catching, kicking, batting or running with any ball or other object designed for throwing and catching, but does not include cricket;

“golf course” means any area within the ground set aside for the purposes of playing golf and includes any golf driving range, golf practice area or putting course;

“self-propelled vehicle” means a vehicle other than a cycle, invalid carriage or pram which is propelled by the weight or force of one or more persons skating, sliding or riding on the vehicle or by one or more persons pulling or pushing the vehicle.

#### **Children's play areas**

19. (1) No person aged 14 years or over shall enter or remain in a designated area which is a children's play area unless bona fide in charge of a child under the age of 14 years.
- (2) Byelaw 19 (1) applies to the grounds listed in Part 1 of Schedule 1.

#### **Children's play apparatus**

20. No person aged 14 years or over shall use any apparatus stated to be for the exclusive use of persons under the age of 14 years by a notice conspicuously displayed on or near the apparatus.

#### **Skateboarding etc.**

21. (1) No person shall skate, slide or ride on rollers, skateboards, or other self-propelled vehicles except in a designated area for such activities.
- (2) Byelaw 21(1) applies to any of the grounds listed in Part 2 of Schedule 1 to these byelaws.

#### **Ball games**

22. No person shall play ball games outside a designated area for playing ball games in such a manner:
- (a) as to exclude persons not playing ball games from use of that part;
  - (b) as to cause danger or give reasonable grounds for annoyance to any other person in the ground, or;
  - (c) which is likely to cause damage to any tree, shrub or plant in the ground.
23. It is an offence for any person using a designated area for playing ball games to break any of the rules set out in Schedule 2 and conspicuously displayed on a sign in the designated area when asked by any person to desist from breaking those rules.

### **Cricket**

24. No person shall throw or strike with a bat a cricket ball except in a designated area for playing cricket.

### **Archery**

25. No person shall engage in the sport of archery except in connection with an event organised by or held with the consent of the Council.

### **Field Sports**

26. No person shall throw or put any javelin, hammer, discus or shot except in connection with an event organised by or held with the consent of the Council or on land set aside by the Council for the purpose.

### **Golf**

27. No person shall drive, chip or pitch a hard golf ball except on the golf course.
28. (1) No person shall play golf on the golf course unless he holds a valid ticket issued by or on behalf of the Council entitling him to do so, which ticket shall be retained and shown on demand to any authorised officer or agent of the Council;
- (2) No person shall enter onto and remain on the golf course unless-
- (a) taking part in the game of golf or accompanying a person so engaged; or
  - (b) doing so in the exercise of a lawful right or privilege.
- (3) No person shall offer his service for hire as an instructor on the golf course without the consent of the Council.

## **PART 5**

### **WATERWAYS**

## **Interpretation of Part 5**

29 In this Part:

“boat” means any yacht, motor boat or similar craft but not a model or toy boat;  
“power-driven” means driven by the combustion of petrol vapour or other combustible substances;  
“waterway” means any river, lake, pool, or other body of water, and includes any fountain.

### **Bathing**

30. No person shall without reasonable excuse bathe or swim in any waterway.

### **Ice skating**

31. No person shall step onto or otherwise place their weight upon any frozen waterway.

### **Model boats**

32. No person shall operate a power-driven model boat on any waterway except in a designated area for model boats.

### **Boats**

33. No person shall sail or operate any boat, dinghy, canoe, sailboard, or inflatable on any waterway without the consent of the Council.

### **Fishing**

34. No person shall in any waterway without the consent of the Council cast a line or net for the purpose of catching fish or other animals.

### **Pollution of waterways**

35. No person shall foul or pollute any waterway.

### **Blocking of watercourses**

36. No person shall cause or permit the flow of any drain or watercourse in the ground to be obstructed or diverted, or open, shut or otherwise move or operate any sluice or similar apparatus.



**PART 6**  
**MODEL AIRCRAFT**

**Interpretation of Part 6**

37. In this Part-

“model aircraft” means an aircraft which weighs not more than 7 kilograms without its fuel;

“power-driven” means driven by-

- (a) the combustion of petrol vapour or other combustible substances;
- (b) by jet propulsion or by means of a rocket, other than by means of a small reaction motor powered by a solid fuel pellet not exceeding 2.54 centimetres in length; or
- (c) by one or more electric motors or by compressed gas;

“radio-control” means control by a radio signal from a wireless transmitter or similar device.

**Use permitted in designated areas**

38. No person shall cause any power-driven model aircraft to-

- (a) take off or otherwise be released for flight, or control the flight of such an aircraft in the ground; or
- (b) land in the ground without reasonable excuse,

other than in a designated area for flying model aircraft.

**PART 7**  
**OTHER REGULATED ACTIVITIES**

**Provision of Services**

39. No person shall without the consent of the Council provide or offer to provide any service for which a charge is made.

**Excessive noise**

40. (1) No person shall, after being requested to desist by any other person in the grounds make or permit to be made any noise which is so loud or so continuous or repeated as to give reasonable cause for annoyance to other persons in the ground by:

- (a) shouting or singing;
- (b) playing on a musical instrument; or

- (c) by operating or permitting to be operated any radio, amplifier, tape recorder or similar device.
- (2) Byelaw 40(1) does not apply to any person holding or taking part in any entertainment held with the consent of the Council.

### **Public shows and performances**

- 41. No person shall without the consent of the Council hold or take part in any public show or performance.

### **Aircraft, hang-gliders and hot-air balloons**

- 42. No person shall except in the case of emergency or with the consent of the Council, take off from or land in the ground in an aircraft, helicopter, hang-glider or hot-air balloon.

### **Kites**

- 43. No person shall fly any kite in such a manner as to cause danger or give reasonable grounds for annoyance to any other person.

### **Metal detectors**

- 44. No person shall without the consent of the Council use any device designed or adapted for detecting or locating any metal or mineral in the ground.

## **PART 8**

### **MISCELLANEOUS**

#### **Obstruction**

- 45. No person shall-
  - (a) obstruct any officer of the Council in the proper execution of his duties;
  - (b) obstruct any person carrying out an act which is necessary to the proper execution of any contract with the Council; or
  - (c) obstruct any other person in the proper use of the ground.

#### **Savings**

46. It shall not be an offence under these byelaws for an officer of the Council or any person acting in accordance with a contract with the Council to do anything necessary to the proper execution of his duty.
47. Nothing in or done under these byelaws shall in any respect prejudice or injuriously affect any public right of way through the ground, or the rights of any person acting lawfully by virtue of some estate, right or interest in, over or affecting the ground or any part of the ground.

### **Removal of offenders**

48. Any person offending against any of these byelaws may be removed from the ground by an officer of the Council or a constable.

### **Penalty**

49. Any person offending against any of these byelaws shall be liable on summary conviction to a fine not exceeding level 2 on the standard scale.

### **Revocation**

50. The Byelaws made by the Lord Mayor, Aldermen and Citizens of the City of Leeds on the Seventh day of December 1960 and confirmed by the Secretary of State for the Home Department on the Thirteenth April 1961; made on the Sixth day of February 1963 and confirmed Sixteenth day of April 1963; and made on the Fourth day of November 1964 and confirmed Thirteenth day of January 1965 relating to the ground are hereby revoked.

**LEEDS LOCAL DEVELOPMENT FRAMEWORK  
ANNUAL MONITORING REPORT  
DECEMBER 2005**

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## 1 Introduction

1.0.1 This report is the first 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 2004 to 31 March 2005 and details ways in which the City Council's monitoring work will be developed and expanded. Annual Monitoring Reports (AMRs) will always report on events during the preceding Local Government Year (and financial 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 sets the framework for the modernisation of planning in the UK as part of a "plan led" system. The Act and other supporting legislation place expectations on local authorities to plan for sustainable communities. As part of the new system, Local Development Frameworks and Regional Spatial Strategies (RSS) will replace the existing system of Unitary Development Plans and Regional Planning Guidance. At a local (Leeds MD) level the Local Development Framework will provide the spatial planning framework for the use of land within the city and a key mechanism to deliver the spatial objectives of the Community Strategy (Vision for Leeds).

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

1.1.3 There is also a requirement to publish an annual report monitoring both progress on the Scheme and the performance of policies. The Regional Assembly for Yorkshire and the Humber is also required to produce an AMR and this will take a coordinated set of information from the region's planning authorities.

### 1.2 *The Annual Monitoring Report*

1.2.1 The Government has produced a guide on LDF monitoring<sup>2</sup>. This covers monitoring in its widest context - monitoring implementation of the Local Development Scheme, Local Development Orders and Simplified Planning Zone schemes, which will also form part of that framework. Monitoring is becoming an increasingly important aspect of "evidence based" policy

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<sup>1</sup> Leeds Local Development Scheme, June 2005

<sup>2</sup> Local Development Framework Monitoring: A Good Practice Guide, ODPM, March 2005

making. In the past, monitoring has been regarded as an 'error'-correcting mechanism to bring land use plans back on track by addressing negative feedback.

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

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

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

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

1.2.5 The 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 first AMR. It covers a transitional period between the UDP and LDF systems. It is limited in scope for two reasons:

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<sup>3</sup> Town and Country Planning (Local Development) (England) Regulations 2004, Regulation 48, SI 2004 No. 2204

<http://www.opsi.gov.uk/si/si2004/20042204.htm>

- There are currently no LDF policies and the policy context monitored consists of the saved UDP policies. These are listed in the Local Development Scheme.
- 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 will produce a new system for processing planning and Building Regulation applications (key sources of monitoring information) and enhanced Geographic Information System capabilities that should bear fruit in future years. It is intended to develop the Council's monitoring capability to take advantage of these improvements in parallel with development of the first LDF policies. These developments are described in more detail in Section 5.

1.2.8 The remainder of this report covers:

2. **the Leeds policy context** - a summary of the broader planning framework within which policy monitoring will be done.
3. **the Local Development Scheme** - a review of progress against the milestones in the Scheme and suggested amendments.
4. **monitoring information** relating to 2004 / 5 concentrating on, wherever possible, the ODPM 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 ODPM and the Regional Assembly.

## 2 The Leeds Policy Context

### 2.1 *The Wider Region*

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

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



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

## **2.2 The Vision for Leeds**

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

2.2.2 The Vision has the following aims:

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

## **2.3 The Leeds Unitary Development Plan**

2.3.1 The City Council's Unitary Development Plan (UDP) was adopted 1 August 2001. Anticipating the need to prepare Local Development Frameworks and within the context of changes to national planning policy the City Council embarked upon an early and selective review of the Adopted UDP. Following public consultation and consideration of representations received, a UDP Review Public Inquiry was held between July 2004 and June 2005. The Inspector's Report into the Inquiry was subsequently received in November and the City Council is currently considering the recommendations made, with a view to undertaking a UDP Review Modifications process (as appropriate) prior to final adoption in 2006.

## **3 The Local Development Scheme**

3.1 Following preparation of the City Council's Local Development Scheme (LDS) a revised draft of the LDS was agreed with the Secretary of State and it became formally operational from 1 June 2005.

3.2 As highlighted in the LDS (page 12), the priorities for action are intended to complement, support and take forward the city's identified strategic priorities. These include providing expression to the spatial planning aspects of the Community Strategy (Vision for Leeds) and key objectives in relation to regeneration and renaissance issues. Within this context also,

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

the LDS emphasises the need for the Development Plan system in Leeds to provide a continuity of planning policy whilst developing new policy approaches to deal with current and emerging issues. This is reflected in the schedule of UDP saved policies. In the preparation of the LDF, it was initially anticipated that adopted UDP policies would be saved for three years. Within the context of progress against LDS milestones, the City Council intends to update the schedule of Local Development Documents and individual profiles where necessary. A consequence of this will be the need to review the schedule of saved policies, with a view to saving specific policies beyond the initial three year period – subject to the production timetable for Development Plan Documents. Consequently, the City Council intends to submit an updated LDS to the Secretary of State by 31 March 2005.

- 3.3 Against the above framework, the LDS incorporates a series of Development Plan Documents and Supplementary Planning Documents (DPDs & SPDs), which are intended to take forward a number of spatial and thematic planning issues. Central to these are a number of Area Action Plans for the City Centre, Aire Valley Leeds, East & South East Leeds (EASEL) and the West Leeds Gateway. In addition, the LDS also includes the preparation of a Core Strategy and Waste DPDs. In providing a basis to amplify existing ‘saved policies’ and to tackle specific policy issues, a programme of several Supplementary Planning Documents was also identified for production.
- 3.4 In taking the LDS programme forward, key stages of the programme have been delivered or are well underway. These can be summarised as follows:
- consistent with the LDS milestones, a draft Statement of Community Involvement has been prepared following early engagement work over the summer (Regulation 25) and has been subject to the first formal (Regulation 26) 6 week period of public consultation (closing on 16 December),
  - extensive pre-production work, early (Regulation 25) issue reports for consultation and engagement work undertaken for the City Centre, Aire Valley Leeds and EASEL Area Action Plans – work is currently underway to develop initial policy options and proposals for further consultation,
  - in the development of the evidence base for the LDF, a major technical study has been commissioned and is being prepared for completion early in 2006, to advise on Employment Land issues as a basis to inform future policy options,
  - 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,
  - the Eastgate and Harewood Quarter SPD has been completed and adopted by the City Council following approval by the City Council’s Executive Board In October,
  - the Public Realm SPD has been subject to consultation on early issues and following consideration by Development Plan Panel on 6 December, a draft

Public Realm SPD is to be issued for formal (Regulation 26) consultation early in the new year,

- pre-production work is well underway for a range of other SPD including the Waterfront Biodiversity Guide, Tall Buildings and Advertising Design Guide, with a view to formal consultation being undertaken early in 2006,
- associated with the preparation of Local Development Documents 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.

3.5 Whilst overall the LDS programme is moving forward positively, following confirmation from the Government Office for Yorkshire & the Humber (GOYH), it will be necessary to update the LDS for submission to the Secretary of State by 31 March 2005. This is necessary to adjust the production timetables for a number of the Local Development Documents to make them more deliverable to reflect the need to complete further work and consultation on initial Area Action Plan options (following further clarification from GOYH), to more fully integrate work streams in relation to regeneration and the LDF (to comply with the LDF regulations) and to take into account the implications of the RSS for the preparation of the LDF Core Strategy. Adjustments will also be needed to the production timetable for outstanding SPDs to take into account resourcing and capacity issues.

3.6 A key challenge of the new planning system, is the need to co-ordinate a wide range of work areas within a broader partnership context and to facilitate early consultation and engagement. Within this context also it is necessary, to combine processes for statutory spatial and land use planning with regeneration activity, in ensuring compliance with the LDF regulations and in maintaining overall project momentum. For example, in progressing the EASEL initiative, the City Council has taken forward a major procurement exercise with a view to identifying a preferred partner. Consequently, whilst it has been possible to undertake early engagement activity as part of the LDF, the development of options and Preferred Options will need to be informed by further debate with stakeholders and the preferred partner once agreed. In another instance (the West Leeds Gateway AAP), programme slippage is a consequence of the need to consult on work on a 'regeneration framework' (consistent with LDF Regulation 25), prior to taking emerging issues forward to the Preferred Options stage.

3.7 An important challenge for the next AMR reporting period, will be the need to progress the Leeds UDP Review process through the anticipated Modification (and subsequent public consultation) and adoption stages, whilst maintaining the overall momentum behind the production programme for Local Development Documents.

## **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 ODPM

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 1. 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 ODPM 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 ODPM 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, ODPM will update their guidance on a regular basis. The first update was published in October 2005.<sup>5</sup> This includes definitional changes to indicators in the Business Development, Transport and Local Services categories. The current AMR was largely drafted before this update was received and it has not been practicable to incorporate changes in this year's report.
- 4.0.6 Topics covered in this AMR include:
- housebuilding performance
  - the supply of employment land
  - significant changes in retail, office and leisure developments in Leeds and in the City Centre and town centres together with vacancy rates
  - transport - levels of compliance with car parking standards in non-residential developments and the accessibility of new residential developments to a range of facilities

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<sup>5</sup>[http://www.odpm.gov.uk/stellent/groups/odpm\\_planning/documents/page/odpm\\_plan\\_609973.pdf](http://www.odpm.gov.uk/stellent/groups/odpm_planning/documents/page/odpm_plan_609973.pdf)

- 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 Audit<sup>6</sup>, the Leeds Economy Handbook<sup>7</sup> and the Local Transport Plan<sup>8</sup>. The relationship of these to the LDF monitoring effort will evolve and be tightened as work on the LDF develops. Different production objectives mean that it is not practical to incorporate them entirely into the AMR. To do so would also make the AMR unwieldy and less focused. In future years it may 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 In the absence of relevant LDF policies, Regional Spatial Strategy (RSS) targets are used to assess housebuilding performance. Five year historical averages are also quoted where appropriate. The RSS requires the completion of 1930 dwellings a year and sets a provisional brownfield target of 66% for Leeds. The RSS provision target is gross (that is, it includes an allowance for replacement housing), so is not strictly comparable to the net housing figures, which are the focus of AMR reporting.

4.1.3 Over the last 5 years, output has exceeded the RSS target by 36% gross and 10% net, and in 2004 - 5 these surpluses rose to 52% and 36% respectively. The prime reason for these trends is the brownfield priority introduced by PPG3<sup>9</sup> in March 2000, which has created a presumption in favour of residential development on many brownfield sites. In a large city like Leeds, the effect has been to liberalise the land release process. Socio-economic trends, such as the vogue for city centre living and the strong market for flats, have reinforced the impact of this policy change.

4.1.4 The net housing trajectory, illustrated in Figure 1, suggests that these surpluses could continue over 2005 - 16.

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

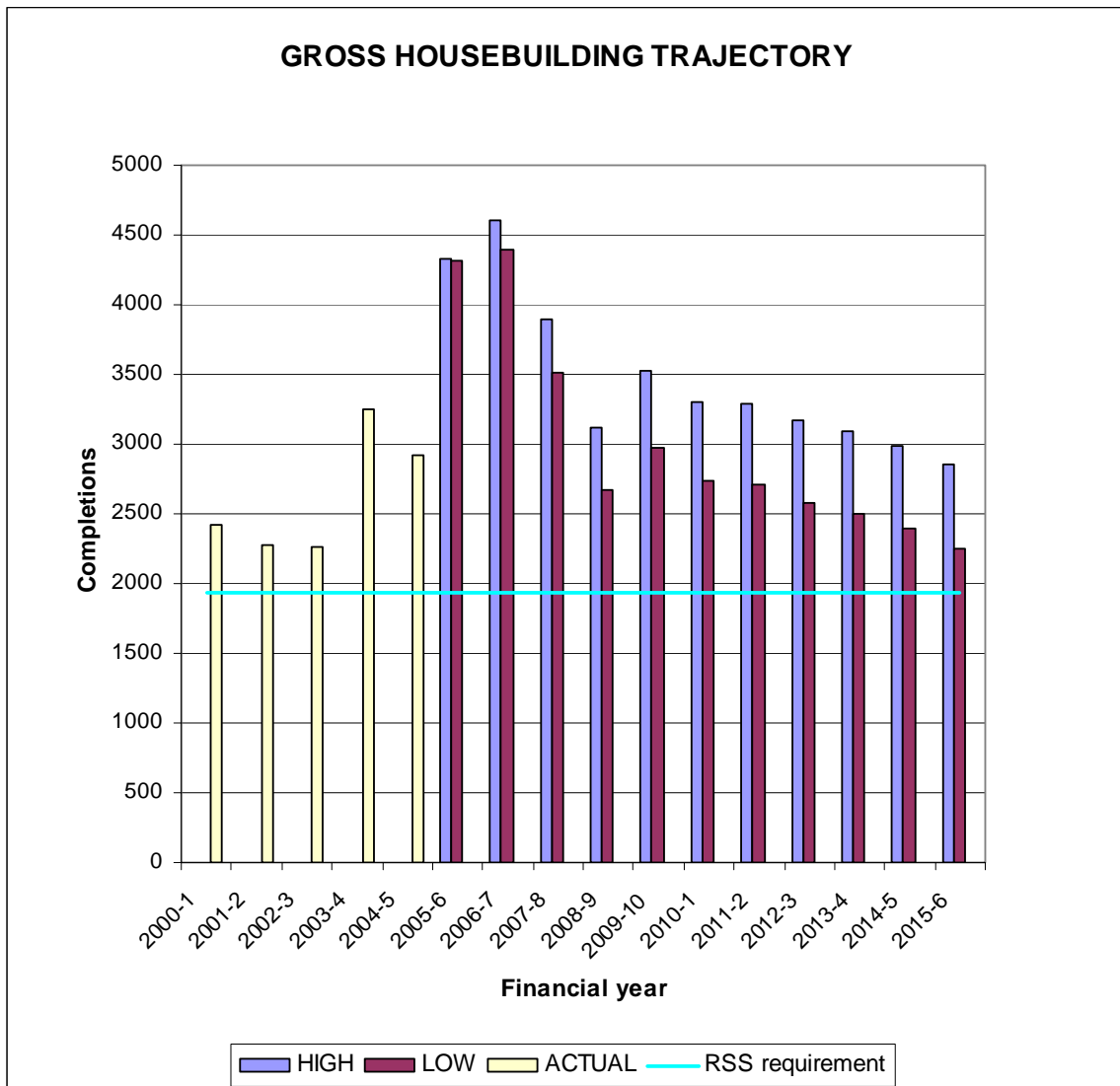
<sup>7</sup> <http://www.leeds.gov.uk/planning> (see Economic Information folder)

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

<sup>9</sup>

[http://www.odpm.gov.uk/stellent/groups/odpm\\_planning/documents/downloadable/odpm\\_plan\\_606934](http://www.odpm.gov.uk/stellent/groups/odpm_planning/documents/downloadable/odpm_plan_606934) PPG3

4.1.5 The trajectory indicates what would happen if housing allocations were released as planned, windfall continued broadly in line with recent trends and clearance continued at the average rate of the last 5 years. Over the period 2005 - 16, net additions could exceed the annual RSS requirement of 1930 dwellings by 30-54%. Gross construction could be 56-80% above target. Measured in relation to the residual RSS requirement of 1589 dwellings (indicator 2A[v]), these excesses would be significantly greater. On numerous assumptions subject to varying degrees of uncertainty, there



is clearly a significant risk of over provision. This risk is being addressed in two ways. Firstly, a mechanism to regulate land release has been proposed in the UDP Review, on which the UDP Inspector reported in November. Secondly, a review of RSS is underway and present indications are that this is likely to increase the housing requirement in Leeds. A revised target would put the trajectory in a different light.

4.1.6 The proportion of development on brownfield land has risen from 82% over the last 5 years to 92% in 2004 - 5. This increase is again a consequence

of the PPG3 reforms. Although well in excess of the provisional RSS target, this overshoot is to be welcomed on sustainability grounds, from the perspective of utilising brownfield in preference to greenfield land for housing development.

- 4.1.7 Housing density is also on a rising trend. Last year, only 10% of dwellings were on sites completed at densities below 30 dwellings per hectare, compared to 68% on sites developed at over 50 per hectare – above the indicative range advocated in PPG3. This is a further side-effect of the emphasis on brownfield sites, associated particularly with a preponderance of flat developments on small sites, especially in the city centre. Although the scale of the increase is perhaps unexpected, it is compatible with national policy.
- 4.1.8 By contrast, the number of affordable housing completions has drifted down from a 5 year average of 240 dwellings to 216 in 2004 - 5. When account is taken of Right to Buy sales and demolitions of existing social housing (not covered by this indicator) it is clear that the stock of affordable or social housing continues to decline steeply at current building rates.

## **4.2 The Supply of Employment Land**

### **Development Levels**

- 4.2.1 Completions have been lower for 2004 / 05 compared with 2003 / 04. This reflects lower levels of starts in 2004 compared to the recent peak year of 2001 and above-average take-up in 2002 and 2003. To a large extent this is a familiar cyclical pattern: previous low points in the cycle occurred in 1992 and 1996. However, the average for the past 2 years is almost 28 ha, which is close to the long-run average take-up for the city.
- 4.2.2 The sectoral pattern of developments has been similar this year compared to last. In terms of both land and floorspace, office schemes accounted for just over 40% of developments, with industrial and distribution schemes accounting for about 55% of floorspace completed.
- 4.2.3 The major developments show a concentration in the eastern parts of the District and include:
- The Robertsmart development at Thornes Farm Way Cross Green LS9: an 11,800 m<sup>2</sup> manufacturing & distribution facility;
  - Building 1 White Rose Office Park Ring Road Millshaw LS11: HQ building of 4150 m<sup>2</sup> for DePuy;
  - Whitehall Cross Whitehall Road Leeds 12: a speculative scheme of industrial warehouse units (4550 m<sup>2</sup>);
  - Ph1 Plot 361 Avenue E Thorp Arch Trading Estate Wetherby LS23: small industrial units totalling 2970 m<sup>2</sup> as part of the refurbishment of the Trading Estate;
  - Plot 509 Street 5 Thorp Arch Trading Estate Wetherby LS23: office and business units (4460 m<sup>2</sup>), again a part of the regeneration of the industrial estate.

LDF Core Indicator 1a: Land developed for employment by type								
Apr04 - Mar05							2003/04	
Development Type	Under 1000 m <sup>2</sup>		1000 m <sup>2</sup> & over		Total		Total	
	Area (ha.)	Floorspace (m <sup>2</sup> )	Area (ha.)	Floorspace (m <sup>2</sup> )	Area (ha.)	Floorspace (m <sup>2</sup> )	Area (ha.)	Floorspace (m <sup>2</sup> )
B1 Office	0.4	730	7.62	25360	8.02	26090	20.248	57630
B1 Other	0.25	710	1.11	2970	1.36	3680	0.62	1410
B2 Industrial	0.051	320	8.53	30425	8.581	30745	15.48	65180
B8 Warehousing	0.393	1490	0.82	3360	1.213	4850	10.143	28070
<b>Total</b>	<b>1.094</b>	<b>3250</b>	<b>18.08</b>	<b>62115</b>	<b>19.174</b>	<b>65365</b>	<b>46.491</b>	<b>152290</b>

Note: Extensions not included

**Table 1**

### Regeneration Areas

4.2.4 Development was less concentrated in the Regeneration Areas (RAs) in 2004 / 05 compared to the previous year (by area 37% of development compared to 56%). But 2003 / 04 featured a high level of completion in Aire Valley, which fell back this year. The sectoral patterns within RAs showed a contrast, with RAs attracting a bigger proportion of B2 / B8 schemes than other areas and less office development: this repeated the pattern of 2003 / 04, but with less intensity.

LDF Core Indicator 1b: Land developed for employment by type in Regeneration Areas						
Apr04 - Mar05						
Development Type	Regeneration Areas				Total	
	In		Out		ha. Developed	m <sup>2</sup> complete
ha. Developed	m <sup>2</sup> complete	ha. Developed	m <sup>2</sup> complete			
B1 Office	2.36	4460	5.66	21630	8.02	26090
B1 Other	1.11	2970	0.25	710	1.36	3680
B2 Industrial	3.8	14960	4.781	15785	8.581	30745
B8 Warehousing	0.45	3030	0.763	1820	1.213	4850
<b>Total</b>	<b>7.72</b>	<b>25420</b>	<b>11.45</b>	<b>39945</b>	<b>19.174</b>	<b>65365</b>
<i>2003/04</i>	<i>26.12</i>	<i>84440</i>	<i>20.371</i>	<i>67850</i>	<i>46.491</i>	<i>152290</i>

Regeneration Areas: as defined in the UDP Review

**Table 2**



### **Development on Previously Developed Land**

- 4.2.5 Although amounts are far smaller, a greater proportion of the land take was on Previously Developed Land (PDL) in 2004 / 05 compared with 2003 / 04. This was despite some significant greenfield developments at Thornes Farm and at White Rose Office Park, noted previously. Office developments were more prevalent on PDL than industrial – this can be explained to some extent by the quantity of office schemes in the city centre and for the preference of industrial / warehousing developments to be located on large sites in the motorway corridors.
- 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 depicted in Indicator 1c, which shows that 76% of employment development was on PDL, the City's performance would appear to be consistent with such an ambition.
- 4.2.7 The allocated supply which is still available for employment uses amounts to almost 700 ha. (Table 4). Take-up of this has been restricted, owing in large measure to infrastructure constraints in the Aire Valley area, notably the East Leeds Link to J45 of M1. Approx 200 ha. in allocated and other sites await the completion of the link road and associated highway works.
- 4.2.8 The quantities of Previously Developed Land ("brownfield") and greenfield land are balanced at 53% vs 47%, 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 1c: Land developed for employment by type Analysis by Previously Developed Land (PDL)								
Apr04 - Mar05								
Development Type	PDL		Not PDL		Total Land		Total Floorsp	
	Area (ha)	Floorspace m <sup>2</sup>	Area (ha)	Floorspace m <sup>2</sup>	Area (ha)	% PDL	m <sup>2</sup>	% PDL
B1 Office	6.24	17630	1.78	8460	8.02	77.8	26090	67.6
B1 Other	1.36	3680	..	..	1.36	100.0	3680	100.0
B2 Industrial	5.701	18945	2.88	11800	8.581	66.4	30745	61.6
B8 Warehousing	1.213	4850			1.213	100.0	4850	100.0
Total	14.514	45105	4.66	20260	19.174	75.7	65365	69.0
2003/04	32.801	114430	13.69	37860	46.491	70.6	152290	75.1

Table 3

4.2.9 As might be expected, windfall supply is almost entirely on Previously Developed Land (PDL), almost equally balanced between the B1 and B2/B8 sectors. However, this is a variable 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 Allocated Employment Land Supply by Type Analysis by Previously Developed Land (PDL)									
31-Mar-05									
Type	PDL			Not PDL			Total Land		
	ha.	%	No. sites	ha.	%	No. sites	ha.	%	No. sites
B1 Office	29.7	8.26	14	170.0	52.71	18	199.6	29.29	32
B1 Other	19.7	5.49	7	51.1	15.84	8	70.8	10.39	15
B2 & related	285.8	79.59	48	94.7	29.35	23	380.5	55.82	71
B8 & related	23.9	6.66	11	6.8	2.10	6	30.7	4.50	17
Total	359.1	100.00	80	322.5	100.00	55	681.6	100.00	135

Table 4

<b>LDF Core Indicator 1d: Allocated Employment Land Supply by Type and Size</b>						
<b>31 Mar 05</b>						
<b>Type</b>	Under 0.4 ha		0.4 ha & over		ha.	No. sites
	ha.	No. sites	ha.	No. sites		
B1 Office	0.25	1	199.38	31	199.63	32
B1 Other	0.17	2	70.63	13	70.80	15
B2 & Related	1.94	12	378.51	59	380.45	71
B8 & Related	0.23	1	30.44	16	30.67	17
<b>Grand Total</b>	<b>2.59</b>	<b>16</b>	<b>678.96</b>	<b>119</b>	<b>681.56</b>	<b>135</b>

**Table 5**

<b>LDF Core Indicator: 1d Windfall Employment Land Supply by Type Analysis by Previously Developed Land (PDL)</b>									
<b>31 Mar 05</b>									
<b>Type</b>	<b>PDL</b>			<b>Not PDL</b>			<b>Total Land</b>		
	ha.	%	No. sites	ha.	%	No. sites	ha.	%	No. sites
B1 Office	32.5	42.7	57	2.6	98.0	6	35.1	44.6	63
B1 Other	4.5	5.9	11	0.1	2.0	1	4.5	5.7	12
B2 & related	6.1	8.0	10				6.1	7.7	10
B8 & related	33.1	43.4	12				33.1	42.0	12
<b>Grand Total</b>	<b>76.2</b>	<b>100.0</b>	<b>90</b>	<b>2.6</b>	<b>100.0</b>	<b>7</b>	<b>78.8</b>	<b>100.0</b>	<b>97</b>

**Table 6**

<b>LDF Core Indicator 1d: Windfall Employment Land Supply by Type and Size</b>						
<b>31 Mar 05</b>						
<b>Type</b>	Under 0.4 ha		0.4 ha & over		ha.	No. sites
	ha.	No. sites	ha.	No. sites		
B1 Office	7.10	38	28.02	24	35.13	63
B1 Other	1.96	9	2.57	3	4.53	12
B2 & Related	0.67	5	5.42	5	6.09	10
B8 & Related	1.89	8	31.17	4	33.06	12
<b>Grand Total</b>	<b>11.62</b>	<b>60</b>	<b>67.18</b>	<b>36</b>	<b>78.80</b>	<b>97</b>

**Table 7**

4.2.10 The potential loss of employment land to residential use has been a concern to the Council and this concern prompted some proposed changes to the criteria in Policy E7. As can be seen from Indicator 1e below (Table 8), housing developments are the largest single element of loss. However, it is important to note that this does not necessarily refer to the loss of allocated employment land – although this does happen. Most of the losses are from old industrial premises in the western parts of the city. In contrast, the gains noted above include greenfield allocations brought into employment use.

4.2.11 While the overall balance of gain and loss does not appear to be large for the year, it is important to observe the size and nature of the gains and losses. Broadly, the losses continue to occur in the western built-up parts of the city, whereas the gains reflect the distribution of allocated land and are concentrated in the eastern part of the district. This can be seen from the analysis for the Regeneration Areas: these are concentrated in the eastern parts of the city, where there have been lower losses, higher gains and a net gain of employment land.

<b>LDF Core Indicator: 1e Loss of Employment Land to non-employment uses, in Leeds MD and Regeneration Areas</b>				
<b>Apr04-Mar05</b>				
	<b>Leeds MD</b>		<b>Of which: Regen Areas</b>	
<b>Loss to</b>	<b>ha</b>	<b>No. sites</b>	<b>ha</b>	<b>No. sites</b>
Housing	14.52	45	2.72	4
Retail / other commercial	1.16	1	..	..
Other	.38	1	.38	1
<b>Total Loss</b>	<b>16.06</b>	<b>47</b>	<b>3.10</b>	<b>5</b>
<b>Gain from</b>	<b>ha</b>	<b>No. sites</b>	<b>ha</b>	<b>No. sites</b>
Greenfield Allocations	6.25	5	4.31	1
PDL not in employment use	4.47	9	..	..
<b>Total Gain</b>	<b>10.72</b>	<b>14</b>	<b>4.31</b>	<b>1</b>
<b>Net Loss (Gain)</b>	<b>5.34</b>		<b>(1.21)</b>	

Notes: Losses/Gains based on start of development

**Table 8**

Regeneration Areas as defined in the UDP Review

### **4.3 Retail, Office & Leisure Developments**

- 4.3.1 ODPM Core Output Indicators 4a (amount of completed retail, office and leisure - Use Classes A1, B1a and A2 and D2 respectively in the Use Classes Order as amended<sup>10, 11</sup>) and 4b (percentage of completed retail, office and leisure development respectively in town centres and out of town centres) can not be met for the time period of the current AMR. Retail floorspace data has been collected for prior time periods (June 1998 - Dec 2002). In the case of leisure floorspace data has never been collected for the whole district. Office (Class B1a) has been collected. It is intended that retail and leisure data will be available for future years. The need to collect these data will be taken into account during a review of monitoring arrangements (Section 5.1).
- 4.3.2 The Regional Assembly had previously identified potential alternative data sources for floorspace other than development control records, to include the Valuation Office Agency (VOA) and Goad Plans from Experian Ltd. These sources are not yet available but their use will be considered as part of the monitoring review. In Leeds further work is to be undertaken with the VOA, particularly to identify vacant space. Closer working relationships with the VOA, a known source of floorspace data, could possibly lead to more floorspace data being made available locally. Nationally the ODPM already use VOA floorspace data as a major component in their definition of Areas of Town Centre Activity.
- 4.3.3 The introduction of a new planning and Building Regulation application processing system will provide an opportunity to collect floorspace data in a more systematic and regular basis, subject to resources being available. The software modules that will enable the work to be done will not be available until summer 2006.
- 4.3.4 There are definitional issues that need to be discussed further with ODPM and the Regional Assembly. These involve the classification of floorspace and ways in which it is measured.

#### **Classification of Monitored Uses**

- 4.3.5 As an example of the first issue, Use Class A2 (financial and professional services) includes banks, building societies, estate agents and betting offices that are accessible to the public, ie. they have a High Street presence. The A2 Use Class definition excludes the large office users associated with the headquarters of organisations such as building societies and the large commercial legal practices. However, in the data request A2 is included as a subset of general offices (Use Class B1a), presumably as an attempt to identify the whole financial and legal services

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

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

office sector which is an important part of the economy of Leeds. However, local office and 'back-office' uses are different in nature. The former are more volatile: the changes that occur in the former are large in number but relatively small in aggregate floorspace. The quantity of new construction specifically intended for A2 use is thought to be very small or at least is rarely declared in the original planning applications. It more often arises by changing the use of existing shops on the High Street.

- 4.3.6 It is not clear if these particular indicators are meant to cover just new build or to include changes of use of existing premises as well. Changes of use for all these occupations are large in number but small in total floorspace although there are sometimes significant changes of use, eg. change of use of the Odeon to Primark on The Headrow. To be required to collect floorspace data for all scales of change of use and new build appears to be unrealistic and costly. What is termed a significant change and what the effects are on floorspace available for other uses are issues that warrant further consideration and will be covered in the monitoring review.

#### **Measurement of Floorspace**

- 4.3.7 In previous years gross retail floorspace has been collected. Gross leisure and A2 floorspace has not been collected. The expectation of the AMR is now to present the floorspace data as 'gross internal' (i.e. excluding the thickness of external walls) and 'net internal floorspace'. In the case of 'gross internal', that implies a level of precision which is not apparent in the data when it has been previously collected and is a measurement that is not usually recorded. The net internal floorspace, equating to the retail sales area, is calculated for major supermarkets and calculated for most other major retail outlets but is not often measured. In reality 'net internal floorspace' is constantly changing and can be only reliably measured by internally surveying each property individually. In the case of new build, the net internal floorspace can be estimated but again it would have to be individually measured. Further thought needs to be given to the data needs of these indicators and the issue will be explored with both the Regional Assembly and ODPM.
- 4.3.8 Work is underway nationally on exploiting an alternative source of floorspace data. ODPM published in July 2005 the results of an experiment to extract retail data as an adjunct to its Areas of Town Centre Activity data sets<sup>12</sup>. The analysis uses the most comprehensive retail floorspace datasets available, which is supplied by the VOA to the ODPM. The work done so far is aggregated to represent a national picture of the scale of retail development that has occurred in town centres as opposed to that retail development that has been completed within 300 metres of such centres. There is the prospect that further work in this area may help to

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<sup>12</sup> 'Technical Report: Using town centre statistics to indicate the broad location of retail development – initial analysis' - [http://www.odpm.gov.uk/embedded\\_object.asp?id=1146083](http://www.odpm.gov.uk/embedded_object.asp?id=1146083)

inform the quantity of retail development occurring in and outside particular large town centres as a nationally consistent data set.

### **Town centre vacancies**

- 4.3.9 Table 9 shows the vacancy rates of the 28 town and district centres designated in the UDP and Leeds City Centre, ranked in order of the proportion of vacant units. This table is only illustrative because of the differing dates of surveys. 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 biennially. The period up to 31 March 2005 does not cover the main survey period. If work mentioned above on developing the use of the VOA / Non-Domestic Rate databases is successful the monitoring of vacancies could become a potent tool in assessing the 'health' of town and district centres.
- 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 0-30%. In general terms the highest vacancy rates tend to coincide with those centres that are not performing well and have major issues concerning vitality and viability. It is noticeable that the City Centre is in the mid teens in terms of vacant number of shops, and has been for the last few years, a higher level of vacancy than would be expected of a city centre that is considered to be an attractive shopping destination. A number of major redevelopment schemes at Trinity Quarter and Albion Street have contributed to the high level of vacancies in the city centre pending future developments. However overall there is still a relatively high vacancy rate.
- 4.3.11 The vacancy rate as measured against floorspace rather than total number of shops paints a picture with fewer extremes in vacancy 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.
- 4.3.12 Out-of-centre vacancies data is requested by ODPM and the Regional Assembly but are not collected other than for the largest retail parks. The need and purpose for collecting out-of-centre vacancy rates has been previously queried but the requirement, for unspecified reasons, has been carried forward. It is not clear what is meant to be informed and what locus or grouping of shops is meant to be measured. There are over 5,000 shop units outside the main town and district centres that exist as free-standing shop, neighbourhood shopping parades, local centres, retail parks, free-standing superstores and retail warehouses plus a miscellany of other types of shopping.

Vacancy rates for Leeds City Centre and Town/District Centres (nearest to 2004 / 5)							
	No. of vacant outlets	Total no. of shop units	Vacancy rate (%) shop count	Vacant Outlet Footprint (m <sup>2</sup> )	Total gross floor space (m <sup>2</sup> )	Vacancy rate (%) shop floor space	Date surveyed
Halton	19	63	<b>30.2</b>	1297.6	7870.4	<b>16.5</b>	01.09.03
Holt Park	4	14	<b>28.6</b>	592.4	8366.1	<b>7.1</b>	10.07.03
Kirkstall	8	40	<b>20.0</b>	3127.1	28873.8	<b>10.8</b>	01.11.03
<i>Dewsbury Road</i>	<i>10</i>	<i>55</i>	<i>18.2</i>	<i>881.3</i>	<i>11556</i>	<i>7.6</i>	<i>30.11.01</i>
Rothwell	14	88	<b>15.9</b>	678.9	9752.4	<b>7.0</b>	10.07.03
Harehills Corner	15	98	<b>15.3</b>	1113.3	11253.8	<b>9.9</b>	26.09.03
Kippax	10	69	<b>14.5</b>	711.6	7833.7	<b>9.1</b>	01.07.03
<i>Morley</i>	<i>35</i>	<i>243</i>	<i>14.4</i>	<i>2270</i>	<i>35539.4</i>	<i>6.4</i>	<i>25.03.02</i>
City Centre	141	1002	<b>14.1</b>	21370	200120	<b>10.7</b>	16.02.05
Armley	15	124	<b>12.1</b>	1359	21528.5	<b>6.3</b>	11.07.03
Bramley	4	36	<b>11.1</b>	305.4	5477.6	<b>5.6</b>	08.07.03
<i>Farsley</i>	<i>6</i>	<i>57</i>	<i>10.5</i>	<i>519</i>	<i>4434</i>	<i>11.7</i>	<i>23.01.01</i>
<b>Total (average)</b>	<b>363</b>	<b>3458</b>	<b>10.5</b>	<b>40751</b>	<b>604921.5</b>	<b>6.7</b>	
Horsforth Town St	10	97	<b>10.3</b>	480	9824.8	<b>4.9</b>	16.06.03
Meanwood	6	64	<b>9.4</b>	349.3	11412.2	<b>3.1</b>	25.09.03
Moor Allerton	1	11	<b>9.1</b>	116.8	14911.4	<b>0.8</b>	11.07.03
Pudsey	10	140	<b>7.1</b>	526.4	14301.1	<b>3.7</b>	07.07.03
Seacroft	1	14	<b>7.1</b>	122.5	11557.6	<b>1.1</b>	25.07.03
<i>Wetherby</i>	<i>10</i>	<i>170</i>	<i>5.9</i>	<i>725.3</i>	<i>19130.3</i>	<i>3.8</i>	<i>24.11.00</i>
Garforth	6	104	<b>5.8</b>	339.9	12918.9	<b>2.6</b>	23.07.03
Oakwood	3	53	<b>5.7</b>	358.6	15225.2	<b>2.4</b>	11.07.03
Headingley	8	145	<b>5.5</b>	518.6	14199.3	<b>3.7</b>	07.07.03
Otley	12	238	<b>5.0</b>	1529.7	22494.1	<b>6.8</b>	22.07.03
<i>Boston Spa</i>	<i>2</i>	<i>49</i>	<i>4.1</i>	<i>144.5</i>	<i>5053.9</i>	<i>2.9</i>	<i>09.01.02</i>
Yeadon	4	97	<b>4.1</b>	241	15584	<b>1.5</b>	10.07.03
Guiseley Otley Rd	3	82	<b>3.7</b>	251.4	22858.8	<b>1.1</b>	08.07.03
Cross Gates	5	167	<b>3.0</b>	569.2	28698.7	<b>2.0</b>	07.07.03
Hunslet	1	35	<b>2.9</b>	252.2	12318	<b>2.0</b>	01.09.03
Chapel Allerton	0	90	<b>0.0</b>	0	15880	<b>0.0</b>	21.07.03
Middleton Ring Rd	0	13	<b>0.0</b>	0	5947.5	<b>0.0</b>	11.07.03

Note: Surveys before 2003 in italics

Table 9



## 4.4 Transport

- 4.4.1 Two key indicators relate to transport issues - accessibility of new homes to various facilities and the level of compliance with non-residential car parking standards.
- 4.4.2 The accessibility measure, "percentage of new residential development within 30 minutes public transport time of a GP, hospital, primary and secondary school, employment and a major health centre" is not currently monitored. Some work on accessibility is done within the ambit of the West Yorkshire Local Transport Plan (LTP).
- 4.4.3 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 work done for the LTP 99.9% of 5 -11 year olds live within 30 minutes of the nearest primary school. Figure 2 shows that even if this measure was tightened to 15 minutes most of the District, and 99.5% of pupils, would be covered. As LDF policies are developed it is likely that different local accessibility standards will be considered more appropriate to support local aspirations such as those contained in the Vision for Leeds. Considerable work will be needed to develop ways of measuring accessibility and this is covered further at para. 5.1.22.

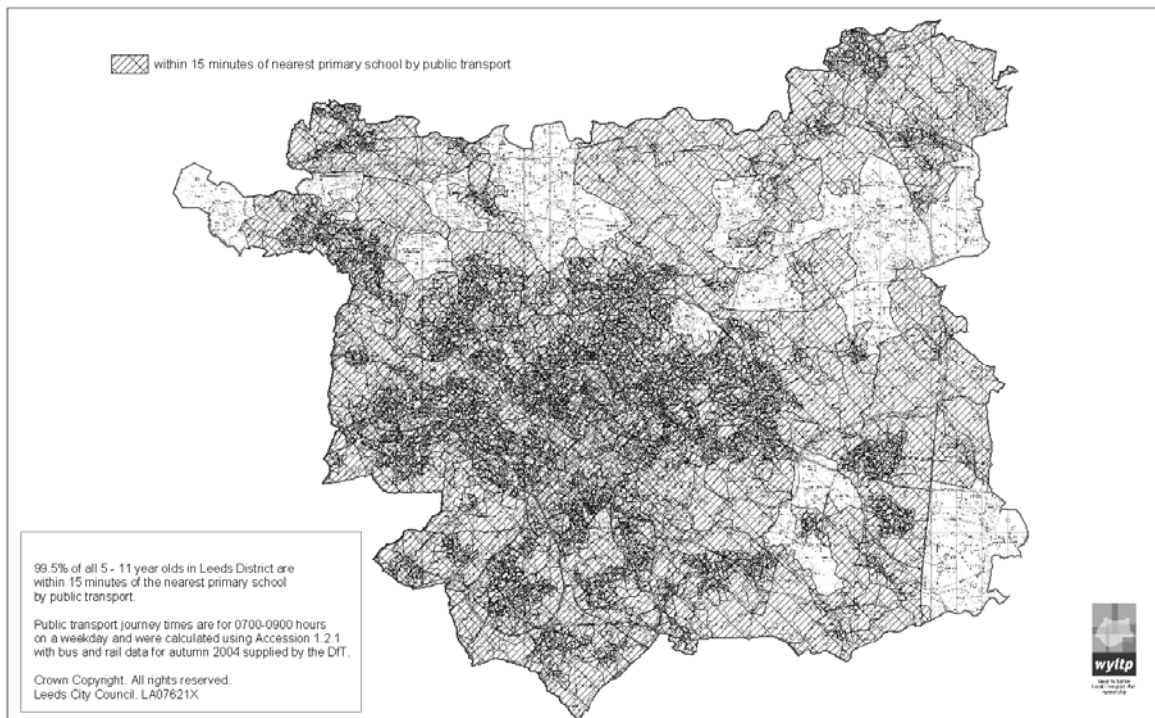


Figure 2

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

4.5.2 The City Council's Parks and Countryside Division (Department of Learning & Leisure) manage about 150 sites that would be eligible for Green Flag assessment<sup>13</sup>. There is a programme in place to assess about 50 of these sites a year. An assessment of 46 sites was conducted in 2004 against the Green Flag standard, and a further batch of assessments have been carried out in 2005 (analysis awaited). There is also planned assessment for 2006. A performance indicator has been developed and in 2004 10.8% of sites assessed met the standard for the *field based* assessment only, against a target of 10%. 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 green space and countryside character is not currently available. Planning Policy Guidance Note 17<sup>14</sup> requires local authorities to carry out an audit of open space, sport and recreation facilities and to assess existing and future needs of local communities. This work has not yet been done but a scoping exercise is currently underway to assess the size of an audit for Leeds, when it could be done and the most appropriate way to deliver it. 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

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<sup>13</sup> <http://www.greenflagaward.org.uk/>

<sup>14</sup> [http://www.odpm.gov.uk/stellent/groups/odpm\\_planning/documents/page/odpm\\_plan\\_606902.hcs](http://www.odpm.gov.uk/stellent/groups/odpm_planning/documents/page/odpm_plan_606902.hcs)  
p

greenspace deficiency as measured against Policy N2 of the Adopted UDP. Table 10 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 (ie. same community area) as the developments that generated the funding. Apart from on residential schemes themselves, the opportunity to create new greenspace is rare and the majority of greenspace S.106 receipts is invested in raising the quality of existing greenspace. This balance may change in the light of future policy directions.

	<b>Income 2002 / 03</b>	<b>Income 2003 / 04</b>	<b>Income 2004 / 05</b>	<b>% of Income 2004 / 2005</b>	<b>Acct. Balance April '05</b>
<b>Greenspace</b>	£1,358	£1,384	£1,169	49	£4,379
<b>Supertram</b>	£665	£218	£483	20	£1,981
<b>Affordable Housing</b>	£371	£1,584	£299	13	£3,378
<b>Community Benefits</b>	£319	£241	£89	<1	£384
<b>Other</b>	£603	£725	£352	15	£1,025
<b>TOTAL</b>	<b>£3,316</b>	<b>£4,152</b>	<b>£2,392</b>	<b>100</b>	<b>£11,147</b>

*Money in £1,000s*

**Table 10**

- 4.5.5 Although over £1.1 million was received for greenspace in 2004 / 2005, only half this amount (around £634,000) was committed to projects. Efforts are underway to reduce the levels of under-commitment but it is inherent in the system that it will usually be significant. For example, the small size of many contributions makes it difficult to commit them to schemes without a degree of consolidation into larger sums.
- 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 recent appointment of a Planning Agreement Manager is intended to coordinate the Section 106 process and to implement lasting process 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.

## **4.6 Environmental Issues**

### **Minerals**

- 4.6.1 Two ODPM Core Indicators relate to aggregate production. Eight sites in Leeds contributed towards the 1.2 mt of primary land-won aggregates (ODPM Core Indicator 5a) sold in West Yorkshire in 2003, the latest figures published by the Regional Aggregates Working Party (RAWP). Their report did not include any figures at District level and such detailed figures are usually withheld because of issues of commercial confidentiality.
- 4.6.2 Core Indicator 5b concerns the production of secondary and recycled aggregates. In the region this includes power station ash, metal slag and colliery spoil. Figures are only available at regional level, classified by source. There is no significant source of this material in Leeds.
- 4.6.3 The City Council is assisting the contractor currently working on a study of sand and gravel reserves at regional level. It is anticipated that next year's AMR will report on the results of this as they relate to Leeds.

### **Waste Management**

- 4.6.4 The first integrated waste management strategy for Leeds was adopted in 2003 and was intended to guide the Council through to a review in 2006. That review has now taken place particularly in relation to the recovery of waste. Subject to stakeholder consultation, once adopted this updated strategy will be used to inform the procurement of an integrated waste management contract for Leeds City Council.
- 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 Indicator 6b seeks information on the amount of municipal waste arising, and managed by management type, and the percentage each management type represents of the waste managed. Table 11 sets out this information, with comparable figures for five previous years. This shows the steady rise in the total amount of waste dealt with over the last few years and also the increase in the amount recycled, which has risen from 8% in 1999 – 2000 to 20% last year.

Management Type	1999 – 2000	2000 – 2001	2001 – 2002	2002 – 2003	2003 – 2004	2004 - 2005	% 2004 2005
Green (Compost)	1,363	1,852	4,965	8,006	7,953	12,644	4
Other Recycled	20,618	22,308	32,737	33,888	40,357	53,570	16
<i>Total Recycled</i>	<i>21,981</i>	<i>24,160</i>	<i>37,702</i>	<i>41,894</i>	<i>48,310</i>	<i>66,214</i>	<i>20</i>
Waste Incinerated	0	0	0	1,293	113	100	<1
Waste Landfilled	254,206	275,080	280,143	284,690	283,828	266,145	80
<b>Total</b>	<b>276,187</b>	<b>299,240</b>	<b>317,845</b>	<b>327,877</b>	<b>332,250</b>	<b>332,459</b>	<b>100</b>

Table 11

### Flooding / Water Quality

- 4.6.7 ODPM'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.
- 4.6.8 It is considered that while this indicator may be adequate at national and regional levels as giving a broad picture of development pressures affected by flood and water quality issues it is unhelpful at detailed local level. In Leeds during the monitoring period there were 23 planning applications that the EA objected to. One major minerals application was objected to on water quality grounds and this was subsequently refused. However, in 21 of the remaining 22 cases the objection was because a Flood Risk Assessment had not been supplied and in one case the Agency felt the Assessment was not adequate. The position at the end of November is shown in Table 12.

Status	% of all	Major application	Minor application
Approved	67	4	10
Refused	10	1	1
Withdrawn	10	1	1
Undecided	14	1	2
Total	100	7*	14

\* plus one being queried with EA

Table 12

4.6.9 Our monitoring and information system at present is not configured to enable retrieval of information on the role that flood risk and water quality issues played in these decisions. Consideration will be given to this in the future. It should, however, be noted that we would require a flood risk assessment in cases where the Environment Agency has drawn attention to this. Any flood risk identified would be weighed in the overall balance of planning considerations on development proposals, and due weight accorded depending on the degree of risk.

### **Biodiversity**

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

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

4.6.12 Indicator 8(ii) relates to change in areas designated for their intrinsic environmental value including sites of international, national, regional, sub-regional or local significance. In the year 2004 – 5 there was no change affecting any such areas. One case is currently in progress concerning the South Leeds School PFI project and its effect on Middleton Woods Local Nature Reserve. This will be reported in the appropriate edition of the AMR when it is resolved.

### **Renewable Energy**

4.6.13 ODPM 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 will form part of the new Regional Spatial Strategy currently being drafted. The RSS will probably include suggested targets for each local authority in the Region and the establishment of appropriate monitoring arrangements will have to be considered in the light of the agreed new RSS.

## **5 Developing the Monitoring System**

### **5.1 Overall Approach**

5.1.1 The approach to monitoring in the new LDF system is considerably more prescriptive and complex than that used for previous development plan systems. It will involve a period in which its implications are absorbed and new monitoring arrangements are developed. In succeeding years the AMR will become more comprehensive and will grow in line with the production of new LDF documents and policies developed with the new arrangements in mind.

5.1.2 In Leeds the outlines of an enhanced monitoring practice are taking shape. This section of the AMR describes briefly some of its features.

### **Policy Testing Mechanism**

- 5.1.3 Any LDF monitoring system has to take account of the fact that the Framework will consist of an integrated collection of related policy documents, each with its own life cycle of development and revision. This is in contrast to previous development plan systems where the whole plan or a revision has been produced at the same time and where, therefore, issues of integrating policies can be dealt with at one time and can be tested at public inquiry as a package.
- 5.1.4 There is therefore a need to ensure that all these pieces of work can be systematically checked during the drafting stage against existing policies. Monitoring of policies will not only be done in terms of themselves but also by checking their performance against other City Council policies, (i.e. are there clashes?) and external factors such as changes in the economy and environment. Analysis of planning appeal results will provide an important steer on the effectiveness of policies.
- 5.1.5 It is proposed to develop a 'tool kit' of advice for policy developers which will help them to make these checks. An early stage in preparing this involves the development of a flow chart which will show the links between the drafting of policies and the need to carry out Sustainability Appraisals and to ensure that policy performance can be monitored. The draft flow chart, Figure 3, shows the close integration needed between these stages. It will form the basis of a series of policy development processes. These will form part of the tool kit and should help make sure that LDF document production is carried out consistently over time.

### **Data Pool**

- 5.1.6 Monitoring information can be an expensive resource. There will be a premium on making the best use of any information collected. It will often be possible to use the same information in different contexts and to avoid cases where essentially the same information is collected for different purpose using slightly different definitions.
- 5.1.7 To ensure that people can easily find out what data is being collected the concept of a data pool is being proposed. Because of the likely differing nature of the material collected the pool will consist essentially of a web-based metadata system. Ways of providing links to the information via this system will be investigated. The data pool will not be confined to information collated by the City Council. There are many agencies generating information relevant to Leeds and its LDF such as the Environment Agency<sup>15</sup> <sup>16</sup>, the Audit Commission<sup>17</sup> and the Office for National Statistics (ONS). In particular, ONS is developing a statistical

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<sup>15</sup> <http://www.environment-agency.gov.uk/yourenv/eff/>

<sup>16</sup> <http://www.magic.gov.uk/>

<sup>17</sup> <http://www.audit-commission.gov.uk/performance/dataprovision.asp>

facility called Neighbourhood Statistics<sup>18</sup> which contains an increasing volume of data on small areas such as electoral wards.

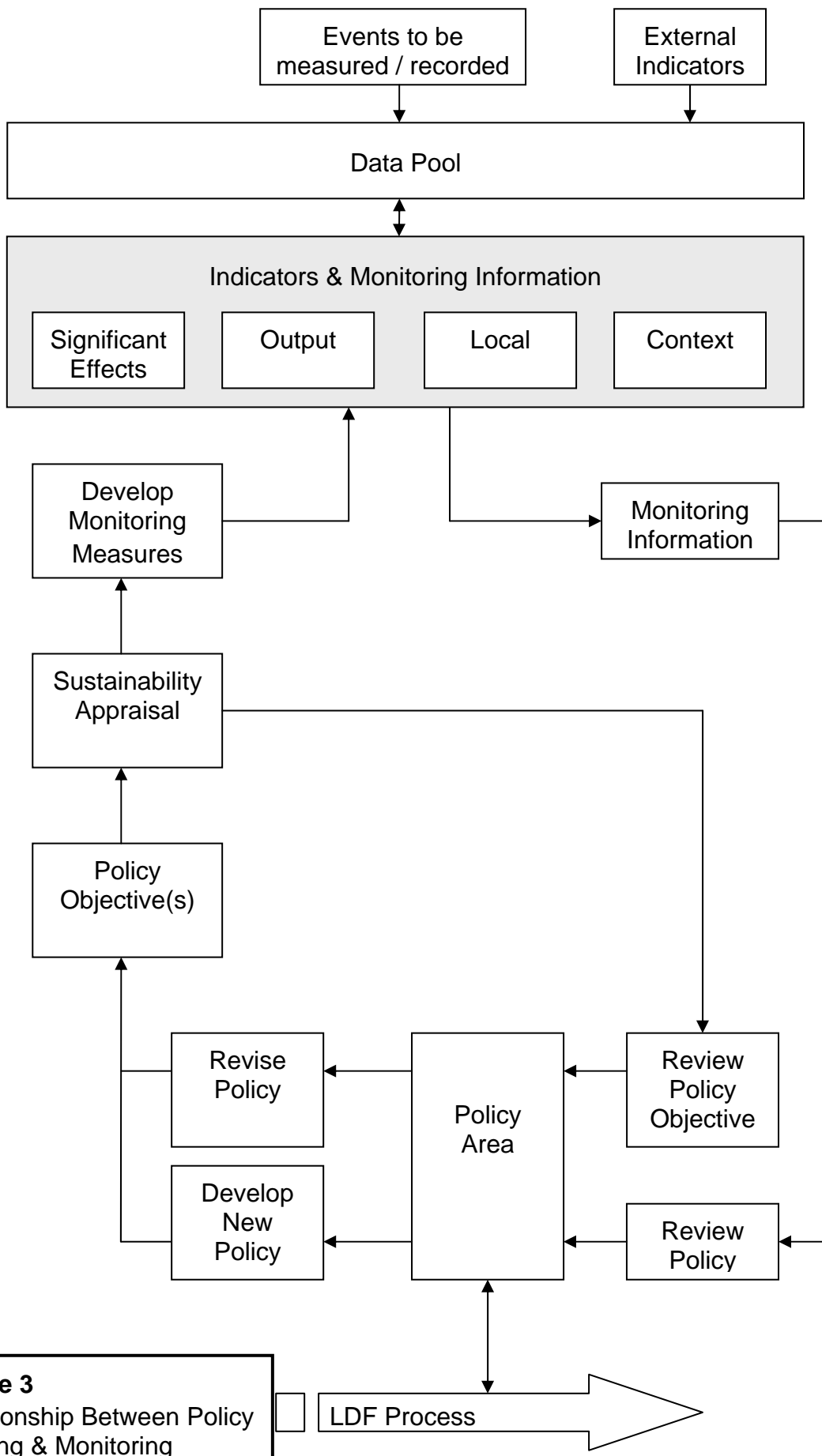
- 5.1.8 Part of the advice in the policy testing tool-kit will be on the steps to take to research and / or develop new information sources if nothing suitable exists in the pool. This advice will cover resourcing issues. There is a risk that commitment to monitoring any particular policy can be hampered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

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<sup>18</sup> <http://www.neighbourhood.statistics.gov.uk/dissemination/home>



5.1.7



**Figure 3**  
Relationship Between Policy Drafting & Monitoring

### Sustainability Appraisals

- 5.1.9 All Local Development Documents will be subject to sustainability appraisals. This will help identify the significant effects that policies in LDDs are likely to have on the social, environmental and economic objectives by which sustainability is defined.
- 5.1.10 The LDF monitoring framework must help identify whether the implementation of policies affects an area as intended. Sustainability appraisal targets will be developed linked to sustainability objectives and related indicators to provide a benchmark for measuring policy effects. A sufficient number of indicators will need to be developed to ensure a robust assessment of policy implementation. Where possible, indicators will draw upon the data pool to make the best use of available resources.
- 5.1.11 The AMR will report upon significant effects that any policy may be having to identify at an early stage any unforeseen adverse consequences of policy implementation and to enable remedial action to be taken.

### Accessing the Evidence

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

### Stakeholder Involvement

- 5.1.15 Public access to LDF documents and the evidence base will also form part of the evolution of the Statement of Community Involvement (SCI). The issue of monitoring will need to form part of stakeholder involvement in policy development and ideas will be solicited on the most effective way of monitoring particular policies or sets of policies. These ideas would need to be related to existing proposals for monitoring and would also have to be considered in terms of relevance, reliability and cost. As a matter of course each AMR will be publicly available and views will be solicited on methodology as well as content.

## **5.2 Monitoring Issues**

- 5.2.1 There are many issues that relate to data collection. Some of these were identified many years ago but have so far proved resistant to solution.

Certain key ones are discussed next as they significantly influence any work programme designed to improve the range and depth of future Annual Monitoring Reports. This work will be carried out in cooperation with the Regional Assembly and with advice from ODPM. Any decisions taken on developing the Council's monitoring system will have to ensure that the information requirements of these two bodies can be met as far as is practicable.

### **Data Definition**

- 5.2.2 Definitional issues become particularly problematic when transferring information between authorities, in particular between a local authority and regional or national bodies who have a wider monitoring remit. As has already been noted the AMR has sought to provide information to satisfy the needs of ODPM and the Regional Assembly, not always successfully.
- 5.2.3 Data definition issues are being investigated as part of the Government supported Planning & Regulatory Services Online (PARSOL) project<sup>19</sup>. PARSOL seeks to develop a common way of transferring data online but the scope of the project is being widened to include issues of data definition. There is little point in agreeing a common computer standard for data transfer if there is no agreement on what information should be collected and how it should be defined. The City Council will attempt to adapt its monitoring work to any consensus that emerges from the PARSOL project.

### **Spatial Differentiation**

- 5.2.4 There is a need to use monitoring information in various contexts. It is recognised that monitoring will need to be done for a variety of areas of Leeds as well as for the city as a whole. For example:
- LDF policies will often relate to specific Local Development Documents (LDDs) or Supplementary Planning Documents (SPDs). These sometimes relate to sub-areas of Leeds such as Area Action Plans and town centres.
  - Individual wards and groups of wards such as those covered by an Area Committee.
  - Zones with particular levels of accessibility to specified facilities. Accessibility will be an important measure of spatial strategies and measuring it will be an important area of monitoring development.
- 5.2.5 Existing monitoring systems are not capable of providing data with sufficiently flexible ways of grouping the information spatially. The City Council is committed to improving the quality of its Local Land & Property Gazetteer (LLPG), which will form the central point of reference for the City Council's address-based information. Work is underway to link such Council information to specific addresses including, most importantly for LDF monitoring, the new business system that processes planning and

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<sup>19</sup> <http://www.parsol.gov.uk/index.html>

Building Regulation applications. This is the principal source of information on new development. It is used to provide data on housing stock and commercial land-use commitments, employment land development and provision of leisure facilities.

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

### **Accessibility Within Leeds**

- 5.2.7 One of the key tests for any developing spatial strategy will be the level of accessibility to various types of land use. There is only one explicit accessibility indicator in the current ODPM Core Indicator list. Indicator 3b requires information on the percentage of new residential development within 30 minutes public transport time of a GP, hospital, primary and secondary school, employment and a major health centre. There is currently no effective way of measuring this in Leeds.

- 5.2.8 The need for such indicators locally is high. Within the LDF it is anticipated that accessibility issues will be important and will include various modes of transport. Currently some work is done in West Yorkshire on accessibility by public transport as part of preparing and monitoring the Local Transport Plan. Examples of measures include:

- **access to school** - 83% and 95% of primary school pupils respectively within 15 minutes and 30 minutes access by bus to a primary school
- **access to hospital** - 70% of households are within 30 minutes by bus

- 5.2.9 Figures are calculated by West Yorkshire PTE (Metro) in conjunction with the Metropolitan Districts using a relatively simple model to measure public transport accessibility. The residential end of trip calculations uses Census Output Areas. Any development work will need to include other modes of travel, including walking and cycling. This will be a major item in the work programme.

### **Resources**

- 5.2.10 A major issue in the development of LDF monitoring will be the cost and availability of resources to do the work. In a city as large and dynamic as Leeds there is a large volume of material to be collected, collated and analysed. The City processes 8000 planning applications and 5000 Building Regulation applications each year. Some monitoring uses attributes of these applications, not always collected during the processing of the applications to produce decisions.

- 5.2.11 An example is floorspace. This is expensive in staff time to measure. Because proposals can change between being submitted and being approved it is not best practice to measure the plans in detail when they are submitted. This inevitably leads to a degree of double handling of plans.

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

## Appendix 1 - Key Indicators

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

### 1a: Amount of land developed for employment by type. (B1, B2, B8 for 2004 / 5)

Development Type	Area (ha.)	Floorspace ( m <sup>2</sup> )
B1 Office	8.02	26090
B1 Other	1.36	3680
B2 Industrial	8.581	30745
B8 Warehousing	1.213	4850
Total	19.174	65365
<i>Note: Extensions not included</i>		

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

Development Type	ha. Developed	m <sup>2</sup> complete
B1 Office	2.36	4460
B1 Other	1.11	2970
B2 Industrial	3.8	14960
B8 Warehousing	0.45	3030
Total	7.72	25420
<i>Regeneration Areas: as defined in the UDP Review</i>		

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

Development Type	Total Land		Total Floorspace	
	Area (ha)	% PDL	m <sup>2</sup>	% PDL
B1 Office	8.02	77.8	26090	67.6
B1 Other	1.36	100.0	3680	100.0
B2 Industrial	8.581	66.4	30745	61.6
B8 Warehousing	1.213	100.0	4850	100.0
Total	19.174	75.7	65365	69.0

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

Type	ha.	%
B1 Office	199.6	29.29
B1 Other	70.8	10.39
B2 & related	380.5	55.82
B8 & related	30.7	4.50
Total	681.6	100.00

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

LDF Core Indicator: 1e Loss of Employment Land to non-employment uses, in Leeds MD and Regeneration Areas				
Apr04-Mar05	Leeds MD		Of which: Regen Areas	
Loss to	ha	No. sites	ha	No. sites
Housing	14.52	45	2.72	4
Retail / other commercial	1.16	1	..	..
Other	.38	1	.38	1
Total Loss	16.06	47	3.10	5
Gain from	ha	No. sites	ha	No. sites
Greenfield Allocations	6.25	5	4.31	1
PDL not in employment use	4.47	9	..	..
Total Gain	10.72	14	4.31	1
Net Loss (Gain)	5.34		(1.21)	

Notes: Losses/Gains based on start of development

Regeneration Areas as defined in the UDP Review

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

14.52 ha.

**2a: Housing Trajectory**

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

Net additional dwellings for the current year

<b>Indicators 2A (i &amp; ii) Output 2000-2005</b>			
	<b>2000-2005</b>		<b>2004-5</b>
	<b>Total</b>	<b>Annual average</b>	<b>Total</b>
New build	11286	2257	2610
Conversion	1823	365	314
Demolition	2480	496	291
Net change	10629	2126	2633

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

**Indicator 2A (iii) Output 2005-16**

	<b>Total</b>	<b>Annual Average</b>
New build & conversion	33051 - 38169	3005 - 3470
Demolition	5456	496
Net change	27595 - 32713	2509 - 2974

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

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

1930 dwellings per annum 1998-2016

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

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

1589 dwellings per annum 2005-2016



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

2000 – 2005	84%
2004 – 2005	92%

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

	2000-2005	2004-2005
Less than 30 dwellings per hectare	22	10
30-50 dwellings per hectare	29	22
Over 50 dwellings per hectare	49	68

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

New build and conversion

2000 – 2005	240 annual average
2004 – 2005	216

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

No data available for Leeds, re. para. 4.4.4 of AMR

**3b: Percentage of new residential development within 30 minutes public transport time of a GP, hospital, primary and secondary school, employment and a major health centre**

No data available for Leeds, re. para. 4.4.3 of AMR

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

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

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

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

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

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

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

No data available for Leeds, re. para. 4.6.1 of AMR

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

No data available for Leeds, re. para. 4.6.2 of AMR

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

No data available for Leeds, re. para. 4.6.5 of AMR

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

Management Type	2004 - 2005	% 2004 2005
Green (Compost)	12,644	4
Other Recycled	53,570	16
<i>Total Recycled</i>	<i>66,214</i>	<i>20</i>
Waste Incinerated	100	<1
Waste Landfilled	266,145	80
<b>Total</b>	<b>332,459</b>	<b>100</b>

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

14 /15/ , but see commentary in para. 4.6.8 of AMR

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

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

No data available for Leeds, re. para. 4.6.11 of AMR

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

No data available for Leeds, re. para. 4.6.12 of AMR

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

No data available for Leeds, re. para. 4.6.13 of AMR



# **Integrated Waste Strategy 2005-2035**

**DRAFT**

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**1. FOREWORD**

TO BE INCLUDED FOLLOWING EXECUTIVE BOARD APPROVAL

## 2. EXECUTIVE SUMMARY

### Introduction

The Integrated Waste Strategy for Leeds sets out Leeds City Council's strategic vision and key objectives for waste management over the next thirty years. This version of the Strategy constitutes a scheduled review of the Strategy adopted by the Council in 2003, and builds on the principles established in the original document.

### Our Vision and Mission

Our ultimate aspiration is for zero waste. Zero waste is not an absolute figure, but a target to strive for that encourages new levels of innovation and efficiency. It sees waste as a resource to be exploited through re-use, recycling and recovering value. The principles of zero waste are:

- Reducing consumption
- Reducing growth in waste per household
- Ensuring that products are made to be re-used, repaired, recycled or composted
- Maximising recycling
- Minimising residual waste

The goal is to minimise and ultimately eliminate waste. Zero waste cannot be achieved by local government alone, as it involves all sectors of the supply chain from design, production, manufacturing, packaging, etc, through to retail and final consumption. However, Leeds City Council can take a lead by raising awareness in the local community and encouraging community, business and householder participation.

**Our vision is of a zero waste city, where we reduce, re-use, recycle and recover value from all waste, and where waste becomes a resource.**

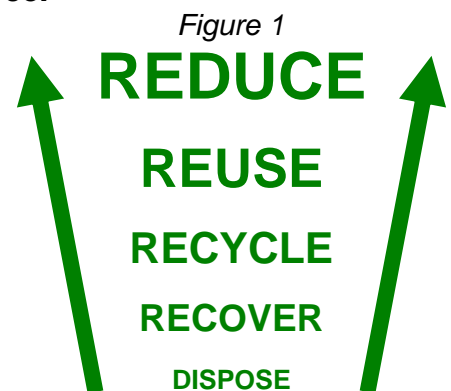
We aim to achieve this by exploiting every practicable opportunity to drive waste management up the Waste Hierarchy (see Figure 1 opposite), with the reduction of growth in waste providing a primary focus.

We will exercise our influence over the management of waste from other sectors through lobbying for change and through partnerships to develop integrated and sustainable waste management solutions.

### Key Pressures and Targets

As clearly stated above, reducing the historically high growth in waste provides a primary focus for the Waste Strategy for Leeds, and a range of policies and initiatives to achieve this aim are set out in the Strategy. Our specific aim is to **reduce annual growth in municipal waste in Leeds to 0.5% per household by 2016.**

Recycling remains a key priority for Leeds City Council, and the Authority and the people of Leeds received national recognition for the household waste recycling rate of 19.6% achieved in 2004/5. However, we will need to deliver further improvements if the statutory recycling targets of 30% by 2010 and 33% by 2015 are to be met. Our aim is to achieve a **recycling rate of 40% by 2020.**



In addition, European Parliament and UK Government legislation and targets now mean that local authorities will have to develop plans for the diversion of significant proportions of municipal waste from landfill. Landfill is a major contributor to harmful greenhouse gases, and failure to meet these targets may result in massive financial penalties.

Leeds City Council landfilled over 80% of the 375,000 tonnes of waste that it collected in 2004/5, and has therefore been evaluating major new alternatives for moving away from this form of disposal towards treatment methods that recover value from our waste. Our aim is to achieve the **recovery of value from 90% of our waste by 2020**.

### Strategy Principles and Objectives

The three following key principles run throughout the Strategy:

- *Sustainability* - to develop and promote sustainable waste management;
- *Partnership* - to work in partnership with communities, businesses and other stakeholders to deliver sustainable waste management;
- *Realistic and Responsive* - to ensure that the Strategy is realistic and responsive to future changes.

The key objectives of the Strategy can be summarised as follows:

- To move waste management up the waste hierarchy, with particular focus on reduction;
- To manage waste in ways that protect human health and the environment:
  - Without risk to water, air, soil, plants and animals;
  - Without causing a nuisance through noise or odours;
  - Without adversely affecting the countryside or places of special landscape, townscape, archaeological and historic interest;
  - Disposing of waste at the nearest appropriate installation, by means of the most appropriate methods and technologies.
- To develop integrated and sustainable waste management services, that are flexible and have optimal end-to-end efficiency;
- To exceed Landfill Allowance Trading Scheme (LATS) targets;
- To meet statutory and local 'stretched' recycling and composting targets;
- To provide a waste solution that is affordable and delivers best value;
- To stimulate long-term and certain markets for outputs in order to promote local and regional self-sufficiency.
- To increase community cohesion by recognising the links between crime and the environment and improving access to services based on local needs.

### Key Themes and Policies

<b>Key Theme 1 – Education and Awareness</b>	
Aim - To change the culture and behaviour of the people of Leeds to make a positive step change in waste prevention and recycling.	EA1 – To encourage active participation EA2 – Provide feedback on how well we are doing EA3 – Integrate education and awareness into all waste services EA4 – Seek views to inform future decision making EA5 – Link into other strategies, plans and policies

<b>Key Theme 2 – Waste Prevention</b>	
Aim – To reduce the amount of waste produced and maximise the reuse of municipal waste materials.	WP1 – Empower consumers WP2 – Explore incentives for waste prevention WP3 – Minimise and reuse Leeds City Council’s waste WP4 – Reduce the annual growth in waste per household to 0.5% by 2016
<b>Key Theme 3 – Market Development and Procurement</b>	
Aim – To work in partnership to develop local markets and encourage the development of secondary material industries.	MDP1 – Strive to stimulate new and emerging businesses to reuse items or reprocess materials and support existing businesses who want to move into this field. MDP2 – Increase the Council’s use of recycled materials MDP3 – Promote products made from reused, recycled or recovered materials MDP4 – Seek markets for the materials produced through the Council’s waste management service
<b>Key Theme 4 – Recycling and Composting</b>	
Aim – To maximise recycling and composting of municipal waste within the limits of practicality and affordability to complement our efforts to prevent waste.	RC1 – Provide appropriate, convenient and accessible collections of recyclables from every household in the City RC2 – Improve composting through household waste sites and explore kerbside collection services RC3 – Extend the range of materials collected RC4 – Strive to recycle and compost 40% of municipal waste by 2020
<b>Key Theme 5 – Medium and Long Term Recovery Options</b>	
Aim – To meet our recovery targets over the medium and long term	R1 – Provide information on the recovery technology R2 – Deliver an Energy from Waste Recovery facility for municipal waste generated in Leeds R3 – Complete an Environmental Impact Assessment on the proposed Energy from waste facility R4 – Strive to recover 90% of municipal waste by 2020
<b>Key Theme 6 - Enforcement</b>	
Aim – To support the objectives and policies of the Strategy through enforcement where appropriate	EF1 – Develop waste specific enforcement policies EF2 – Use enforcement as a last resort after all efforts to educate and support have been pursued
<b>Key Theme 7 – Limiting Landfill</b>	
Aim – To limit the amount of waste disposed to landfill	L1 – Minimising our need for municipal waste landfill, with a long term aspiration of zero waste to landfill L2 – Landfill no more than 10% of municipal waste by 2020
<b>Key Theme 8 - Planning</b>	
Aim – To assist with meeting the requirements of sustainable waste management through the existing UDP and emerging LDF process	P1 – Assist with and influencing the contents of the Local Development Framework, particularly the waste Development Plan Document P2 – Identify sites and obtain planning permission for municipal waste facilities P3 – Explore the development of a Sustainable Energy Park.
<b>Key Theme 9 – Commercial and Industrial Waste</b>	
Aim – To drive commercial and industrial waste up the waste hierarchy.	CI1 – Partner with stakeholders to explore ways to promote sustainable management of commercial and industrial waste CI2 – Lobby for the prevention of waste CI3 – Leeds City Council as exemplar CI4 – Partner with the EA to improve our data on commercial and industrial waste



## Consultation

This draft of the Integrated Waste Strategy for Leeds has been developed in consultation with a wide range of stakeholders. Once approved by the Council's Executive Board, it will be subject to further extensive stakeholder consultation before being adopted. Further information on plans for consultation can be found in Section 4.

### 3. INTRODUCTION

The Integrated Waste Strategy for Leeds 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 this Strategy. The action plan contains the detail of how the Strategy will be delivered, and this will be updated on an annual basis.

The first Integrated Waste Management Strategy for Leeds was adopted in 2003 and was intended to guide the Council through to a review date in 2006. The Strategy has now been reviewed, particularly in relation to waste 'recovery' (or the recovery of value from waste). This document is the result of that review and will be the subject of extensive stakeholder consultation before being adopted.

Once adopted, the updated Strategy will inform the procurement of an integrated waste management contract for the Council. This contract will span 25-30 years and the Strategy must reflect this. However, the Strategy will be subject to regular review.

Leeds has significantly increased its levels of recycling, gaining national recognition for its performance against recycling targets, but further action is required to divert waste away from landfill. The amount of waste generated continues to grow annually, and the costs of dealing with it are rising. Local authorities and the business community are now obliged to act to effect positive change and to promote how they prevent (through minimisation and re-use), recycle and compost, recover and dispose of waste.

Municipal waste is only a part of the overall waste generated in the City. Some of the activities detailed in this Strategy relate to areas within the direct control of the Council. Other activities are dependent on businesses and local communities accepting their responsibilities, with the Council acting in its role as community leader.

The Strategy outlines the need for change and the current waste management position for the City and for the Council. It sets out the key principles for delivering integrated solutions for waste management over the next 25 to 30 years, and describes the nine key themes for taking the principles forward and the policies for delivering sustainable waste management. These policies link directly into the action plan for the Strategy. The Strategy includes proposals for monitoring and review, and the sets out the key milestones in the Strategy's delivery.

A Glossary of commonly used words and terms is included at the back of this document to aid the reader.

#### **Key Definitions:**

*Waste*, in the context of this Strategy, refers to controlled waste (i.e. that which must be managed and disposed of in line with waste management regulations).

*Municipal waste* is waste collected by the Council, and consists primarily of waste from households.

*Non-municipal waste* is that collected from commerce and industry, construction and demolition, and also includes hazardous wastes.

These terms are defined in more detail in the Glossary at the end of this document.

## 4. CONSULTATION

This draft of the updated Waste Strategy has been informed by a broad range of opinion gathering. Views were sought from a range of stakeholders including the public (through the 'About Leeds' newspaper and the Citizens' Panel), the Leeds Initiative, Elected Members and environmental organisations. It has also been the subject of two Scrutiny Board Inquiries, one into recycling and the other into the recovery solution and the Strategy as a whole. It is now subject to a period of formal consultation that is scheduled to close in May 2006.

To ensure that we seek feedback from as many relevant people as possible on the various aspects of the revised Integrated Waste Strategy for Leeds, Leeds City Council will be consulting with stakeholders and interested parties from across the City. We will be making a full copy of the document available:

- In Leeds Central Library
- In all fifteen One Stop Shop Centres across the city
- On our website, [www.leeds.gov.uk](http://www.leeds.gov.uk)
- To key environmental organisations

We will also be:

- Attending community events and forums (Education and Awareness Officers)
- Rolling out a series of roadshows and displays in Leeds to answer questions
- Making a question and answer form available at [www.leeds.gov.uk](http://www.leeds.gov.uk)
- Consulting with residents via the Citizens' Panel
- Presenting relevant information to acknowledged hard-to-reach groups
- Engaging with the Leeds Youth Parliament

Comments on the Integrated Waste Strategy for Leeds can be e-mailed to [cs.communication.city.services@leeds.gov.uk](mailto:cs.communication.city.services@leeds.gov.uk), or sent to:

*Freepost RLXJ-ZYHY-GRSG  
Waste Strategy Consultation  
City Services (Performance Management Section)  
Knowsthorpe Gate  
Leeds  
LS9 0NP*

## 5. THE NEED FOR CHANGE

The context for waste management is changing. It is a complex issue for the Council and other stakeholders to deal with. The key factors driving the need for change are:

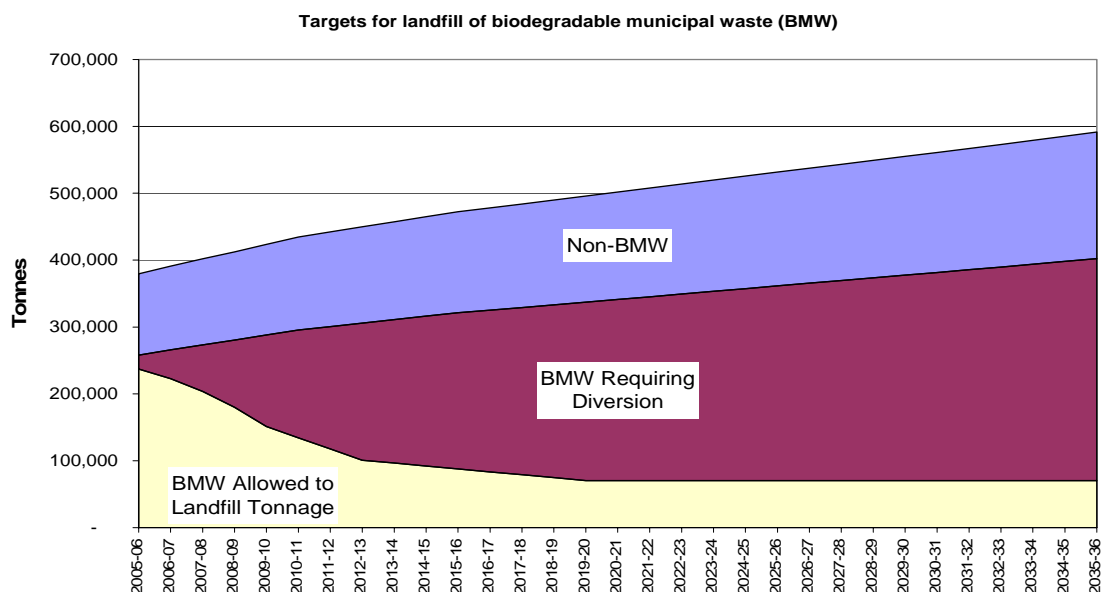
- The need to ensure sustainable development
- The increasing legislation being introduced to achieve sustainable waste management
- Meeting targets set by Government and the European Union
- Uncertainties over future growth in waste
- The significant financial implications for local authorities

• **The need to ensure sustainable development** - this Strategy forms part of a city-wide response to the concern that we need 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.

• **The increasing legislation being introduced to achieve sustainable waste management** - concern over growing environmental damage has led to international targets to reduce greenhouse gas emissions and other environmentally harmful effects. These targets, in turn, have resulted in European and national policy and legislation, much of which impacts on the production and management of waste.

• **Meeting the targets set by the Government and European Union** - the key policies and legislation set by national and European government have, in turn, been translated into stretching targets for local authorities. In Waste Strategy 2000, the Government has set out the targets that it expects local authorities to achieve in waste management (see Table 1). In addition, the EU has set limits on the amount of biodegradable municipal waste that can be sent to landfill. Meeting these targets alone will require a step-change in our performance and in the way in which we manage our waste. Figure 2 illustrates the significant shift required away from landfill to recovery and recycling for biodegradable municipal waste (BMW) in Leeds.

Figure 2



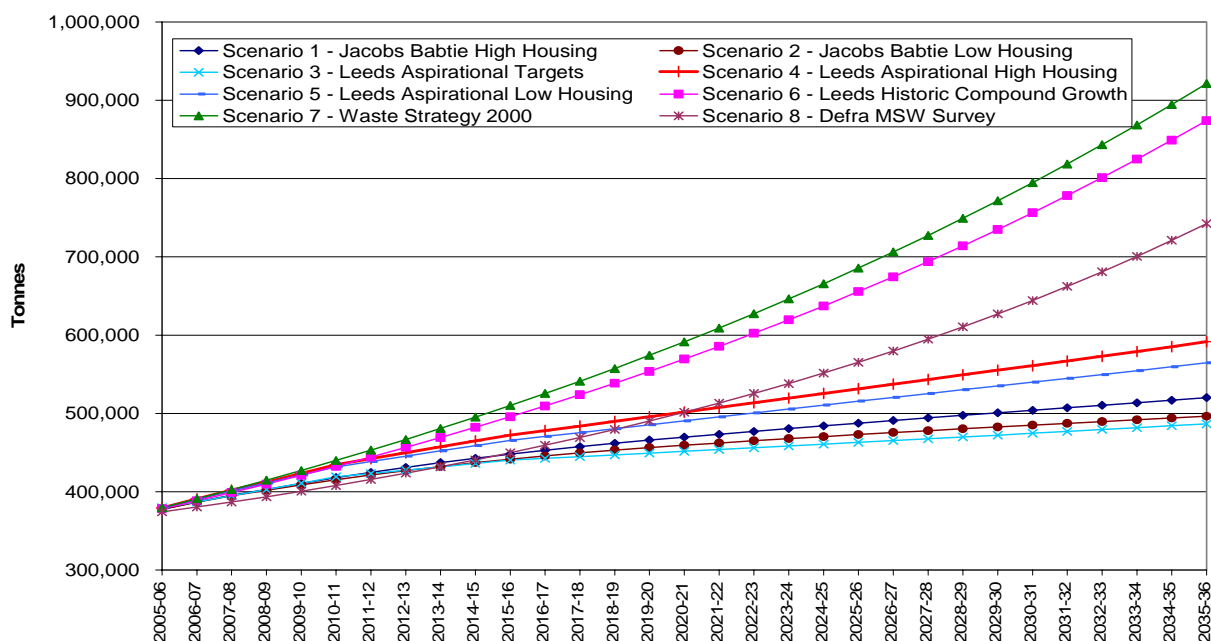
The main targets affecting local authorities are set out in Table 1.

Table 1

UK Government (these targets include recycling and composting of household waste)	
For recycling and composting of household waste	30% by 2010
	33% by 2015
For recovering value from municipal waste	40% by 2005/06
	45% by 2010
	67% by 2015
European Parliament	
For limiting landfill of bio-degradable municipal waste	By 2010 we are limited to disposing of 75% of the biodegradable waste figure from 1995, or 151,000 tonnes
	By 2013 we are limited to disposing of 50% of the biodegradable waste figure from 1995, or 101,000 tonnes
	By 2020 we are limited to disposing of 35% of the biodegradable waste figure from 1995, or 70,000 tonnes

• **Uncertainties over future growth in waste** - municipal waste has been increasing at some 3% every year in the UK, slightly above the GDP. The amount of waste is growing annually and costs of dealing with it are rising (see section below). We have seen annual increases in the waste handled by the Council, which has been mirrored by growth in the City and nationally. In planning ahead, we have to make certain assumptions about what is likely to happen to growth in waste. Clearly the amount of waste produced will impact on the cost of waste management and the need for new facilities, as well as the amount of waste requiring treatment to meet the various targets. To this end, together with Jacobs Babbie, our technical advisors, we have modelled a number of scenarios for municipal waste growth in Leeds, as can be seen in Figure 3.

Figure 3



These scenarios incorporate a range of factors, including national and local historical trends, projected household growth and best data on predictions for waste growth per household. There is considerable uncertainty about the extent to which the amount of waste will grow, and this is reflected in the range of outcomes shown in Figure 3. Our current proposed scenario (Scenario 4 in Figure 3) is for a significant reduction in municipal waste growth per household, which will see growth per household reduce to 0.5% by 2016. This is based on increasing pressure through legislation to reduce packaging waste and a growing awareness of the need to change behaviour and attitudes to waste. This preferred scenario also assumes a factor of high growth in households in Leeds. Household growth figures have been provided by the Council's Planning and Economic Policy Team up to 2016, and reflect both planned and projected 'windfall' developments in housing. The higher end of the range of projections for housing growth has been assumed within the model to take account of the fast economic growth currently experienced in Leeds. The elements of household growth and waste growth per household are shown in Figures 4 and 5.

Figure 4

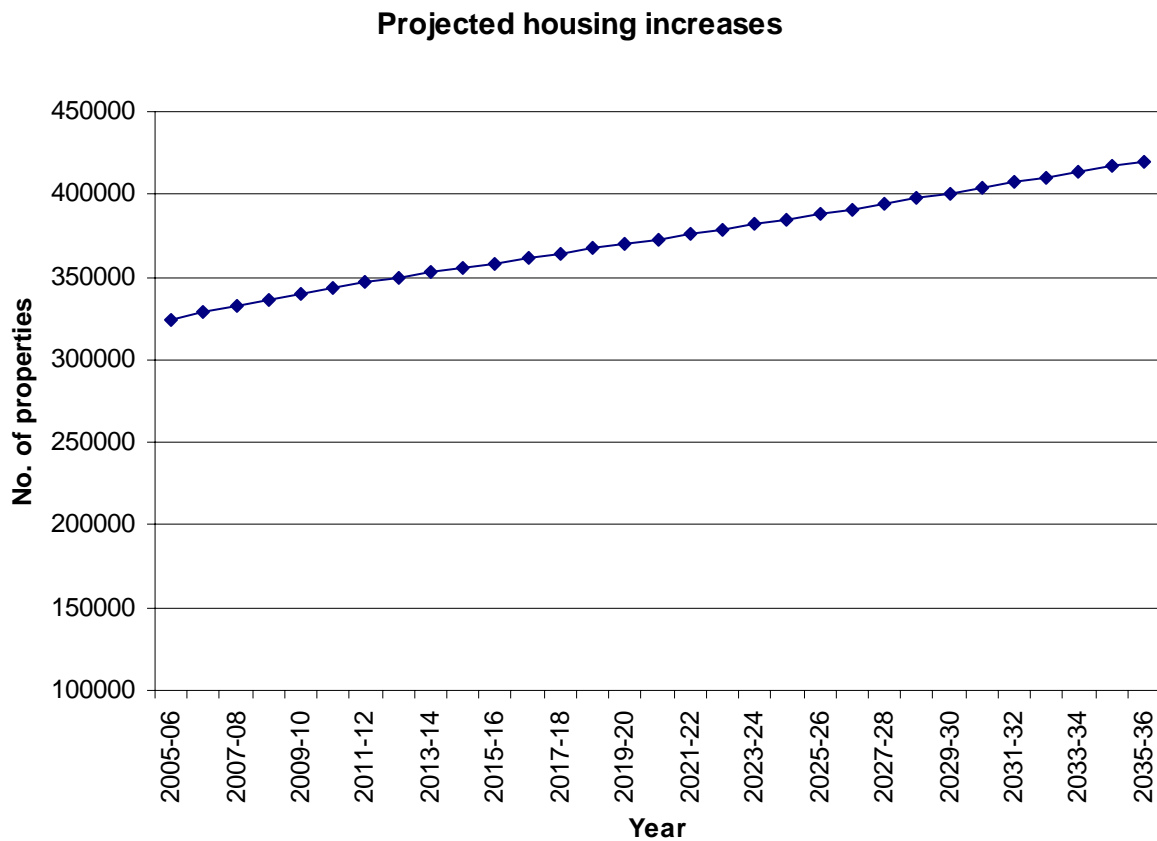


Figure 5

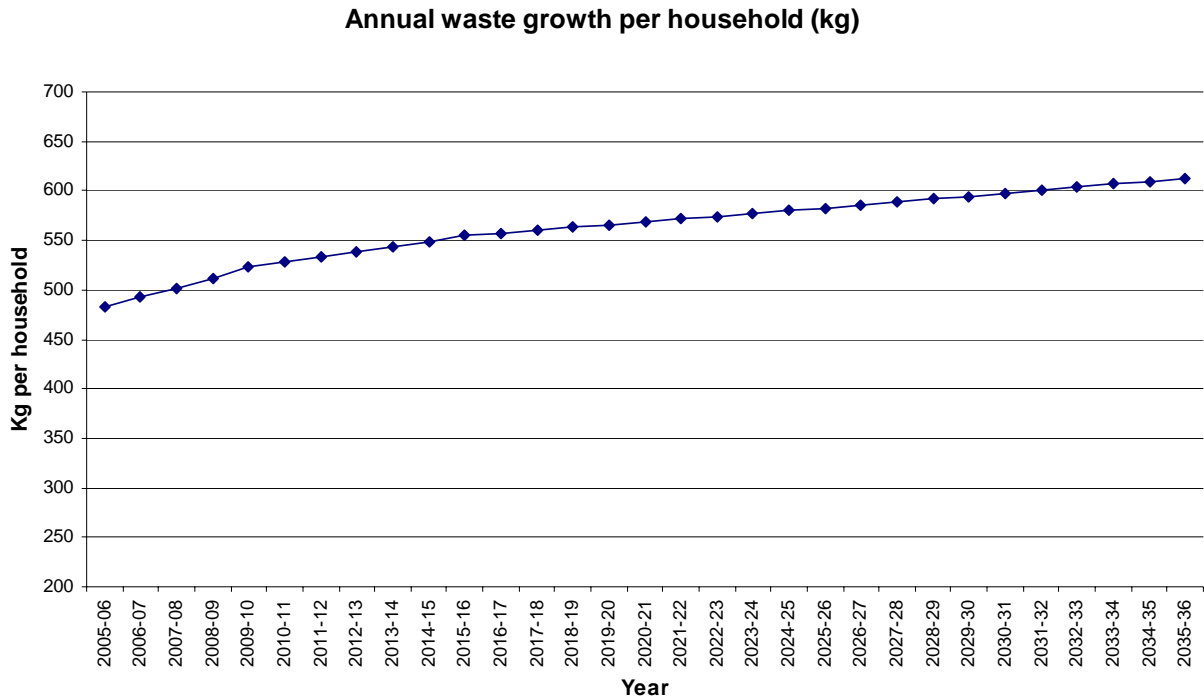
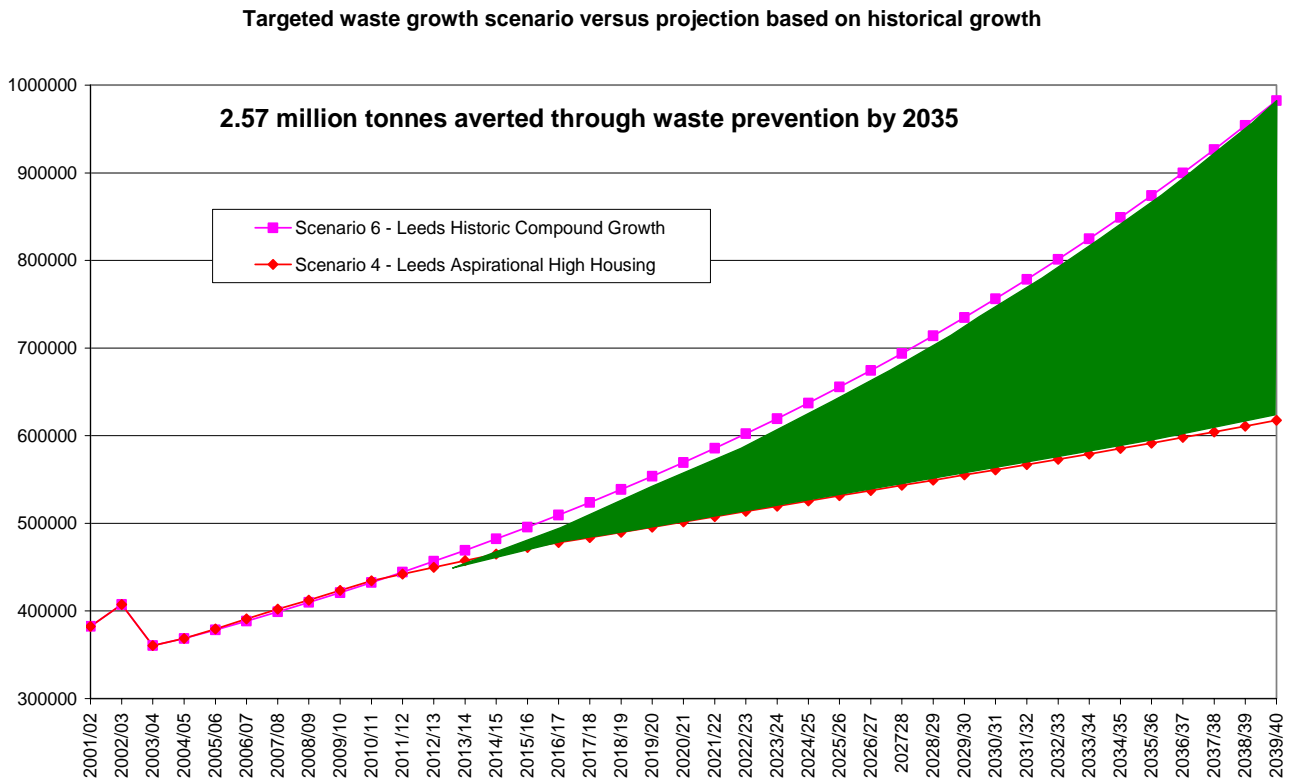


Figure 6 illustrates the long-term impact of the selected growth scenario. This targeted scenario constitutes a reduction in projected waste generation of over 2.5 million tonnes by 2035 as compared to projections based on recent historical growth trends.

Figure 6



- **The significant financial implications for the Council** - whichever route we take, there will be major financial implications for waste management within local authorities. We spend approximately £29.4 million per year on refuse collection and waste management services, which equates to an estimated £92 per household per year. These costs will rise as the amount of waste grows and we change the way we deal with it. The UK Government is now increasing landfill tax by £3 per year. It currently stands at £18 per tonne, and the Government has indicated that this will increase to at least £35 per tonne. This increase represents an increase of £825,000 per year based on current waste levels.

The UK Government has also introduced the Landfill Allowance Trading Scheme (LATS) designed to ensure that the UK meets European targets for the diversion of biodegradable waste away from landfill. The Waste and Emissions Trading Act (2003) provides the legal framework for the scheme and for the allocation of tradable landfill allowances to each Waste Disposal Authority (WDA) in England. These allowances will convey the right for a WDA to landfill a certain amount of biodegradable municipal waste in a specified scheme year. Each WDA will be able to trade allowances with other authorities, save them for future years (bank), or use some of its future allowances in advance (borrow). A fixed penalty of £150 per tonne will be incurred if a WDA breaches its landfill allowances target in the scheme year. Based on our estimates of waste growth and recycling levels, Leeds will have a shortfall of LATS permits in 2008/09. If further action is not taken this would result in costs to the Council of an estimated £217m by 2020.

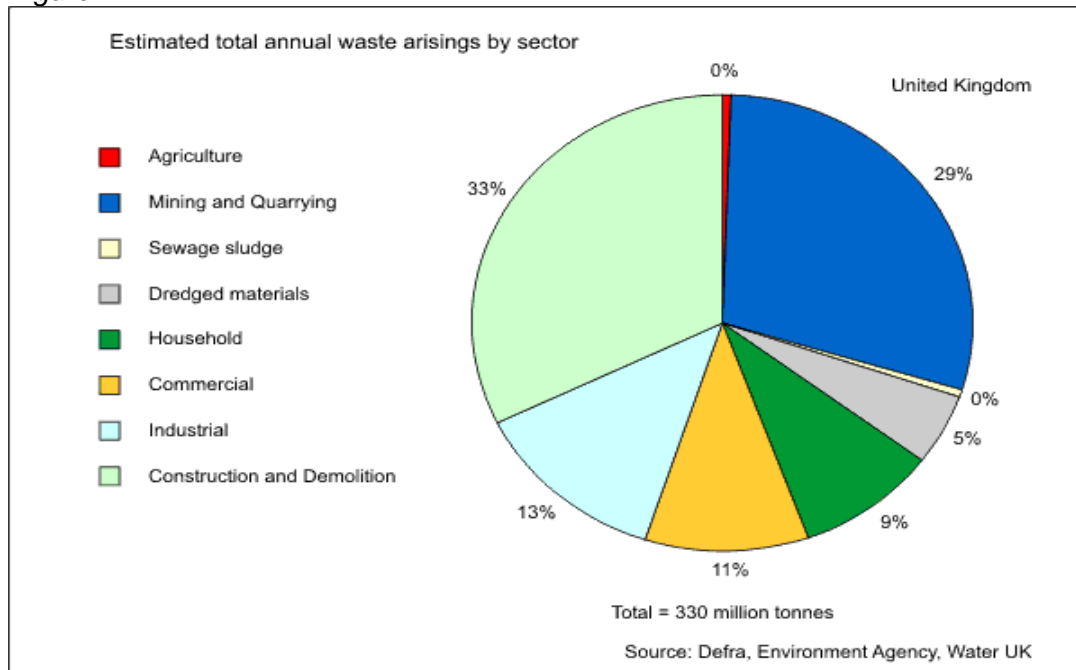


## 6. CURRENT CONTEXT

### National Context

An estimated 330 million tonnes of waste are produced in the UK each year, a third of which is from households, commerce and industry. The remainder is made up of construction and demolition wastes, mining and agricultural wastes, sewage sludge and dredged spoils. Figure 7 illustrates this breakdown in more detail.

Figure 7



Most waste currently goes to landfill, but around 45% of industrial and commercial waste and 23% of household waste is recycled or composted. Under the EU Landfill Directive we must dramatically reduce the amount of biodegradable municipal waste sent to landfill over the next 15 years.

### Regional Context (Yorkshire and Humber)

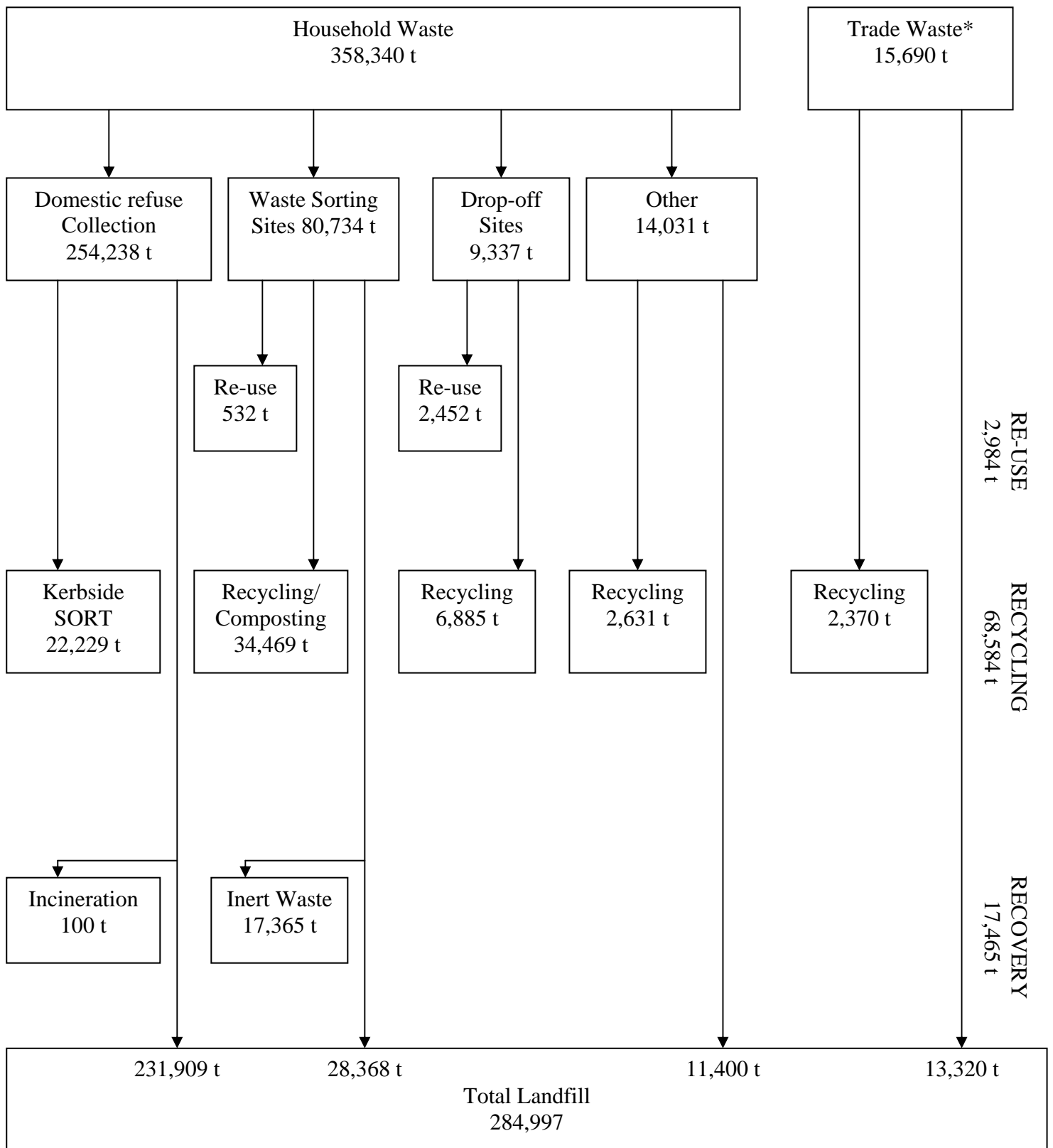
The Environment Agency's Strategic Waste Management Assessments provide consistent, comprehensive, local information about the amounts and types of wastes produced and how that waste is managed. However, they only reflect the regional or sub-regional position and do not show waste flows for Leeds. This lack of waste data is a nationally recognised problem, but national and local data is improving year on year.

Our region produces more commercial and industrial waste than any other (9.5 million tonnes). 45% of this is 'mineral wastes and residues' produced by power stations and steel works, much of which is recycled or re-used. This contributes significantly to the region's high commercial and industrial recycling rates. Municipal waste production is concentrated in West and South Yorkshire (nearly 70% of regional total). These are the only sub-regions which export significant amounts of MSW for disposal. Nearly 90% of the waste disposed of in the region is landfilled, more than 40% of that goes to monofill landfill sites owned and operated by the waste producers (primarily electricity generators and steel works). Around 9% of the waste receives some form of treatment.

# Leeds City Council's Waste Management Operations

Figure 8

Municipal Waste (374,030 tonnes)



\* N.B. -Excludes stock adjustment of 499 t

-From April 2003, the Council ceased to collect all but a minimal amount of trade waste

## Composition of Municipal Waste in Leeds

In order to better understand the make up of our waste Leeds City Council commissioned a composition analysis of the wheeled bins for both general (or residual) waste and recyclables. Figures 9 and 10 below provide a summary of the findings.

Figure 9

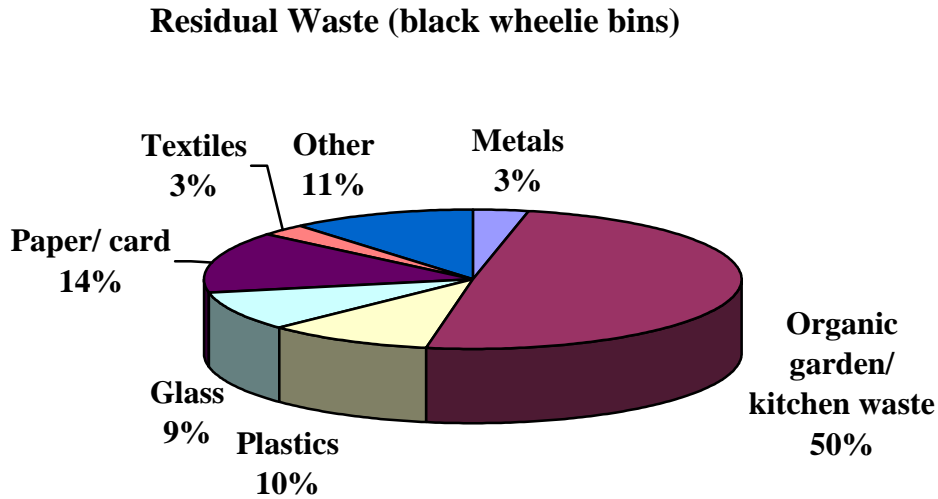
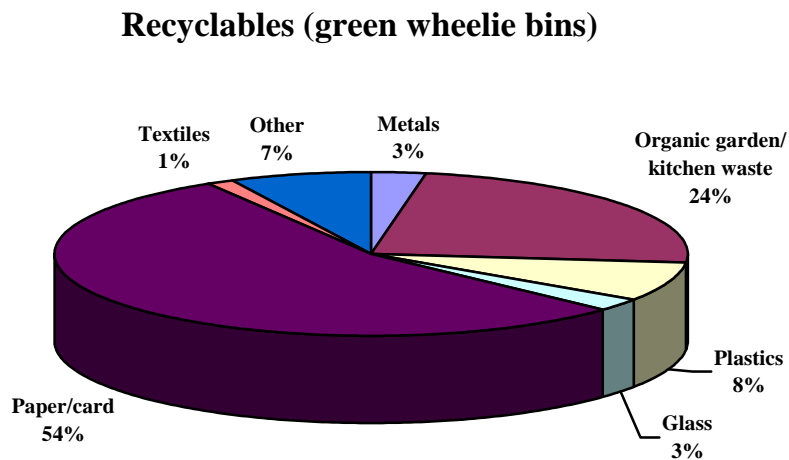


Figure 10



This exercise was carried out in June 2005 and it is our intention to carry out further analysis to take account of seasonal variations, monitor the effectiveness of education and awareness campaigns and the success of future initiatives. However, it clearly indicates the scope for improvements in separation of materials by the public, and this is to be addressed through increasing education and awareness around recycling. The results also show the potential benefits that might be gained in terms of recycling and landfill diversion through introducing new kerbside recycling services such as garden waste collections.

## Leeds City Council Services

### *Reduction*

Waste minimisation is supported through the promotion of real nappies and home composters in addition to the general waste awareness work that is undertaken. A successful real nappy project is ongoing in partnership with Sure Start that has seen new parents offered free trials of real nappies, the introduction of local "Lollipop" representatives to promote and sell real nappies and the "nappuccino" (real nappy coffee mornings) to spread the word. Home composting is supported through publicising the availability of low cost home composters. Although we cannot truly measure the effect of these initiatives, waste growth has slowed in Leeds in recent years.

### *Re-use*

Many products collected through our household waste sorting sites are re-used (see Key Theme section on Waste Prevention for a list of items). This is often done in partnership with local community based organisations. These include Meanwood Urban Valley Farm, Leeds and Moortown Furniture Store, St Jude's Furniture Store, Emmaus, Seagulls and South Leeds Alternative Trading Enterprise. Outlets are also found through charities such as Oxfam and Yorkshire Air Ambulance. Therefore, we are also supporting good causes, as well as diverting this waste from landfill. Well over 20,000 tonnes of potential waste in Leeds were re-used in 2004/5.

### *Recycling*

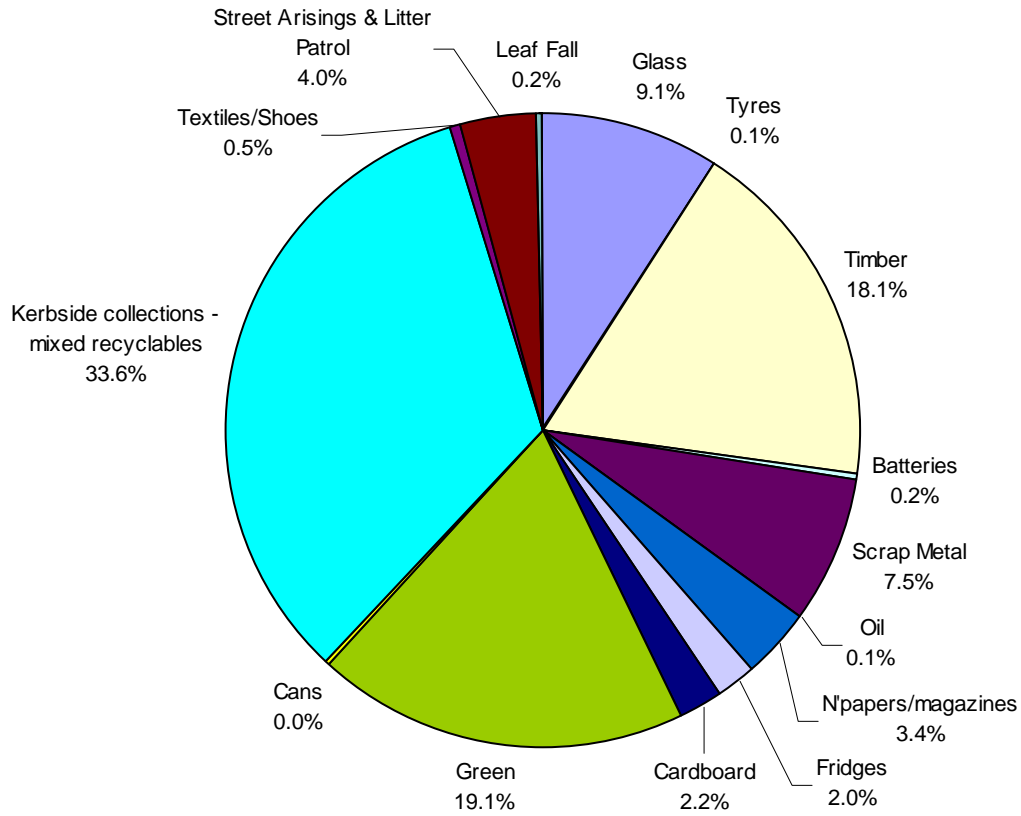
Leeds City Council currently offers kerbside co-mingled recycling to over 88% of households in the City. Those who are unable to accommodate a wheeled bin have the opportunity to participate in the scheme using green bags. Facilities are also available to flats using communal bins for co-mingled dry recyclables and glass. 8,500 households currently benefit from this scheme. Recycling facilities are also available at 11 household waste sites (8 of which have been redeveloped to provide an improved and wider range of recycling facilities and opportunities. In addition, there are over 350 bring sites across the City, providing community based recycling banks.

Street sweepings are recycled for use as an aggregate in cement manufacture and Autumn leaf fall is composted. Twin compartment litter bins have been introduced to allow for the recycling of litter. Recycling and composting levels reached 19.6% in 2004/05 and has exceeded 22% during the current year. In 2005/6 we expect to recycle approximately 80,000. This is a significant improvement over the last 5 years, which has been recognised through the award of "Recycling Target Success" at the National Recycling Awards in 2005. The judges said that, "this sets an example to other big cities".

A breakdown of materials recycled from household waste (including street arisings) is shown in Figure 11.

Figure 11

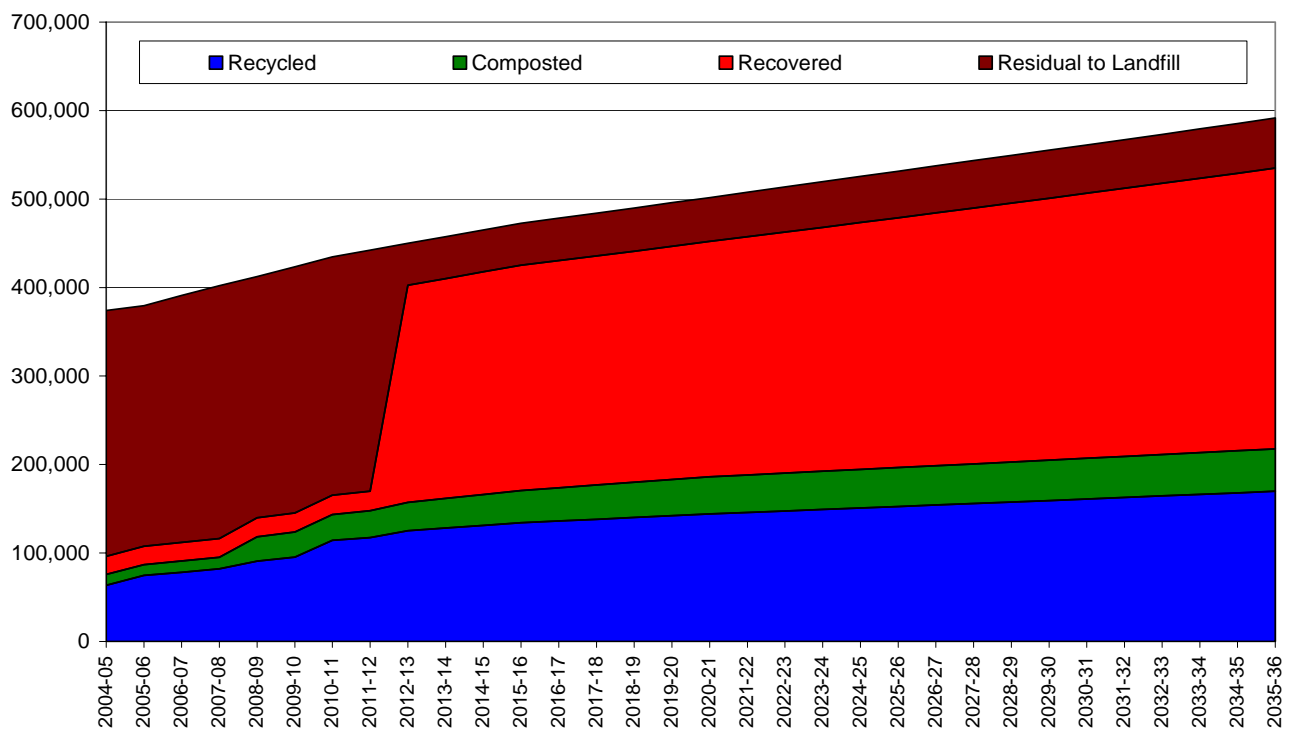
**Leeds Household Waste Recycling in 2004/5 (total = 66,214 tonnes)**



## 7. FUTURE YEARS

Figure 12 illustrates the projected amounts of waste that will be dealt with by the Council over the next 30 years and the likely amounts of waste that will need to be recycled or composted, have value recovered from them, or be disposed of to landfill in order to meet the targets for waste management set within this Strategy. It should be noted that Figure 12 simply shows the impact of the assumptions made within the technical analysis for recycling, composting and recovery, and that some of the material currently shown in the recovery category may be moved further up the Waste Hierarchy (see Section 9) through further enhancements to recycling and composting facilities and services.

Figure 12



## 8. OUR VISION

Our ultimate aspiration is for zero waste. Zero waste is not an absolute figure, but a target to strive for that encourages new levels of innovation and efficiency. It sees waste as a resource to be exploited through re-use, recycling and recovering value. The principles of zero waste are:

- Reduce consumption
- Reducing growth per household
- Ensure that products are made to be re-used, repaired, recycled or composted
- Maximise recycling
- Minimise residual waste

The goal is to minimise and ultimately eliminate waste. Zero waste cannot be achieved by local government alone, as it involves all sectors of the supply chain from design, production, manufacturing, packaging, etc, through to retail and final consumption. However, Leeds City Council can take a lead by raising awareness in the local community and encouraging community, business and householder participation.

### Our Vision and Mission

**Our vision is of a zero waste city, where we reduce, re-use, recycle and recover value from all waste, and where waste becomes a resource.**

- We aim to achieve this by exploiting every practicable opportunity to drive waste management up the Waste Hierarchy (see Figure 13 below), with the reduction of growth in waste providing a primary focus.
- We will exercise our influence over the management of waste from other sectors through lobbying for change and through partnerships to develop integrated and sustainable waste management solutions.

Reducing the historically high growth in waste provides a primary focus for the Waste Strategy for Leeds, and a range of policies and initiatives to achieve this aim are set out in this Strategy. Our specific aim is to **reduce annual growth in municipal waste in Leeds to 0.5% per household by 2016.**

Recycling remains a key priority for Leeds City Council, and the Authority and the people of Leeds received national recognition for the household waste recycling rate of 19.6% achieved in 2004/5. However, we will need to deliver further improvements if the statutory recycling targets of 30% by 2010 and 33% by 2015 are to be met. Our aim is to achieve a **recycling rate of 40% by 2020.** This target is not intended to place a ceiling on our long term ambitions, but to challenge our performance and to inform future planning.

In addition to this, European Parliament and UK Government legislation and targets now mean that local authorities will have to develop plans for the diversion of significant proportions of municipal waste from landfill. Landfill is a major contributor to harmful greenhouse gases, and failure to meet these targets may result in massive financial penalties.

Leeds' recycling rate for municipal waste has been growing significantly over recent years and our rate of waste growth has slowed. However, the Government's latest guidance on municipal waste management strategies states that advice should be sought on realistic expectations of the proportions of waste that can be recycled. Detailed analysis has shown that even the most ambitious of recycling scenarios would not enable us to meet UK Government and European targets without identifying alternative means of diverting waste from landfill.

Leeds City Council landfilled over 80% of the 375,000 tonnes of waste that it collected in 2004/5, and has therefore been evaluating major new alternatives for moving away from this form of disposal towards treatment methods that recover value from our waste. Our aim is to exceed our landfill diversion targets and to achieve the **recovery of value from 90% of our waste by 2020**. Details on the selection of the preferred recovery option for Leeds can be found in the Key Theme section on Medium and Long Term Recovery Options.

Our Strategy has three principles that provide the long term strategic framework for waste management. They reflect the need to develop a sustainable, integrated waste management service that is both responsive and flexible, but within the constraints of cost, legislation and practicality (see Section 9).

The specific policies that take us towards our vision are outlined under the Key Themes in this document (see Section 12), and our actions will be detailed in the action plan that will accompany the final document.



## 9. KEY PRINCIPLES

There are three key principles that are applied across the Strategy. They are *sustainability*, *partnerships* and a *realistic and responsive* approach.

### A. Sustainability - to develop and promote sustainable waste management

A waste strategy is about more than simply disposing of waste. The Council has a responsibility not only to consider the broader impacts of its decisions, but also to influence the decisions of others. A sustainable waste strategy is one that considers the broader social, economic and environmental impacts of waste management to make sure that the solutions provide for a sustainable future. The Waste Strategy has an important role in improving the overall quality of life for the people of Leeds and in breaking the link between economic growth and the growth in waste. This will take a long-time to achieve. Therefore the Strategy must take a long-term view of waste management (i.e. 30 years). Similarly, our actions in Leeds will impact on our neighbours, the region and beyond. We need to be aware of and integrate with others at these levels to make sure that the implications of our actions are clear. This will be achieved by:

- a) Using the Waste Hierarchy as the framework for waste management;
- b) Conducting a thorough evaluation of environmental, social and economic factors by undertaking a sustainability appraisal;
- c) Adhering to the principle of Local and Regional Self-Sufficiency;
- d) Observing the Precautionary Principle - any integrated waste management system must make allowances for the Precautionary Principle, which states that, where there are threats of serious or irreversible damage, lack of full scientific certainty shall not be used as a reason for postponing cost-effective measures to prevent environmental degradation.

#### **The Waste Hierarchy**

*The Council is committed to using the waste hierarchy as the framework for waste management. Using the waste hierarchy will allow us to make sure that our waste management operations are integrated, so that decisions about different waste streams are not taken in isolation. An integrated system considers all elements together, seeking an overall solution that minimises the quantity and hazard of wastes, looks for economies of scale and efficiencies, and maximises the value extracted from waste.*

Figure 13



## ***Strategic Environmental Assessment and Sustainability Appraisal***

We are committed to implementing a strategy for waste management that contributes positively to sustainability and environmental protection. Strategic Environmental Assessments (SEAs) are now required for a range of plans and programmes likely to have significant effects on the environment. The objective of the SEA is “to provide for a high level of protection of the environment and to contribute to the integration of environmental considerations in the preparation and adoption of plans and programmes with a view to promoting sustainable development”. The SEA framework comprises the following key stages:

- a) preparing an Environmental Report on the likely significant effects of the draft plan or programme;
- b) carrying out consultation on the draft plan or programme and the accompanying Environmental Report;
- c) taking into account the Environmental Report and the results of consultation in decision making; and
- d) Providing information when the plan or programme is adopted and showing how the results of the environmental assessment have been taken into account.

Guidance on municipal waste management strategies recommends that there should also be a thorough evaluation of social and economic factors. We have therefore decided to undertake a wider Sustainability Appraisal (SA) which will fulfil the requirements of SEA. The technical scope of the SEA is governed by the requirements of the SEA Directive and the 2004 regulations which require:

- a) A description of the baseline environment
- b) Links between the plan and other relevant policies, plans, programmes and environmental objectives
- c) Identification of existing environmental problems within the policy area
- d) Identification and discussion of the alternatives to be considered in the plan
- e) The plan’s likely significant impacts on the environment
- f) The mitigation measures envisaged
- g) The monitoring measures envisaged

We will be consulting on the findings of the Sustainability Appraisal and the Environmental Report at the same time as consulting on the Integrated Waste Strategy itself (see Section 4).

## **B. Partnership - to work in partnership with communities, businesses and other stakeholders to deliver sustainable waste management**

The Council, acting in its role as community leader, will take a key leadership role in addressing waste issues, but we cannot act alone in developing the Strategy or in delivering effective solutions for dealing with waste. Householders, businesses and other organisations must take their share of the responsibility for the waste that they produce. Working in partnership is key to delivering an effective strategy and will also enhance social cohesion. Partnership working will happen in many different ways and at many different levels. The principal partners that the Council seeks to engage with include:

- UK Government
- Yorkshire Forward
- Yorkshire and Humber Assembly
- Environment Agency
- Chamber of Commerce
- Business Link
- Leeds Environment City Partnership
- Waste Management Industry including contractors
- Relevant groups including Waste Regional Advisory Group (WRAG), Chartered Institution of Wastes Management (CIWM), Recycle North, Core Cities Group, Local Government Association (LGA), Association of Public Service Excellence (APSE), Local Authority Recycling Advisory Committee (LARAC)
- Community and Voluntary Sector
- Other Local Authorities
- Departments within the Council, particularly City Services, Development and Neighbourhoods and Housing
- Citizens of Leeds

We will need to work with these different partners across all areas of action included in and Strategy and action plan. Clearly, different partners will expect different things from us and therefore we will require different approaches for each. The action plan sets out how we will develop partnerships across the range of stakeholders. In many areas we are still exploring the opportunities for partnership. We recognise that we can learn from others. Partners can help us by being involved in monitoring our progress, providing constructive challenge and contributing to the review of the Strategy's progress. We support partners' structured involvement in our monitoring and review processes.

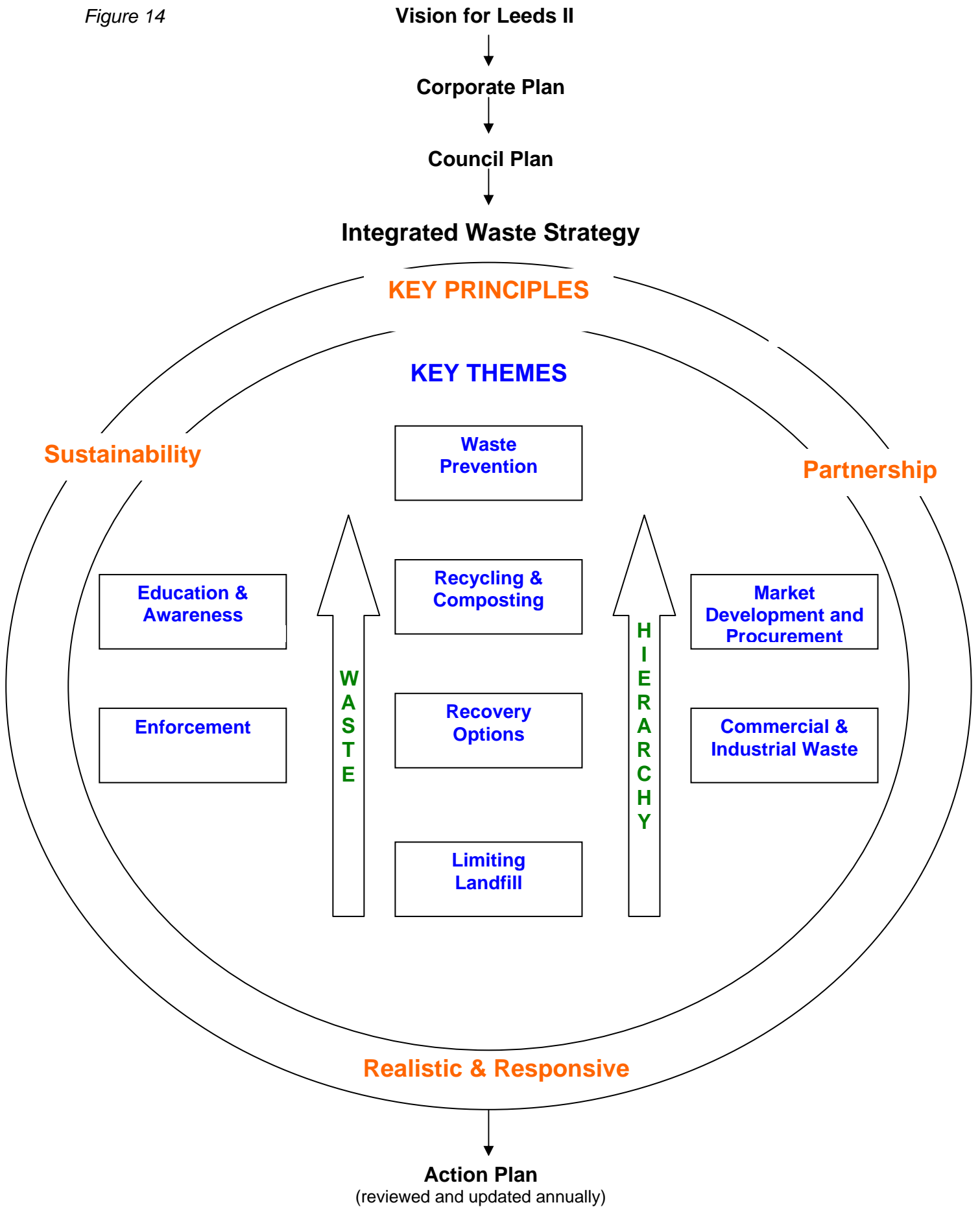
**C. Realistic and Responsive - to ensure that the Strategy is realistic and responsive to future changes**

There are many uncertainties in projecting as far as 30 years ahead; in particular the growth in waste and the markets for materials. The Strategy needs to be flexible and responsive enough to adjust and change in the light of such developments. At the same time we must have realistic aspirations in terms of what can be achieved within available resources. This will be achieved by:

- a) ensuring that waste management solutions are affordable and deliver best value;
- b) responding to changes to Government policy, guidance and targets as well as the ongoing development of national and European legislation;
- c) building sufficient flexibility into waste management options chosen to take account of changes to waste trends, technologies and market;
- d) providing information on changes and assumptions made;
- e) ensuring that we meet the needs of the community and promote an inclusive approach.

# INTEGRATED WASTE STRATEGY – KEY PRINCIPLES AND THEMES

Figure 14



## 10. OBJECTIVES

The objectives of the Integrated Waste Strategy are:

- To move waste management up the waste hierarchy, with particular focus on reduction;
- To manage waste in ways that protect human health and the environment:
  - Without risk to water, air, soil, plants and animals;
  - Without causing a nuisance through noise or odours;
  - Without adversely affecting the countryside or places of special landscape, townscape, archaeological and historic interest;
  - Disposing of waste at the nearest appropriate installation, by means of the most appropriate methods and technologies.
- To develop integrated and sustainable waste management services, that are flexible and have optimal end-to-end efficiency;
- To exceed Landfill Allowance Trading Scheme (LATS) targets;
- To meet statutory and local 'stretched' recycling and composting targets;
- To provide a waste solution that is affordable and delivers best value;
- To stimulate long-term and certain markets for outputs in order to promote local and regional self-sufficiency.
- To increase community cohesion by recognising the links between crime and the environment and improving access to services based on local needs.

## 11. DECISION MAKING FRAMEWORK

We aim to make decisions based on the following principles:

- individuals, communities and organisations should take responsibility for their waste;
- in taking decisions there should be consideration of alternative options in a systematic way;
- effective community engagement should be an important and integral part of the decision making process;
- the environmental impacts for possible options should be assessed looking at both the long and short term;
- decisions should seek to deliver the environmental outcomes that do most to meet the objectives above, taking account of what is feasible and what is an acceptable cost.

## **12. KEY THEMES**

The key themes are the substance of the Strategy and relate directly to the Strategy's action plan through the policies contained within them.

During the review of this Strategy we have made changes to the key themes included. Partnerships were previously covered in both the vision and as a key theme. We feel that the principle of working in partnership is fundamental and pervades all the other themes. For this reason we have chosen to include it as part of our vision for how the strategy will be implemented.

Two new themes have been added in this document, Commercial/Industrial Waste and Enforcement. The issue of Commercial and Industrial Waste was included in the previous strategy within the other key themes. Experience of implementing the Strategy, however, has taught us that this area brings its own unique problems that warrant separate consideration. The Council has limited control or influence over waste from this sector and its role, defined through legislation, is different to the one relating to municipal waste. For this reason it has been decided to dedicate a theme within the Strategy to this area, in order to ensure a greater focus on tackling the specific issues relating to waste from these sectors.

Environmental enforcement has now become integral in our work to protect the environment, and to meeting our targets and aspirations in dealing with waste. Whilst education and awareness raising are always preferable, they have their limits, and enforcement is the next step. Its developing role in this area is therefore recognised within this document.

### **KEY THEME 1 - EDUCATION AND AWARENESS**

**AIM: To change the culture and behaviour of the people of Leeds to make a positive step change in waste prevention and recycling**

Success will be measured by:

- changes in attitude (measured by surveys) and increases in participation in recycling rates.
- reduction in the percentage of commercial/industrial waste landfilled

The success of our Strategy will be underpinned by the active participation of householders and businesses. This requires a significant change in their everyday behaviour if we are to prevent waste from being generated and divert more waste away from landfill. This will take time to happen. Part of our role, as a local authority, is to help to raise awareness of the issues and to educate those affected. We want people in their homes and at work to know about what is happening and to participate in our initiatives. We need to make sure that the public and businesses are informed about the options for waste management, and are able to take part in future debates about how we move forward. We intend to do this in a number of ways:

- Feedback on our progress and performance
- Campaigns and publicity supporting the waste strategy and other relevant plans and policies
- Supporting prevention, recycling and composting initiatives
- Education programmes for children and young people
- Consultation and opinion gathering

All of our proposals contained in the action plan are supported by what we do in this area, as the messages and actions that reinforce, repeat and assist with achieving those other themes will help us to achieve our targets, and, crucially, change all of our behaviours to more sustainable ones. The results of what we do to raise awareness and educate will not be immediately apparent. At the same time, without the active participation of householders in waste prevention and recycling we will not achieve our targets and, consequently, we will be faced with more limited options for dealing with waste in the future

We have established an education and awareness team to carry out these tasks, and we will continue to build on the work that they have started. It is important that we continue to use a range of media to reach the maximum number of people within the population. We will also support diversity within the community by providing material to meet a variety of needs.

Leeds has particular needs, especially because of its high transient population, and it will be necessary to provide long-term campaigns and information on recycling and waste. These need to be supplemented with focused campaigns whenever we improve or change our services. For more information on raising awareness and education, refer to the following:

- [www.leeds.gov.uk](http://www.leeds.gov.uk) for information about Leeds City Council and its activities
- [www.recyclenow.com](http://www.recyclenow.com) for details of the national campaign
- [www.wastewatch.org.uk](http://www.wastewatch.org.uk) for national campaigns run by environmental charities
- [www.encams.org](http://www.encams.org) - Environmental Campaigns (ENCAMS) is the charity which runs the Keep Britain Tidy campaign. ENCAMS works to improve local environments
- [www.defra.gov.uk/environment/waste/index](http://www.defra.gov.uk/environment/waste/index) for information about what the Government is doing on waste
- [www.envirowise.gov.uk](http://www.envirowise.gov.uk) is a Government programme offering free, independent advice on practical ways to minimise waste and convert turnover into profit

## EDUCATION AND AWARENESS

<b>EA1 - Active participation</b>	
We will use education and awareness to drive up the active participation of the people of Leeds in waste prevention, recycling and composting.	The active participation of householders is essential to the success of our waste prevention, recycling and composting initiatives, If people do not take part, we will fail to achieve our targets and this could result in penalties being imposed on the Council, financial or otherwise. A long term commitment to education and awareness is necessary to ensure continued participation.
<b>EA2 - Providing feedback</b>	
We will provide information on how well we are doing in terms of waste prevention, recycling and composting to the people of Leeds on a regular basis.	We will do this because it is important to tell people how well they are doing and to encourage further effort.
<b>EA3 - Linking to education and awareness</b>	
We will strive to ensure that education and awareness is integrated into all waste management services.	We will do this because it is important to promote a greater understanding of what happens to waste through the stages of the waste hierarchy.
<b>EA4 – Informing future decision-making</b>	
We will use the education and awareness programme to help inform our future decision-making. We also need to seek views in order to shape future service developments to best meet the needs of the people who will use them.	This is important because we need to make sure that our decisions on future waste management options are informed by a well-informed public debate as well as being balanced against other objectives and policies.
<b>EA5 - Link into other strategies, plans and policies</b>	
We will influence other strategies, plans and policies to include appropriate statements on waste issues in order to increase awareness and action.	A number of other strategies, plans and policies have an effect on waste management indirectly for example the Local Development Framework, Environment Policy and Climate Change strategy. By including waste issues in other documents where relevant we can have a wider impact on people's behaviour.



## KEY THEME 2 - WASTE PREVENTION

### **AIM: To reduce the amount of waste produced and maximise the re-use of municipal waste materials**

Success will be measured by a reduction in the amount of waste entering the municipal waste stream (through Best Value Performance Indicator BV84); reductions to the rate of growth in municipal waste (over the longer term); reduction in commercial/industrial waste, and improvements to the management of the Council's own waste.

Waste reduction and re-use are the first steps in the waste hierarchy. We have grouped these actions together under the heading waste prevention. Waste prevention has the potential to have far greater environmental, social and economic benefits than recycling. By preventing waste being generated in the first place, we can conserve resources, save energy, reduce pollution, provide cheaper goods and reduce demand for waste treatment and disposal facilities. For these reasons we have made preventing waste a key priority for the Strategy.

Waste reduction can be primarily achieved through encouraging both producer and consumer responsibility for waste. This means encouraging producer responsibility to make them more aware of the environmental impact of the goods they produce and to reduce waste by redesigning products and processes; and working with individuals as consumers to raise their awareness of their purchasing decisions.

Re-use of waste is an important part of the process, as, by stopping material entering the waste stream for processing, it will also impact on the growth of waste. Re-use covers a wide range of actions - as well as using a product again and again, or finding a new use for something, it can also be through borrowing, sharing, hiring, repairing and renting. Reusing is different from recycling because products are not broken down into their raw materials and reprocessed. Re-use is more sustainable because it reduces the use of raw materials, energy and transport.

We currently re-use the following products:

- Furniture
- Mobile phones
- Spectacles
- Soil and Rubble
- Fridges
- Textiles
- Shoes
- Books
- Bicycles
- Paint

There are a number options that the Council can pursue to encourage waste prevention. Many of these options have long pay back periods, with associated investment costs, and do not readily convert into quantifiable reductions in waste. However, it is important to bear in mind that these proposals, combined with our actions to raise awareness and educate, will act on the waste stream to reduce the overall volume of waste. This will have impacts further down the waste hierarchy, as there will consequently be less waste to deal with.

Our aspirational targets for municipal waste prevention are:

- 2% growth per household for the next 5 years (2006 - 2010);
- 1% growth per household for the next 5 years after that (2011 - 2015);
- and 0.5% growth per household from 2016 onwards.

The action plan focuses on the Council's efforts on waste prevention, recognising that much of the work will involve further discussion with those most likely to be affected, such as householders and business. The Council is already committed to supporting home composting and the Real Nappy campaign as priority areas. In each year we will be looking to expand our activities in these areas and to add additional priorities. These will be determined following discussion with partners and with any opportunities to link to what others may be doing. We can do more as an organisation. We are committed to EMAS and good environmental management. We will look to become a model of best practice in how we deal with our own waste. You can find out more about waste prevention (reduce and re-use) from:

- [www.leeds.gov.uk](http://www.leeds.gov.uk) for information about Leeds City Council and its activities
- [www.realnappy.com](http://www.realnappy.com) for information on real nappies and the Real Nappy association

## WASTE PREVENTION

WP1 - Empowering consumers in Leeds	
We will enable the public to take action for themselves on waste prevention	We will support initiatives in each year that focus on the public as, consumers and help them make positive choices about ways to prevent waste.
WP2 - Exploring incentives for waste prevention	
We will evaluate options for providing incentives for waste prevention	We recognise that at times it may be more appropriate to offer incentives for waste prevention. This may be through added benefits and rewards to householders for positive behaviour but also could include ways of discouraging unsustainable behaviours. This will include looking at long term options for changing collection methods (such as alternate week collections) and charging for disposal.
WP3 - Minimising and Re-using Leeds City Council's Waste	
We will strive to identify ways that will enable the Council to make more efficient use of its materials and thus prevent waste. As well as promoting sustainable waste management this will contribute to the Gershon agenda.	The Council will continue to build on its EMAS accreditation to continuously improve its performance with regard to waste it produces.

## KEY THEME 3 - MARKET DEVELOPMENT AND PROCUREMENT

### **AIM: To work in partnership to develop local markets and encourage the development of secondary material industries**

*Success will be measured by the number of market opportunities/outlets for waste, and increased usage of recycled materials by the Council and its contractors.*

Collection of recyclables and the composting of organic wastes is not an end in itself but part of the chain of recycling and reprocessing of used materials into new products or materials for supply chains (waste is not 'recycled' or 'composted' until it is made into something else). This process is sometimes called 'closing the loop'. The reprocessing industry creates useful products out of what was once waste, saves resources and, in most cases, uses considerably less energy and produces less carbon dioxide and other greenhouse gases than if the products were made out of raw materials. It can offer businesses competitive advantage and generate local employment. However, the markets for such materials are underdeveloped in the region and the UK. Markets are also needed for the residues of recovery processes. Many of these materials have further uses which allow for yet more material to be diverted from landfill. These markets are also relatively undeveloped.

The Government is committed to a number of initiatives designed to address these issues, championed through the Waste Resource Action Programme (WRAP), which is promoting the development of new markets and business through research and by supporting projects. As a key part of the Council's Integrated Waste Strategy and Procurement Strategy, we are seeking to assist in market development through exploring options to: develop businesses at a local level and at a regional level; support contractors in developing markets for materials we collect; look at our own purchasing procedures to see if we can encourage greater usage of products made from recycled materials.

The review of the Waste Management section of the Unitary Development Plan has highlighted the need to allocate land for these new secondary industries, and revisions are proposed to support the development of new businesses engaged in processes that assist in closing the loop and in ensuring that construction and demolition wastes are productively used.

Although markets are still relatively undeveloped a growing number of products made from re-used and recycled materials are being produced. The majority of these still serve a niche market but we can support these businesses and attempt to mainstream these products. Their availability should be publicised and their use encouraged.

To ensure innovation and new investment in these industries the concept of developing a planned cluster of local reprocessing and re-use businesses is being pursued across the UK. This type of development is often referred to as a Sustainable Growth Park.

*Where can I find out more?*

— [www.leeds.gov.uk](http://www.leeds.gov.uk) - for the Council's Procurement Strategy

— [www.wrap.org.uk](http://www.wrap.org.uk) - for information about this a not-for-profit company, which is working to promote sustainable waste management by creating stable and efficient markets for recycled materials and products

## MARKET DEVELOPMENT AND PROCUREMENT

MDP1 - Encouraging local market development	
We will strive to stimulate new and emerging businesses across Leeds whose primary purpose is to re-use items or reprocess materials. We will also support existing businesses who want to move into this field.	It is important that local markets are developed for waste materials as this helps us meet our sustainability aims and can provide a significant source of business growth and competitive advantage. We will contribute to Local Development Frameworks to support this aim. We will also provide support and signposting to businesses and developing businesses.
MDP2 – Council use of recycled materials	
We will encourage greater use of recycled materials through the Council's purchasing and procurement processes.	The Council is a significant purchaser of goods and services in the City. It has the opportunity to make use of its own purchasing power to influence suppliers and move towards more sustainable sources for its procurement. We will do this through our Procurement Strategy.
MDP3 – Promote products made from recovered materials	
We will promote products designed for retail or trade use that are manufactured using re-used, recycled and recovered materials	By linking with our education and awareness theme and business and commercial themes we will promote the benefits of these materials and where appropriate promote specific products particularly when they are produced locally.
MDP4 – Seek markets for the materials produced through Leeds City Council's waste management service.	
We will actively partner with our waste contractors to find valuable uses for the materials or residues resulting from any processing or treatment of municipal waste.	Where possible we will structure contracts to encourage the use of these materials and work with contractors to develop, support or seek out these markets. We will also aim to provide consistent outputs that are more marketable.

## KEY THEME 4 - RECYCLING AND COMPOSTING

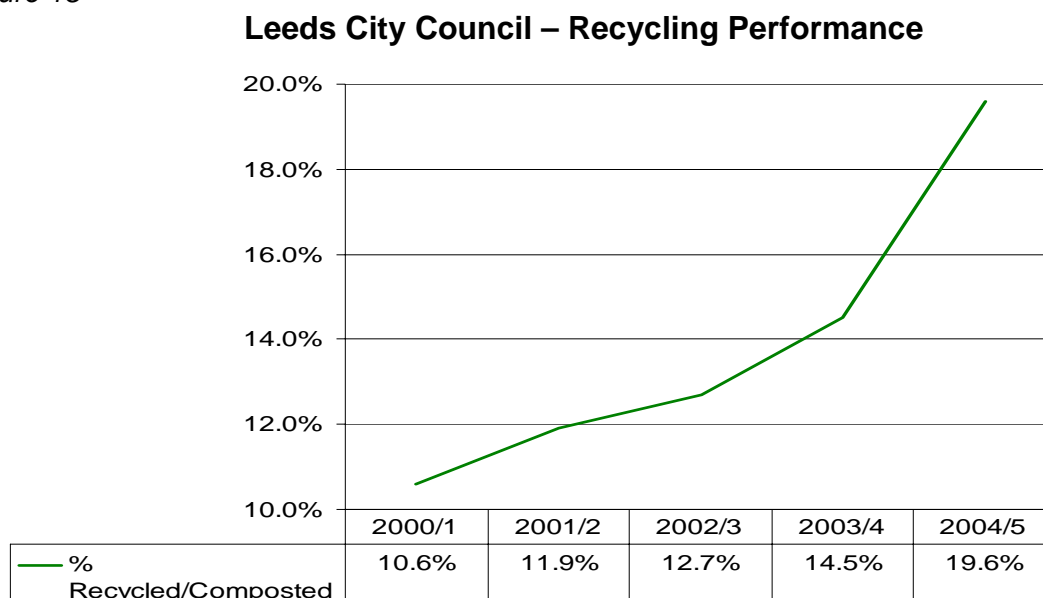
**AIM: To maximise recycling and composting of municipal waste within limits of practicality and affordability to complement our efforts to prevent waste**

*Success will be measured by increased recycling and composting rates of municipal waste, and achieving our targets for recycling and composting.*

The Strategy focuses on improving recycling as a priority action after waste prevention. This is recognised corporately, having been included as a target in the Council Plan, and is one of the Council's main areas of waste management activity. Significant improvements have been made to our recycling and composting rates through a combination of improvements to Household Waste Sites (funded through the LPSA 1 agreement); improvements to drop-off recycling sites; and the completion of the roll-out of the SORT kerbside collection scheme to all suitable households (funded through existing budget commitments). These activities represent a significant investment by the Council and a large-scale increase in our operations.

In 2004/05 Leeds achieved a combined recycling and composting rate of 19.6%. This has risen significantly over recent years. Levels are expected to reach 22.4% in 2005/06. We have consistently been the best performing of the Core Cities and this success was recognised at the National Recycling Awards in 2005 when we won the award for 'Recycling Target Success'. We now need to build on this success and continually strive to improve our performance. Our recent recycling performance is summarised in the Figure 15.

Figure 15

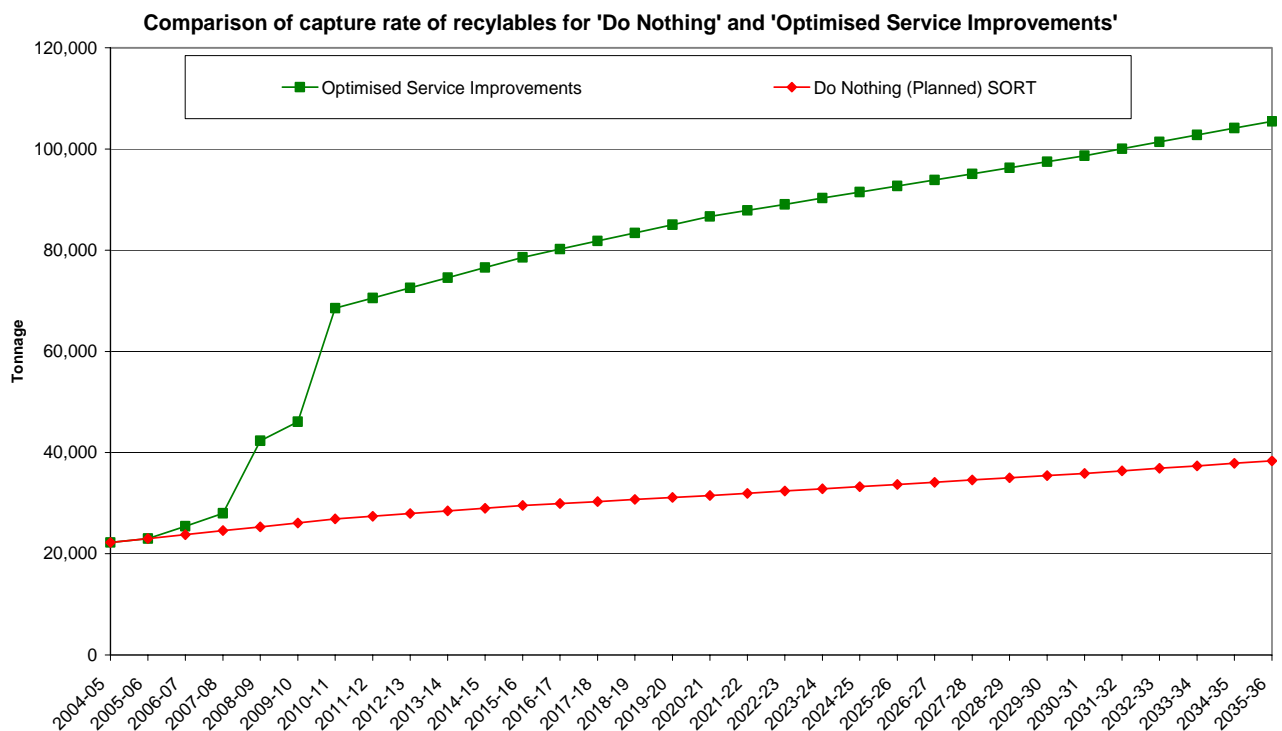


However, if we are to meet our statutory recycling targets of 30% by 2010 and 33% by 2015, further improvements will need to be delivered. We are proposing to set ourselves a challenging **recycling and composting rate of 40%**. This is not intended to place a ceiling on our performance, but is intended to challenge our performance and to inform future planning. In order to achieve this target, the Council will have to consider the introduction of a range of improvements to existing recycling services. Although extensive consultation will be carried out with the public on any proposed changes, these service improvements could include the following:

- Garden waste collection
- Glass collection
- Alternate week collections of general waste and recyclables
- Textiles collection
- Increased range of plastics collected in SORT bins
- Increased range of paper and card collected in SORT bins
- Increased roll-out of SORT collections
- Increased roll-out of recycling litter bins
- Enhanced participation in recycling through increased education

Figure 16 shows the increase in recycled materials collected that could be expected as a result of the introduction of the initiatives detailed above, and based on enhanced capture rates for each material as a result of improved recycling facilities and public education.

Figure 16



The range of materials currently recycled now includes:

- Garden waste
- Timber
- Metal
- Cans
- Plastics
- Paper
- Newspapers and magazines
- Cardboard
- Glass
- Soil and rubble
- Textiles

- Motor Oil
- Vegetable Oil
- Stamps
- Greetings cards
- Televisions and VDU's
- Fluorescent Tubes
- Tyres

Whilst over 88% of residents have access to kerbside recycling, there is significant scope for improvement through improving public participation. It is essential to promote these services through education, incentives and enforcement to raise participation and recognition levels. This will increase recycling and composting rates through existing services and therefore improve their efficiency.

The Council also intends to make kerbside recycling available more widely. The Household Recycling Act 2003 requires local authorities to collect at least two types of recyclable waste from all households by the end of 2010 (unless the cost of doing so is unreasonably high, or where comparable alternative arrangements are available), and we will be exploring all practicable opportunities to extend access to kerbside recycling services.

Composting is an important element of the waste hierarchy, as it helps to remove the biodegradable element, thereby reducing greenhouse gas emissions and helping us to meet our Landfill Allowance Trading Scheme (LATS) targets. The Council supports composting primarily through its Household Waste Sorting Sites, where the public is able to bring compostable material for disposal, and by supporting home composting (see Key Theme on Waste Prevention) through the sale of low-cost composters. We are now considering the introduction of kerbside collections of compostable or organic waste, as the recent composition analysis of domestic bins for general waste and recyclables in Leeds demonstrated that kitchen and garden waste account for a significant proportion of overall waste.

Other service developments are being considered to reduce the impact of the Landfill Allowance Trading Scheme (LATS) prior to the implementation of recovery solutions. These include alternate week collections of black (or general waste) bins and green recycling bins. This would increase recycling capacity, encourage participation and recognition. Also being considered is the restriction of side waste (i.e. over and above what can be fitted into the 240 litre wheeled bins). This would also promote waste minimisation.

*Where can I find out more?:*

- [www.leeds.gov.uk](http://www.leeds.gov.uk) for information about Leeds City Council and its activities
- [www.recyclemore.co.uk](http://www.recyclemore.co.uk) for general information on recycling

## RECYCLING AND COMPOSTING

RC1 – City-wide recycling	
We will provide appropriate, convenient and accessible methods of collecting recyclables from every household in the City.	We wish to make sure that every household has access to appropriate recycling facilities and that recycling is made convenient for people to use. This means providing a mix of recycling opportunities from kerbside collection, drop-off sites to segregated recycling at Waste Sorting Sites.
RC2 - Composting	
We will strive to improve garden waste reception facilities at household waste sites and explore the provision of kerbside collection services. .(See waste prevention for home composting policy).	There is now an emphasis being placed on the diversion of biodegradable waste away from landfill so will strengthen our efforts in this area. We have already improved the provision of bring facilities through the redevelopment of household waste sort sites and will continue to do so. Waste composition analysis shows significant quantities of garden waste still in the residual waste stream so we will research, consult upon and pilot kerbside collections if appropriate.
RC3 - Range of materials	
We will extend the range of materials collected where it is practicable to do so.	There is potential to collect more materials, as part of our kerbside collection, at drop-off sites or Waste Sorting Sites. We will be flexible in order to collect materials that have value when recycled or help extract greater volumes of waste for recycling. Priority will be given to materials which are economically viable to collect and recycle or divert substantial amounts of waste from landfill. Key materials currently being considered include glass and an extended range of plastics
RC4 - Strive to recycle and compost 40% of municipal waste by 2020	
We will strive to increase recycling and composting from its current level of 22.5% to 40% by 2020. These figures relate to the best value performance indicators BVP1 82 a) and b), as defined by DEFRA.	These performance levels are dependant on the implementation of the recycling and composting initiatives outlined above.



## **KEY THEME 5 - MEDIUM AND LONG TERM RECOVERY OPTIONS**

### **AIM: To meet our recovery targets over the medium and long term**

*Success will be measured by the amount of biodegradable waste diverted from landfill.*

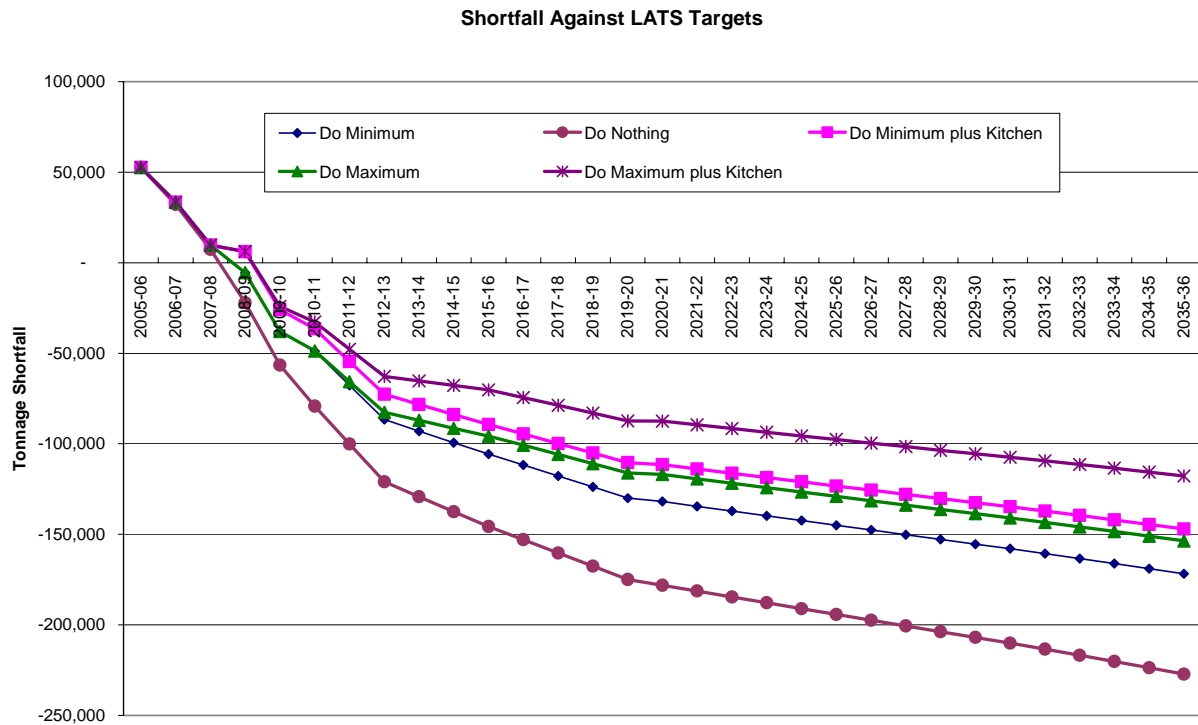
Whilst waste prevention, recycling and composting form the preferred methods by which we will reduce our reliance on landfill over the next few years, we must consider what other options are available to meet the Government and European more stretching recovery targets for 2010, 2013 and 2020. Landfill is a major contributor to harmful greenhouse gases, and failure to meet these targets may result in massive financial penalties. We predict that meeting these targets will amount to diverting some 1.5 million tonnes of biodegradable municipal waste from landfill by 2020.

We have considered whether it would be possible to achieve the recovery targets through waste prevention, recycling and composting, without the need to rely on further recovery technologies. In fact the previous version of this document left the question of recovery open whilst efforts to increase recycling were assessed.

As discussed under the previous key theme, Leeds' recycling rate for municipal waste has been growing significantly over recent years and our rate of waste growth has slowed. However, the Government's latest guidance on municipal waste management strategies states that advice should be sought on realistic expectations of the proportions of waste that can be recycled. Despite these significant improvements in our recycling performance we are still a long way from meeting the recovery targets, and we have therefore analysed the levels of recycling that could potentially be achieved in the future.

Technical analysis showed that the introduction of the optimised initiatives set out in the Key Theme Section on Recycling and Composting would yield a BVPI recycling rate of almost 40%. However, our analysis also showed that Leeds City Council would need an overall recycling rate of over 70% in order to meet our landfill diversion or LATS targets through recycling alone. A range of further theoretical, 'do maximum' scenarios have been therefore analysed to examine the effect of introducing a kerbside collection of kitchen/food waste, and the impact of achieving higher capture rates for all recyclables, which are over and above the improvements already targeted in the waste flow model, and beyond what is deemed realistic given current public participation (see Figure 17). The most ambitious scenario still showed a significant shortfall against the Authority's landfill reduction or LATS targets. It should also be noted that these enhanced scenarios take no account of issues such as cost and deliverability.

Figure 17



It was therefore acknowledged that, without a sea change in public attitudes, major changes in legislation and/or significant financial inputs, education and awareness and recycling alone will not enable the Council to achieve its LATS targets and avoid the massive subsequent financial penalties.

Therefore, an options appraisal process has been undertaken on a broad representative range of the available technical options for the long-term management of residual waste. This process was designed to provide a robust and transparent means of evaluating the various technical options against the full range of relevant criteria. The outcome of the options appraisal has led Leeds City Council to select Energy from Waste as its preferred recovery solution. The significant increases in recycling that we are targeting also mean that the development of a Materials Recycling Facility (MRF) will need to form a part of the waste solution for Leeds.

It is anticipated that, subject to the necessary approvals, partnerships and funding, a Sustainable Energy and Resources Park would be developed to incorporate both of the above elements, but also an education centre and business incubation units to enable new solutions to be developed for the use of recycled products. The Energy from Waste facility could also have the potential to provide combined heat and power, and to link into district heating schemes.

The capacity of any Energy from Waste facility would be sensitively scaled and designed so that it is not 'waste hungry'. It is important that we do not divert material that could otherwise be recycled. To inform these decisions, extensive modelling has been carried out to assess anticipated levels of waste, recycling and recovery. However, it is not possible to predict long-term waste growth trends with accuracy. Therefore, in order to ensure that any variation within these figures does not cause waste to be diverted from recycling, we will explore opportunities for the use of spare capacity by other local authorities and commercial waste producers, and the use of specially grown fuel crops (such as willow and miscanthus).

## MEDIUM AND LONG TERM RECOVERY OPTIONS

R1 - Providing information	
We will make sure that up-to-date information on the recovery aspect of the waste hierarchy is available to the public and other stakeholders.	We will make available the technical information that informed the decisions on recovery and further information on our preferred solution. Our work here links to the education and awareness theme.
R2 - We will deliver a recovery solution for municipal waste generated in Leeds	
We will implement this part of the waste strategy through a contract with a private sector partner.	Our aim is to deliver Energy from Waste facilities by 2013. We will strive to provide a combined heat and power facility with integrated education centre.
R3 – Complete an Environmental Impact Assessment on the proposed Energy from waste facility	
We will carry out a rigorous Environmental Impact Assessment on the proposed Energy from Waste plant.	This will be done in accordance with the Environment Impact Assessment Regulations 2000.
R4 - Strive to recover 90% of municipal waste by 2020	
We will strive to divert 90% of municipal waste from landfill by 2020 and exceed the LATS targets.	This policy is dependant on the successful implementation of other waste prevention, recycling and composting and recovery policies.

## **KEY THEME 6 - LIMITING LANDFILL**

### **AIM: To limit the amount of waste disposed to landfill**

*Success will be measured by reducing the amount of waste sent to landfill, and meeting the EU and Government landfill diversion targets.*

Disposal to landfill is the final stage of the waste hierarchy. Our reliance on it must reduce over time. However, it will remain a feature of waste management as there will still be a requirement for final disposal of some waste. All recovery processes produce a proportion of residual material. Whilst we will always aim to identify alternative uses for these materials, some will always need to be landfilled.

Recently introduced EU Landfill Directive targets mean that, by 2020, the UK will have to reduce the proportion of biodegradable municipal waste (BMW) that it landfills to 35% of the tonnage of BMW landfilled in 1995. Failure to meet this, and interim, targets will result in the UK incurring fines of around £0.5m a day. It is likely that these fines will be passed on by the Government to the local authorities responsible.

In order to facilitate meeting targets at national level, the Government has introduced the Landfill Allowance Trading Scheme (LATS), whereby each Council or Waste Disposal Authority (WDA) is allocated a rapidly decreasing number of allowances for each year of the scheme between 2005 and 2020, which corresponds to the tonnes of BMW that it is permitted to landfill. Under the scheme any authority landfilling more tonnes of BMW than they have allowances for will face penalties of £150 per tonne.

Landfill allowances can be traded between WDAs, with authorities diverting significant quantities of waste from landfill being allowed to sell excess allowances to those that continue to use landfill as their main disposal option. It is estimated that Leeds City Council will have to divert almost 1.5 million tonnes of BMW between 2005 and 2020, and that, if the current position is maintained, the Authority will face LATS penalties of an estimated £217m by 2020. Whilst the Authority is developing interim action plans to mitigate these financial consequences, this is only likely to reduce the financial threat on a short term basis.

The Authority will have to consider its landfill allowance trading strategy in advance of the delivery of a long-term recovery solution for Leeds. These initiatives are currently being assessed in terms of cost and the performance benefits that might be expected from their implementation.

Landfill tax serves as an economic driver against the landfill of waste. The current rate of landfill tax is £18 per tonne and this is set to rise £3 per tonne until it reaches £35 per tonne. Prices for landfill in Yorkshire remain competitive compared to alternatives but this balance will begin to shift as the landfill tax escalator drives costs up.

The Council's current contracts for landfill are framed so as not to unduly restrict opportunities to increase prevention, recycling and composting. They also have terms and extension arrangements which support the introduction of recovery solutions within realistic timescales.

The need for landfill extends beyond the Council's requirements and there will be increasing competition from other users in the future for the available supply of landfill

capacity. The planning system has an important role in assessing the city's requirements as a whole and, if appropriate, helping to meet those needs.

## LIMITING LANDFILL

L1 - Minimising our need for municipal waste landfill	
We will work to minimise the council's landfill requirements over the period of the strategy.	Landfill is the lowest option on the waste hierarchy and so we are aiming to rely on this as little as possible. Our ultimate goal is zero waste to landfill and recovering value from all waste.
L2 – Landfill no more than 10% of municipal waste by 2020	
We will strive to landfill no more than 10% of municipal waste from landfill by 2020 and exceed the LATS targets.	This policy is dependant on the successful implementation of other waste prevention, recycling and composting and recovery policies.

## **KEY THEME 7 – ENFORCEMENT**

**AIM: To support the objectives and policies of the Strategy through enforcement where appropriate**

*Success will be measured by increases in participation, recycling rate and the number of prosecutions or notices issued.*

Whilst we aim to promote participation in recycling and composting through education and awareness raising, we recognise that not everyone will respond to this. Enforcement will not be carried out in isolation, it is part of a package of measures designed to encourage participation and provide information and support where needed. Each case will be considered on its merits and any special circumstances taken into account where relevant. Although enforcement will be the last resort, it will continue until compliance is achieved.

All enforcement will be carried out in line with the Council's Environmental Enforcement Policy. This includes a commitment to the Enforcement Concordat. It is an umbrella policy and specific offences will require specific policies. There are a number of areas on which specific policies will be required relating to waste. These are:

- bin contents (participation and contamination);
- side waste (will the Council collect bags left at the side of wheeled bins);
- returning bins to your property after collection.

As a Waste Collection Authority, Leeds City Council may specify the manner in which residents present waste for collection. This includes:

- the number and size of bins or other receptables provided;
- that separate wheeled bins or other receptacles are used for waste which is to be recycled and waste which is not;
- where they are to be placed for collection.

Decisions are still to be taken on what requirements will be made or enforced. There are key differences to note between actions which affect the success of the scheme as a whole (e.g. contamination) and those which reflect on our performance (e.g. failure to participate). These may warrant a different approach, or at least a phased implementation. The Clean Neighbourhoods and Environment Act 2005 contains provisions relating to waste, particularly additional tools to aid enforcement. These include the potential to issue fixed penalty notices. Evaluation of these provisions is being carried prior to a decision being made on our use of them. If fixed penalty notices were adopted, any income would be small and their use would not be as an income generator.

*Where can I find out more?:*

[www.leeds.gov.uk](http://www.leeds.gov.uk) for details of the Environmental Enforcement Policy and its application

[www.defra.gov.uk](http://www.defra.gov.uk) for the Clean Neighbourhoods and Environment Act 2005

## ENFORCEMENT

EF1 – Developing waste specific enforcement policies	
We will develop specific waste enforcement policies that are practicable and improve our re-use, recycling or composting performance.	Our enforcement policies will apply to all but we anticipate that enforcement actions will only affect a small proportion of people who do not comply. Where we do use enforcement action we will continue to do until compliance is achieved. Any policies developed will be in line with the Environmental Enforcement Policy.
EF2 – Link to education and awareness	
We will only take enforcement action as a last resort once we have made reasonable efforts to educate and support.	Enforcement is the last resort in a package of measures. We will make sure that all reasonable steps have been made to inform residents and to support them where appropriate. We will also publicise our approach to enforcement so that people are aware of the consequences of not complying.

## KEY THEME 8 - PLANNING

**AIM: To assist with meeting the requirements of sustainable waste management through the existing Unitary Development Plan and emerging Local Development Plan.**

*Success will be measured by reviewing the success of implementing land use policies in delivering sustainable waste management as an integral part of construction and design.*

Government waste management policy requires local authorities to embrace the principle of 'regional self-sufficiency' in terms of how it manages municipal waste. This places a requirement on councils to make local provision wherever practicable for the management of municipal waste. Given the levels of waste to be diverted from landfill in Leeds, it is therefore a very real possibility that the Authority will have to investigate the identification of further sites in Leeds for facilities for treating municipal waste.

The context for planning is set by the Leeds Unitary Development Plan (UDP), adopted in 2001, and this was recently subject to a selective review. The Review proposed the introduction of criteria based Waste and Minerals Policies, rather than identifying specific sites to be used for waste management purposes. Planning applications for waste facilities would therefore need to be assessed against these criteria based policies, where such applications are submitted. Following the close of the UDP Review Public Inquiry (formally closed in May 2005), the Inspector's report was received in November 2005. This will now be followed by a 'Modifications' stage prior to final adoption in 2006.

The UDP was first drafted in 1992 and was subject to an extensive inquiry process. Nonetheless many of the policies relating to waste included in the UDP pre-date much of the advice given by government and needed updating. The First Review seeks to update the UDP in key areas, including its waste policies in accordance with regional, national and European demands.

Given other Local Development Scheme priorities for regeneration, and the work associated with the Unitary Development Plan (UDP) Review inspector's report, the Waste Development Plan Document (DPD) within the Local Development Framework (LDF) is scheduled to commence in late 2007. This clearly has major implications in terms of timescales for delivering a solution to address the impending landfill penalties.

In addition to this, Planning Policy Statement 10 (PPS 10) on 'Planning for Sustainable Waste Management' came into effect in July 2005. PPS10 supersedes any plans that Waste Planning Authorities have in place unless they comply with this policy, and will need to be considered alongside the UDP Review policies. It sets out the Government's current policy on the development of Local Development Frameworks (LDFs), and is intended to "streamline the local planning process and promote a proactive, positive approach to managing development". The key aims of an LDF are: increasing flexibility; strengthening community and stakeholder consultation; taking key decisions early in the process; sustainability appraisal; efficient programme management; improving the soundness of local development documents.

However, whilst it is acknowledged that the LDF provides a robust process to ensure delivery of the necessary planning policy framework and land use requirements, the statutory timescale for the commencement, development and adoption of these documents is an estimated three years.



In addition to this, the waste private sector are stating plainly that they will want clear evidence that local authorities are in the advanced stages of securing planning permission for sites for waste facilities in order for them to invest the estimated £1-3m needed to bid for a potential contract. There have been examples of contracts falling through, or major delays in implementation, due to the failure of local authorities to resolve land use issues. This reality is clearly reflected in the fact that the Government will not consider allowing waste PFI applications to proceed if the process of identifying and securing sites is not significantly progressed at Outline Business Case (OBC) stage. This is due to the risk posed by failure to attract private sector interest as a result of lack of certainty for them in this area.

In the light of the difficulties associated with ensuring the necessary immediate progress in delivering sites for municipal waste management facilities through the existing LDF and UDP policy frameworks, it is necessary to explore alternative options.

Given current pressures to deliver a waste solution, an alternative approach that might be adopted would be to submit planning applications outside of, but consistent with, existing policy frameworks, using Government guidance to assess the suitability and deliverability of sites and carry out the appropriate public consultation. This would potentially provide a means of delivering sites within a shorter timescale than estimated for the development of a Waste Development Plan document, thus providing the private sector with the certainty required in order to bid for a future contract for Leeds. The Council is therefore looking to identify a range of potential sites for waste facilities.

Any site selection exercise would form a key part of the information required to support a planning application. Most waste management planning applications attract significant public interest and are the subject of close scrutiny, with the choice of site usually the focus of this attention. It is therefore important that any planning application is founded on a robust site selection exercise that seeks to identify the most suitable site, having regard to a wide range of considerations such as environmental suitability and land availability. Such an exercise would also be driven by national planning policy, the policies of the local development plan, and consultation with the Planning Authority, which would help to guide the Council to the right site or sites.

The Yorkshire and Humber Regional Spatial Strategy (RSS), currently being developed will not be published for formal consultation until December 2005, and this could have further implications for the timescales within which the necessary waste solution for Leeds can be delivered, as local planning for waste management will have to be consistent with the requirements of the RSS..

In the past there has been a reliance on rural sites for landfill. The emphasis is now moving away from landfill and this will result in a switch towards a need for urban sites to provide for waste management facilities. This will cause particular difficulties in Leeds where land values are high and waste management offers low value use of the land.

There are clear links between economic development and waste management, and there is a range of regional economic development initiatives in which Leeds is involved that may also have a bearing on the waste solution. 'The Northern Way' initiative aims to bridge the economic gap between the North of England and the rest of the UK, and the links between local decision making on waste management and this partnership need to be taken into account.

Consideration also needs to be given to the wider issue of dealing with waste from other sectors (i.e. commercial, industrial, construction, demolition, etc.). Municipal waste in Leeds accounts for only a fraction of the total waste generated (excluding agricultural and mineral waste), and plans for facilities to deal with this waste should not be considered in complete isolation from the future requirements of other sectors. However, it should be noted that it is only local authorities that are currently facing LATS penalties, and, once again, the financial implications of delay on the part of the Council need to be borne in mind.

We have identified Planning as a Key Theme in the Strategy because of its importance not only in terms of future land allocation but also in terms of securing better waste management into all development.

*Where can I find out more?*

- [www.leeds.gov.uk](http://www.leeds.gov.uk) for information about Leeds City Council's Unitary Development Plan and Local Development Framework
- [www.yhassembly.gov.uk](http://www.yhassembly.gov.uk) for the details of the Regional Spatial Strategy

## PLANNING

P1 - Using the planning system	
We will seek to implement the waste strategy's principles, objectives and themes through the land use planning system where it is appropriate to do so.	The planning system is key to delivering sustainable waste management and the strategy must be a key influence on this. It is particularly important that these principles are reflected in Development Plan Documents and Local Development Plans which are now being drafted as part of the LDF. We will contribute to these plans whenever appropriate.
P2 – Identifying Sites (Municipal Waste)	
We will identify suitable sites for sustainable waste management operations and progress planning applications for reference projects (including and energy for waste facility) ahead of awarding waste management contracts.	We will use the criteria in the UDP and LDF as the mechanisms for determining sites now and in the future when Local Development Frameworks are being developed. Planning applications will also be made in the context of PPS10 and other government guidance. Public consultation and involvement will be a key element of this process.
P3 – Sustainable Energy Park	
We will explore the development of a Sustainable Energy Park.	As well as a Materials Recycling Facility (MRF) and Energy from Waste facility, this concept would also include an education centre and business incubation units. The Energy from Waste facility could also have the potential to provide combined heat and power, and to link into district heating schemes.

## **KEY THEME 9 - COMMERCIAL AND INDUSTRIAL WASTE**

**AIM – To drive commercial and industrial waste up the waste hierarchy.**

*Success will be measured by a reduction in the amount of Commercial and Industrial waste produced and the amount landfilled.*

The Council has no direct control over commercial and industrial waste and the way in which it is managed. However this waste still impacts upon our local environment. We feel therefore that the Council has a leadership role in this area. Assessing trends in this area and obtaining information about the way waste is managed has been notoriously difficult. This has also served to hamper our efforts.

Producer responsibility is an extension of the 'polluter pays' principle, and is aimed at ensuring that businesses who place products on the market take responsibility for those products once they have reached the end of their life.

A 'producer responsibility' policy underlies the approach taken in implementing the EC Directive on Packaging and Packaging Waste in the UK and is the approach taken in both the EC Directive on Waste Electrical and Electronic Equipment (WEEE) and End of Life Vehicles (ELV) Directives. All these producer responsibility directives, as well as the forthcoming directive on Batteries and Accumulators were identified in the European Union's Fifth Environment Action Programme as 'priority waste streams' because of growing concern about their impact on the environment. In these, Directives responsibility is clearly placed on producers to bear the costs of collection, sorting or treatment and recycling or recovery.

Businesses are also affected by the landfill tax which provides an increasing economic driver to divert waste away from landfill. The level of landfill tax in 2005/06 is £18 per tonne and this is set to rise by £3 per tonne until it reaches £35 per tonne.

There is still significant progress to make in this area particularly amongst small and medium sized businesses. We believe we should use our influence to provide information and drive change in this area.

Whilst this dedicated Key Theme on Commercial and Industrial Waste has been introduced into the revised Strategy in order provide a greater focus on the unique issues that influencing waste management from these sectors presents, there are policies within the other Key Themes which are relevant and applicable to these sectors, and this section should be considered in conjunction with the other Key Themes and policies within this document.

## COMMERCIAL AND INDUSTRIAL WASTE

CI1 – Partner with stakeholders to promote the sustainable management of commercial and industrial waste	
We will identify ways we can influence businesses to adopt sustainable waste management practices. We will also seek to identify funding for this work.	We will explore ways to encourage commercial and industrial waste producers to produce less waste materials, to reduce waste as part of their purchasing and procurement methods, to re-use, recycle or compost their waste.
CI2 – Lobbying for the prevention of waste	
We will lobby Government, commerce and other appropriate stakeholders to promote waste prevention to businesses as producers.	We will look at ways we can influence Government and commerce to encourage them to take steps to reduce packaging, produce products that last longer or are recyclable once they reach the end of their life.
CI3 – Leeds City Council as exemplar	
We will strive to make the Council an exemplar in the way it produces waste, i.e. through EMAS and other initiatives.	The Council will continue to build on its EMAS accreditation to continuously improve its performance with regard to the waste it produces.
CI4 – Partner with the Environment Agency to improve our data on commercial and industrial waste	
We will work to improve the information we have available to inform our efforts to promote sustainable management of commercial and industrial waste.	Historically data in relation to this sector has been scarce. We will look to gather improved statistics ourselves and through our partners.

### **13. ACTION PLANNING**

The action plan will set out the specific actions we are undertaking to move forward across the range of issues identified in the Strategy and in response to consultation. This will be the Council's annual plan for implementing the proposals.

The action plan consists of actions, responsibilities and outcomes grouped together under the key themes alongside a schedule of the key milestones for the Strategy. Where it has been possible to do so, future actions are outlined.

The action plan is a working document that will be produced following the adoption of this strategy document.

### **14. FUNDING**

The Council spends approximately £29.4 million every year on refuse collection and waste management services (an estimated £94 per household every year). These costs will rise as the amount of waste grows.

Of this £29.4m, approximately £5m is spent on Landfill Tax alone. The UK Government has signalled further increases to in Landfill Tax which will rise from £18 per tonne in 2006/7 to £21 per tonne in 2006/07, with a subsequent increase of £3 per tonne every year until a figure of £35 tonne is reached. This will add £825,000 per year to costs at current tonnage levels.

In addition, the newly introduced Landfill Allowance Trading Scheme (LATS) has imposed limits on the amount of biodegradable waste that can be sent to landfill. Authorities that do not meet these limits, have to either purchase permits from other Authorities or pay a fine of £150 per tonne. Unless the Council considers either new technologies for the disposal of waste and/or improvements to collection systems, there will be huge financial implications. If action is not taken, it is estimated that the cost of penalties to the Council would be £217m by 2020.

Work has commenced on examining the costs of current available technologies to treat residual waste as opposed to sending over 270,000 tonnes to landfill. The technologies are being assessed against key criteria including strategic environmental factors, the ability to deliver LATS targets and the overall financial affordability of such technologies. All possible funding avenues will be explored to achieve the best financial solution for the Council. These include Private Finance Initiative (PFI) credits, prudential borrowing, project finance and internal Council resources. It is likely due to the scale of costs involved that a combination of these will be required.

Investments in recycling have already been made. Over £5m has been invested in developing 8 Household Waste Sorting Sites into state-of-the-art recycling centres. Over 88% of households in Leeds now have access to the SORT recycling scheme and residents in High Rise flats throughout the City can also participate in recycling. Bin chipping is taking place at a cost of over £300k to provide us with more information on participation and contamination levels.

Changes to collection systems are being evaluated in an effort to reach statutory recycling targets as well as to achieve challenging LATS targets and to reduce the burden of LATS purchases upon the Council tax payer.

This year we expect to recycle approximately 80,000 tonnes of waste, at a cost of over £2m. The equivalent landfill cost of this waste is in the region of £2.5m, therefore every tonne that the Council recycles, is not only beneficial to the environment, but also saves money.

In order to divert more tonnes away from landfill to recycling, it is planned to develop an increased education and awareness programme which will follow the principles of the Waste Hierarchy.

## **15. MONITORING AND REVIEW**

### **Monitoring**

We must make sure that we monitor all of our actions, not only to make sure our targets are met, but also to inform future actions. Good quality information will help us understand how we are doing and provide a firm basis for future decision-making.

The action plan sets out the key actions undertaken over the next two years by the council to move forward across the range of issues identified in this strategy and in response to consultation. It is a working document and subject to change. We will review and update it every year.

Our performance against the sustainability appraisal criteria will also require regular monitoring. It is our intention to amalgamate this with the review processes for the action plan detailed below.

As well as regular management reports, we will report on progress annually to the Environment and Community Safety Corporate Priority Board. We will also seek annual updates from the city's partnership body, the Leeds Initiative, via the Leeds Environment City Partnership. This will help us deliver continuous service improvement and help respond to changes in this dynamic environment.

We will give feedback to stakeholders on a regular basis, primarily through the Council's website and 'About Leeds' newspaper.

### **Review**

We need to review our progress to inform the decisions we will have to take about what happens to waste in the future. Such a review will then inform the contracts we let to deal with waste. We are proposing to review this Strategy every 5 years or where the annual review of the action plan indicates that the aims of the overarching strategy are no longer achievable. The review will be based on:

- the effectiveness of waste prevention, recycling, composting and recovery initiatives;
- regional, government and European guidance and legislation;
- the results of public opinion gathering.

There is a need to bring all waste management contracts in line with the overall strategy. We propose to end all such contracts on 31<sup>st</sup> March 2008. This will bring together all contractual arrangements and add certainty to current negotiations. It will mean that our negotiations on future arrangements for all waste management contracts can be co-ordinated for implementation after that date. The timetable allows for the development of any new facilities (if required) to meet the more demanding recovery target in 2013.



## 16. GLOSSARY

We have tried, wherever possible, to avoid using confusing jargon and acronyms. However, to deal succinctly with complex issues, the use of some jargon and technical terms has been unavoidable. This glossary has been compiled as a 'jargon-breaker', and to make the ideas and issues in the strategy more accessible.

**Anaerobic Digestion** - a process where the breakdown of biodegradable material is encouraged in the absence of oxygen. Material is placed into an enclosed vessel and in controlled conditions the waste breaks down into solids/liquors known as digestate and biogases (methane and carbon dioxide).

**Best Practicable Environmental Option (BPEO)** - is the outcome of a systematic and consultative decision-making procedure that emphasises the protection and conservation of the environment across land, air and water. The BPEO procedure establishes, for a given set of objectives, the option(s) that provides the most benefits or the least damage to the environment as a whole, at acceptable cost, in the long term as well as the short term.

**Best Value** - places a duty on local authorities to deliver services (including waste collection and waste disposal) to clear standards - covering both costs and quality - by the most effective, economic and efficient means available.

**Best Value Performance Indicator (BVPI)** - are measures by which government assesses local authority performance in key areas. There are a number of these for waste management.

**Biodegradable** - capable of being broken down by plants (including fungi) and animals (including worms and micro-organisms). In municipal waste, the property is generally attributed to the following: paper and card, food and garden waste, a proportion of textiles, fines and miscellaneous combustible waste, including disposable nappies.

**Biological Treatment** - any biological process that changes the properties of waste (e.g. anaerobic digestion or composting).

**Civic Amenity Waste** - a sub-classification of household waste, normally delivered by the public direct to sites provided by the local authority. Consists generally of bulky items such as beds, cookers and garden waste as well as recyclables. In Leeds, civic amenity sites are referred to as Household Waste Recycling Centres and Waste Sorting Sites.

**Clinical Waste** - waste arising from medical, nursing, dental, veterinary, pharmaceutical or similar practices, which may present risk of infection.

**Commercial Waste** - waste arising from premises that are used wholly or mainly for trade, business, sport, recreation or entertainment, excluding Municipal and Industrial waste.

**Composting** - an aerobic, biological process in which organic waste, such as garden and kitchen waste, are converted in the presence of air into a stable granular material that

can be applied to land to improve soil structure and enrich the nutrient content of the soil.

**Construction and Demolition Waste** - arises from the construction, repair, maintenance and demolition of buildings and structures. It mostly includes brick, concrete, hardcore, subsoil and topsoil, but it can also contain quantities of timber, metal, plastics and, occasionally, special (hazardous) waste materials.

**Controlled Waste** - comprises household, industrial, commercial and clinical wastes that require a waste management licence for treatment, transfer or disposal. The main exempted categories comprise mine, quarry and farm wastes, although these are expected to become controlled waste during the lifetime of this strategy, with farm waste becoming controlled waste within the next few years. Other legislation and procedures control radioactive and explosive wastes.

**Council Plan** - (AKA Closing the Gap), outlines the Council's priorities and sets out what we are trying to achieve; our performance in priority areas; achievements so far; and plans for the next three years to ensure we deliver our priorities.

**Drop-off Recycling** - recycling schemes where the public bring material for recycling to centralised collection points (e.g. bottle and can banks) at Household Waste Recycling Centres, supermarket car parks and similar locations,

**Energy Recovery from Waste** - includes a number of established and emerging technologies, though most energy recovery is through incineration technologies. Many wastes are combustible, with relatively high calorific values. This energy can be recovered through, for instance, using the heat to warm homes and businesses or for electricity generation.

**Environment Agency** - established in 1996, it combined the functions of former local waste regulation authorities, the National Rivers Authority and Her Majesty's Inspectorate of Pollution. Intended to promote a more integrated approach to waste management and consistency in waste regulation. The agency also conducts national surveys of waste arisings and waste facilities.

**Eco Management and Audit System (EMAS)** - aims to make sure an organisation's activities do not harm the environment and make sure any negative impacts are kept to a minimum. In May 2002, Leeds City Council gained corporate accreditation to the Eco-Management and Audit Scheme (EMAS) and is the largest public sector body in Europe to have achieved the standard. The system requires compliance with environmental regulations and statutory targets and aims for continual environmental improvement.

**Gross Domestic Product (GDP)** - is an integral part of the U K national accounts and provides a measure of the total economic activity in a region. GDP is often referred to as one of the main summary indicators of economic activity and references to growth in the economy are quoting the growth in GDP during the latest quarter.

**Hazardous Waste** - see special waste.

**Home Composting** - compost can be made at home using traditional compost heap, a purpose designed container, or a wormery.

**Household Waste** - this includes:

- all waste collected from households as part of the domestic refuse collection
- all materials collected from households as part of recycling schemes
- all materials collected from local drop-off and bring bank sites
- all waste taken to Household Waste Recycling Centres (HWRC) - whether for recycling or disposal
- all waste collected through the bulk collection service
- all household hazardous waste street and litter sweepings
- hazardous and clinical waste collected from households
- and all other waste collected from households by the Authority

Household Waste Sites - where Civic Amenity waste is collected in Leeds.

Incineration - this is the controlled burning of waste, either to reduce its volume, or its toxicity. Energy recovery from incineration can be made by utilising the calorific value of paper, plastic etc to produce heat or power. Current flue-gas emission standards are very high. Ash residues still tend to be disposed of to landfill

Industrial - waste from any factory and from any premises occupied by an industry (excluding mines and quarries).

Inert Waste - waste which, when deposited into a waste disposal site, does not undergo any significant physical, chemical or biological transformation and that complies with the criteria set out in Annex III of the EC Directive on the Landfill of Waste.

Kerbside Collection - any regular collection of recyclables from premises, including collections from commercial or industrial premises as well as from households. Excludes collection services delivered on demand.

Landfill - is the disposal of waste in disused quarries or aggregate workings, where it is buried. These sites are subject to strict controls to prevent the contamination of water supplies with leachate and to control the emission of greenhouse gases, such as methane, from the rubbish as it decomposes. This has been the main method of disposal for rubbish in the UK. The EU has set strict targets to reduce the amount of biodegradable landfill, which contributes to greenhouse gas emissions.

Land Use Planning - the Town and Country Planning system regulates the development and use of land in the public interest, and has an important role to play in achieving sustainable waste management.

Leeds Initiative - The Leeds Initiative is the city's local strategic partnership, led by Leeds City Council. Leeds first embraced the concept and practicalities of partnership in the 1990s and throughout the decade developed it in depth to cover virtually every area of city life. The Initiative has since grown to become a very effective body that provides a strategic approach to the city's long- term development. It unifies the diverse partnership groups and delivers not just a forum for debate and networking, but a real commitment and sense of purpose and direction

Local Development Framework - will replace the Unitary Development Plan system and consists of:

- a statement of core policies setting out the local authority's vision and strategy to be

applied in promoting and controlling development throughout its area;

- more detailed action plans for smaller local areas of change, such as urban extensions, town centres and neighbourhoods undergoing renewal; and
- a map showing the areas of change for which action plans are to be prepared and existing designations, such as conservation areas.

Local Public Service Agreement (LPSA) - is a voluntary agreement negotiated between an individual local authority and the government. The overall aim of LPSAs is to improve delivery of local services through a greater focus on outcomes.

Mechanical - Biological - Thermal Treatment - involves the mechanical, thermal, chemical or biological processing of certain types of waste for the purposes of rendering them harmless, reducing volumes before landfilling, or recycling certain wastes.

Municipal Waste - this includes household waste and any other wastes collected by a waste collection authority, or its agents, such as municipal parks and gardens waste, beach cleansing waste, commercial or industrial waste, and waste resulting from the clearance of fly-tipped materials. In Leeds, this is further broken down into Household Waste and Trade Waste.

Producer Responsibility - this is about producers and others involved in the distribution and sale of goods taking greater responsibility for those goods at the end of the products life.

Proximity Principle - suggests that waste should generally be disposed of as near to its place of production as possible.

Recovery - the waste hierarchy proposes that value should be recovered from waste, through recycling, composting or energy recovery from waste

Recycling - involves the reprocessing of wastes, either into the same product or a different one. Many non-hazardous industrial wastes such as paper, glass, cardboard, plastics and scrap metals can be recycled. Special wastes such as solvents can also be recycled by specialist companies or by in-house equipment.

Reduction - achieving as much waste reduction as possible is a priority. Reduction can be accomplished within a manufacturing process involving the review of production processes to optimise the utilisation of raw (and secondary) materials and recirculation processes. It can be cost-effective in terms of lower disposal costs, reduced demand for raw materials and energy costs. It can be carried out by householders through actions such as home composting, re-using products and buying goods with less packaging.

Regional self-sufficiency - dealing with wastes within the region where it arises.

Re-use - can be practised by the commercial sector with the use of products designed to be used a number of times, such as reusable packaging. Householders can purchase products that use refillable containers, or re-use plastic bags. The processes contribute to sustainable development and can save raw materials, energy and transport costs.

Special Waste - this is defined by the Control of Pollution (Special Wastes) Regulations 1980 as any controlled waste that contains any of the substances listed in Schedule 1 to the Regulations, or is dangerous to life, or has combustion flashpoint of 210 C or less, or is a medical product defined under the Medicines Act 1968.

SORT - the name of the Council's green wheeled bin kerbside collection scheme for recyclable materials  
- paper, cans and plastic.

Sustainable Development - development that is sustainable is that which can meet the needs of the present without compromising the ability of future generations to meet their own needs.

Sustainable Growth Park TM - is a concept that seeks to provide the means to develop increased demand for recyclables and develop employment opportunities by channelling initiative and drive towards the recovery of recyclable materials and the processing of them into usable raw materials or products.

Unitary Development Plan - is a plan for the whole of the Leeds District that provides a framework for all new development over the next decade. It forms the statutory development plan for Leeds. It is used as a basis for making decisions on land use and planning applications. The current plan was drawn up in the 1990s and approved in August 2001. We consulted the public about updating the plan in January 2003. We have taken into account the comments received. We are now proposing selective changes to key policies. This will lead to an alteration rather than the replacement of the approved plan - known as Leeds Unitary Development Plan Review - First Deposit.

Vision for Leeds II - is a strategy for improving the social, environmental and economic wellbeing of the city and its many communities. It builds on the current Vision for Leeds - A Strategy for Sustainable Development, which was launched in July 1999. It also aims to answer the following important questions.

- What sort of city should Leeds be in the longer term?
- What are the main priorities for action?  
How will communities, groups and agencies work together to deliver what is needed?

Waste - this is the wide ranging term encompassing most unwanted materials and is legally defined by the Environmental Protection Act 1990. Waste includes any scrap material, effluent or unwanted surplus substance or article that requires to be disposed of because it is broken, worn out, contaminated or otherwise spoiled. Explosives and radioactive wastes are excluded.

Waste arisings - the amount of waste generated in a given locality over a given period of time.

Waste Collection Authority - a local authority charged with the collection of waste from each household in its area on a regular basis. Can also collect, if requested, commercial and industrial wastes from the private sector. Leeds City Council is both a Waste Collection Authority and a Waste Disposal Authority.

Waste Disposal Authority - a local authority charged with providing disposal sites to which it directs waste collection authorities for the disposal of their controlled waste, and with providing civic amenity facilities. Leeds City Council is both a Waste Collection Authority and a Waste Disposal Authority.

Waste Hierarchy - this is a framework which suggests that the most effective environmental solution may be to reduce the amount of waste generated; where that is not practicable, to re-use products, either for the same or different purpose; failing that, value should be recovered from waste through recycling, composting or energy recovery from waste; only if none of these offer an appropriate solution should waste be disposed of.

Waste Management Industry - the businesses and not-for-profit organisations involved in the collection, management and disposal of waste.

Waste Management Licensing - licences are required by anyone who proposes to deposit, recover or dispose of waste. The licensing system is separate from, but complementary to, the land use planning system. The purpose of a licence and the conditions attached to it is to ensure that the waste operation that it authorises is carried out in a way that protects the environment and human health.

Waste Prevention - combined efforts to reduce and re-use waste to prevent it entering the waste stream and having to be recycled, treated or disposed of.

WRAP (Waste & Resources Action Programme) - is a not-for-profit company supported by funding from DEFRA, the DTI and the devolved administrations of Scotland, Wales and Northern Ireland. It is working to promote sustainable waste management by creating stable and efficient markets for recycled materials and products.

## **17. CONTACT INFORMATION**

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The Integrated Waste Strategy for Leeds Document will be available on Leeds City Council's website at [www.leeds.gov.uk](http://www.leeds.gov.uk)