



SCRUTINY BOARD (SUSTAINABLE ECONOMY AND CULTURE)

Meeting to be held in on
Thursday, 20th December, 2012 at 9.45 am

(A pre-meeting will take place for ALL Members of the Board at 9.30 a.m.)

MEMBERSHIP

Councillors

M Rafique (Chair)	-	Chapel Allerton;
J Akhtar	-	Hyde Park and Woodhouse;
D Cohen	-	Alwoodley;
M Lyons	-	Temple Newsam;
P Wadsworth	-	Guiseley and Rawdon;
R Harington	-	Gipton and Harehills;
M Ingham	-	Burmantofts and Richmond Hill;
J McKenna	-	Armley;
B Urry	-	Roundhay;
J Chapman	-	Weetwood;
J Marjoram	-	Calverley and Farsley;

Please note: Certain or all items on this agenda may be recorded.

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A G E N D A

Item No	Ward/Equal Opportunities	Item Not Open		Page No
1			<p>APPEALS AGAINST REFUSAL OF INSPECTION OF DOCUMENTS</p> <p>To consider any appeals in accordance with Procedure Rule 25* of the Access to Information Procedure Rules (in the event of an Appeal the press and public will be excluded).</p> <p>(* In accordance with Procedure Rule 25, notice of an appeal must be received in writing by the Head of Governance Services at least 24 hours before the meeting).</p>	
2			<p>EXEMPT INFORMATION - POSSIBLE EXCLUSION OF THE PRESS AND PUBLIC</p> <p>1 To highlight reports or appendices which officers have identified as containing exempt information, and where officers consider that the public interest in maintaining the exemption outweighs the public interest in disclosing the information, for the reasons outlined in the report.</p> <p>2 To consider whether or not to accept the officers recommendation in respect of the above information.</p> <p>3 If so, to formally pass the following resolution:-</p> <p>RESOLVED – That the press and public be excluded from the meeting during consideration of the following parts of the agenda designated as containing exempt information on the grounds that it is likely, in view of the nature of the business to be transacted or the nature of the proceedings, that if members of the press and public were present there would be disclosure to them of exempt information, as follows:-</p> <p>No exempt items on this agenda.</p>	

3		<p>LATE ITEMS</p> <p>To identify items which have been admitted to the agenda by the Chair for consideration.</p> <p>(The special circumstances shall be specified in the minutes.)</p>	
4		<p>DECLARATION OF DISCLOSABLE PECUNIARY AND OTHER INTERESTS</p> <p>To disclose or draw attention to any disclosable pecuniary interests for the purposes of Section 31 of the Localism Act 2011 and paragraphs 13-18 of the Members' Code of Conduct. Also to declare any other significant interests which the Member wishes to declare in the public interest, in accordance with paragraphs 19-20 of the Members' Code of Conduct.</p>	
5		<p>APOLOGIES FOR ABSENCE AND NOTIFICATION OF SUBSTITUTES</p> <p>To receive any apologies for absence and notification of substitutes.</p>	
6		<p>MINUTES - 22ND NOVEMBER 2012</p> <p>To confirm as a correct record, the minutes of the meeting held on 22nd November 2012.</p>	1 - 4
7		<p>SCRUTINY INQUIRY - THE ROLE OF LEISURE AND CULTURE IN PUBLIC HEALTH</p> <p>To receive a report of the Head of Scrutiny and Member Development to discuss the latest development since the inquiry was originally planned, and to discuss any consequential implications for the Board's planned inquiry.</p>	5 - 24

8		<p>2012/13 Q2 PERFORMANCE REPORT AND STRATEGIC FINANCIAL PLAN 2013/14 TO 2016/17 INCLUDING INITIAL BUDGET PROPOSALS FOR 2013/14</p> <p>To receive a report of the Head of Scrutiny and Member Development to present the quarter 2 performance report and also the initial 2013/14 budget proposals relevant to the Scrutiny Board's portfolio.</p>	25 - 78
9		<p>LEEDS LOCAL DEVELOPMENT FRAMEWORK - NATURAL RESOURCES AND WASTE DEVELOPMENT PLAN DOCUMENT - INSPECTOR'S REPORT</p> <p>To receive a report of the Head of Scrutiny and Member Development presenting the Natural Resources & Waste Development Plan Document (DPD).</p>	79 - 240
10		<p>SCRUTINY INQUIRY - BUS SERVICES IN LEEDS</p> <p>To receive a report of the Head of Scrutiny and Member Development which introduces the second session looking into Bus Services in Leeds.</p>	241 - 288
11		<p>WORK SCHEDULE</p> <p>To receive a report of the Head of Scrutiny and Member Development presenting the Board's work schedule and the current Forward Plan relating to this Board's portfolio.</p>	289 - 308
12		<p>DATE AND TIME OF NEXT MEETING</p> <p>Thursday, 10am 24th January 2012. (A pre meeting for Members will take place half an hour before the meeting commences.)</p>	

SCRUTINY BOARD (SUSTAINABLE ECONOMY AND CULTURE)

THURSDAY, 22ND NOVEMBER, 2012

PRESENT: Councillor M Rafique in the Chair

Councillors J Akhtar, D Cohen,
P Wadsworth, R Harington, M Ingham,
J McKenna, B Urry, J Chapman and
M Harland

64 Appeals Against Refusal of Inspection of Documents

There were no appeals against the refusal of inspection of documents.

65 Exempt Information - Possible Exclusion of the Press and Public

There were no resolutions to exclude the public.

66 Late Items

There were no late items added to the agenda.

67 Declaration of Disclosable Pecuniary and Other Interests

Councillor Urry declared a significant other interest in Agenda Item 7 – Scrutiny Inquiry – Bus Services in Leeds as a Member of the Leeds Passenger Consultative Committee.

68 Apologies for Absence and Notification of Substitutes

Apologies for Absence were received from Cllr Lyons , Cllr Harland was present as substitute.

69 Minutes - 18th October and 1st November 2012

The minutes of the 18th October and 1st November 2012 were approved as a correct record.

70 Scrutiny Inquiry - Bus Services in Leeds

The Head of Scrutiny and Member Development submitted a report which introduced the first formal session of the scrutiny inquiry into bus services in Leeds.

In attendance were:

Andrew Hall (Acting Head of Transport Policy);and
Dave Pearson – West Yorkshire Metro.

Draft minutes to be approved at the meeting
to be held on Thursday, 20th December, 2012

The Acting Head of Transport Policy took Members through the report of the Director of City Development which provided background information on Bus Services in Leeds.

Members opened the discussion by giving consideration to the reasons behind the decrease in usage of bus services and the increase of rail services in Leeds. Members were informed that the bus network in Leeds had shrunk and that the focus was now on a number of busy core routes. The changing economy, and Leeds being part of a wider city region which has resulted in people commuting further distances, were also factors.

A major issue highlighted by the Board for the reduction in patronage on Leeds buses was the above inflation increases to ticket prices, making bus travel expensive. It was noted that this is particularly an issue for short journeys within the City, these have seen the sharpest reduction in passenger numbers. The Green Zone which aims to make sure short journeys are cheaper was highlighted by Members and it was suggested that this be extended so that more people can take advantage of it.

Members commented that due to the number of differing bus companies operating within Leeds, ticketing was confusing and not integrated, meaning that unless a premium was paid you could not use all the buses that might be running on the routes you wish to travel.

At this point Members also raised the potential of increasing the usage of smart cards and put it to witnesses present that work should be done to make the Breeze Card, issued to young people in Leeds, a half fare pass that could be used to travel on buses.

Frequency and punctuality of bus services was brought up by Members and that more work needs to be done to improve this so that bus services can be relied upon by the residents of Leeds. Officers responded that more work is still to be done on increasing bus lanes, bus priority at traffic lights and reducing boarding time for passengers. The real time bus information system was brought up and its merits were discussed, in that it enables tracking of where buses are but that it can also be frustrating for passengers.

Members brought up the issues surrounding funding of bus services and the effect that the Quality Bus Contracts might have on funding received from Central Government.

Discussion took place on the possibilities of looking at examples of transport systems outside of the UK and that lessons could be learned in terms of integration. It was confirmed that examples of other transport systems in Europe were considered by Metro, although the differing legislative frameworks and subsidy systems also needed to be considered.

Members also asked questions about how and on what basis bus services were allocated to areas. The representative from Metro described some work

taking place in Kirklees where consideration was given to local issues and hubs across the City to enable the most effective use of buses.

Members sought clarification on the number of stops permitted when purchasing a £1 ticket.

At this point in discussion the Chair referred to the introduction of free travel for children and young people in London and suggested that if possible it would be a real advantage to children in Leeds in being able to attend events and become involved in a range of activities.

RESOLVED –

- (a) that the report be noted; and
- (b) that information requested with regards to the number of stops permitted with a £1 ticket be provided to Members.

71 Draft terms of reference - Scrutiny Board inquiry on flood risk management

The Principal Scrutiny Advisor presented a report of the Head of Scrutiny and Member Development which asked Members to comment on and agree the terms of reference for the inquiry. It was reported that the Directorate had proposed that Neighbourhood Management/Locality Teams be included in the inquiry due to their responsibility for gully maintenance.

RESOLVED – that the Board agree the terms of reference for the inquiry, subject to the addition of input from Neighbourhood Management/Locality Teams regarding gully maintenance.

72 Work Programme

The Board received a report of the Head of Scrutiny and Member Development which considered the Board's work schedule for the forthcoming municipal year.

Concern was raised that the December agenda is very crowded and that this might not allow Members to thoroughly scrutinise the reports in the detail that they would like to.

It was proposed by the Chair that a working group should be set up in January 2013 to provide an additional session of the inquiry on bus services, with all members of the Board invited to attend.

It was also confirmed that the meeting on 20th December 2012 will commence at 9:45am with a pre meeting for Members starting at 9:15am due to the number of items on the agenda.

Draft minutes to be approved at the meeting
to be held on Thursday, 20th December, 2012

RESOLVED –

- (a) that the work schedule be noted;
- (b) that the Executive Board minutes and the Forward Plan attached to the report be noted;
- (c) that a working group be set up for January 2013 to provide an additional session of the inquiry on bus services; and
- (d) that the start time of the December Board meeting be brought forward to 9.45am.

73 Date and time of next meeting

9.45am, Thursday 20th December 2012.

The meeting closed at 12:10pm

Report of Head of Scrutiny and Member Development

Report to Scrutiny Board (Sustainable Economy and Culture)

Date: 20 December 2012

Subject: Scrutiny Inquiry – The role of leisure and culture in promoting public health

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

Summary of main issues

1. The Board decided that it wished to carry out an inquiry on the role of leisure and culture in promoting public health this year. A working group meeting was held on 30 August to meet with representatives from City Development, Children's Services and Public Health to scope the inquiry. Draft terms of reference for the inquiry were then approved by the Board in October 2012, with the inquiry due to begin in February 2013.
2. Since the original decision by the Board to undertake this inquiry, the council has been given the opportunity to bid for funding from Sport England from the 'Get Healthy, Get into Sport' fund. The council has submitted an expression of interest which is attached.
3. The fund will support projects that contribute to getting inactive people into once a week participation in sport for at least 30 minutes. The fund is also seeking to improve the evidence base for the role of sport in engaging inactive people.
4. The Head of Sport and Active Lifestyles will attend the Board's meeting to brief Members on this latest development since the inquiry was originally planned, and to discuss any consequential implications for the Board's planned inquiry.

Recommendations

5. Members are asked to:

- a) Note the expression of interest submitted to the Get Healthy, Get into Sport Fund.
- b) Consider any consequential implications for the Scrutiny Board's inquiry.

Background documents¹

None used

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

GET HEALTHY, GET INTO SPORT ELIGIBILITY CHECKLIST

To determine whether the project could be considered for support by the Get Healthy, Get into Sport Fund please complete the checklist below. If you require advice on completing the checklist, please call 08458 508 508 or email us on get.healthy@sportengland.org

1. Are you.....

Entitled to receive public money such as a sports club, voluntary or community organisations, Local Authorities and educational establishments such as schools, colleges and universities:

☒

Yes

☐

No

If you answered YES to the above, please CONTINUE

2. Will your project be able to meet all of the criteria below:

Yes

☒

No

☐

either in-house expert evaluation support or evidence of strong relationships with academic providers through previous delivery;

☒
☐

an understanding of the needs of Health & Wellbeing boards, Clinical Commissioning Groups and other Public Health commissioning bodies as well as their emerging priorities;

☒
☐

evidence of previous work targeted towards Reducing Health Inequalities; and

☒
☐

strong local partnerships that will ensure that any project developed meets the needs of future deliverers and is sustainable within a local delivery model

3. Are you applying for funding to develop a programme which seeks to answer one or more of the following questions? Please tick which question(s) you believe your project will support:

☒

What is the role of sport within a health care pathway such as the Department of Health's Let's Get Moving programme?

☒

What is an effective, scalable and sustainable programme which can encourage the least active?

☒

How can we encourage more health care professionals to advocate for, invest in and signpost to appropriate sporting programmes. What support is needed to deliver this?

☒

What support is needed for existing sporting providers to help them understand the needs of the least active?

☒

How can we best measure the effectiveness of our programmes? Is there a set of measures which we can use across all our sport programmes to measure change in total physical activity/sport?

4. Can you.....

☒

Describe how many people will access your project and how they will benefit

☒

Provide evidence that the project is needed

☒

Provide a clear and detailed project budget (award between £30,001 and £500,000)

GET HEALTHY, GET INTO SPORT EXPRESSION OF INTEREST FORM

If you have answered YES to all of the above it is likely that you and your project are eligible for support from the Get Healthy, Get into Sport Fund. Please note that this does not guarantee you will be invited to submit a Solicited Application.

The following questions have been designed to capture the key information about your project. The answers will form an essential part of the assessment process and therefore you must provide an answer to all questions.

Organisation Name	Leeds City Council
Project Title	Leeds Lets Change: Active Leeds (provisional name only)
Project Description	<p>(In up to 200 words please describe your project. This should include details of how it will improve participation for those that are least active, the activities and who will deliver them).</p> <p>Active Leeds seeks to explore methods to remove barriers that exist for the least active people in Leeds in relation to participating in sport and physical activity. It hopes to initiate a change in culture whereby inactive people take small steps to being active, feeling encouraged to take part in sport and physical activity in an environment where they feel welcome and comfortable. The ultimate aim is to help reduce the significant health inequalities that exist in the city. Furthermore by getting people doing some activity it is anticipated (through the right interventions) that they can progress into a range of sports. The project will test the barriers to participation (getting the inactive active) and what methods most effect behaviour change. The bid is based on 2 key component parts, namely 1) a core fitness/sports activity offer and 2) a review of existing care pathways relating to physical activity.</p> <ul style="list-style-type: none"> • Testing the impact of free/discounted use of Leeds City Council leisure centres for selected sport and fitness activities, at selected times, daily, for all Leeds residents (universally targeted). <ul style="list-style-type: none"> ○ The offer will be greatest in areas of the city where activity levels are lowest and health inequalities are highest ○ Activities to include gym, swim and fitness but there will also be a to link multi sport offers via related programmes that will be delivered in parallel to the project. • Reviewing existing care pathways with the aim of substantially improving them. Active Leeds will offer targeted interventions (improved referral pathway, individual support packages and sports activities based in community settings) that will underpin the above offer: <ul style="list-style-type: none"> ○ A range of free or discounted multisport sessions aimed at

	<p>specific hard to reach groups (i.e. women and girls, adult social care)</p> <ul style="list-style-type: none"> ○ An integrated referral process for health professionals into Active Leeds that covers formal and informal referral pathways. ○ An evidence based package of support for the new user that will aid their behaviour change ○ A community based programme of free and discounted activities including fitness and multi sport. ○ A direct to link into the “Leeds lets Change” social marketing programme. ○ Exploring the effectiveness of the Leeds card Extra discount card as a means to stimulate increased participation.
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Project Outcomes	<p>Aims of Active Leeds:</p> <ol style="list-style-type: none"> 1. To increase the activity levels of those who are inactive in the city, especially in areas that have the highest health inequalities in adults and young people. (focussing on 14 years +) 2. To understand the barriers to being active for adults and young people (focussing on 14 years+) 3. To deliver interventions aimed at removing or reducing barriers to participation. 4. To understand what methods can be successfully deployed to move people from being active 30 minutes per week to 90 active minutes per week (adults) 5. To develop approaches to improve care pathways that link people using NHS and adult social care services with sport and physical activity. <p>This will be supported by:</p> <ol style="list-style-type: none"> 1. Testing techniques and interventions that support inactive people to become active and explore why those activities support this behaviour change 2. Embedding a simple, effective and valued healthcare pathway for physical activity in Leeds which also links with other lifestyle services and activities 3. Investigating options for ensuring the financial sustainability of Active Leeds <p>How will we know we have succeeded?</p> <ol style="list-style-type: none"> 1. Leeds realises its ambition to be the most active big city in England 2. Inequalities in physical activity levels are reduced between the areas of least and most deprivation 3. Active Leeds increases the cost:benefits ratio for the NHS and Leeds City Council
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	<ol style="list-style-type: none"> 4. Active Leeds engages front line health and social care staff to discuss physical activity as part of routine health and social care 5. Active Leeds is validated as an effective physical activity behaviour change programme 6. Active Leeds supports a reduction in cluster behaviours by its participants 7. Active Leeds increases investment into physical activity interventions by NHS commissioners and other partners 8. Active Leeds continues as a financially sustainable scheme
Key Project Partners	<p><u>Partners</u></p> <p>Leeds City Council e.g. Sport and active lifestyle service, Cultural services, Children's services, Adult Social care</p> <p>Research Institute for Sport , physical activity and leisure at Leeds Metropolitan University</p> <p>Friends of Bramley Baths – local trust who take ownership of Bramley Baths from the council in January 2013.</p> <p>Public Health (Currently NHS Airedale, Bradford and Leeds)</p> <p>GP's</p> <p><u>Wider Stakeholders who will be engaged in the project</u></p> <p>NHS Leeds Community Healthcare</p> <p>NHS Leeds Teaching Hospitals Trust</p> <p>Leeds and York Partnership Foundation Trust</p> <p>Third sector organisations (i.e. Health for All, Zest, Space 2) represented through Healthy Lives Leeds</p> <p>Joint Health and Wellbeing Board</p> <p>Clinical Commissioning Groups</p> <p>SportLeeds (city sport and physical activity partnership)</p> <p>National Governing Bodies of sport</p> <p>West Yorkshire Sport</p> <p>University of Leeds Institute of Health Psychology</p>
Total Project Cost	<p>£1.0m</p> <p>Project based on a 2 year project and an 18 month free/discounted offer</p>

Award Request	£500,000
Project Start & End dates	April – September 2013 mobilisation/promotion October 2013 – March 2015 full project delivery
Project Contact Details	Name: Mark Allman Position: Head of Sport and Active Lifestyles Address (including postcode) : Sport and Active Recreation John Charles Centre for Sport Middleton Grove Leeds LS11 5DJ Telephone: 01132478323 Email: mark.allman@leeds.gov.uk

Criteria 1 – IMPACT – contribution to Sport England outcomes

Please set out how the proposed investment will contribute to improved outcomes for sport and health, in particular;

Priority will be given to projects with a collaborative approach whether that is multi-partner, multi-sport or cross sector (500 words maximum)

Active Leeds will :

- Aim to grow participation at 1 x 30mins for those least active
- add to the evidence base for investing in sport to improve public health priorities. Eg contribution to evidence supporting
 - § All cause mortality
 - § Cardiac conditions
 - § Weight loss
 - § Musculoskeletal Health
 - § Functional health (older people)
 - § Cancer
- Assessing the impacts of service integration between adult social care day services (LD and older people) and Leisure. E.g Holt Park Active (wellbeing centre)
- Show numbers of people moving into sport from simply “being active”

Active Leeds seeks to achieve a growth in 1 X 30mins participation by removing the barriers to participation that most effect inactive people. There will be 2 related elements to the project.

1)The free/discounted access offer will be available to all Leeds City Council residents, but targeted at those areas most in need. The provision of universal free / discounted access will reduce the barrier of cost to participation, whilst removing the

stigma associated with taking up free and discounted services.

2) the provision of targeted sports activities in community settings will engage people who may not traditionally feel comfortable in “sporty” settings

Examples of this approach include:

1. Free / discounted multi-sport sessions for hard to reach groups designed to address the specific needs of each of these groups.– i.e. women and girls, older people, mental health service users and adult social care clients. These sessions will support the participant into the universal Active Leeds offer. These sessions will be delivered in partnership with NGB's.
2. Active Leeds will seek to develop a simple, effective referral process for health care professionals in Leeds building on the exist Bodyline on Referral Programme as part of the Leeds Lets Change programme. This referral programme would support those patients who would 'benefit from doing more exercise' in line with NHS Health Checks and not simply those with conditions that require specialist support.
3. A package of support for new users to aid their behaviour change. For example;
 - a. Linking with healthy lifestyle practitioners through the Leeds Lets Change programme
 - b. Linking with community organisations
 - c. Single point of contact through Leeds Lets Change
 - d. Drop in sessions
 - e. champions scheme
 - f. Marketing campaign including linking with the Leeds Let's Change website
 - g. Incentives package
 - h. Awareness training for staff
 - i. Inductions carried out in new users first language
4. A community based programme of free / discounted activities – To expand Active Leeds offer to a the range of other activities available in community settings. Additional facilities could include parks, religious buildings or village halls and the activity could include walking, nordic walking, Tai Chi, fitness classes, multisport sessions and cycling.

Active Leeds will improve the evidence base for investing in sport to improve health outcomes by testing which interventions and activities are most likely to motivate inactive individuals to become active and which of those activities achieve the greatest improvement in health for those individuals. Active Leeds will test a number of options. For example, the ability of free access to facilities to engage inactive people compared to facilities that offer discounted access ; the ability of free or discounted leisure centre access to engage inactive people compared to out reach provision in the community; assessing the relative ability of well structured care pathway support for the new user compared to that offered without care pathway support. Health checks can be completed for sample participants at the start of the programme and at different points within the delivery to assess health benefits to participation.

The precise details of the scheme are to be determined given the interrelationship between the research requirements, the budget available and the practical management and political implications.

The project will be managed through a joint partnership with health, sport and active recreation professionals. A management group will be established and report both to Sport Leeds partnership and to the relevant health partnership e.g. the City Health Improvement Board.

Measuring Impact:

The city council will work with the newly launched Research Institute for Sport , physical activity and leisure at Leeds Metropolitan University (LMU) in developing the most appropriate measurement techniques (subject to procurement review). This partnership in developing the bid will explore the value of using various research and evaluation techniques of both a qualitative and quantitative nature and building on studies already undertaken e.g. Birmingham Be Active (BCC and Matrix) /Fit for the Future (DOH 2009 - 2010). Research methodology will influence project development and therefore LMU will form part of the detailed bid development team should the EOI be successful.

Criteria 2 – EVIDENCE – rationale that your approach is needed and will work

Please provide any insight/evidence on why you are taking this approach as well as outlining the barriers and challenges to participation in sport and how your project will address the needs and barriers of inactive people.

(500 words maximum)

There are a number of factors that have provided insight and evidence into the approach Active Leeds is taking.

Firstly, the success of the Birmingham Be Active scheme in engaging previously inactive people into their leisure centres through the provision of free activity sessions. The Birmingham project showed that free access engaged inactive individuals, a high proportion of whom were from deprived communities, and that taking part in this activity improved their health. Although Birmingham's circumstances when Be Active was launched are not reflective of Leeds' present position, the excessive demand they encountered from new users would suggest that aspects of this project are scalable to other core cities. It is interesting to also note that whilst Birmingham's overall active people results have improved but they remain some considerable way behind those of Leeds (based on 3x30 mins).

There is evidence at a national level eg;

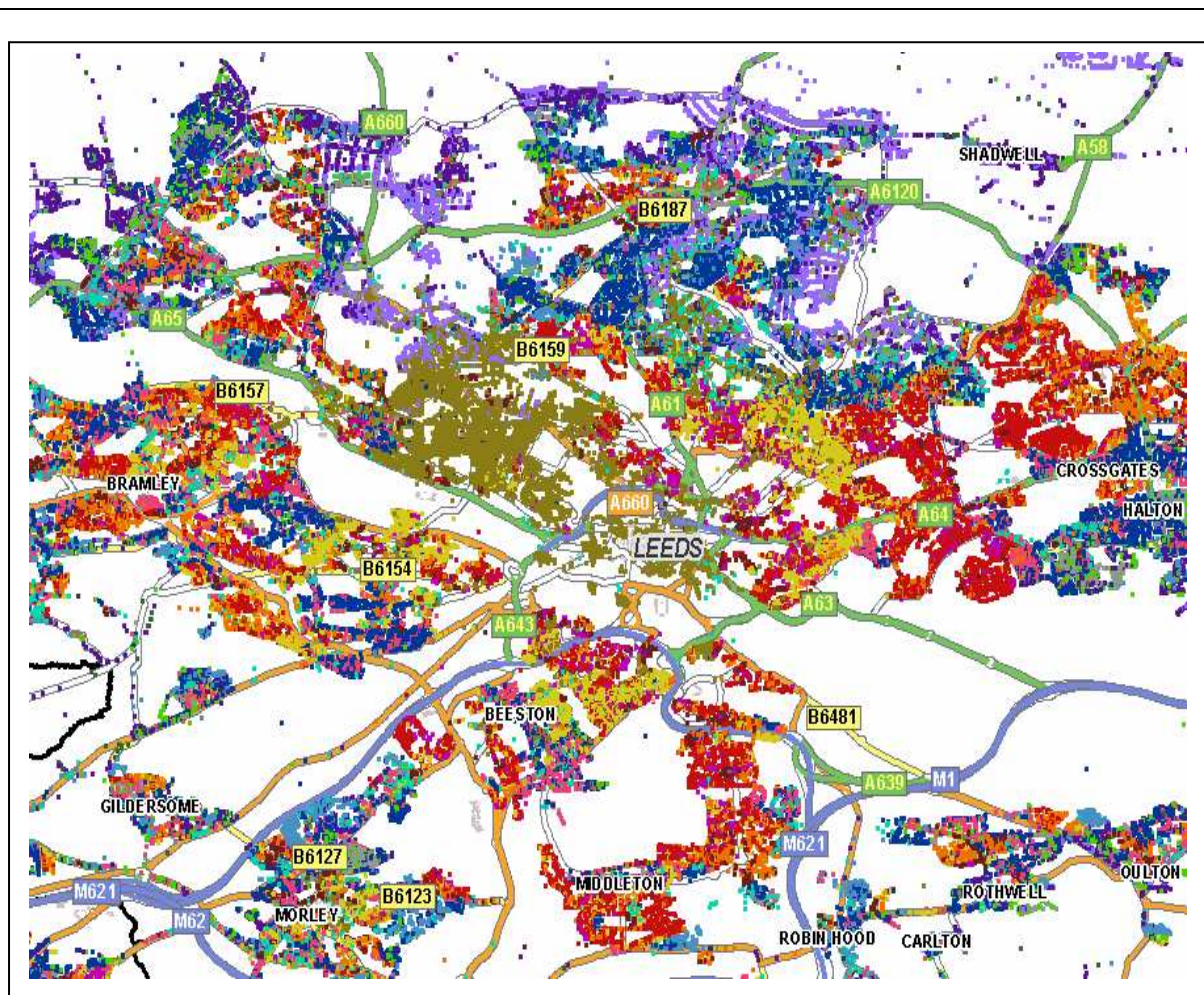
- "Fit for the Future" by Department of Health
- NICE physical Activity Guidelines
- Joint CMO reports into physical activity
- Sport England/British Heart Foundation Health promotion research group

Furthermore Leeds has evidence from the free swimming initiative in 2010 that supports the success of a targeted approach to free initiatives, in increasing participation more especially in the areas of highest deprivation. City wide participation (visits to leisure centres) increased by 30% for over 60s and 44% for U16s with centres serving highest areas of deprivation often seeing increases of over 75%.

Leeds has Insight and evidence over a range of other projects too e.g.:

- The success of the Active Women's programme to engage previously inactive women into multisport sessions (post part funded by Sport England)
- Initial evidence that Leeds Bodyline on referral programme is engaging new users into the service
- Sport Leeds Strategy consultation where a number of health professionals supported the delivery of activity programmes delivered at a very local level i.e. village halls, churches, mosques. Partners also supported the need to a high profile project that acted as a focal point for the development of sport and active lifestyles interventions.

It is proposed that Active Leeds uses geo-demographic segmentation as one part of the marketing and evaluation process, assessing its impact overall specifically using Mosaic Public Sector. We are aware Sport England are reviewing their own approach to Mosaic. The table below illustrates the whole city:



Mosaic PS Group	Group Label
A	Residents of isolated rural communities
B	Residents of small and mid-sized towns with strong local roots
C	Wealthy people living in the most sought after neighbourhoods
D	Successful professionals living in suburban or semi-rural homes
E	Middle income families living in moderate suburban semis
F	Couples with young children in comfortable modern housing
G	Young, well-educated city dwellers
H	Couples and young singles in small modern starter homes
I	Lower income workers in urban terraces in often diverse areas
J	Owner occupiers in older-style housing in ex-industrial areas
K	Residents with sufficient incomes in right-to-buy council houses
L	Active elderly people living in pleasant retirement locations
M	Elderly people reliant on state support
N	Young people renting flats in high density social housing
O	Families in low-rise council housing with high levels of benefit need

The data has been drilled down to leisure centre catchment area allows specific types of people in lower socio-economic groups, low sport participation groups and those that unhealthy – likely to become unhealthy to be targeted. Mosaic allows e-mail addresses and SMS contact details to be procured for these people and direct marketing to be undertaken. Additionally, it provides addresses for direct mail, allows sports development and community. Additionally, through the Leeds Card database the service can match lapsed customers to Mosaic in order to undertake re-engagement work on key groups.

Additionally, it allows partner data to be segmented in order to target key groups and assess the potential of partners client groups with regards the project. We would want to explore with Sport England how smarter marketing techniques can lead to increases in participation.

In summary

The key barriers to participation that Active Leeds seeks to reduce are cost, poor health, social-psychological barriers and transport. Active Leeds believes these barriers will be addressed through the provision of free and discounted activities, improved healthcare referral pathways, a package of support for new users and delivery of community based provision. In addition barriers associated to gender, age and disability will be addressed through the targeted multi-sport sessions. All these areas have been outlined in more detail in Criteria 1 – Impact.

Appendix A illustrates how market segmentation approach can be used in the context of this proposal.

Criteria 3- ABILITY TO DELIVER

Please confirm how you meet the eligibility criteria, including current partnerships already in place. Your project and partnerships must be able to be developed in the timescales outlined and able to draw down funding in 2013/14

(500 words maximum)

1. in-house expert evaluation / evidence of strong relationships with academic providers:

- Active Leeds will receive support through the Leeds City Council in-house Intelligence and Improvement Unit
- Strong academic relationship exists with Leeds Metropolitan University who are the academic partner for Active Leeds. Previous partnerships with LMU include: RADS, Heartwatch, Student based research projects (i.e. communications audit), partner on Sport Leeds Board

2. Understanding of the needs of Health and Wellbeing boards, CCG's and Public Health commissioning bodies and their emerging priorities

Active Leeds will support the achievement of a number of the proposed outcomes for the Joint Health and Wellbeing Board through their JH&WB Strategy for Leeds namely:

- People live longer and live healthier lives
- People live full, active and independent lives
- Peoples quality of life will be improved by access to quality services
- People live in healthy and sustainable communities

In terms of joint working and structures:

- Active Leeds is being developed in partnership with a number of colleagues from the Public Health and there is potential to integrate into the Leeds Let's Change programme
- Senior public health consultant sits on Sport Leeds board
- Head of Sport and Active Lifestyles attends Health Improvement Board, a subgroup of the Joint Health and Wellbeing Board and the project is likely to report into this group

Active Leeds will also support the Public Health Outcomes Framework which includes a physical activity specific indicator and other indicators to which increased physical activity will contribute:

- Specific Indicator: Domain 2 (2.13) – Active and inactive adult
- Indicators to which Physical Activity will contribute
 - increased healthy life expectancy
 - reduced differences in life expectancy and healthy life expectancy between communities

Links to three CCGs in Leeds will come through the Public Health core offer to these bodies once new arrangements are in place from April 2013.

3. evidence of previous work targeted towards reduced health inequalities

- Women into Sport Project - Increase participation in sport and active recreation by females living in deprived areas and in other service provision such as health services to enhance their 'quality of life'.
- Active Older Sporting Communities
- Cardiac Phase 4 referral programme – delivered in partnership with NHS Leeds.
- Weight management programme – delivered in partnership with NHS Leeds Community Healthcare
- Heartwatch – exercise referral programme for those with heart conditions. Acts as an exit route for Cardiac Phase 4 programme and referral pathway for GP's
- Nip it in the bud – weight management programmes for young people and their families
- Older and Active People –community based sports and active lifestyles programme led by Feel Good Factor in partnership with Leeds City Council using a community empowerment model

4. strong local partnerships that will ensure any project developed meets the needs of future deliverers and is sustainable within a local delivery model

Active Leeds will be managed through a joint partnership between health and sport professionals. It is proposed that a management group is established which has dual reporting responsibilities to Sport Leeds and possibly to one of the Healthy Leeds partnership groups . These are very strong partnerships already in existence with representatives from Sport and Health sitting on both.

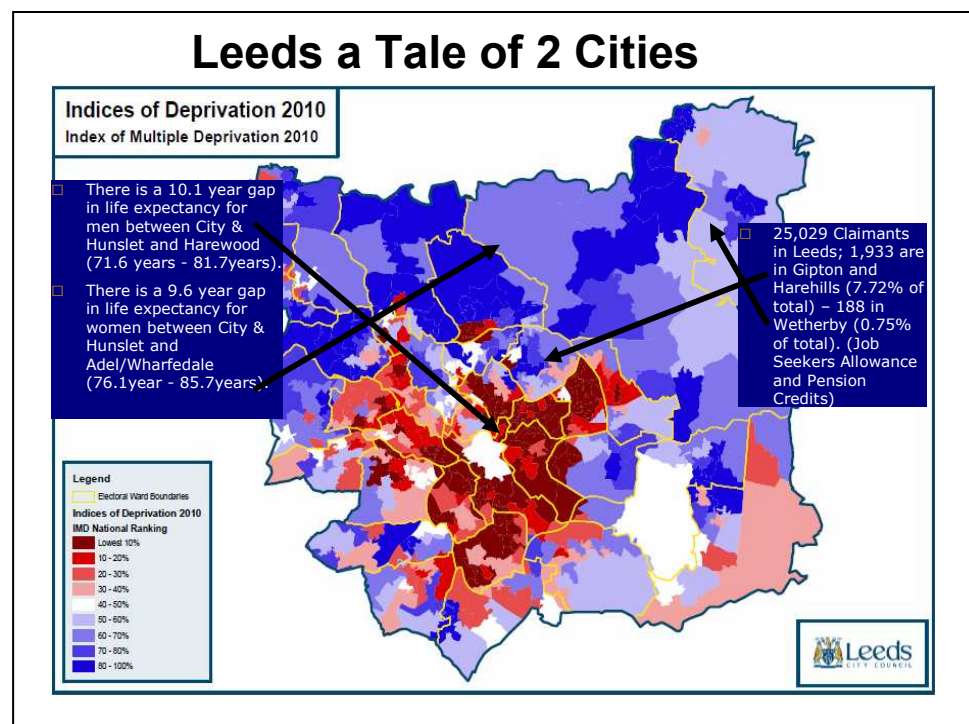
- Sport Leeds (CSN) – Strategic partnership for Sport in Leeds.
- Healthy Leeds – The primary role of Healthy Leeds is to act as the over-arching city-wide strategic partnership for health improvement and health inequalities. Healthy Leeds oversees health partnerships including the shadow Health and Wellbeing board, Health Improvement Board, Area Health and Wellbeing Partnerships and Healthy Leeds network.

Criteria 4 – SUSTAINABILITY/SCALABILITY – evidence of the project’s sustainability

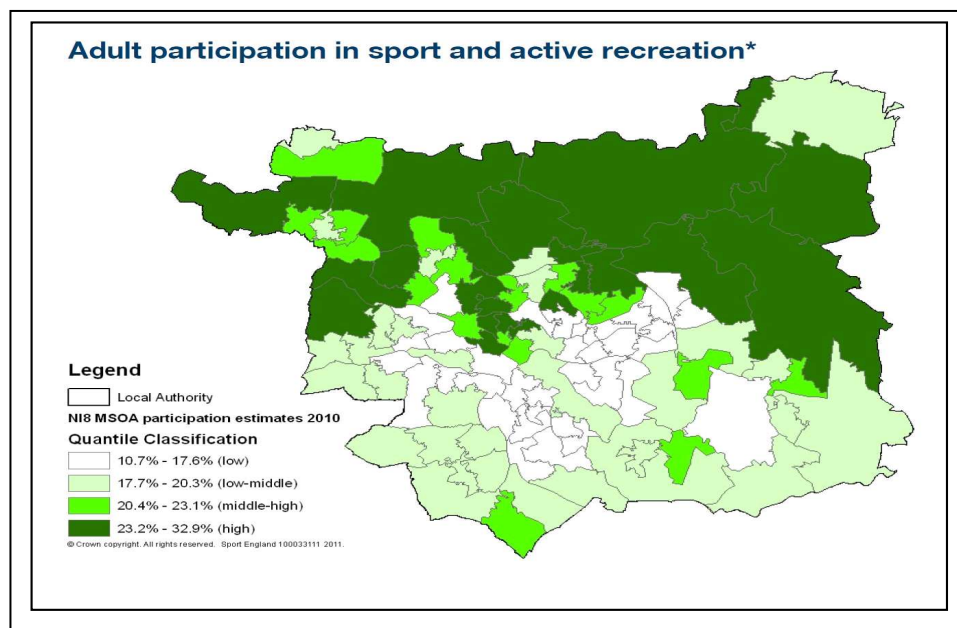
Please detail what need and demand exists for the project as well as outline how the project will be embedded into the appropriate local and/or national delivery systems on an ongoing basis.

(500 words maximum)

The city of Leeds has major challenges in terms of health inequality. The map below illustrates the differences in life expectancy across the city



The above mirrors participation inequalities in sport:



The breadth of community settings in the Leeds area (inner city/suburban/rural) provides a unique opportunity to test various approaches

Within Leeds the lowest participation level in sport 3 times a week (aged 16+) is 12.9% (Leeds MSOA 092 Belle Isle North) and the highest is 28.2% (Leeds MSOA 036 Far Headingley). Data on sports participation illustrates significant inequalities between the average and females, those in lower socio-economic groups, older people (55+), from BME groups and those with disabilities.

The cost of inactivity in Leeds is at least £10.1M per year.

20% of the population of Leeds live in the 10% most deprived Super Output Areas (SOAs) in England accounting for approximately 150,000 people. There is a 10.1 year gap in life expectancy for men between City & Hunslet and Harewood (71.6 years - 81.7years).

Active Leeds will test its financial sustainability on an ongoing basis during the pilot. The future sustainability of a free offer over a discounted offer will be assessed from a financial point of view and the programme can be adapted to fit with these findings. This will ensure that a fine balance between engaging new users and achieving financial sustainability for the long term is met. If income reduces less than expected or if there is a greater increase in paying customers than expected it is envisaged the scheme would extend its offer, possibly even into peak time provision, as would be the case if investment from health increased.

In addition it is hoped that Active Leeds will embed a healthcare pathway for physical activity that will be sustained beyond the life of the pilot. This will be done by enhancing the present Bodyline on referral programme,

part of the Leeds Lets Change programme, and better coordinate resources in the city that are available to support the users on this care pathway.

Active Leeds will also have a number of links via the targeted multi-sport provision to NGB's and the core city funding from Sport England (subject to agreement). It is the multi-sport programmes that provide the intersection between the health pilot funding and the Sport England core city funding. Successful partnerships with the NGB's through the core city funding will hopefully secure the future of the multi-sport sessions for Active Leeds.

Active Leeds pilot will allow research to be undertaken in a number of small community outreach projects to help to determine the activities and delivery styles that best engage inactive people. These projects can then be scaled up for delivery across the city.

A legacy of the Active Leeds scheme will be the new awareness that leisure centre and coaching staff having in relation to welcoming and engaging with previous non-users. This culture change will hopefully embed over the period of the pilot and remain beyond the initial funding regardless of future investment.

At a national level, Active Leeds will provide valuable information on how the Birmingham Be Active scheme could be scaled up and rolled out nationally through other core cities.

Criteria 5 –RESOURCES – why additional resources are required

Please provide a brief budget breakdown as well as stating if any funding has been attracted from other sources (& the level of commitment for this funding) so as to maximise the impact of this limited investment fund. Also, please clearly state how resources from Sport England will be spent.

Budget Overview

Active Leeds presents an exciting opportunity for one of the UK's biggest cities, with a diverse population, to really test out some new ways of working to get the inactive, active. We want to build on existing good practice, both in Leeds and from elsewhere. Specific additional resources are required for the following elements:

- To fund a package of behaviour change support for the new user (i.e. staff time to support the new user, incentives package)
- Marketing for the new scheme (traditional and e marketing)
- Sport England funding helps build the case for a wider, sustainable offer by helping to share in some of the risk and in getting the proposal "off the starting blocks". Should the risk be less than anticipated this provides scope to extend the scheme into selected classes and or/ other venues and/or LeedsCard Extra.

- Loss of income from paid for cards and casual income (but more people overall using the centre on the new free Leeds active card)
- Payment of coaches and staff to run the scheme
- Facility hire and equipment for community programme
- Training for all staff from senior managers to leisure centre staff and community coaching staff
- Academic research partner support

Summary of Provisional Budget

Impact of free and discounted cards being introduced:

- Net reduction in Bodyline off peak card sales and casual gym and swim income (adults and juniors).
=Total £675K for 18 months

Project Development and implementation

- Marketing **£50k**
- Training **£25k**
- Project Manager/Staff/Coaching and supervision **£100k**
- Physical Activity care pathway development **£100k**
- Evaluation **£50k** (but dependant on Sport England requirements)

Total – project costs = £1m

Funded by:

Sport England funding **£500k**

Leeds City Council/Public health funding **£500k** (part “in kind”)

- NB. At this stage we want to explore developing the Multi sport offer /NGB links via the funding made available to core cities, but as yet there is no guidance as to how the funding can be spent and therefore it is subject to Sport England approval. We would welcome further discussion should our Expression of Interest be supported to bid stage.

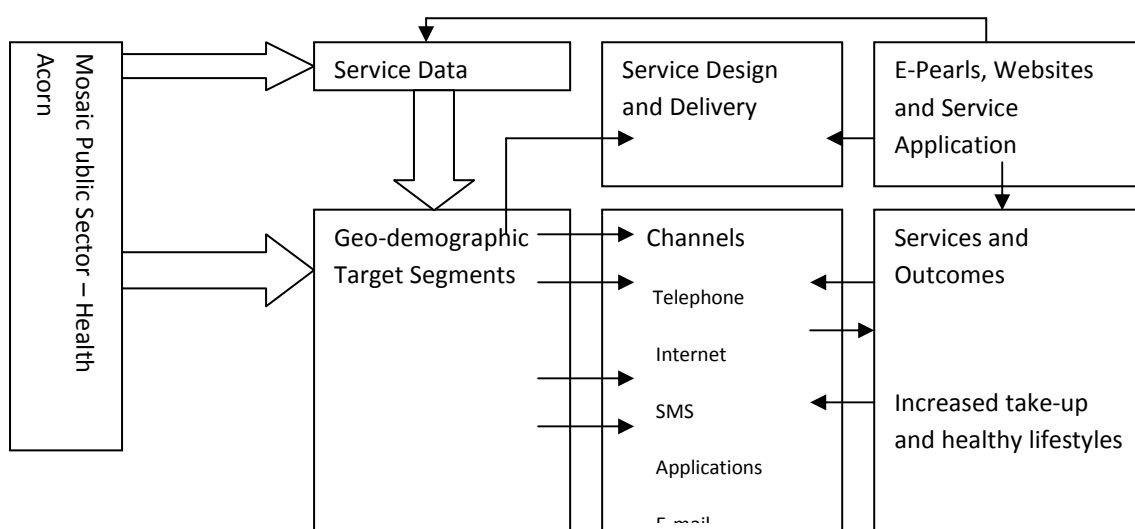
Should you require any help on completing this Form please contact us on 08458 508 508
Once completed, please email your checklist and Expression of Interest Form to
get.healthy@sportengland.org by 5pm Friday October 26th 2012.

We will not begin assessing Expressions of Interest until after the closing date and any received after this date will not be accepted. You will be informed on whether your project will be supported during the w/c November 19th. If your Expression of Interest receives

support, you will be asked to complete an application form and action plan, supported by Sport England officers, before a final funding decision is made.

Appendix A Market Segmentation Resource and Delivery Mechanism:

Delivery Mechanism



Sport Hitting the Target – Key Outcomes and Delivery

Illustrative approach:

The Sport Service has consistently analysed its customers in terms of their demographics and against the Indices of Multiple Deprivation, to understand how well the service is reaching priority groups, identify catchment areas for leisure centres and review the value of the service. This has helped service planning and marketing significantly. However, certain pieces of consumer information (e.g. income) were missing. Additionally, the key problem was the service didn't know about non-users.

To overcome this, 1 years worth of Bodyline data was segmented and this created the profile previous.

This profile revealed a broad spectrum of users. However, in order execute an e-based campaign, the service needed to find groups with a high propensity to use the Sport Service and the internet.

The target groups were identified as E, F and H and a marketing campaign was developed to attract these groups. This was support by a Personalised Unique Resource Locator (pURL) in order to influence customer buyer behaviour and manage transactions. This allowed potential customers to find their nearest leisure centre, determine what activities they wanted to do and when, and find the most appropriate pricing package. Additionally, it recorded their details and allowed re-contact if the customer requested it.

The following was undertaken to execute the campaign:

- 48,353 e-mails were sent to people in the target segments, linked to their local leisure centre by travel time.
- 8580 letters to people in the Morley and Armley areas, as well as fixed media in these communities.

Benefits

The following benefits were achieved from the campaign:

- Of the 56,933 potential customers contacted, 268 purchased Bodyline cards, a take-up of 0.47%.
- The indicative month 1 income amount (including 12 month contract purchases) is £60,020.
- 158 customers signed up to direct debits. In January 2012 this produced income of £39,848 (with a recurring benefit each month until the individuals leave).
- The sales for January 2012 were 1,329 compared to 1,253 in January 2011 (which, at the time, was a record for sales), an increase of 76, or a 5.67% increase.
- If corporate sales are removed (as these were outside scope of this marketing campaign), there were 927 in January 2012 compared to 758 sales in January 2011, an increase of 22.30% or 169 more cards. This is 11.82% above the monthly target of 829.

These results are even more impressive when one considers;

- the economic conditions are still difficult
- the fierce New Year competition from private leisure centres
- Bramley and Garforth have been operating at reduced hours, which has inhibited sales in these areas.
- There have been significantly increased sales at Wetherby (223% increase) and Fearnville (180%) leisure centres.

Acorn Health Data could be used to target individuals directly.

Report of Head of Scrutiny and Member Development

Report to Scrutiny Board (Sustainable Economy and Culture)

Date: 20 December 2012

Subject: Q2 Performance Report and Strategic and Financial Plan 2013/14 to 2016/17 including Initial Budget Proposals for 2013/14

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

Summary of main issues

1. The purpose of this report is to present the quarter 2 performance report and also the initial 2013/14 budget proposals relevant to the Scrutiny Board's portfolio (attached).
2. The performance report is the regular quarterly report against the City Priority Plan priorities and Council Business Plan directorate priorities.
3. The Scrutiny Board (Resources and Council Services) will be taking the Executive's Initial Budget proposals (complete report) on the 17th of December. This Board will raise any specific questions or statements on behalf of the Scrutiny Board (Sustainable Economy and Culture) with regard to budget proposals for the City Development Directorate.
4. Any conclusions/observations and recommendations that are made by Scrutiny Board (Resources and Council Services) will be fed back to Executive Board prior to full Council, and will incorporate the views of each of the Scrutiny Boards within a composite statement, as in previous years.

Recommendations

5. Members are asked to:

- a) Note the quarter 2 performance information and the issues which have been highlighted and consider if they wish to undertake further scrutiny work to support improvement over the coming year in any of these areas
- b) Consider the initial 2013/14 budget proposals relevant to the Scrutiny Board's portfolio and agree any comments to be forwarded to the Executive Board through the Scrutiny Board (Resources and Council Services).

Background documents¹

None used

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

Report of Assistant Chief Executive (Customer Access and Performance)

Report to Sustainable Economy and Culture Scrutiny Board

Date: 20th December 2012

Subject: 2012/13 Q2 Performance Report

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

Summary of main issues

1. This report provides a summary of performance against the strategic priorities for the council and city relevant to the Sustainable Economy and Culture Scrutiny Board.

Recommendations

2. Members are recommended to
 - Note the Q2 performance information and the issues which have been highlighted and consider if they wish to undertake further scrutiny work to support improvement over the coming year in any of these areas.

1 Purpose of this report

- 1.1 This report presents to Scrutiny a summary of the quarter two performance data for 2012-13 which provides an update on progress in delivering the relevant priorities in the Council Business Plan 2011-15 and City Priority Plan 2011-15.

2 Background information

- 2.1 The City Priority Plan 2011 to 2015 is the city-wide partnership plan which sets out the key outcomes and priorities to be delivered by the council and its partners. There are 21 priorities which are split across the 5 strategic partnerships who are responsible for ensuring the delivery of these agreed priorities.

- 2.2 The Council Business Plan 2011 to 2015 sets out the priorities for the council - it has two elements - five cross council priorities aligned to the council's values and a set of directorate priorities and targets.
- 2.3 Members will note that the delivery of City Priority Plan priorities are shared with partners across the city while the Council Business Plan sets out the Council's contribution to these shared priorities. This report provides an overview of the performance relating to both plans enabling the Scrutiny Board to directly challenge the council's performance as well as seeking to influence and challenge partners contributions through existing partnership arrangements.
- 2.4 This report includes 2 appendices:
- Appendix 1 – Performance Reports for the City Priority Plan Priorities relevant to the board
 - Appendix 2 – Directorate Priorities and Indicators relevant to the Board
- 2.5 Each quarter every priority within the City Priority Plans and Council Business Plan are rated either green, amber or red according to overall progress against their achievement. These are allocated as follows:
- Green - progress is as planned/expected over the last 3 months. All, or most, of the relevant actions/activities are on track and most targets are being met for the aligned performance measures.
 - Amber - positive progress is being made but not as much as planned/expected. Only some of the relevant actions/activities are on track. Only some of targets are being met for the aligned performance measures.
 - Red -progress is not being made as planned/expected. Few of the relevant actions/activities are on track. Few of the targets are being met for the aligned performance measures.
- A review of this process is currently underway to ensure that all priorities are rated in a consistent manner.
- In addition, performance indicators within the Council Business Plan are also rated green, amber or red according to progress against the target laid out in the plan.

3 Main issues

Quarter 2 Performance Summary

City Priority Plan

- 3.1 There are 3 priorities in the City Priority Plan relevant to Sustainable Economy and Culture Board. At Quarter 2 two are assessed as green and one as amber.
- 3.2 The amber priority is:-
- Driving the sustainable growth of the Leeds economy to support the creation of new jobs and skills.

3.2.1 Infrastructure/Economic Growth: In terms of supporting the economic growth of the city there are a number of areas of positive progress including the completion of

the A65 Bus Scheme on time and on budget; Arena construction continues to be on track, Trinity has an agreed opening date (21/3/13), City Deal formally announced in July, Sovereign Street development (Sovereign Square green space and the KPMG Office HQ) progressed to planning approval, business confidence is improving, an 8% increase in apprenticeships starts in the past year and the Leeds Innovation Health Hub partnership has been established. However, challenges remain in securing improved outcomes for the people of Leeds in terms of jobs, improved skills, and wider economic benefits. The employment rate is 67.5% and is down 1.2 percentage points compared to last year; the Core Cities employment rate has followed a similar pattern, but Leeds is still 5.3% above the average Core Cities rate of 62.2%. Youth employment (16-24) is 45.7% and is down 4.1 percentage points compared to last year. The economic recovery remains fragile and recent survey data shows that 55% of Leeds' residents think jobs are hard to find.

3.3 Highlights from the two green priorities include:

- 3.3.1 **Olympics/Paralympics:** the Council supported a successful programme of sporting and cultural events around the Olympics and Paralympics including hosting over 300 Olympic athletes and officials from China, Netherlands and Sweden and a Paralympic team from Canada for their pre-Games training camps. The estimated economic value from training camps is £350,000, the profile of the city was raised - in particular due to the success of the 23 Leeds Olympic and Paralympic athletes who between them won 11 medals (5 of these gold) - and work is on-going to ensure a longer-term legacy in terms of sporting participation. To support this, in September Executive Board approved a £100,000 annual Olympic Legacy Fund
- 3.3.2 **Connectivity and Low Carbon:** government funding has been made available to ensure the progress of key projects. Bradford and Leeds received £14.4 million to help provide businesses with broadband speeds of up to 100Mbps and high speed wireless Internet access. Additionally, the Department of Energy and Climate Change (DECC) have made £2.59m available to Leeds City Region to spend on a 'Green Deal Go Early' project, as part of the low carbon element of the City Deal

Council Business Plan

- 3.4 **Directorate Priorities and Indicators** – there are currently 9 directorate priorities relevant to the Board and 4 are assessed as green and 5 are amber. The amber priorities are:
- Market and promote the city
 - Produce a new Local Development Framework and Core Strategy
 - Support people to improve skills and move into jobs
 - Develop the council's cultural events and facilities including changes to sport centres and Libraries
 - Reduce carbon emissions and water usage in council buildings
- 3.5 In terms of performance indicators 5 are green, 4 are amber and 4 are Red indicators are:
- Number of enquiries received from businesses seeking to locate in Leeds – 475 (annual target – 1,400). The level of total enquiries has been falling

for a number of years due to a fall in start up enquiries reflecting reduced confidence in the economy; based on the results of Q1 and Q2 this fall is set to continue. The service is keen to develop more accurate measures of performance in encouraging businesses to relocate to Leeds and this will be part of its work with Leeds and Partners; the new agency created by bringing together inward investment and tourism services from Leeds City Council and Marketing Leeds.

- Increase percentage of major planning applications that are completed on time – 54.65% (Target 75%). The processing of major planning applications has not met the target again this quarter, *mainly because of the impact of the economic situation which has led to delays in applicants completing legal agreements (s106) and a slowing in the negotiations on detailed proposals to achieve high quality schemes causing planning applications to go 'out of time'*. The overall level of performance in Leeds has been less than the decline at national level (8.5% in Leeds compared with 13.6% nationally between 2010\11 and 2011\12). During the quarter, we have continued to reduce the number of out of date applications from 49 to 39 (a 20.4% improvement) and there is a targeted action plan to reduce this further and improve decisions made in time during the remainder of the year. A City Plans Panel has been established, to deal with those applications with major significance for the City. The determination of residential planning applications is a crucial component of obtaining New Homes Bonus for the Council (which has increased from £2.7m in 2011\12 to £5.4m in 2012\13).
- Maintain the level of use of libraries (including for example book lending and e-lending) – 1,445,974 (Annual target – 3,079,309). Despite the continued red rating, Q2 has seen an increase of approx 5.56% on the previous quarter's result; it is unlikely, however, that the year end target can be met. Since it was set, there has been a decline in library book lending in Leeds which reflects a national trend, although Leeds has shown a degree of resilience and has been affected to a lesser extent than the majority of other Core Cities. The service is working to understand the cause of this decline, which they believe may be due to a combination of factors including the changing use of libraries, the effect of events such as the Jubilee and the Olympics and Paralympics, and a reduction in the number of new books available following a reduction in the bookfund. Visitor numbers and satisfaction remain high, despite the reduction in book lending. The service will continue to work with communities to better understand their needs, to investigate the effect of major events on borrowing and to work with other Core Cities to gain a better understanding of, and response to, the cause of the national decline. In light of the trend, the service has proposed a revision of its target to 2,800,000, reflecting the direction of travel for the current year
- Reduce our energy and water bills - £3,040,849 (Annual Target – £8,377,220). Despite consumption of gas and electricity continuing to fall at quarter 2, LCC are projected to overspend on energy costs by over £800k. This is primarily due to the increase in energy costs generally, but the unseasonably cold weather has been a contributory factor, as has uncertainty over estimated billing which should be resolved once all sites are on board with providing actual readings. Work continues on the TEAM

software which will provide a 'live' and more accurate picture of performance.

4 Corporate Considerations

4.1 Consultation and Engagement

- 4.1.1 This is an information report and as such does not need to be consulted on with the public. However all performance information is published on the council's and Leeds Initiative websites and is available to the public.

4.2 Equality and Diversity / Cohesion and Integration

- 4.2.1 This is an information report and not a decision so due regard is not relevant. However, this report does include an update on equality issues as they relate to the various priorities.

4.3 Council policies and City Priorities

- 4.3.1 This report provides an update on progress in delivering the council and city priorities in line with the council's performance management framework.

4.4 Resources and value for money

- 4.4.1 There are no specific resource implications from this report.

4.5 Legal Implications, Access to Information and Call In

- 4.5.1 All performance information is publicly available and is published on the council and Leeds Initiative websites. This report is an information update providing Scrutiny with a summary of performance for the strategic priorities within its remit and as such is not subject to call in.

4.6 Risk Management

- 4.6.1 The Performance Report Cards include an update of the key risks and challenges for each of the priorities. This is supported by a comprehensive risk management process in the Council to monitor and manage key risks. These processes also link closely with performance management.

5 Conclusions

- 5.1 This report provides a summary of performance against the strategic priorities for the council and city related to Sustainable Economy and Culture Scrutiny Board.

6 Recommendations

- 6.1 Members are recommended to:

- Note the Q2 performance information and the issues which have been highlighted and consider if they wish to undertake further scrutiny work to support improvement over the coming year in any of these areas.

7 Background documents¹

7.1 City Priority Plan 2011 to 2015

7.2 Council Business Plan 2011 to 2015

¹ The background documents listed in this section are available for inspection on request for a period of four years following the date of the relevant meeting. Accordingly this list does not include documents containing exempt or confidential information, or any published works. Requests to inspect any background documents should be submitted to the report author.

Meeting: Sustainable Economy and Culture Board

Population: All people in Leeds

Outcome: All people in Leeds have a high quality standard of living

Priority: Driving the sustainable growth of the Leeds economy to support the creation of new jobs and skills

Why and where is this a priority Ensuring Leeds has a strong and sustainable economy is important to the quality of its citizens' lives and their wellbeing. Attracting investment and supporting businesses to start up and grow will support the creation of new job opportunities which is vital in achieving this priority



Story behind the baseline

The latest Leeds, York and North Yorkshire Chamber of Commerce survey continues to show signs of improvement in business confidence since the last quarter. This increase is due to proportionally more businesses predicting a positive rather than a negative outcome):

- Within the service sector confidence of an increase in turnover has risen by 9% and of an increase in profitability by 8%, expectations not seen since 2010. Even the manufacturing sector has seen a reverse in last quarter's large confidence drops, with a +22% shift relating to an increase in turnover and a +5% shift regarding profitability.
- Manufacturers, however, may be slowing down their recruitment activity next quarter as they indicate a confidence drop of -6% in their intentions to employ staff. In contrast, the service sector is reporting a modest increase (+4%) in confidence that they will recruit next quarter.

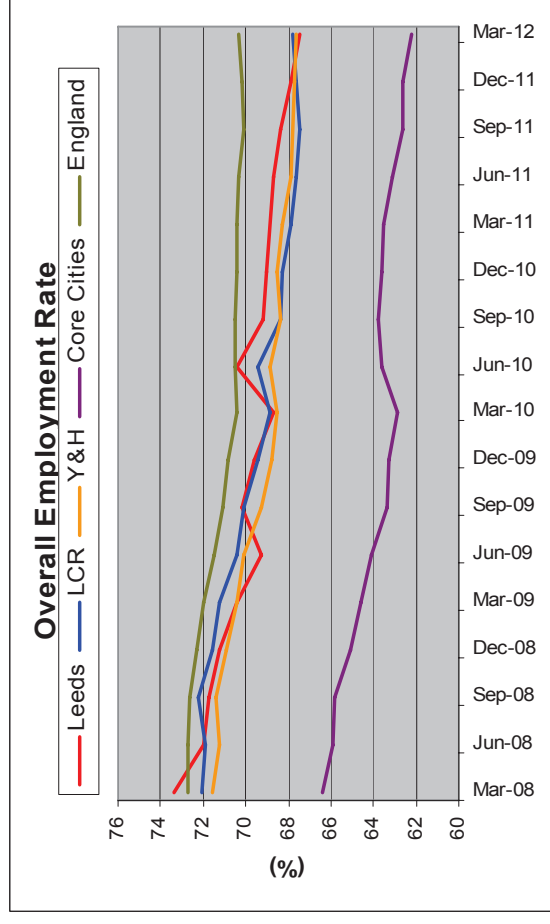
The total number of Apprenticeship starts from August 2011 to April 2012 in Leeds were: 1,916 for 16-18 year olds; 1,671 for 19-24 year olds; and 2,118 for 25+. This gives a total of 5,505 Apprenticeship starts in the current academic year, compared with 5,095 in the same period the previous year, an increase of 8%.

The employment rate in Leeds (% of working age population in employment) is currently 67.5%. This is a decrease of 1.2% over the last year and 0.4% on the previous quarter. The Core Cities employment rate has followed a similar pattern, but Leeds is still 5.3% above the average Core Cities rate of 62.2%. In contrast the England employment rate improved over the quarter by 0.5% to 70.3%. This is mostly attributable to regional increases in the North West (+1%), South West (+1.4%) and London (+1.3%).

Leeds' unemployment rate compares favourably with the core cities, being 2nd behind Bristol.

What do key stakeholders think In late 2011 the Chambers in Leeds City Region jointly conducted a survey of businesses to understand their attitudes towards apprentices. This showed that 77% of the respondents who employed apprentices said they do so to build skills within their company; 37% of firms said they needed to overcome skills shortages, while 33% said that civic duty was a factor. The main reasons businesses cited for not employing apprentices was that they simply wanted to maintain current employee numbers, they didn't feel there were any apprenticeship programmes for their industry or they preferred to recruit graduates or people with more experience. A small minority cited a reduction in their overall employment levels as a reason for not hiring apprentices.

Supporting Measure: Overall Employment Rate



Headline indicator under development as such the overall employment rate is being used as a proxy; This measures the proportion of the working age population (16-59 for females and 16-64 for males) who are in employment according to the International Labour Organisation (ILO) definition

<p>What we did:</p> <ul style="list-style-type: none"> • <u>Leeds City Region (LCR):</u> The LCR Local Enterprise Partnership (LEP) appointed a Director to support the delivery of the city region's economic plan. • <u>Leeds City Council (LCC)</u> secured a £5m City-Region-wide grant fund to support employment growth in small and medium sized enterprises through capital investment; it is hoped that this will create at least 500 jobs across the City Region, including around 100 in Leeds. Supported the City Region team in securing a £15m City-Region-wide grant fund to support business expansion in key industrial sectors. The £15m will create at least 1,500 jobs across the City Region • <u>Arena:</u> Her Majesty the Queen participated in the topping out ceremony in July; construction is on track for completion in spring 2013. • <u>Eastgate:</u> John Lewis (JL) received board approval to complete agreement for lease in Oct; Executive Board (EB) approved the purchase of Millgarth Police station. • <u>City Centre Park & South Bank:</u> Consultants commissioned to develop an outline business case (OBC) for creation of a City Centre Park; Clarence Dock reverted to its original name of 'New Dock' and Allied London launched its master plan for the area in July. • <u>Trinity:</u> Trinity Leeds shopping development is approaching 80% pre-let, and the official date for opening their doors to the public has been announced as 21st March 2013. • <u>Aire Valley Leeds (AVL)</u> Supported the first tenant into the Enterprise Zone (EZ). • <u>Large Casino:</u> Initiated stage 2 of the application process and stage 2 applications now received; Advisory Panel now formed to evaluate these. Commissioned an independent organisation to report on the socio-economic impacts of the Large Casino. • <u>Health:</u> Health Hub Partnership of senior representatives from businesses, NHS, Universities and LCC now established; Consultants commissioned in Sept to develop the project. • <u>Kirkgate Market:</u> Stage 1 stakeholder engagement on its future completed; Feasibility study progressing well and further stakeholder engagement imminent. • <u>Financial Inclusion:</u> Report outlining the extent of legal money lending in Leeds presented to EB in Sep; The Community Development Finance Institute (CDFI) secured partial funding and is hoping to make its first loans in Oct; Passion4Fashion event successfully delivered. • <u>Apprenticeships:</u> The number of apprentices that have participated in the Council's apprentice programme now stands at 814. 	<p>New Actions</p> <ul style="list-style-type: none"> • <u>Arena:</u> Start external works; Develop street trading strategy • <u>Eastgate:</u> Facilitate conclusion of JL/Hammerson agreement; Complete CPO compromise agreements; Hold Urban Design workshop in Oct 12 • <u>City Centre Park & South Bank:</u> OBC due Dec 2012; Submit OBC report to EB in Feb 2013 • <u>Flood Alleviation Scheme:</u> Further funding secured (through RGF), and discussions continue with the Chamber of Commerce regarding the possibility of private sector contributions to meet the remaining funding gap • <u>Kirkstall Forge:</u> LCC's Executive Board to be asked to give in principle agreement to providing financial assistance to support the delivery of the Leeds Rail Growth Package • <u>Large Casino:</u> Review and validate stage 2 applications; Develop proposals for monitoring of potential harmful effects • <u>Kirkgate Market:</u> Complete stage 2 stakeholder engagement; Finalise feasibility study, management options and business case reports; Submit options report to EB in Feb 13. • <u>Health:</u> Advanced Manufacturing Park specification report due Nov 12 • <u>Financial Inclusion:</u> Undertake wholesale review of debt advice in the city; Support development of a local delivery model for crisis loans/community care grants to support financially excluded groups affected by new welfare reforms. • <u>Apprenticeships:</u> Work has started on the 2012/13 Leeds Apprenticeship Awards. The City Deal will support the creation of a new company, the Leeds Apprenticeship Training Agency, in November 2012 and the development of an apprenticeship hub to align local partners' programmes and activities to facilitate an improved offer for learners and employers in Leeds
<p>What worked locally /Case study of impact</p> <p>The Apprenticeship Engagement Programme, launched in March 2012, supported 25 schools / academies with information and resources on apprenticeships - how to apply for vacancies, promoting apprenticeships in growth areas, STEM (science, engineering, technology and mathematics) based opportunities and Higher Level Apprenticeships. A School Apprenticeship Work Programme will be delivered to build on this success and link to growth sectors.</p>	<p>Data Development:</p> <ul style="list-style-type: none"> • Work will progress to establish a headline indicator • Data Service on successful/unsuccessful apprenticeship candidates in Leeds is being utilised to inform targeted support to young people to improve application success rates.
<p>Risks and Challenges</p> <ul style="list-style-type: none"> • Failure to deliver the Eastgate scheme in the current economic climate • Delivering and financing the long-term vision for a city centre park and the regeneration of Leeds' South Bank that includes assets not owned by LCC • Continued economic uncertainty causing companies to delay making decisions on locating to the EZ, engage apprentices etc. • Ensuring that learning providers can respond to changing employer needs and match skills provision to local growth sectors. 	

Meeting: Sustainable Economy and Culture Board

Priority: Promote low carbon businesses, buildings, energy generation and connectivity across the city

Population: All people in Leeds

Outcome: All people of Leeds enjoy the benefits of a well connected, environmentally sustainable, city

Why and where is this a priority Our way of life in Leeds relies on a temperate climate which is finely balanced and small changes to it can have dramatic impacts on our lives. Climate change will alter this balance, threatening the health of our citizens, damaging our natural environment and disrupting the supply chain that our economy relies on. The council, the health sector, colleges and universities, voluntary organisations and businesses are working together to find ways to speed up carbon reductions through the use of energy efficiency and low carbon technologies, energy management, staff engagement and procurement of low carbon goods. Since road vehicles are a major producer of carbon, improvements to the city's connectivity are a key focus.



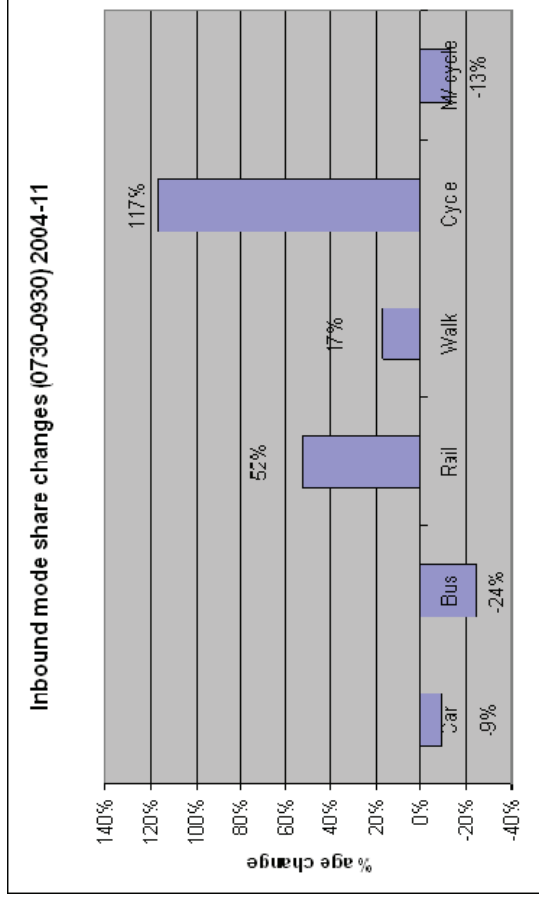
Story behind the baseline

Leeds recently received £50k from the government's innovation agency, the Technology Strategy Board, to carry out a feasibility study showing how the city could integrate its transport, communications and other infrastructure to improve the local economy and reduce impact on the environment. Leeds will now, along with 30 other Local Authorities, submit a bid for a large-scale 'Future Cities' demonstrator showing how the city's multiple systems can be integrated and, if successful, be awarded £24m to implement proposals.

In addition, the Department of Energy and Climate Change (DECC) have recently made £2.59m available to Leeds City Region to spend on a 'Green Deal Go Early' project, as part of the low carbon element of the City Deal. The funding is available for capital works to improve the energy efficiency of domestic properties. Leeds City Council (LCC) has submitted a proposal to use a portion of this funding with the intention of delivering grants to public and private sector properties in Leeds' deprived hard to reach areas.

The supporting measure shows the percentage changes in travel patterns of people approaching Leeds city centre on the main radial roads and rail network between 2004 and 2011. Since 2004 there have been significant increases in rail usage and cycling, with a smaller rise in walking. Bus travel in particular has fallen, alongside car usage, however, some of these reductions appear to have levelled out in the past few years, possibly reflecting the impacts of the recession. This picture also reflects the national trend.

Supporting Measure: Inbound mode share changes



Headline indicator data not available until April 2013 as such, Inbound mode share changes is being used as a proxy measure.

What do key stakeholders think

LCC: Feedback from Energy Forum sub-groups has been overwhelmingly positive to the extent that the groups have agreed to meet on an ongoing basis.

Street Lighting: Overall there is a high level of satisfaction with the standard of street lighting across the city. Recent indication's towards proposals to switch off some street lights has found the emergency services to be favourable.

Cross Green: The Energy Efficiency Behavioural study report suggests some people in extreme fuel poverty are still unable to benefit from fuel efficient heating systems and that energy use advice requires a presentation focussed on an economic rather than environmental rationale.

<p>What we did</p> <ul style="list-style-type: none"> LCC: Climate Change Strategy approved by Executive Board (EB) in July; the Energy Forum established 4 sub-groups to further develop European Local Energy Assistance (ELENA) proposal; Initial £50K 'Future Cities' bid successful; Installation of biomass boilers in Herd Farm and Lotherton Hall approved. Super Connected Cities: Bradford and Leeds received £14.4 million to help provide businesses with broadband speeds of up to 100Mbps and high speed wireless Internet access Aire Valley (AV): Response to consultation of AV Urban Eco Settlement (UES) as a Leeds Core Strategy spatial policy approved by Plans Panel in Jul Street Lighting: Installation of infra-red photo cells, designed to switch off 3,400 illuminated city bollards during daylight hours which currently operate 24 hours a day, almost complete Travelwise: The Travel Plans Supplementary Planning Document (SPD) now formally adopted; 200 LCC staff took up Bike to Work Scheme; West Yorkshire Car Share study commissioned to explore the barriers to car sharing. A65 Quality Bus Scheme: completed and officially opened on the 12th Sept; Final designs for the Roundhay Road Scheme have been sent to Councillors. Leeds Station Southern Entrance (LSSE) The Secretary of State has ordered a public enquiry as part of the legal process to obtain a Transport & Works Act Order (TWAO). New Generation Transport Outline design progressing so that TWAO application can be submitted in the Spring. Leeds Sustainable Schools Framework (LSSF): A Waste Electrical and Electronic Equipment (WEEE) bank successfully launched at Whitecote Primary School and then to a further 30 schools across Leeds. Cross Green: Almost 400 volunteers have been recruited to undertake environmental improvements as part of the Wyke Beck Valley Pride programme Groundwork Installed energy efficiency measures in vulnerable households in Q2 2012/13 which will save 13.6 tonnes of CO2 per year; Commissioned to undertake household assessments in Leeds as part of Green Deal pioneer project. Care and Repair: Undertook 46 improvements to heating systems, provided 8 central heating systems in private sector housing and completed 4 large home extensions, including new heating systems, for disabled people. 	<p>New Actions</p> <ul style="list-style-type: none"> LCC: Submit full £25m 'Future Cities' bid in Nov 12 AV: Advance Urban Eco Settlement (UES) concept and integrate it with the AV Area Action Plan (AAP) draft for informal consultation during Oct-Dec 12; Continue to apply UES principles locally in preparation of area frameworks and identify sites to accommodate low carbon projects Street Lighting: Select sites for possibility of switching off lights between 12am-6am daily; complete assessment of introducing a central control system for main road street lights LSSE: Public Enquiry to commence on 27th Nov as part of TWAO process. LSSF: Register final 28% of Leeds' schools into LSSF. Cross Green: Develop the Council's approach to external wall insulation for traditional build properties and elsewhere in UES
<p>What worked locally /Case study of impact</p> <ul style="list-style-type: none"> NHS: Voltage optimisation unit has been fitted on one of our larger health Centres. It is achieving a 10% saving in electricity consumption against a target of 13% theoretical reduction after three months WYFRS: April to August 2012, when compared to the same period the previous year, shows a reduction of electricity, brigade wide by 1.2%, a reduction in the use of water by 8.1%; During April to July 2012 a total of 59,283kgs (£9,961) of textiles and 12,826kgs (£641) of books have been recycled. LSSF: Horseforth Newlaithes and Whitecote primary schools were awarded £50 cheques for their outstanding efforts in recycling old electronic equipment which may otherwise have ended up as landfill. 	<p>Data Development</p> <ul style="list-style-type: none"> LCC: Better data required on heat demand/supply across the city to support district heating proposals. AV: Project group established to acquire data to measure impact of introducing carbon emissions reduction measures on the viability of development
<p>Risks and Challenges</p> <ul style="list-style-type: none"> LCC: Sheer scale of opportunities available and expectations from private sector means that staff resources will be stretched until an ELENA bid is accepted AV: Securing private sector buy-in to the AVAAP particularly in view of the reduced availability of public funding Cross Green: Accessing Department for Energy & Climate Change (DECC) funding streams compromised by inability to resolve planning conflicts NHS: As NHS Leeds is due to cease from 1st April 2013 transitional arrangements are curtailing its ability to drive forward initiatives to reduce emissions Groundwork: Cuts to public sector budgets and focus on other priorities alongside difficult economic climate for businesses may provide significant risks for the Third sector 	

Meeting: Sustainable Economy and Culture Board

Population: All people in Leeds

Outcome: All people of Leeds will enjoy the benefits of a vibrant, culturally rich city

Priority: Raise the profile of Leeds and its cultural opportunities

Why and where is this a priority Raising the profile of Leeds will attract new investment and skilled work into the city. This supports Leeds' existing businesses and workforces to grow which is fundamental to the city's prosperity. Promoting better knowledge of and engagement in the city's cultural offer, both to individuals and businesses, contributes to several of the city's priorities, particularly in terms of economy, health and Child Friendliness



Story behind the baseline

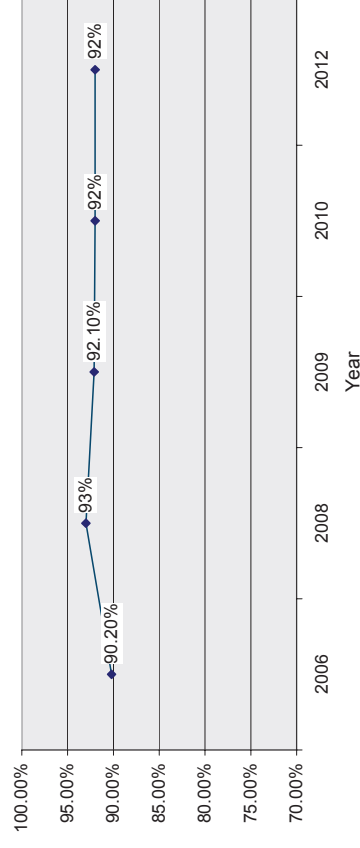
The Council has supported a summer of sport and culture in the city like no other, the results of which are summarised overleaf. The impetus to deliver a programme in celebration of the Olympics and Paralympics led to the development of a wide ranging innovative programme of sport and cultural activity with more than 70,000 visitors enjoying the main events at Classical fantasia and Opera and Party in the Park and new audiences coming into the city centre for major events such as Overworlds underworlds and the Queens visit, when she officially opened the refurbished City Varieties Music Hall and participated in the topping out ceremony at the Leeds Arena site.

Leeds welcomed over 300 Olympic athletes and officials from China, Netherlands and Sweden and a Paralympic team from Canada to Leeds for their pre Games training camps, based at Leeds University, Leeds Metropolitan University and the John Charles Centre for Sport. The estimated economic value from training camps is £350,000. The Chinese Olympic teams who had selected Leeds against other cities in the UK and western Europe, stayed for the equivalent of 3,000 bed nights. Media interest particularly around the Chinese athletes was huge. The national Chinese sports television channel CCTV were based in Leeds for 10 days, sending two live broadcasts per day to China.

The summer has also seen almost 6200 attending concert season performances at Leeds Town Hall, whilst bands in the parks attracted approximately 11,000. 3,000 attended performances at the Carriageworks Theatre. Working to attract new audiences the City also hosted the 1st Leeds International Beer Festival, featuring some of the best UK breweries and international beer producers. The first event attracted an audience of 3,700.

Headline Indicator: Under development, therefore a proxy indicator is being used; this proxy measure shows the overall satisfaction rate with the Leeds Library Service.

% rating very good or good



This graph shows the results of overall satisfaction with libraries taken from the Public Library User Survey (which surveyed 8,587 Leeds library users). The results illustrate that, despite the reorganisation of the service in 2011, which saw a number of smaller branches close, the service has been able to maintain a very high level of customer satisfaction.

What do key stakeholders think

Nearest neighbour comparative data provided by CIPFA in July 2012 shows that Leeds City Council's library service is the best performer against our nearest neighbours per 1,000 population for web hits; the Leeds website, a photographic archive of Leeds, provides over 9 million of our 1.1 million total visits.

<p>What we did</p> <ul style="list-style-type: none"> 2012 Olympic and Paralympic games: <ul style="list-style-type: none"> There were 23 Olympic and 4 Paralympic Leeds based athletes selected to represent GB at the Games. They won 4 Olympic medals and 7 Paralympic medals including 2 Olympic and 3 Paralympic golds. Leeds Gold outdoor advertising campaign run to promote awareness of Leeds based athletes and Leeds Gold. Millennium Square hosted a BBC Live Site attracting over 2000 viewers to watch the Olympic opening ceremony. The first 'Leeds Loves Sport' celebration fortnight was held in June to coincide with the run up to the Olympics, encompassing city centre 'have a go' sessions and family fun day at Horsforth. Spirit Alive, a cross curricular project linked to the Olympic Games and giving pupils the opportunity to organise their own mini Olympics, was delivered by pupils in 243 of the city's schools. Consultation has been completed on the new Sport Leeds Strategy designed specifically to build on the momentum generated by London 2012 Olympic and Paralympic Games. In its first year Leeds Inspired Grant funding generated a number of new projects across the city all with a strong active and creative theme. Despite one of the wettest summers ever, Leeds parks and green spaces continued to deliver a range of diverse events, many community led, providing the opportunity to get outdoors and engage in the cultural life of the city. Launched the Parks and Green Spaces Forum in August 12; and launched the 'feed Leeds' network that will work in partnership to promote and support local food growing for its social, economic and environmental and health benefits. <p>Page 38</p> <ul style="list-style-type: none"> Marketing Leeds changed its company name to "Leeds and Partners" in Sept 12; Secured £500,000 from the Regional Growth Fund, as part of the 'Growing Tourism Locally' programme which is expected to create more than 300 new jobs in the city; Led a delegation of representatives to AdvaMed 2012: The Med Tech Conference in Boston in Oct 2012 to promote Leeds as a major international centre for innovation in healthcare and medical technologies. 'Base Leeds City Region' event held on 11th September successfully promoting the city region as a low carbon location. 623 delegates attended and key note speakers included Ken Livingstone, Steve Wood the vice president of strategy from IBM, Andrew Stunell (MP) amongst others. LCC launched the 'Leeds: Becoming the Best City Centre' document at the Best City Shopping Centre 2012 conference. 	<p>New Actions</p> <ul style="list-style-type: none"> In September Executive Board approved the establishment of an annual Olympic Legacy Fund of £100,000 Final deadline for arts organisation to bid for Leeds Inspired funding is end Nov 2012 for activity to take place during 2012/13. This time the theme is inspired by the Rugby League World Cup which Leeds will be a host city for the reigning world champions, New Zealand Complete the new Sport Leeds Strategy by January 2013 <p>Data Development</p> <ul style="list-style-type: none"> Work is ongoing with the city's arts organisations and the university to develop measures to assess the economic impact of the city's cultural offer, including looking at the geographic catchment of activities where postcode data can be captured.
<p>What worked locally /Case study of impact Over 400 people were part of the Leeds Gold volunteer workforce supporting international teams who were training in the city, the Olympic Torch Relay and a range of Cultural Olympiad events held in Leeds. A number of volunteers were also Games makers and officials in London. A recognition event was held in the Civic Hall where the volunteers were encouraged to undertake further volunteering in the city. A homecoming event was held for Leeds Olympians and Paralympians which featured Alistair and Jonny Brownlee, Lizzie Armistead and David Stone.</p>	
<p>Risks and Challenges any significant risks from the existing risk registers and/or any current challenges or issues with an impact on delivery</p> <ul style="list-style-type: none"> The Leeds website requires updating to take advantage of new technology for audio, mapping, payments, and mobile applications. Ensure the outward promotion of the city reflects the diversity of the Board e.g. from inward investment to the city's cultural offer. Maintaining the momentum generated by the Olympics and develop features such as BeActive programmes aiming to promote physical activity amongst the currently less active. 	

Directorate Priorities	Progress Summary	Overall Progress	Supporting Measures		Target	Q1	Q2	Q3	Q4	Executive Portfolio
Create the environment for effective partnership working	The fifth meeting of the SEC Board took place on 1st October 2012. The Board had a wide ranging discussion about implementing the skills agenda of the City Deal. The board also discussed ideas for a skills plan and future agenda items.	↔			None applicable					
Deliver the Sustainable Economy and Culture Board City Priority Plan	The Performance Steering Group last met in July when they considered progress against the revised priorities and Q1 key messages. The next meeting pf PSG is scheduled to take place on 24th January 2012.	↔			None applicable					
Market and promote the city	<p>The council measures the volume of enquiries which it receives from businesses seeking business premises in the city. The level of total enquiries has been falling for a number of years; based on the results of Q1 and Q2 this fall is set to continue. The fall in enquiries has been due to a fall in start up enquiries reflecting reduced confidence in the economy. As part of the move of council services for location enquiries and marketing to Leeds and Partners, work is ongoing to develop more accurate measures of our performance in encouraging businesses to locate in the city. Progress has been made in changing the way in which Leeds markets and promotes itself. Staff from the inward investment and tourism services were successfully seconded as scheduled; ML rebranded to "Leeds and Partners" in Sept 12;</p> <p>it secured £500k from the Regional Growth Fund, as part of the 'Growing Tourism Locally' programme which is expected to create more than 300 new jobs in the city and working in partnership with UK Trade & Investment, it recently led a delegation of representatives to AdvaMed 2012: The Med Tech Conference in Boston in Oct 2012 to promote Leeds as a major international centre for innovation in healthcare and medical technologies. In addition, the Council published the 'Leeds: Becoming the Best City Centre' document and successfully launched it at the Best City Shopping Centre (BCSC) 2012 conference in Liverpool. In addition, the Council successfully secured a £5m City-Region-wide grant fund to support employment growth in small and medium sized enterprises through capital investment as well as supported the Leeds City Region team in securing a £15m City-Region-wide grant fund to support business expansion in key industrial sectors which is expected to create at least 1,500 jobs across the City Region. Terms of reference between Leeds and Partners and the Council are yet to be agreed.</p>	↑	Number of enquiries received from businesses seeking to locate in Leeds*		1400	292	475			Development and the Economy
	Work is continuing across several workstreams concurrently in progressing development plan documents and other related documents through their various statutory stages. Formal review of the LDF Core Strategy public consultation responses has now been completed. The Natural Resources and Waste Development Planning Document has reached a good level of public consensus and the inspectors report is due at the end of October. In addition, a key Neighbourhood Planning event was successfully delivered at the Civic on 8th Oct with over 130 attendees including representation from Communities and Local Government. The National Planning and Policy Framework was published during the consultation on the Core Strategy and together with the need to respond to representations further public consultation is now required leading to further delays to the previously published timetable.		Majors*		75%	54.17%	54.65%			

Produce a new Local Development Framework and Core Strategy	<p>The processing of major planning applications has not met the target again this quarter, mainly because of the impact of the economic situation which has led to delays in applicants completing legal agreements (s106) and fall in the negotiations on detailed proposals to achieve high quality schemes causing planning applications to go 'out of time'. The overall level of performance in Leeds has been less than the decline at national level (8.5% in Leeds compared with 13.6% nationally between 2010\11 and 2011\12) During the quarter, we have continued to reduce the number of out of date applications from 49 to 39 (a 20.4% improvement) and there is a targeted action plan to reduce this further and improve decisions made in time during the remainder of the year.</p> <p>The determination of residential planning applications is a crucial component of obtaining New Homes Bonus for the Council (which has increased from £2.7m in 2011\12 to £5.4m in 2012\13).</p> <p>The Planning Service is continuing to work closely with developers including establishing early dialogue and confirming s106 expectations and timescales. In addition, an 'Outcome Based Accountability' workshop was held in May to review the processing of applications to determine how these might be improved. The outcomes and forward actions from this workshop have now been drafted and an action plan for improving major performance is under active discussion with the Executive Member. In addition, a review of the Plans Panels was completed and a new City Panel to deal with those applications with major significance for the City has been established.</p>	↔	Increase percentage of major and minor planning applications that are completed on time	Minors*	80%	83.09%	81.41%		Neighbourhoods, Planning and Support Services
Support people to improve skills and move into jobs	<p>The Employment and Skills Service have supported 1014 people into employment in quarter 1 & 2 (Q2 Commissioning job outcomes not available until Nov 12) across sectors and a number of occupation types including retail, financial, manufacturing, health services and logistics. The Council has supported 30 businesses from April to September 2012 to take on 105 apprentices; the Apprenticeship Training Agency will be launched on 29th Nov 12; Employment Leeds has worked with Leeds City College to develop bespoke packages of support for Leeds employers. Partners in the City have supported a total of 3,387 Apprenticeships starts (16-24yrs) from August 2011 to April 2012, no further data available until November 2012.</p> <p>This compares to 3,087 in the same period the previous year, an annual increase of 9%; A further 72 apprenticeship starts in the Council; The White Rose Learning Centre has been rebranded, The Point. Through a partnership it will provide Jobshop and retail skills delivery and supports the retailer employers in the centre - Launch on the 11th Oct 12. A pilot HMP Leeds Employability Programme started in Sept 12. The Community Learning commission for 2012/13 has been completed with 17 successful providers.</p>	↑	Number of additional apprenticeship starts for young people (16-24 yrs)		1000	300	371		Leisure and Skills
			Number of people supported into work		1800	487	527		
			Number of additional businesses supported to take on apprentices		150	25	5		
Develop the council's cultural events and facilities including changes to sport centres and Libraries	<p>Work continues with the Friends of Bramley Baths to support the opening of Bramley on 2nd January 2013. Works have commenced on the refurbishment of Middleton Leisure Centre which is due to re-open in April 2013. Garforth Leisure Centre is to continue in LCC management with possible partner support. Holt Park will close in Dec 2012, the new wellbeing centre is progressing well.</p> <p>Consultation has been completed on the new Sport Leeds Strategy with a target of January 2013 for completion.</p> <p>There has been a very small decline in the number of visits from the previous quarter, however an increase of 2.25% was seen on the same period last year. Previous trends dictate that quarter four normally sees the highest number of visits to leisure centres.</p>	↑	Maintain number of visits to leisure centres*		4,200,000	1,021,835	2,043,393		Leisure and Skills
	Q2 has seen an increase of approx 5.56% on the previous Q1 result. Although this is still projected to be below target, the Library Service have begun a programme of Community Engagement which will target each library in turn, working with the communities in the area to build a library that more closely reflects the communities needs and aspirations. By working in and with communities and with local community groups we will naturally be letting people know what we do and raising awareness. We will conduct further service-wide and mobile marketing later in the year.		Maintain the level of use of libraries (including for example book lending and e-lending)*		3,079,309	703,446	1,445,974		
	The A65 Quality Bus was successfully opened in September, completing to time and budget. Highways & Transportation continue to work with Partners to progress the City Deal and NGT. Works on the Inner Ring Road are progressing to plan.		Reduce percentage of non-main roads where maintenance may be needed		8%	Annually Reported at Q4			

Provide, manage and maintain a safe and efficient transport network for the city	<p>Progress on the Core Cycle Network has been delayed due to issues with the use of 'shared surfaces'. Despite extensive consultation having already been undertaken, a workshop is due to take place with stakeholders to discuss the issues and identify a suitable way forward.</p> <p>Provisional figures on the number of people killed and seriously injured indicate that the downward trend is continuing. This should help the authority achieve the ambitious target of reducing KSI's by 50% by 2026.</p>	↑	Reduce number of people killed or seriously injured on the roads (Based on a 5 year rolling average)*	289	75 (Jan-Mar)	141 (April - June)			Development and the Economy
Deliver major projects and make sure these help to deliver the city's priorities; – Arena; Eastgate/Harewood; Trinity; City Park & South Bank; New Generation Transport; Flood Alleviation Scheme; Aire Valley; South Leeds; Leeds /Bradford corridor/Kirkgate Market	<p>Major projects continue to progress well. The Arena and Trinity Leeds developments are still on-track to complete in spring 2013 creating 1000's of jobs; The Eastgate Scheme's anchor tenant received its boards' approval to complete the agreement for lease with the developers; In the South Bank, Clarence Dock has reverted to its original name of 'New Dock' and Allied London launched its master plan for the area. In addition, consultants have now been commissioned to develop an outline business case for creation of a City Centre Park in the South Bank; The government gave 'programme entry status' for the Leeds New Generation Transport trolleybus network; The planning application for phase 1 of the Flood Alleviation Scheme has been submitted with a decision expected in January 2013; The stage 1 stakeholder engagement on the future of Kirkgate Market was completed, the feasibility study drafted and is now under review by the Council. The Sovereign Square green space and the KPMG Office HQ planning applications were submitted in September.</p> <p>The Leeds Station Southern Entrance joint programme board with Network Rail (NR), Metro and LCC has been established and the Secretary of State ordered a public enquiry to commence on the 27th Nov. which is a key milestone in progressing the development</p>	↔	% major projects key milestones delivered on time	95%	75%	58.82%			Development and the Economy
Reduce carbon emissions and water usage in council buildings	Despite consumption of gas and electricity continuing to fall at quarter 2, LCC are projected to overspend on energy costs by over £800k. This is in part as a result of the unseasonably cold weather but mainly due to the increase in energy costs generally, and the uncertainty over estimated billing which should be resolved once all sites are on board with providing actual readings. Work continues on the TEAM software which will provide a 'live' and more accurate picture of performance.	↑	Reduce running costs of our buildings*	£34,600,396	£15,404,580	£22,620,457			Environment
	In terms of the cost of buildings, we are projecting an overall underspend across the Council of over £60k, with Resources contributing the bulk of this reduction.		Reduce our energy and water bills*	£8,377,220	£1,136,444	£3,040,849			
	Work continues to progress the Asset Rationalisation Programme however delays on sites including; Bramley Baths, Roundhay Road and the White Rose House in Headingley.		Reduce our carbon emissions*	-9.40%	-18.98%	-15.16%			

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Report of the Director of Resources

Report to Executive Board

Date: 12th December 2012

Subject: Strategic and Financial Plan 2013/14 to 2016/17 including Initial Budget Proposals for 2013/14

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

Summary of main issues

This Report sets out the Initial Budget Proposals for 2013/14 within the context of developing a financial plan for the period 2013/14-2016/17 which is designed to deliver the Council's "best council" ambition, but recognising that there will be further significant reductions in the level of funding available to the authority.

The Council to date has managed to achieve £145m savings over the past 2 years and it is very likely that the next four years will bring further challenges and it is therefore important that there is a very clear direction to inform decision making. By the end of 2016/17 compared to 2010/11 it is forecast that the Council will need to save around £285m and will be a smaller organisation employing a lot less staff. Many of the services we currently provide, we will not provide at all or will be provided by others. This will require many challenging decisions to be taken over the next four years.

Over the four year planning period, although we have a broad understanding of the magnitude of the reductions the council will face, there is uncertainty as to precise figures, and this also applies to 2013/14 as the Local Government Finance Settlement is not due to be announced until late December 2012. Recognising this uncertainty as to the Council's funding for 2013/14, the Initial Budget Proposals need to be seen as a step in the context of a longer term financial plan. The proposals for next year include significant reductions across a broad range of services totalling £51.3m and includes net reductions in staffing equating to 388 ftes by the end of 2013/14.

Recommendation

The Executive Board are asked to agree this report as the initial budget proposals for 2013/14 and for them to be submitted to Scrutiny and for wider consultation.

1.0 PURPOSE OF THIS REPORT

- 1.1 In accordance with the Council's constitution, the Executive is required to publish initial budget proposals two months prior to adoption by full Council, which is scheduled for the 27th February 2013. Importantly, the initial budget proposals for 2013/14 are presented within a longer term financial plan for the Council, setting out how resources will be aligned to the Council's "best council" ambitions for the 4 year period up to 2016/17.
- 1.2 Subject to the approval of the Executive Board, this report will be submitted to Scrutiny for their consideration and review, with the outcome of their deliberations to be reported to the planned meeting of this board on the 15th February 2013. It will also be made available to other stakeholders as part of a wider and continuing process of consultation.
- 1.3 In accordance with the Council's Budget and Policy Framework, decisions as to the Council's budget are reserved to Council. As such, the recommendation at 11.1 is not subject to call in, as the budget is a matter that will ultimately be determined by Council, and this report is in compliance with the Council's constitution as to the publication of initial budget proposals two months prior to adoption.

2.0 THE NATIONAL AND LOCAL CONTEXT

- 2.1 The setting of the Council's annual budget has to be done within a context of both new policy agendas being set by the Government and unprecedented reductions in public spending as part of the Government's plans to eliminate the nation's budget deficit by the end of the current Parliament. These spending plans were initially set out in the Government's emergency Budget of June 2010 and in their October 2010 Comprehensive Spending Review. This set out to reduce public spending by £81bn between 2011/12 and 2014/15, with local government funding from central government falling by 20% in cash terms over that four year period, equivalent to a reduction of 28% taking into account their forecast of inflation. In addition, it was clear from the Spending Review that the cuts for local government funding would be front loaded over the four years.
- 2.2 To date the Council has been able to respond successfully to the reduction in government grants, achieving savings of more than £90m in 2011/12 and setting a budget to bridge a funding gap of £55m for 2012/13. Since April 2010 the full time equivalent of around 1,800 staff have left the Council, which excluding school based staff, represents a 12.5% reduction in the Council's workforce. As part of this reduction the Council has reduced its number of senior officers (JNC grade) by 118 over the same period, which equates to a 21% reduction. In addition, over the last two years the Council has reduced spend on non-staffing budgets by around £50m, increased or introduced new charges which have generated additional income of over £4m and reduced our office accommodation space by 237,000 sq. ft. The Council has also closed a number of facilities, including 13 libraries, 1 sport centre, 5 residential homes, 4 day centres, 2 community centres, 1 one stop centre and 3 hostels.

- 2.3 Executive Board considered a report on the Council's Financial Strategy 2013 to 2017 on the 17th October 2012. 2013/14 is year 3 of the review period, and as set out in the Comprehensive Spending Review, support for local government was planned to reduce by just 0.8%, the smallest reduction in any of the four years. 2013/14 also sees the introduction of the Business Rates Retention Scheme, which although complex and operating within the context of the Government's deficit reduction plans, does enable local authorities to retain some of the benefit of growth in local business rates. The October report provided information about how the new business retention scheme will work and also new local government spending control totals for 2013/14 and 2014/15. As illustrated in Table 1 below, these new spending totals mean that local government is now facing further significant reductions of £1.2 billion for 2013/14 and £1.7 billion for 2014/15, over and above those implied by the 2010 Spending Review, although an element of the New Homes Bonus will be received by the Council in accordance with the scheme.

Table 1

	2012/13 £m	2013/14 £m		2014/15 £m	
CSR	23,385	23,196	-0.8%	21,856	-5.8%
1% Pay Award Cap		-240		-497	
New Development Deals		-20		-20	
Fire Grants		-49		-50	
Neighbourhood Planning		-15		-20	
Capitalisation (accounting)		-100		-100	
Safety Net		-245		-245	
New Homes Bonus		-500		-800	
	23,385	22,027	-5.8%	20,124	-8.6%

- 2.4 The report to the board, as well as expressing concern as to the scale of these further reductions, also identified a number of concerns as to the way in which these reductions are being implemented, which will mean that they will likely fall most heavily on the most deprived areas of the country.
- 2.5 The latest forecast from the Office for Budget Responsibility (OBR) suggest that the deficit in the public finances will not now be eliminated by the end of the current Parliament, and most commentators are now of the view that there will be further real term reductions in public sector spending for both 2015/16 and 2016/17, if not beyond. This was confirmed by reductions in public spending for these years published as part of the Government's 2011 Autumn Statement. These indicative spending totals would normally be translated down to departmental totals through a Spending Review which should take place during 2013.
- 2.6 In the report on the Financial Strategy 2013 to 2017 the forecast was that by 2016/17 our Government grant will have reduced by around £90m. By making assumptions about other factors, this means that the resource envelope on a like for like basis will be around £60m less by then. Taking account of likely levels of inflation and other spending pressures, including demographic demand, it is

forecast that the funding gap by 2016/17 will be in excess of £140m. These forecasts by their nature are uncertain but nevertheless do provide an order of magnitude as to the scale of the financial challenge facing the Council. The forecast of the 2016/17 resource envelope will be subject to regular review and reporting to Executive Board as more information becomes available, but is also subject to variation resulting from decisions made in the years up to 2016/17.

2.7 It is clear that the financial challenge going forward is likely to be as great as that which the Council has already had to deal with. Whilst a pragmatic approach has to date delivered a robust budget, if the Council is to deliver the required reductions, and at the same time deliver the Council's ambition of being the "best council" in the UK, there is a need to develop and refine a more strategic and longer term approach to the Council's financial strategy, which will in turn inform annual budget setting. In 2011, Leeds undertook a Commission on the Future of Local Government (Executive Board received reports in November 2011, April 2012 and July 2012). The vision from the commission is about a new leadership style for local government, where councils become more enterprising, businesses and other partners become more civic and citizens become more engaged. There are five propositions from the Commission that can be used as a vision for the future of local government. They are: Becoming civic entrepreneurs; Stimulating jobs, homes and good growth; Establishing 21st century infrastructure; Devising a new social contract; Solving the English question (which in this context means making the most of devolved powers to make a difference to local people).

2.8 Another significant part of developing these proposals has been to get feedback from our communities. In 2010 residents were asked to list their priorities for the council's budget in the 'Spending Challenge'. In total over 2,000 responses were received from which the top priorities were:

- Tackle the worst anti-social behaviour first
- Encourage people to recycle and throw less away
- Help people stay in their own homes for as long as possible
- Bring services together and make better use of building
- Work to get local jobs for local people

More recently a 'You Choose' campaign has been launched to engage people in the budget challenges. So far, over a thousand responses have been received from people using the simulator to try and balance the budget by cutting services, introducing ways to save and by generating income. The results of this work will be reported in detail in the final budget report in February 2013, but early indications show that:

- respondents are making proportionately the largest budget reductions to all Culture and Leisure services, and economic and planning-related services.
- All child-related services have received proportionately the lowest budget reductions
- In the 2010 'Spending Challenge' consultation, residents made 'supporting older and disabled residents' a top priority. In 2012, related service areas are, so far, neither the most nor the least 'protected'

- Two income generating proposals were supported by 50% or more of the respondents. These were bulky waste charges and increased income through sports centres.

2.9 As part of the wider “You Choose” consultation, a separate session was arranged to engage with a group of young people on the Children’s Services budget. The group was tasked with saving £14m, and proposed that the majority of savings would have to be made in Children’s social care, whilst putting additional money into preventative and early intervention measures.

3.0 DEVELOPING THE COUNCIL’S FOUR YEAR FINANCIAL PLAN

3.1 Using the Best City ambitions and the future of local government propositions, a Best Council Blueprint for 2013/14-2016/17 has been developed to deliver these ambitions with the aim of becoming an “enterprising council”. This blueprint is at a high level, but is about :

- Demonstrating strong democratic leadership, both city-wide and local
- Achieving city priorities through commissioned and directly provided services
- Having locally responsive, integrated front line services
- Having an enabling corporate centre
- Having a values base, enterprising culture

3.2 A set of organisational values are also in place to underpin and drive individual and collective behaviour. These values are :

- Working as a team for Leeds
- Being open, honest and trusted
- Working with communities
- Treating people fairly
- Spending money wisely

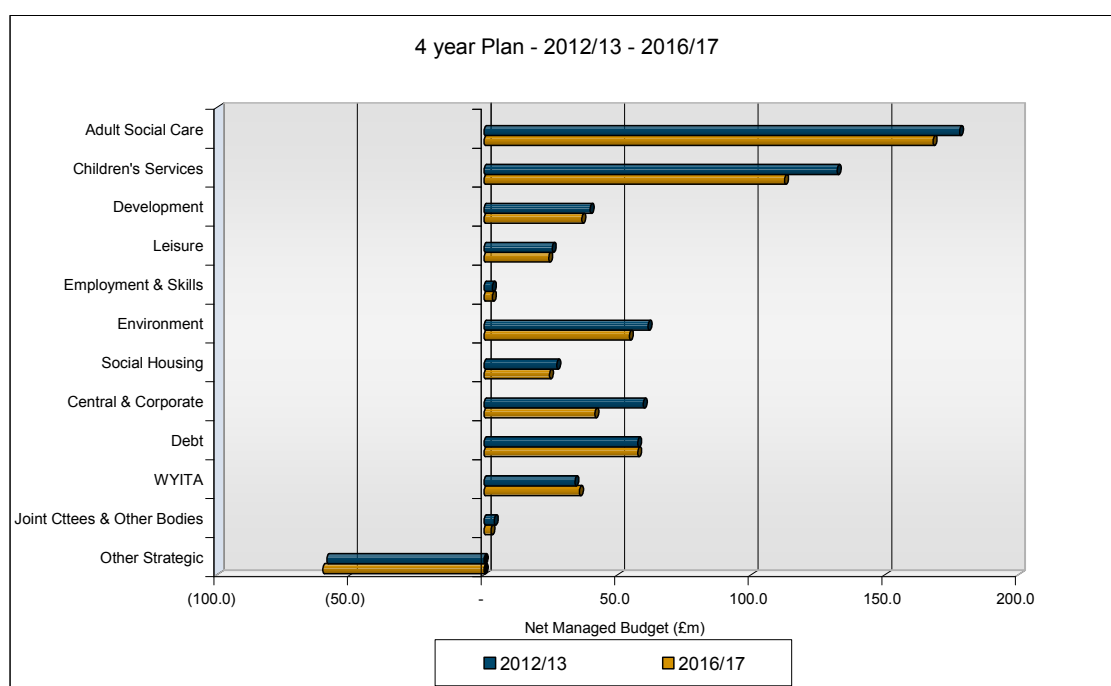
3.3 This clearer longer term approach is aimed at creating some stability and certainty around the budget direction, thereby enabling the Council to continue to manage budget cuts sensitively and methodically whilst working towards the strategic ambition.

3.4 Based on an exercise to project forward the likely level of resources available to the Council by 2016/17, using the best information available, including forecast public sector expenditure totals published by the government in the 2012 budget announcement, it is forecast that the Council’s net revenue budget will decline by around £60m over the period; in real terms this reduction would amount to £112m.

3.5 Chart 1 below is an attempt to set out what the potential impact of this reduction could have on the Council's activities by 2016/17. The key features of this projection are as follows:

- a) No Council service will have more cash to spend in 2016/17 than in 2012/13, and this will mean at best a real terms reduction of 8.2%.
- b) All other back office functions will be reviewed as part of a business management review and in general support functions will see a cash reduction of 30% over the period.
- c) The plan assumes that the Council will reduce its spend on looked after children by at least 15%, through a range of preventative interventions which will lead to better outcomes for children.
- d) Whilst demographic growth for older people is recognised in the plan, assumptions are also made that cost reductions can be achieved through improved operational efficiencies and the modernisation of services.
- e) A key element of the Council's financial position will be to achieve both housing and business growth in the city. In recognition of this, spend on services such as planning and economic development are protected as far as possible.
- f) In order to maintain the condition of the road network following many years of capital investment, the highway maintenance budget is maintained at current levels.
- g) An increase in spend on transport over the period demonstrates the Council's commitment to the West Yorkshire Transport Fund as set out in the City Deal.
- h) Debt will be maintained as far as possible at current levels, unless further investment leads to further revenue savings, or essential service improvements.
- i) The plan reflects savings arising from the implementation of the Council's waste strategy including savings arising from the construction of a new waste treatment facility.

Chart 1



- 3.6 This four year financial plan can only be as good as the financial projections that it is based on and there continues to be considerable uncertainty around many of the figures. However, the plan itself attempts to provide a broad financial framework within which the Council can make service plans and to indicate the relative financial priorities of the Council.
- 3.7 The plan also provides an opportunity to enter into meaningful dialogue with other partners across the city to identify over the next four years how the combined resources of the Council and its partners can be best utilised in the best interests of the Leeds community.
- 3.8 In order to deliver the Council's services within the funding envelope implied by this plan, there are a number of workstreams which the Council needs to prioritise over the next 12-18 months and approach as a coherent programme delivered at pace. This includes:
- reducing and making better use of the Council's assets
 - maximising the potential for income generation through charging and trading
 - looking at the way the Council is organised including consideration of alternative delivery models
 - implementing a business improvement programme
 - improving the approach to locality working
 - reducing the cost of looked after children through improved early intervention and prevention
 - progressing the better lives programme in Adult Social Care
 - implementing significant changes to the management of waste
 - working with others to drive economic growth in the city and deliver increases in business rates and new homes bonus
 - continue to focus on the values and staff and member development
- 3.9 The following sections set out the initial budget proposals for 2013/14, but these need to be seen within the context of the strategic and financial direction as set above.

4.0 ESTIMATING THE FUNDING ENVELOPE FOR 2013/14

- 4.1 Although the Government's spending review covers four years, the local government settlement confirmed on the 31st January 2011 covered just two years, namely 2011/12 and 2012/13. Taking account of variations in core grants, the settlement meant a cash reduction for the Council in 2011/12 of £51.4m and for 2012/13, £26.4m.
- 4.2 The Council's net revenue budget for 2012/13 was set at £563.1m, supported by the use of £6.9m general fund reserves. Further details of the 2012/13 budget can be found in Appendix 1.
- 4.3 At the time of writing, the Council has not received its finance settlement for 2013/14, and it is not expected until late December 2012. Given this position, the Council's initial budget proposals for 2013/14 have had to be developed based upon an estimate of the grant settlement. This takes account of:

- The new national total for Local Government funding for 2013/14.
- Specific grants transferring into the formula grant system as follows:
 - Council Tax Support Grant
 - Early Intervention Grant (except for funds to provide free education to 2 year-olds)
 - Homelessness Prevention
 - Lead Local Flood Authorities
 - Learning Disability & Public Health Reform Funding
- The transferring out of the formula grant system into a specific grant of £1.218bn nationally in respect to funding for central education functions (LACSEG) , responsibility for which is transferring to DfE. This will used as the basis for reducing funding from Local Authorities in respect to future academy transfers.

4.4 The estimate of these transfers in 2013/14 is summarised in table 2 below:

Table 2

	2012/13 £m	Transfers 2013/14 £m	Variation 12/13 - 13/14 £m
LACSEG	-17.155	-17.155	0
Council Tax Support	46.930	41.610	-5.320
Early Intervention Grant	32.724	23.914	-8.810
Homelessness Prevention	1.040	0.921	-0.119
Lead Local Flood Authorities	0.270	0.146	-0.124
Learning Disability & Public Health	10.227	10.527	0.300
Sub-Total Transfers	74.036	59.963	-14.073

4.5 As well as identifying the transfer from specific grants to formula grant, the above table does also highlight a reduction in these of £14.1m. Generally variations in specific grants will be dealt with within the directorate initial budget proposals, but two are worthy of comment at this point:

- In accordance with the Government's scheme for the localisation of Council Tax benefit in which benefits will be replaced by discounts, the current subsidy from 2013/14 will be replaced by a government grant which is based upon just 90% of the level of Council Tax benefits in 2011/12. The Council's scheme following consultation is the subject of another report on this agenda, and our financial forecasts reflect the recommendations of that report.
- For 2013/14, the Early Intervention Grant is abolished with an estimated £23.914m being transferred to formula grant – a reduction of £8.810m. Whilst an element of this will be transferred to the Dedicated Schools Grant there remains a pressure of £5.4m which will effectively reduce the

funding available locally to support services to our most vulnerable and challenging children and young people. There are specific concerns as to the implications of these changes and these are further discussed within the directorate initial budget proposals.

- 4.6 Our forecast of formula grant for 2013/14 is £342.946m, which on a cash basis is an increase of £48.168m from 2012/13. However, after taking account of the above net transfer of £59.963m, our estimate is that our formula grant on a like for like basis will reduce by £11.795m, as set out in table 3 below.

Table 3

	£m
Formula Grant 2012/13	294.778
Estimated Formula Grant 2013/14	342.946
Cash variation	48.168
less transfers	59.963
Like for like variation	-11.795

- 4.7 Clearly until grants are announced it is not possible to confirm these estimates. There is an additional degree of uncertainty as to methodology changes and the updating of data which it has not been possible to factor into our calculations. Several changes are proposed to the formula grant process, which will provide the starting point for the new system. They are:

- changes to the concessionary travel formula;
- a number of changes to sparsity adjustments to help rural areas;
- restoring the Relative Resource Amount to the same absolute level as in 2010/11 which means changing the percentage from -26.6% to -31.3%, with the Relative Needs Amount being held at 83.0%, and the Central Allocation being increased from 46.6% to 48.3% to compensate.

The data used in the calculation of formula grant is to be updated as far as possible. The most important are population data. DCLG proposes using figures derived from the 2011 Census. The Census figures for Leeds has a population of 751,500 in 320,600 households, compared to a population of 788,686 in the latest previous estimates the ONS provided. This is a drop of over 37,000 or 4.71%, when compared to the population estimate included in our current formula grant, and is likely to reduce the funding for Leeds, but this will depend upon the changes relative to others, and also the mix of the population change.

- 4.8 Under the new funding regime, what would have been formula grant will be split between Revenue Support Grant (RSG) which will come from the Government, and a baseline level of business rates, which will be the starting point for the retention of business rates. Any increase in business rates over and above this

base level or starting figure will then be shared with the Government on a 50:50 basis. Our assessment of RSG and the starting point for business rates for 2013/14 is follows:

RSG	£191.2m
Business Rates base	<u>£151.7m</u>
Total	£342.9m

4.9 In determining the funding envelope for 2013/14 there are a number of other factors and further assumptions that we need to make. These include:

- The withdrawal of the Government's 2012/13 Council Tax freeze grant, which for Leeds was £6.7m and was, unlike the 2011/12 freeze grant, awarded for one year only
- Changes in the Council Tax base - our forecast is for an additional 2,250 properties for 2013/14, either being new or brought back into use. The Council not only benefits from the additional Council Tax raised from these properties, but also through the additional funding provided by the Government in the form of the New Homes Bonus, which for 2013/14 is estimated as an additional £3.4m. In addition, the estimated change in the Council Tax base reflects the proposed changes to the Council Tax discounts for empty properties which has been subject to consultation, but a final decision will be made by Full Council as part of their decision on the Council Tax base.

The impact of these changes are shown in the table below:

Table 4

	£m
Council Tax 2012/13	268.3
Council Tax Base - additional properties	2.6
Council Tax Support - switch from grants	-46.9
Council Tax Support scheme	4.2
Discounts etc	6.4
Council Tax 2013/14	234.5
Cash variation	-33.8
less transfers	41.6
Like for like variation	7.8

- It is assumed that business rates will grow by 2.4% over and above our base line figure, and that our share of this increase will be £3.4m in 2013/14.
- In the current year, the forecast use of General Fund Reserves is £5.4m. In addition, the budget assumed the usage of £11.4m from earmarked reserves. For 2013/14, only £1.2m of these earmarked reserves will be available. It is assumed that, in order to maintain General Fund reserves above the minimum level, which has been calculated as £17m, the 2013/14 budget will be supported by £3.0m, as shown in the table below. This is dependent upon delivering the current year within the approved budget and the Council will continue to review its level of reserves in the light of its risk based approach to assessing the adequacy of its reserves.

Table 5

	2012/13 £m	2013/14 £m
Balance 1st April	25.4	20.0
/less net usage in year	-5.4	-3.0
Estimated Balance 31st March	20.0	17.0

- 4.10 For 2011/12 and 2012/13, the Council Tax freeze grant received by the Council was equivalent to the amount that would be generated by increasing council tax by 2.5% in each year. On 8th October 2012, the Government announced a further Council Tax freeze scheme for 2013/14. However, local authorities that take up the offer will receive a grant equivalent to a 1.0% increase in council tax, and will receive it for both 2013/14 and 2014/15. Any authorities that do not take up the offer will be limited to an increase of 2%, excluding levies. Any authority wishing to exceed a 2.0% increase would need to hold a referendum.
- 4.11 The initial budget proposals assume that the Council accepts the Council Tax freeze grant, but this will be subject to further review once the settlement is announced and the detail of precisely how the cap will be calculated is known. On the assumption that a council tax freeze is accepted, the Leeds element of the Council Tax for 2013/14 will be as detailed below (the precepts for Police and Fire are matters for the Police and Crime Commissioner and the Fire authority to determine).

Table 6

	2012/13 £	2013/14 £
Band A	748.99	748.99
Band B	873.82	873.82
Band C	998.66	998.66
Band D	1123.49	1123.49
Band E	1373.15	1373.15
Band F	1622.82	1622.82
Band G	1872.48	1872.48
Band H	2246.98	2246.98

- 4.12 Although the Council has not received its financial settlement, based upon the above, our best estimate of the funding envelope for 2013/14 is a reduction of £15.7m, summarised in table 7 below:

Table 7

Change in Resources:	£m
Government Funding:	
RSG/NNDR	11.8
2013/14 Council Tax Freeze Grant	-2.3
Withdrawal of 2012/13 Council Tax freeze grant	6.7
	16.2
Properties	
New Homes Bonus	-3.4
Tax Base	-2.6
	-6.0
Locally Determined	
NNDR growth	-3.4
Council Tax	-5.2
Change in Use of Reserves	14.1
Sub-Total	5.5
Total reduction	15.7

5.0 INITIAL BUDGET PROPOSALS 2013/14

- 5.1 This section provides a strategic overview of the initial budget proposals for 2013/14. Further detailed information is provided in Appendix 2 as to how the proposals relate to individual directorates.
- 5.2 After taking into account provision for a 1% pay award, essential price inflation and unavoidable directorate pressures the funding gap is estimated at £51.3m.

Table 8

	Pressures £m	Savings Options £m	Net £m
Reduced Resources	15.7		
Inflation	7.9		
Adult Social Care	7.2	-9.4	-2.2
Children's Services	10.8	-18.3	-7.6
City Development	2.3	-6.0	-3.7
Environment & Neighbourhoods	3.7	-6.3	-2.6
Central & Corporate	1.6	-6.5	-5.0
Debt	2.0		2.0
Strategic - general procurement		-2.0	-2.0
Investment of New Homes Bonus	0.1		0.1
Reduction in contingency fund		-1.5	-1.5
Other efficiencies		-1.2	-1.2
	27.6	-51.3	-23.6
Total	51.3	-51.3	0.00

- 5.3 The key pressures are as follows:

- 5.3.1 General Inflation of £7.9m - After taking account of further reductions in staff numbers, the initial proposals for the 2013/14 budget provide for a 1% growth in staffing budgets; this reflects an assumption that following two years of a general pay freeze, there will be a need to provide for an increase in staff pay in line with the Government's funding assumptions. Despite cost inflation currently running at 2.6% (September 2012), no provision will be made for inflation on running cost budgets, other than where there are specific contractual commitments and in the cost of utilities.
- 5.3.2 An inflationary allowance has been applied to the level of fees and charges and this is estimated to generate an additional £1m. There are a number of specific proposals where it is felt that the market will bear an above inflationary increase.

These are detailed in the attached Appendix 2 and overall they are forecast to generate additional income of £1.3m.

- 5.3.3 An assumption has been made that the Government will increase the price of allowances in respect of the Carbon Reduction Commitment Energy Efficiency scheme from £12 per tonne of carbon dioxide emitted to £16 per tonne in 2013/14.
- 5.3.4 Adult Social Care – Demographic factors form a key element of the strategic context for Adult Social Care. People are living longer and consequently an increasing number have higher levels of need. This has been most evident in relation to adults with learning disabilities for some time and for older people, the average cost of care packages to support people living at home continues to increase. More people are also being supported to live at home through increased use of direct payments and personal budgets. The budget proposals include additional provision of £3.8m to address the estimated additional pressures from demography and demand, of which £2.7m relates to people with a Learning Disability. These pressures have been partly offset by a £1.9m saving which will be manifested in the ongoing reduction in residential bedweeks and reduced care packages.
- 5.3.5 Children's Services – provision of £3.1m has been made for continued investment in SEN support, temporary social work capacity, additional in-house fostering and adoption capacity. From April 2013, Government proposed changes to the core Early Intervention Grant will create a net budget pressure of £5.4m in 2013/14. This will effectively reduce the funding available locally to support services to our most vulnerable and challenging children and young people. Following the progress in 2012/13, the demand-led pressures within the placement budgets are forecast to reduce further into 2013/14 and the proposals include potential savings of £7m around reducing placement numbers and changing the funding mix across the externally provided residential and fostering placement budgets.
- 5.3.6 Health Funding – health funding of £6m was budgeted for in 2012/13 to support Adult and Children's Social Care. There is no certainty that funding will continue in 2013/14, and a prudent estimate of £3m is included in the initial budget proposals. In addition, the Adult Social Care budget in 2012/13 included additional funding in relation to reablement and other one-off funding, and the fall out of this funding in 2013/14 gives rise to a net reduction of £1m. This is offset by a £2m increase in former NHS social care funding which was transferred to the Council in the 2011/12 budget.
- 5.3.7 Public Health – The public health function will transfer from the Primary Care Trust to the Council from 1st April 2013. The current spend is around £32m and the initial budget proposals assume that the service will continue to receive ring-fenced funding at this level, although this will not be confirmed by Government until late December 2012 as part of the Local Government finance settlement.
- 5.3.8 City Development – the release of Sovereign street for development will result in reduced income of £0.38m, together with a £0.6m reduction in income to reflect income trends due to the continuing economic climate. Additional provision of £0.25m has been made to maintain surplus properties prior to disposal.

5.3.9 Environment and Neighbourhoods – provision has been made for the £8 per tonne increase in Landfill Tax from April 2013. The closure of Quarry Hill car park together with other income reduction amounts to £1.0m.

5.3.10 Welfare Reform - The 1st April 2013 sees the introduction of a number of changes as part of the Government's welfare reform agenda. These include the localisation of Council tax benefit, caps on certain benefits, changes to local housing allowances and the devolvement of the social fund to local authorities. These changes will have implications which will impact upon both the resources of the Council and on workloads.

From April 2013 Council Tax benefit will be replaced by a local scheme of discounts which is being funded through Government grant, but at a level equivalent to just 90% of previous spending on benefits. The government grant towards Council Tax discounts will not be known until the announcement of the Local Government Finance settlement which is not until late December, but our best estimate at this stage is that for 2013/14 the grant will be £41.6m. Based upon previous spending levels this represents a cost to the Council of £5.3m, as the Government are assuming that case loads are declining. A separate report on this agenda deals with these issues in more detail, but this report reflects the recommendation of that report which is for a scheme which overall is estimated to result in a pressure of £1.1m. However, it needs to be appreciated that any in year increases in volumes will fall to be met by the Council.

The way in which the local scheme of Council Tax discounts will operate will be through the Council's tax base, in that there will be more Council Tax demands sent out against which an amount, net of discounts, will need to be collected. The initial budget proposals includes additional provision of £650k within the Revenue and Benefit service to deal with the additional collection burden of the new local discount scheme and also the administration of the social fund which is being devolved to local authorities. In addition £200k is provided within Customer Services to deal with the anticipated additional enquires resulting from the various welfare reforms. The Council will receive some additional government grant towards administering the social fund. It is also felt prudent, at this time, to reduce our assumed collection rate from 99.2% to 99%, although clearly every effort will continue to be made to collect sums due.

5.3.11 Capital Charges – It is currently estimated that as a minimum capital financing costs will increase by around £2m in 2013/14 in order to deal with existing capital commitments. This still assumes the strategy of keeping new borrowing short term to take advantage of low rates and includes a target reduction that will need to be achieved through a combination of:

- A rigorous review of the capital programme beyond the extent of the current review and restricting further capital commitments;
- Funding new commitments through selling assets; and/or, using asset sales to repay debt.

5.3.12 Investment of New Homes Bonus – to help achieve Leeds’ ambitions of growth and prosperity, it is proposed to invest an amount of New Homes Bonus in the housing market. Executive Board approved in September 2012 the development of an investment programme which will use £1.5m of New Homes Bonus to bring empty properties back into use and provide an equity loan scheme targeted at new build properties. This will generate additional New Homes Bonus for the Council, giving a financial return over the life of the scheme. These proposals include provision of £0.1m to fund the borrowing cost of the £1.5m investment.

5.4 Directorate detailed proposals for bridging the £51.3m gap are provided in Appendix 2 but a summary of savings areas is provided below:

5.4.1 Employees – in response to the Spending Review 2010, the Council recognised that it would be necessary to significantly reduce its workforce. The Council has operated a voluntary retirement and severance scheme in both 2010/11 and 2011/12 which has resulted in a reduction in the workforce of 1,795 ftes at the 31st March 2012. The current year’s budget assumed that the equivalent of around 180 ftes would leave the Council (excluding Schools) and a new Early Leavers scheme has recently been launched covering the period up to and including March 2016. Excluding the inflationary impact, staffing reductions of around £4.1m are included in the 2013/14 initial budget proposals.

The Council’s expectation following the Spending Review was that there would be a reduction of around 2,500 – 3000 ftes over the 4 year period 2011/12 - 2014/15.

As in previous years, this will mean that staff will leave the authority from across the whole range of services and it will be necessary therefore to continue to manage this very carefully and make arrangements to retrain and redeploy staff where appropriate.

The initial budget proposals provide for a net reduction in anticipated staff numbers of 388 ftes by 31st March 2014, as shown in Table 9 below:

Table 9

	Increases ftes	Decreases ftes	Net Movement ftes
Adult Social Care	27.1	-216.8	-189.7
Children's Services	146.4	-131.3	15.2
City Development	4.0	-89.0	-85.0
Environment & Neighbourhoods	8.4	-25.7	-17.3
Central & Corporate:			
Commercial services		-15.0	-15.0
Revenues and Benefits	10.0		10.0
Customer Access & Performance	3.0		3.0
Support Services		-109.2	-109.2
Total	198.9	-587.0	-388.0

5.4.2 Procurement – The Council has achieved significant procurement savings since 2011/12, with around £25m being achieved in 2011/12 and a further £15m budgeted for in 2012/13. These savings are being achieved through:

- Contract renewals and renegotiations
- Strict adherence to corporate contract arrangements
- Further contracts put in place where they do not currently exist
- Minimising the number of officers with the authority to commit the Council to further spending, including challenging the need to spend at all
- Cash limiting running cost budgets

In addition to limiting inflation on running cost budgets to essential items only, which is expected to save around £7m in 2013/14, the initial budget includes proposals to save a further £7.5m from procurement activity including:-

- £2.0m within Children's Services from regional framework contracts in respect of externally provided residential and fostering placements as well as savings on other commissioned budgets
- £0.6m in respect of the disposal of recycled materials, the recent retendering of the weedspraying contract and the advancement of the PFI procurement process towards contract implementation
- Budget rebasing and efficiencies

5.4.3 Transport – The Council aims to reduce the cost of transporting children from home to school/college by £2.8m. The current policy includes discretionary provision represented in the availability of free home to school travel to faith schools; post 16 mainstream transport to schools/colleges and also home to school/college transport for young people with special educational needs (SEN) between the ages of 16 and 25. These proposals recognise the need to review, with effect from September 2013, the continuing discretionary provision around mainstream and SEN post-16 transport and also the free provision of transport to faith schools.

5.4.4 Within Environment and Neighbourhoods there is a proposal to implement the alternate weekly collection of recyclable and residual waste. By the end of the year it is anticipated that 150k or 44% of household will receive this enhanced service for the collection of recyclables.

5.4.5 Income - as explained in paragraph 5.3.2 above, the initial budget proposals do include some increases in the level of fees and charges in particular services. In addition, a number of further income sources are included within the detailed directorate proposals at Appendix 2. These are estimated to generate an additional £1.8m.

Within Children's Services, a review of subsidised and traded services, including Learning Improvement and the Music Services, is expected to generate an additional £0.8m, and a proposal to reduce subsidised childcare provision in children's centres through increasing nursery fees by £2 per day is forecast to generate an additional £0.1m.

Within Adult Social Care, consultation in respect of charges for non-residential services is currently underway and it is anticipated that revised charges will be proposed that could generate additional income of up to £0.7m in 2013/14. This reflects Leeds remaining lower than comparator authorities in terms of both levels

of charges and income generation, which in turn reflects on our ability to commission and deliver services at a comparable level with other local authorities.

Within City Development, £0.75m is provided for the possibility of the introduction of charges for permits issued through resident parking schemes which are currently provided free of charge.

Other new sources of income are detailed in the directorate proposals at Appendix 2.

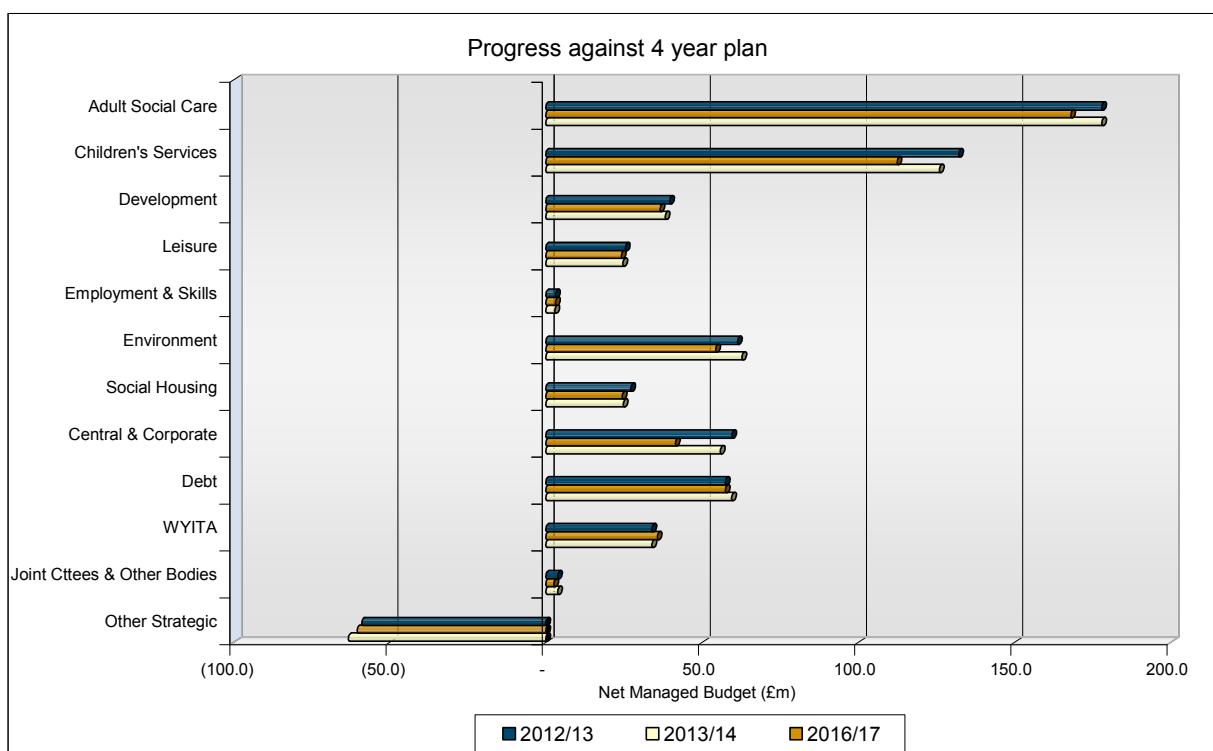
- 5.4.6 The proposals outlined above are reflected in table 10 below which gives a subjective breakdown of the Council's initial budget in 2013/14, compared to 2012/13.

Table 10

	Budget 2012/13 £m	Adjusted 2012/13 £m	Budget 2013/14 £m	%age variation £m
Employees	430.0	430.0	430.6	0.1%
Other running expenses	208.0	208.0	193.8	-6.8%
Capital Charges	58.7	58.7	60.7	3.4%
Payments to External Service Providers	302.6	302.6	295.8	-2.2%
Fees & Charges/Other income	-200.3	-200.3	-206.6	3.1%
Specific Grants	-217.5	-190.4	-192.6	1.2%
Use of Reserves	-18.3	-18.3	-4.2	-77.0%
Net Spend before grants	563.1	590.2	577.4	-2.2%
Funded by:				
Formula Grant	-294.8	-368.8	-342.9	-7.0%
Council Tax	-268.3	-221.4	-234.5	5.9%
Total funding	- 563.1	- 590.2	- 577.4	-2.2%

- 5.4.7 The following graph shows the extent to which the initial budget proposals for 2013/14 make progress towards achieving the Council's intended financial shape for 2016/17 as set out in section 4.

Chart 2



6.0 THE SCHOOLS BUDGET

- 6.1 The Schools Budget is funded by the Dedicated Schools Grant (DSG). The DSG is a ring-fenced grant and may only be applied to meet costs that fall within the Local Authority Schools Budget. Any under or over spend of grant from one year must be carried forward and applied to the Schools Budget in future years. The Schools Budget comprises of Individual School Budgets delegated to schools, the 15hrs of free early years education for 2, 3 and 4 year olds attending private, voluntary and independent settings, the cost of supporting pupils with high needs and a number of prescribed services and costs in support of education in schools.
- 6.2 The DSG for 2013/14 is to be split into three separate blocks. These will be known as The Early Years Block, The High Needs Block, and the Schools Block.
- 6.3 The Early Years Block will be used to fund the free early education of 3 and 4 yr olds, and the early education of vulnerable 2 yr olds in Schools, Academies and Private, Voluntary and Independent settings. The grant will be based on the number of 3 and 4 yr olds on the January 2013 and January 2014 census, multiplied by a figure of £3,883 per full time equivalent pupil. The funding for the 2013/14 financial year will therefore not be finalised until after the end of the year. Funding for 2yr old provision will be based on a DfE target for 2yr old places.
- 6.4 The High Needs Block will be used to fund Special Schools, Resourced SEN places in Mainstream Schools, Pupil Referral Units and Education other than at School. The funding will be paid as a block grant based on the 2012/13 level of

expenditure on services falling within this block. The 2012/13 baseline for the High needs Block is £53.77m. The baseline will be adjusted for population changes and funding available to the DfE, with additional funding for post 16 SEN responsibilities transferring from the Education Funding Agency.

- 6.5 The Schools Block funds the delegated budgets of Primary and Secondary Schools for pupils in reception to year 11, and a number of prescribed services and costs in support of education in schools. The grant for 2013/14 will be based on pupil numbers in Leeds (including those in Academies) as at October 2012, multiplied by a unit rate of £4,538. It is estimated that pupil numbers will increase by 1,060 year on year and the Schools Block will increase by £4.8m.
- 6.6 The delegated Schools Budget will be allocated to Primary and Secondary Schools including academies through the use of a simplified funding formula. The funding allocated to academies through the funding formula will be top sliced from the Schools Block paid to the City Council.
- 6.7 Pupil Premium - The Pupil Premium grant is paid to the Local Authority to be passported on the individual Schools based on pupils eligible for free school meals or looked after. The government has announced that the grant rate for 2013/14 will be £900 per qualifying pupil. This will deliver a year on year increase of £9m to schools including academies in Leeds.

7.0 HOUSING REVENUE ACCOUNT (HRA)

- 7.1 The HRA includes all the expenditure and income incurred in managing the Council's housing stock, and, in accordance with Government legislation operates as a ring fenced account. Following the implementation of self financing for the HRA from April 2012, and the abolition of housing subsidy, maintaining the sustainability of the HRA places a premium upon sound finances.
- 7.2 The HRA Business Plan, to be received at Executive Board in February 2013, will detail and update members in respect of the delivery of key housing priorities.
- 7.3 The 2013/14 budget will be influenced by the Council's rent strategy that was agreed by Executive Board in February 2012. This adopted policy smoothed the incidence of the rent increases that had been assumed by Government in their debt settlement with the Council following the implementation of HRA self financing in April 2012. It is proposed to increase rents by an average of 5.9% in accordance with the agreed rent strategy.
- 7.4 From April 2013 the impact of the government's welfare reforms in respect of under occupation and universal credit will be felt by Council tenants. It is anticipated that this will have implications for the level of rental income that is receivable by the Council and this will be reflected in assumptions that will have to be made as to how much an additional contribution will have to be made to the bad debt provision. The implementation of welfare reform will also result in increase in turnover as the Council will seek to mitigate its impact by transferring those tenants who request a move, to appropriately sized properties.

- 7.5 Any variation in the rental income stream will impact upon the level of resources that are available to deliver the essential investment strategy to maintain and improve the Council's housing stock.
- 7.6 The Housing investment plan is to be refreshed and will have particular focus on new build, in response to the lack of affordable housing in the city, improving sheltered housing and multi storey properties. In addition the investment strategy will be closely linked to adult care objectives around older person's housing. Investment in Little London and Beeston is expected in the forthcoming financial year.
- 7.7 The HRA budget will be determined against the background of the ongoing review of housing management arrangements that was reported to Executive Board in October 2012, and on which, option(s) for the future governance and delivery arrangements for the management of council housing in Leeds are to be considered at Executive Board in January. The outcome of the review of housing management is uncertain but a key objective will be to deliver efficiencies through the eradication of duplication between ALMOs and the Council.

8.0 CAPITAL PROGRAMME

- 8.1 Over the period 2013/14 to 2015/16 the existing capital programme includes investment plans which total £504m. The programme is funded by external sources in the form of grants and contributions and also by the Council through borrowing and reserves. Where borrowing is used to fund the programme, the revenue costs of the borrowing will be included within the revenue budget. Our asset portfolio is valued in the Council's published accounts at £3.5bn excluding the value of community assets such as highways and parks, and the Council's debt stands at £2.0bn. For every £1 of debt the Council has assets of £1.75.
- 8.2 When capital investment is funded from borrowing, there is a cost to the revenue budget both in terms of interest and minimum revenue provision. When capital expenditure is funded by borrowing, councils are required to make an annual minimum revenue provision (MRP) charge to the revenue accounts. This is the means by which capital expenditure which has been funded by borrowing is paid for by the council tax payer. In recent years the annual MRP charge has averaged around 4% of the amount borrowed to fund capital and for 2012/13 is around £36m.
- 8.3 Over the next 4 years there is a proposal to get to a position where the Council funded capital programme is restricted to the level of MRP so that the level of borrowing overall does not increase. However, before we can get to that position there are a number of capital investment plans which are either contractually committed or are of strategic importance to the city which the Council will need to provide for, for example Flood Alleviation, Changing the Workplace and New Generation Transport. Borrowing to fund these and other projects will mean that for 2013/14 the revenue cost of debt will need to increase by at least £2m.
- 8.4 There are a number of key annual expenditure programmes which need to be provided for within the capital programme each year. These total £33.7m each year and are shown in the table below. Based on a Council funded capital

programme of £36m per annum, this leaves £2.3m available for new investment. For each additional £1m of capital investment funded by borrowing, a budget of £80,000 per year would be required in the revenue budget. If an additional £1m of revenue budget was available each year, an additional £12m of capital investment could be carried out.

CAPITALISATION / ANNUAL PROGRAMMES	
	£000
Capitalisation	
General Capitalisation	4400.0
PFI capitalisation	830.0
Library Books	700.0
Highway Maintenance	1,500.0
Capital Programme Management	500.0
Annual Programmes	
S278 grant used in revenue	5,000.0
Adaptation to Private Homes	400.0
Contingency	1,000.0
Maintenance of Council buildings	1,500.0
Disabled Facilities Grants	3,930.0
General Refurbishment of Schools	1,500.0
Highways Maintenance	10,000.0
ICT Essential Services Programme	1,200.0
Traffic Management Programme	200.0
Demolition and asbestos removal	1,000.0
Total Annual Programmes	33,660

- 8.5 A review of all uncommitted schemes within the existing capital programme is being undertaken to draw up a proposed programme for the future based on the debt budget available.

9.0 CORPORATE CONSIDERATIONS

9.1 Consultation and Engagement

- 9.1.1 As explained at section 2 above the initial budget proposals have been informed through a number of consultations including a 'You Choose' campaign to get people engaged in the budget challenges. Subject to the approval of the board, this report will be submitted to Scrutiny for their consideration and review, with the outcome of their deliberations to be reported to the planned meeting of this board on the 15th February 2013.

- 9.1.2 Consultation is an ongoing process and residents are consulted on many issues during the year. It is also proposed that this report is used for wider consultation with the public through the Leeds internet and with other stakeholders. Consultation is on-going with representatives from the Third Sector, and plans are in place to consult with the Business sector prior to finalisation of the budget.

9.2. Equality and Diversity / Cohesion and Integration

- 9.2.1 Leeds City Council has a leading role in the city to promote equality and value diversity. During 2012 work has continued to take place to make equality an integral part of our work and in particular in how we deliver services, how we employ people, how we work with our partners and how we make decisions. This builds on the work that was outlined in last years initial budget proposal report.
- 9.2.2 The Council's business plan has a cross cutting priority that 'Every year we will be able to evidence that equality issues have been considered in 100% of major decisions'. It is therefore important that in all cases the relevance of equality is determined and where relevant evidence that due regard to equality has been given is included within decision making report. All key and major decisions undertaken by the Council are now subject to a robust qualitative and quantitative analysis process to ensure that relevance to equality has been considered.
- 9.2.3 In addition the Equality Improvement Priorities 2011 – 2015 were developed and approved. Closer alignment with the Vision for Leeds, the City Priority Plan and the Council Business Plan were built into the development of the priorities and has provided the foundations for a move towards a city wide approach to equality.
- 9.2.4 This approach sets out the Council's continued commitment to equality. It outlines the council's equality objectives, identifies how progress will be measured and how we will continue to improve and further embed the equality agenda.
- 9.2.5 A strategic approach to giving due regard to equality has been used to consider the initial budget proposals outlined in this report. This has determined whether or not there is any relevance to equality for all the proposed pressures or savings that have been identified.
- 9.2.6 Many of the proposals contained in this paper will be subject to separate decision making processes.
- 9.2.7 Where relevance to equality has been determined further work on each individual proposal will be undertaken within the normal decision making process, which gives due regard to equality through use of screening and equality impact assessments.

9.3 Council Policies and City Priorities

- 9.3.1 The initial budget proposals seek to ensure that the policies and priorities of the Council are supported by directing financial resources towards the Council's policies and priorities.

9.4 Resources and Value for Money

- 9.4.1 This is a revenue budget financial report and as such all financial implications are detailed in the main body of the report.

9.5 Legal Implications, Access to Information and Call In

- 9.5.1 This report has been produced in compliance with the Council's Budget and Policy Framework. In accordance with this framework, the initial budget proposals, once approved by the board will be submitted to Scrutiny for their review and consideration. The outcome of their review will be reported to the February 2013 meeting of this board at which proposals for the 2013/14 budget will be considered prior to submission to full Council on the 27th February 2013.
- 9.5.2 The initial budget proposals will, if implemented, have significant implications for Council policy and governance and these are explained within the report. The budget is a key element of the Council's Budget and Policy framework, but many of the proposals will also be subject to separate consultation and decision making processes, which will operate within their own defined timetables and managed by individual directorates.
- 9.5.3 In accordance with the Council's Budget and Policy Framework, decisions as to the Council's budget are reserved to Council. As such, the recommendation at 11.1 is not subject to call in, as the budget is a matter that will ultimately be determined by Council, and this report is in compliance with the Council's constitution as to the publication of initial budget proposals two months prior to adoption.

9.6 Risk Management

- 9.6.1 A full risk assessment will be undertaken of the Council's financial plans as part of the normal budget process, but it is clear that there are a number of risks that could impact upon these plans put forward in this report; some of the more significant ones are set out below.
- Demand pressures in Adult Social care and Children's services could be greater than anticipated. In addition, anticipated funding from the health service may not be secured in full
 - Reductions in government grants are greater than anticipated. Grant figures for the Council for 2013/14 will not be known until later in the planning period
 - Inflation and pay awards could be greater than anticipated
 - Other sources of income and funding could continue to decline
 - Increase in the Council Tax base could be less than anticipated
 - Growth in business rates could be less than anticipated, or base could decline
 - Council Tax discounts could be greater than forecast
 - The delivery of savings from the Council's transformation agenda and other saving options could be delayed or less than anticipated
 - Changes in interest rates could impact upon capital financing charges
 - Asset sales could be delayed requiring the Council to borrow more to fund investment

- Impact of Government welfare reforms could have a greater impact upon the delivery of the Council's services than currently anticipated
- Reductions in staffing numbers from early leaver initiatives and natural turnover could be less than anticipated
- Failure to understand and respond to the equality impact assessment

9.6.2 A full risk register of all budget risks in accordance with current practice will be maintained and will be subject to quarterly review. Any significant and new risks are contained in the budget monitoring reports submitted to each meeting of the Executive Board, together with any slippage on savings.

10.0 CONCLUSIONS

- 10.1 This report has shown that the current position continues to be the most challenging faced by local government in post-war period. Government are radically changing the way that local government is financed, but without specific figures the picture remains uncertain. The Council is committed to providing the best service possible for the citizens of Leeds and to achieving the ambition for the city of being the best in the UK. In order to achieve both the strategic aims and financial constraints, the Council will be more enterprising, working with business and partners to be more civic, and working with the public to be more engaged.
- 10.2 The Council's approach to the medium term financial strategy is consistent with previous years in that it is designed to provide an overall financial framework to ensure that the Council's key priorities can be supported within the available funding over the planning period, and to inform the delivery of the Council's annual budget. 2013/14 is the third year of the Spending Review, and the Council is again facing the need to generate savings of £51.3m. The initial budget proposals for 2013/14 set out in this document, subject to the finalisation of the detailed proposals in February 2013, will, if delivered, reduce the Council's spend by the required amount.
- 10.3 In the current budget year the Council needs to save £55m with reductions and pressures combined. For the four year spending review period the expectation is the Council's resources will reduce by around £60m. Reserves have to date helped significantly to meet the financial pressures but for the future the Council will need to be focussed on changing the way services are provided and commissioned and direct spend to counter disadvantage and reduce inequality.
- 10.4 The challenge is significant, and the council has responded well so far, recognising the need to change. For the future the Council will continue to reduce in size, but will aim to become a bigger one in influence, becoming an enterprising council and transforming the way it works with partners and communities. As such the relationship with the people of Leeds will change, but with the ultimate aim of making Leeds a better place to live for all the people of Leeds.

11.0 RECOMMENDATION

- 11.1 The Executive Board is asked to agree this report as the initial budget proposals and for them to be submitted to Scrutiny and also for the proposals to be used as a basis for wider consultation with stakeholders.

12.0 Background documents¹

- 12.1 There are no background documents relating to this report.

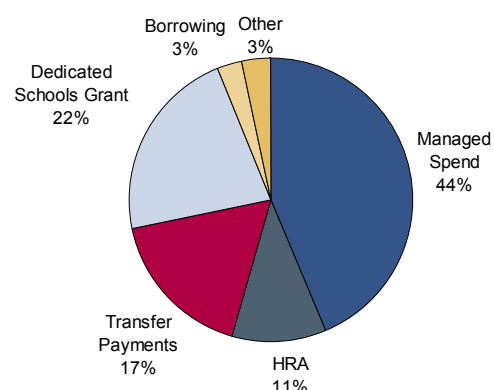
¹ The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.

THE COUNCIL'S 2012/13 Budget

The Council's net revenue budget for 2012/13 was set at £563.1m supported by the use of £6.9m general fund reserves. However, the Council actually spends around £2bn each year although the Council does not have full freedom to decide how to spend all of this money because much of it is given by central government as "ring-fenced" grants, which reflect past borrowing decisions or has other legal constraints. This means, for example, that certain funds can only be spent on schools, or on benefit payments, or on council housing. These constrained areas account for 56% of the Council's spending, so any savings can only be delivered from the remaining 44%.

Analysis of Revenue Budget 2012/13

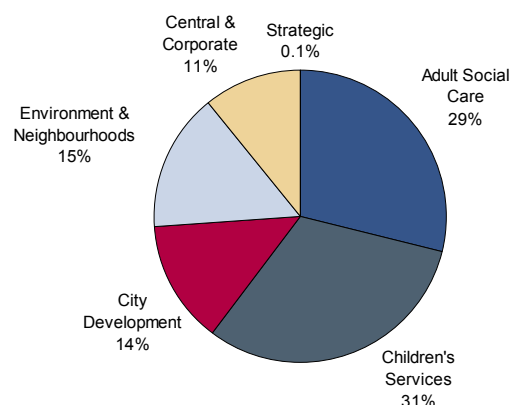
	2012/13 £m
Managed Spend	862.3
Housing Revenue Account (HRA)	215.0
Transfer Payments	341.2
Dedicated Schools Grant	437.6
Borrowing	58.65
Other	64.2
Total	1978.9



The managed expenditure from which savings can be made totals £862.3m, and is summarised by service below:

Managed Spend by Directorate

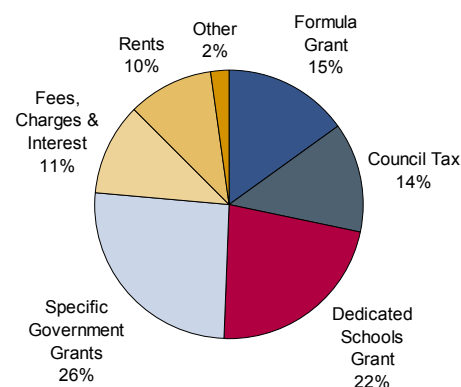
	2012/13 £m
Adult Social Care	249.2
Children's Services	269.9
City Development	118.7
Environment & Neighbourhoods	131.6
Central & Corporate	92.1
Strategic	0.8
Total	862.3



Around 63% of the Council's funding comes from Government as illustrated below, with just 14p in each £1 coming from local Council Tax payers.

Where the money comes from

	2012/13 £m
Formula Grant	294.7
Council Tax	268.4
Dedicated Schools Grant	437.6
Specific Government Grants	510.0
Fees, Charges & Interest	220.9
Rents	201.7
Other	45.6
Total	1,978.9



The Council collects £268.4m each year in Council Tax. The band D level of Council Tax (including Police and Fire precepts) in Leeds is currently £1,306.40, and is the 7th lowest amongst the metropolitan authorities and the second lowest amongst the eight Core Cities.

Initial Budget Proposals - 2013/14

City Development

Background to the Budget Proposals

The City Development Directorate is responsible for the Council's physical, economic and cultural services. The range of services and functions that it provides makes a significant contribution to the life, growth and vitality of the city, whether this is through the maintenance of more than 3,000 km of public highway, the management of all planning applications and new developments, the delivery of a range of events and cultural activities, the city's network of sport centres, libraries and museums, or the development of a multi billion pound property portfolio.

Since 2010/11 the Directorate has managed significant reductions in spending and staffing, including over £11m of savings in the 2011/12 budget. These savings included reductions to maintenance budgets and the rationalisation of sport and library services. Staffing levels have reduced by approximately 20% over the last 3 years. With the funding reductions that the Council faces over the next four years it is recognised that the Directorate will need to contribute to this by identifying further savings proposals. Whilst further service budget cuts and efficiencies will inevitably form part of the budget strategy the Directorate will also seek to strengthen the connection between the budgets of services and their ability to attract new opportunities for funding. The Directorate will also pursue alternative service models and a greater utilisation of shared services and in some cases services delivered directly by and for the community. The budget reductions will, however, mean a review of current service provision and further reductions in staffing across the directorate

The Directorate will actively support and develop the concept of Civic Enterprise for example improving the skills and job opportunities for young people through apprenticeships and will continue working closely with other directorates to support social enterprise in initiatives such as linking financial inclusion with fashion to engage with young people living in areas of deprivation. We are seeking to strengthen delivery against all five propositions of the Commission for Local Government but have a particular focus on ensuring the Council continues to develop its role in:

- Stimulating jobs, homes and good growth
- Establishing a 21st Century Infrastructure
- Devising a new social contract

Stimulating jobs, homes and good growth

The Directorate will continue to provide strong City Leadership on the economy, well being and sustainability. The Directorate will take a lead role in maximising income for the Council and will provide a focussed and high calibre economic and development service that create the environment for private, public and third sectors

to thrive for example through support for businesses and enterprise and acting as client for the Council's services and objectives delivered through Leeds and Partners. The Directorate will seek to maximise the use of the Council's land and property assets to stimulate economic growth, promote the development of key sectors and develop a quality environment for people to both live and work. It will also make full use of new freedoms afforded by government to develop additional revenue in the form of the retention of business rates and New Homes Bonus. Similarly, housing investment to increase the supply of new houses and deliver new affordable homes is currently being achieved in a wide variety of ways including the HCA funded Affordable Housing Investment Programme, work with developers to deliver affordable housing via the planning system and LCC direct investment in new homes. The Development services will target good growth as a means of optimising revenue from these sources and seek to make a stronger link between operational budgets and performance in achieving good growth.

City Development has taken a lead role in managing the Leeds interface with the City Region and in particular the work emanating from the City Deal relating to the £400m Investment Fund and the £1bn Transport Fund for the city region over the next 10 years. We will also develop new partnerships to stimulate economic growth with both the private, public and third sectors and all of this clearly sits within the structure provided through developing the Core Strategy and Local Development Framework. This will also link with initiatives such as the Apprenticeship Training Agency in partnership with the City College.

The Directorate will continue to lead on supporting key developments in the city such as the Trinity Development and the Eastgate and Harewood, developing the Enterprise Zone status for the Aire Valley, the development of the Leeds Arena and developing a strategy for Kirkgate Market.

Establishing a 21st Century Infrastructure

The Directorate will continue to lead on the development of the City's infrastructure including transport, flood alleviation and broadband and to optimise external funding opportunities whilst working in partnership at a local, regional and national basis. Where appropriate we will seek to deliver efficiencies through a combined authority model.

The Council is the largest owner of land and property in Leeds. The Council's asset base is a valuable resource that has a fundamental impact on the quality of life in the city. As part of the budget plus process the Directorate will deliver an effective investment programme to ensure that the council's assets are fit for purpose and a linked asset rationalisation programme that will help to pay for it by undertaking a full asset review project over the next 4 years.

As part of a review of service delivery the Directorate will consider community asset transfers in instances where the management of local assets can be delivered better by the community and develop our approach to neighbourhood planning to ensure that we fully support local communities to develop robust and coherent neighbourhood plans that inform the future development of local areas. Local regeneration initiatives will continue to be promoted by working collaboratively with

communities and land owners to bring forward well formed solutions that meet local need

Devising a new social contract

The Directorate will seek to make stronger links between our leisure services and Health including initiatives such as shared use of leisure facilities for people with learning difficulties and the autumn opening of the Holt Park Wellbeing centre and continue to take a more proactive and targeted approach to the use of our leisure resources to mitigate against the long-term impact of unhealthy lifestyles. We will also work alongside Health and Sport England to promote improving health to those who currently don't participate in any activity, and using less busy times in our sites to achieve these objectives. We will base this on an existing successful project happening in another authority.

Through working closely with Children's Services in areas such as the hugely successful Breeze, and a range of other Library, Arts and Heritage service led initiatives. We will also continue to support the aspirations of being a Child Friendly City.

2013/14 initial budget proposals

The draft budget for 2013/14 includes both savings and income generation proposals and also provides some additional funding for specific budget pressures. The ongoing difficult economic conditions have continued to have an impact on the Directorate's income base. It is proposed that a number of income budgets are to be reduced reflecting trends in 2012/13 which are expected to continue into 2013/14. These include reductions to rental income and advertising income budgets and income from work on PFI schemes. The planned disposal of part of the sovereign street car park site during 2013/14 will lead to a reduction of income of approximately £380k. The cost of securing and maintaining void properties increased significantly in 2011/12 and has continued to be an issue in 2012/13. This has been mainly as a result of the asset rationalisation programme which has increased the number of void properties. Proactive management of the properties has seen the number of properties and cost reduce during 2012/13 but the base budget going forward needs to be increased for the next two years to reflect the increase in void properties. It is proposed to increase the void property budget by £250k next year, it is anticipated that costs will then reduce as options for the void properties are brought forward. Other funded expenditure pressures include an additional £350k for energy costs in Sport and an increase in the Planning and Development staffing budget of £150k to provide for additional staffing to support the development of the Core Strategy and Neighbourhood Planning. As in previous years the Directorate will continue to look to reduce staffing numbers where appropriate. A saving of £2m on the staffing budget has been included in the 2013/14 budget proposals. It is anticipated that reductions will be achieved through the Early Leaver Initiative and through further service restructures which will aim to reduce areas of duplication and ensure efficient service support and focused service delivery. Restructures are planned to be implemented in Asset Management and Regeneration, Heritage Services, Highways and Transportation, Building Control, Economic Development and Leeds Lights. These will lead to a reduction in posts and to refocused and reduced service provision. It is

estimated that there will be a net reduction of approximately 85 FTEs in 2013/14. The budget proposals include some provision for increases to fees and charges but as in 2012/13 these will be kept to around inflation levels. Planning fees are set by the Government and the last increase was in 2008/09. The Government is proposing an average increase in Planning fees of 15% from late November 2012. This is estimated to result in additional fee income of approximately £350k. Fees and charges in the Directorate have been reviewed and the scope for increases and raising additional income assessed. The potential for new sources of income will be explored including the possibility of the introduction of charges for permits issued through resident parking schemes which are currently provided free of charge.

A target saving of £1.1m has been included in budget proposals to be realised from a review of operational budgets and anticipated savings from improved procurement arrangements. To achieve a reduction in operational spend service provision will have to be reviewed and could include reductions on advertising and promotional budgets and spend such as equipment and maintenance. Other expenditure savings include a reduced cost of insurance in Highways and Transportation following a reduction in claims and further street lighting energy savings from installing energy saving technology.

Sport and Library facilities were reviewed as part of the 2011/12 budget proposals and although it is not proposed to further reduce service provision significantly, it is proposed that the scope for reduced opening hours at the costliest Sport Centres is explored together with other options such as examine whether other service delivery models could be appropriate for some services and seasonal closure of some Heritage facilities. Savings from these proposals will include reductions in staffing levels which will also contribute to the £2m staffing reduction target. A review of the Events programme and budget will be carried out to identify proposals for further reducing the net cost of events in the City with a target saving of £330k.

A key part of the Council's Budget Plus proposals will be a review and ultimately a reduction on the number of assets that the Council owns. Although the majority of savings will be in service budgets a target saving of £100k has been included in City Development's budget proposals for 2013/14. As part of the Budget Plus process the links between Corporate Property Management and Property Maintenance will be reviewed with the aim of identifying the scope for savings.

City Development

Pressures/Savings	2013/14 £m	2014/15 £m	FTEs	EIA required Y/N
Budget Pressures				
a) Disposal of sovereign st car park site	0.38	0.36	0.0	N
b) Energy costs in Sport	0.35	0.0	0.0	N
c) Rental income shortfall	0.35	0.0	0.0	N
d) Main bill board advertising contract reduced income following re tendering	0.25	0.0	0.0	N
e) Void property budget	0.25	-0.10	0.0	N
f) Income from PFI project work in planning and economic development	0.20	0.0	0.0	N
g) Neighbourhood consultations including East Leeds	0.05	0.0	0.0	N
h) Base budget staffing adjustment in planning and economic development	0.30	0.0	0.0	N
i) Additional planning staffing resource requirement for Core strategy etc.	0.15	0.0	4.0	N
j) Holt Park PFI affordability gap	0.00	0.20	0.0	N
	2.28	0.46	4.0	
Savings				
Stop Doing/Service reductions				
a) Staffing reductions across the directorate from ELIs and restructures across some services Includes planned restructures in Asset Management and Regeneration, Heritage Highways, Building Control, Economic Development, Leeds Lights. As a result there will be a reduction in the number of posts and reductions in service provision and with a realignment of service prioritisation.	-2.00	-1.00	-83.0	Y
b) Street lighting energy savings following roll out of pilots	-0.12	0.0	0.0	Y
c) Reduced openings at 5 of the costliest sport centres per visit	-0.15	-0.05	-3.0	Y
d) Seasonal closures - Heritage services	-0.03	-0.02	0.0	Y
e) Review net cost of events programme	-0.33	0.0	0.0	Y
f) Reduced Operational spend All services bringing forward proposals for reductions to operational spend. Includes reductions to spend in the City Centre and on advertising, promotional budgets, reductions to planned spend on equipment and maintenance.	-1.10	-0.40	0.0	Y

Partnership Working				
g) Pursue social enterprise/CAT for Leisure facilities	-0.05	-0.05	0.0	Y
h) Review CPM, property maintenance, building control	-0.10	-0.10	-3.0	Y
i) Asset rationalisation	-0.10	-0.10	0.0	Y
Income Proposals				
j) Fees and charges increases and review across the directorate includes price increases for licences and street trading, other planning charges, highway charges, other leisure charges	-0.20	-0.20	0.0	Y
k) Review of residents parking	-0.75	0.0	0.0	Y
l) Sport price increases	-0.25	-0.10	0.0	Y
m) Planning fee increase (average 15%) (set by central government)	-0.35	0.0	0.0	N
n) Neighbourhood Planning grant	-0.10	0.0	0.0	N
Other				
o) Highways insurance charges	-0.35	0.0	0.0	N
	-5.98	-2.02	-89.0	
Total	-3.70	-1.56	-85.0	

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Report of Head of Scrutiny and Member Development

Report to Scrutiny Board (Sustainable Economy and Culture)

Date: 20 December 2012

Subject: Leeds Local Development Framework – Natural Resources and Waste Development Plan Document

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

Summary of main issues

1. The Natural Resources & Waste Development Plan Document (DPD) is one of a number of planning documents currently being prepared as part of the Local Development Framework (LDF) and as such forms part of the council's budget and policy framework, alongside the Core Strategy which was considered by the Board on 1 November. Further DPDs will come to the Board in due course as they are developed.
2. Following the submission and independent examination of the Natural Resources and Waste Development Plan Document the City Council has now received the Inspector's report which concludes that the Plan is 'sound'. The purpose of this report is to provide members of Scrutiny Board with an opportunity to consider the document prior to it being referred to Executive Board and then Council in order to seek formal Adoption of the Plan.
3. The Natural Resources & Waste DPD contains a range of planning policies relating to Minerals & Aggregates, Water Resources, Air Quality, Sustainable Energy Use and Waste, as part of an overall integrated approach, which seeks to minimise and manage the use of natural resources.
4. The document provides policies for determining planning applications which have an effect on minerals, waste, energy, water or air and sets out how the planning system can help to achieve a more efficient use of natural resources. The policies of this DPD will:

- Ensure the responsible and efficient use of natural resources, such as prioritising the use of alternative minerals and measures to reduce the amount of water used in development;
 - Plan for managing future pressure on natural resources, for example, from climate change and housing growth. This includes policies which reduce flood risk, improve air quality and increase renewable energy provision;
 - Increase waste re-use, recycling, composting and residual waste treatment with energy recovery so that as little waste as possible is disposed of at landfill;
 - Provide sufficient land, which includes a range of suitable and sustainably located sites, to deliver new processes which manage waste as a valuable resource;
 - Encourage more use of those resources that don't run out, such as solar, hydro and wind energy; and encourage the production of Low Carbon Energy; and
 - Encourage the movement of freight by alternative means to road, including the transfer of minerals and related products by water.
5. The Natural Resources & Waste DPD is attached, along with the Inspector's report and his suggestions for final changes to the document prior to adoption by council.
 6. Any observations from this Board will need to be agreed by correspondence for submission to the Executive Board meeting on 9 January 2013.

Recommendation

7. Members are asked to consider the Natural Resources and Waste Development Plan Document.

Background documents¹

None used

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

Report of the Head of Scrutiny and Member Development

Report to Scrutiny Board (Sustainable Economy and Culture)

Date: 20 December 2012

Subject: Natural Resources & Waste Development Plan Document – Inspector’s Report

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

Summary of main issues

1. The Natural Resources & Waste Development Plan Document (DPD) is one of a number of planning documents currently being prepared as part of the Local Development Framework (LDF). The preparation of this document has been driven by the requirements of national planning guidance, the implications of European Waste Management Directives, the City Council’s commitments to managing environmental resources and tackling climate change and the need to identify sufficient sites for waste management activities (aligned to the Council’s own municipal waste strategy).
2. The Natural Resources and Waste DPD was formally submitted to the Secretary of State on 25th July 2011 and an independent Inspector, Mr Melvyn Middleton BA (ECON) MRTPI, was appointed to examine the DPD for soundness. The Examination in Public took place from 15th November to 8th December 2011 as a result of which a number of changes to the DPD were progressed at the Inspector’s recommendation. These changes were previously reported to Members of Development Plan Panel on 3rd April 2012 and Executive Board on 11th April 2012.
3. The City Council has now received the Inspector’s final report, which concludes that the Plan (incorporating a number of modifications) is sound. A copy of the Report is

attached. This means that the City Council can now proceed with the adoption procedures required under the Local Development Framework Regulations.

Recommendations

Members of Scrutiny Board are invited to consider the attached covering report and Inspector's recommendations before, they are submitted to the Executive for recommendation to Full Council that it adopts the Natural Resources and Waste Development Plan Document as modified in accordance with the Inspector's recommendations pursuant to Section 23 of the Planning and Compulsory Purchase Act 2004.

1.0 Purpose of this Report

- 1.1 Following the submission and independent examination of the Natural Resources and Waste Development Plan Document the City Council has now received the Inspector's report which concludes that the Plan is 'sound'. The purpose of this Report is to provide members of Scrutiny Board with an opportunity to consider this prior to it being referred to Executive Board and then Council in order to seek formal Adoption of the Plan.

2.0 Background Information

- 2.1 Within the context of national guidance, European Directives and a range of City Council strategies (including municipal waste and climate change), the Natural Resources and Waste DPD has been in production since 2007. It should be noted also, that the Department of Communities & Local Government's Chief Planning Officer wrote to all LPAs to urge progress in the preparation and adoption of 'Waste DPDs, as the Government have announced that they intend to pass on fines under the European Directives to the offending Authorities, where such plans have not been prepared.

3.0 Main Issues

- 3.1 The Natural Resources & Waste DPD contains a range of planning policies relating to Minerals & Aggregates, Water Resources, Air Quality, Sustainable Energy Use and Waste, as part of an overall integrated approach, which seeks to minimise and manage the use of natural resources. As well as containing specific planning policies and site allocations, it is also envisaged that the document will have an influencing role in supporting the City Council's wider strategic objectives for the environment.
- 3.2 A number of key issues have emerged, which are addressed through the document. These include:
 - planning for sufficient minerals & aggregates supply (whilst managing environmental assets and amenity),
 - planning for a shift to non-road based freight,

- planning for municipal, commercial and industrial waste activity, including site specific allocations, (whilst seeking to reduce waste raisings overall)
- Seeking to reduce flood risk, through mitigation and adaptation, in taking into account the effects of climate change.

3.3 Following Submission in July 2011, the Examination in Public into the DPD took place from 15th November to 8th December 2011. The Inspector recommended a number of changes to the DPD to make it sound and these changes were agreed by Members in April 2012 and were then the subject of a six week public consultation. Responses to the consultation were sent to the Inspector for his consideration. The Inspector has confirmed that there were no new issues arising that would warrant a re-opening of the Examination Hearing.

4.0 Corporate Considerations

4.0.1 As noted above, the Natural Resources & Waste DPD, forms part of the Local Development Framework and once adopted will form part of the Development Plan for Leeds.

4.1 Consultation and Engagement

4.1.1 The Natural Resources and Waste DPD has been subjected to a number of public consultation exercises as part of its preparation and as required by the LDF Regulations. The Independent Inspector who has examined the DPD has indicated that he is content with the public consultation that has been undertaken.

4.2 Equality and Diversity / Cohesion and Integration

4.2.1 An Equality Impact Assessment Screening was carried on the Natural Resources and Waste DPD when it was submitted to the Secretary of State for Examination. This report has been updated in the light of further changes to the DPD but has not resulted in any material change to the EIA Screening conclusion. The EIA Screening Report is one of the background documents to this report.

4.3 Council Policies and City Priorities

4.3.1 The Natural Resources and Waste DPD allocates the wholesale market site as a strategic waste site and therefore supports the delivery of the Council's Residual Waste PFI which is a key priority for the Council.

4.4 Resources and value for money

4.4.1 The DPD is being prepared within the context of the LDF Regulations, statutory requirements and within existing resources. There are no specific resource implications for the City Council arising from the consultation.

4.5 Legal Implications, Access to Information and Call In

4.5.1 The Natural Resources and Waste DPD enables Leeds City Council to comply with the requirements of the European Waste Directive and thereby avoid penalties incurred for non-compliance.

4.6 Risk Management

- 4.6.1 Throughout the preparation of the DPD the greatest risk was that the Inspector would not find it sound however the attached Inspector's Report concludes that the Plan is sound and therefore removes this risk. It also reduces the risk that the Council could be the subject of EU penalties. There is still a risk that someone could mount a High Court Challenge.

5. Conclusions

- 5.1 The preparation of the Natural Resources and Waste DPD has been through several phases of consultation and has been examined by an independent Inspector. The Inspector has concluded that the DPD as modified in accordance with his recommendations is sound and the Council can now proceed to Adopt the DPD.
- 5.2 This is the first of the City Council's Development Plan Documents to be subject to Independent Examination and to be found sound.

6. Recommendations

- 6.1 Members of Scrutiny Board are invited to consider the attached covering report and Inspectors recommendations, before they are submitted to the Executive for recommendation to Full Council that it adopts the Natural Resources and Waste Development Plan Document as modified in accordance with the Inspector's recommendations pursuant to Section 23 of the Planning and Compulsory Purchase Act 2004.

7. Background documents¹

- 7.1 None

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

**Leeds Local Development Framework
Natural Resources and Waste Development Plan Document**

Consolidated (Submission & Post Submission Changes)

3rd September 2012

If you do not speak English and need help in understanding this document, please phone: 0113 247 8092 and state the name of your language. We will then we contact an interpreter. This is a free service and we can assist with 100+ languages. We can also provide this document in audio or Braille on request.

(Bengali):-

যদি আপনি ইংরেজীতে কথা বলতে না পারেন এবং এই দলিলটি বুঝতে পারার জন্য সাহায্যের দরকার হয়, তাহলে দয়া করে 0113 247 8092 এই নম্বরে ফোন করে আপনার ভাষাটির নাম বলুন। আমরা তখন আপনাকে লাইনে থাকতে বলে কোন দোভাষীর (ইন্টারপ্রিটার) সাথে যোগাযোগ করব।

(Chinese):-

凡不懂英語又須協助解釋這份資料者，請致電 0113 247 8092 並說明本身所需語言的名稱。當我們聯絡傳譯員時，請勿掛斷電話。

(Hindi):-

यदि आप इंग्लिश नहीं बोलते हैं और इस दस्तावेज़ को समझने में आपको मदद की ज़रूरत है, तो कृपया 0113 247 8092 पर फ़ोन करें और अपनी भाषा का नाम बताएँ। तब हम आपको होल्ड पर रखेंगे (आपको फ़ोन पर कुछ देर के लिए इंतज़ार करना होगा) और उस दौरान हम किसी इंटर्प्रिटर (दुभाषिए) से संपर्क करेंगे।

(Punjabi):-

ਅਗਰ ਤੁਸੀਂ ਅੰਗਰੇਜ਼ੀ ਨਹੀਂ ਬੋਲਦੇ ਅਤੇ ਇਹ ਲੇਖ ਪੱਤਰ ਸਮਝਣ ਲਈ ਤੁਹਾਨੂੰ ਸਹਾਇਤਾ ਦੀ ਲੋੜ ਹੈ, ਤਾਂ ਕਿਰਪਾ ਕਰ ਕੇ 0113 247 8092 'ਤੇ ਟੈਲੀਫ਼ੋਨ ਕਰੋ ਅਤੇ ਅਪਣੀ ਭਾਸ਼ਾ ਦਾ ਨਾਮ ਦੱਸੋ। ਅਸੀਂ ਤੁਹਾਨੂੰ ਟੈਲੀਫ਼ੋਨ 'ਤੇ ਹੀ ਰਹਿਣ ਲਈ ਕਹਾਂਗੇ, ਜਦ ਤਕ ਅਸੀਂ ਦੁਭਾਸ਼ੀਏ (Interpreter) ਨਾਲ ਸੰਪਰਕ ਬਣਾਵਾਂਗੇ।

(Urdu):-

اگر آپ انگریزی نہیں بولتے ہیں اور آپ کو یہ دستاویز سمجھنے کیلئے مدد کی ضرورت ہے تو براہ مہربانی اس نمبر 0113 247 8092 پر فون کریں اور ہمیں اپنی زبان کا نام بتائیں۔ اس کے بعد ہم آپ کو لائن پر ہی انتظار کرنے کیلئے کہیں گے اور خود ترجمان (انٹرپرائزر) سے رابطہ کریں گے۔

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1 INTRODUCTION

WHAT IS THIS DOCUMENT?

- 1.1 The Natural Resources and Waste Development Plan Document (NRWDPD) is one of several Development Plan Documents (DPD's) which make up the Leeds' Local Development Framework. This document sets out the Council's policies on the future use of Natural Resources and Waste for the plan period up to 2026. Local Development Frameworks replace the previous development plan system of Unitary Development Plans (UDP's) under the requirements of the Planning and Compulsory Purchase Act 2004. Sites which are affected by policies in this DPD are shown on a separate Proposals Map.
- 1.2 The Council's UDP was reviewed in 2006 and many of its policies are "saved". This means they are approved by the Government until they are replaced or superseded by policies in new plans such as this adopted NRWDPD. Some of the saved policies of the UDP have been replaced by new NRWDPD policies, and others deleted as they are no longer required.
- 1.3 This document provides policies for determining planning applications which have an effect on minerals, waste, energy, water or air and sets out how the planning system can help to achieve a more efficient use of natural resources. The policies of this DPD will:
- Ensure the responsible and efficient use of natural resources, such as prioritising the use of alternative minerals and measures to reduce the amount of water used in development;
 - Plan for managing future pressure on natural resources, for example, from climate change and housing growth. This includes policies which reduce flood risk, improve air quality and increase renewable energy provision;
 - Increase waste re-use, recycling, composting and residual waste treatment with energy recovery so that as little waste as possible is disposed of at landfill;
 - Provide sufficient land, which includes a range of suitable and sustainably located sites, to deliver new processes which manage waste as a valuable resource;
 - Encourage more use of those resources that don't run out, such as solar, hydro and wind energy; and encourage the production of Low Carbon Energy; and
 - Encourage the movement of freight by alternative means to road, including the transfer of minerals and related products by water.

THE PLAN AREA

- 1.4 The NRWDPD covers the whole administrative area covered by Leeds City Council as shown on the key characteristics diagram. This includes the main urban area of the City of Leeds and surrounding settlements. Where this document refers to 'Leeds' this means the whole area covered by the administrative boundary unless stated otherwise within the text.

DOCUMENTS WHICH MAKE UP THE NRWDPD

- 1.5 The NRWDPD comprises:
- This Publication document which includes background diagrams and supporting appendices;
 - The Map Book which sets out all the plans which are part of the NRWDPD;

- Separate technical topic papers on Minerals, Energy and Waste. These link to other detailed evidence studies completed to support this document. They provide all the evidence to support the submission but will not be Adopted; and
- Sustainability Appraisal.

The diagram below shows the relationship between the Natural Resources and Waste DPD and other documents.

Figure 1.1: Relationship of NRWDPD with Other Policies



HOW THE DOCUMENT HAS BEEN PRODUCED

- 1.6 The NRWDPD has been informed through the following processes:

**Leeds Local Development Framework
Natural Resources and Waste Development Plan Document**

Table 1.1: NRWDPD Process

Process	Outcome
Topic Papers	<p>The decisions taken and the way we reached the position in this plan are reported in three supporting topic papers covering waste, minerals and energy.</p> <ul style="list-style-type: none"> • The minerals topic paper seeks to explore the issues surrounding planning for minerals development and sets out the factors and issues that will shape how minerals policies for Leeds are to be developed. • The waste topic paper sets out the evidence on how the Council has determined the amount of waste which this DPD must plan for. It sets out how much waste should be re-used, recycled or composted or treated including energy recovery. It sets out how these have been interpreted into the land use requirements of this plan. • The energy topic paper summarises the key aspects of future energy generation and management that will inform and shape future planning policy development in Leeds.
Detailed Evidence	<p>The DPD is supported by other specific, local evidence where it was necessary to determine particular information through a bespoke study or analysis. These studies show how the facts and information that support the plan have been derived:</p> <ul style="list-style-type: none"> • Natural Resources Flow Analysis and Ecological Footprint: This analyses how resources are currently used in Leeds, how this compares to other areas and what could happen if the current situation continues into the future. • Safeguarded site database. This is a database containing what is known about the existing minerals and waste sites in Leeds and is used to determine which sites would be appropriate to safeguard. • Background Waste Research Report. This report undertakes waste projections for the DPD for all waste streams and what the requirements are forecast to be in terms of how much future waste will need to be recycled/composted and treated. It also sets out the operational and land use requirements of different waste management facilities. • The Leeds Wide Waste Site Selection Study and Update Addendum: This study has informed the allocation of strategic waste management sites in the DPD. It has also helped to identify which other areas are most suitable for other types of waste facilities. • Defining Municipal Waste Site Requirements (other than for Residual Waste Treatment): This identifies the types of waste management facilities which will be required to deliver greater re-use, composting and recycling for municipal waste during the plan period. • Yorkshire and Humber Regional Aggregate Working Party Annual Report 2008 and Aggregates Monitoring 2008: This survey is part of an annual programme that collects data on sales of aggregate minerals in the Yorkshire and Humber Region. • Local evidence from the Leeds Strategic Flood Risk Assessment November 2007, the Leeds Air Quality Review and Assessment 2010 and the Leeds Landscape Character Review 1994.

**Leeds Local Development Framework
Natural Resources and Waste Development Plan Document**

Process	Outcome
	<ul style="list-style-type: none"> Map of Wind Speeds in Leeds and assessment of Contribution of Renewable Energy Technologies
Issues and Alternative Options Report and Consultation¹	A Leeds wide consultation exercise was undertaken at the start of the process in 2008. This included the public, local interest groups, hard to reach groups and formal stakeholders. This shaped the direction of the document through seeking views on 41 issues and options of how each could be addressed. Consultation processes and responses were recorded in a Consultation Report.
Policy Position Report and Consultation Report including Policy Position Map Book²	Following feedback from the Issues and Options, a further consultation exercise was undertaken to seek the views on the proposed policy position at this time. This included a map book to show the safeguarded sites and other proposed waste management areas including proposed strategic sites. A Consultation Report, dated May 2010, formally records the responses to this. This helped inform and shape the policies of this document.
Sustainability Appraisal³	Sustainability appraisal has been progressed in parallel with the development of the Plan to set out the social, environmental and economic effects of the policies. This process is reported in the Sustainability Appraisal Report.

¹ Leeds City Council, Issues and Alternative Options, 8 May – 19 June 2008

² Leeds City Council, Policy Position Report for Consultation October – January 2010

³ Sustainability Appraisal

LEGISLATIVE FRAMEWORK

- 1.7 There is a significant amount of legislation, planning policy and strategy documents which this DPD must take into account. This is summarised in the table below with further details set out in the topic papers and background evidence.

**Leeds Local Development Framework
Natural Resources and Waste Development Plan Document**

Table 1.2: Summary of Legislative and Policy Framework⁴

Topic	European	National	Local
Minerals	None	National Planning Policy Guidance and Technical Guidance (March 2012)	Regional Aggregate Working Party Monitoring Report April 2008.
Waste	<p>Waste Framework Directive (2008/98/EC)</p> <p>Waste Framework Directive (2006/12/EC)</p> <p>Waste Framework Directive (75/442/EEC as amended by Directive 91/156/EEC)</p> <p>Landfill Directive (1999/31/EC)</p> <p>Hazardous Waste Directive (91/689/EEC)</p>	<p>PPS 10: Planning for Sustainable Waste Management, July 2005.</p> <p>National Waste Strategy for England, 2007.</p> <p>Consultation on National Waste Strategy, 2001.</p>	<p>Leeds Integrated Waste Strategy 2005 – 2035.</p> <p>Aire Valley Leeds Area Action Plan (AVLAAP) Preferred Options Summary, October 2007.</p>
Energy	Directive to Promote Electricity from Renewable Energy (2001/77/EC)	<p>National Planning Policy Guidance (March 2012)</p> <p>Planning and Energy Act, 2008.</p> <p>Building Regulations (particular Part L)</p> <p>Towards A Greener Future, Towards Zero Carbon Development, CLG, 2007</p>	Leeds LDF SPD – Building for Tomorrow Today – Sustainable Design and Construction:(Consultation Draft).
Natural Resources	<p>Water Framework Directive (2000/60/EC)</p> <p>Air Quality Framework Directive (96/62/EC)</p>	<p>National Planning Policy Guidance and Technical Guidance (March 2012)</p> <p>Air Quality Strategy, DEFRA 2007 and Low Emission Strategies Guidance, DEFRA 2010.</p>	<p>SPG22: Sustainable Urban Drainage, June 2004</p> <p>Leeds Strategic Flood Risk Assessment Nov. 2007</p> <p>City of Leeds (Metropolitan District) (No.1) Air Quality Management Order, 2010.</p>
All Topics	As above	<p>National Planning Policy Framework and Technical Guidance (2012)</p> <p>Climate Change Act 2008.</p> <p>Code for Sustainable Homes.</p> <p>Environmental Permitting Regulations (EPR) 2010</p>	<p>LDF Core Strategy.</p> <p>Vision for Leeds 2 2004 to 2020. Vision for Leeds 3 2011 to 2030</p> <p>‘Leeds 2050’ July 2007.</p> <p>The Yorkshire and Humber Plan 2008</p>

⁴ See Minerals, Energy and Waste Topic Papers for detailed references.

2 KEY CHARACTERISTICS AND SPATIAL VISION FOR LEEDS

- 2.1 The characteristics of Leeds which form the basis for this plan are set out below and shown on the key characteristics diagram and the minerals resource map.

THE PLAN AREA

- 2.2 Leeds is a metropolitan district of three quarters of a million people. It is dominated by the urban City of Leeds and has a number of important settlements such as Wetherby and Otley as well as many smaller communities. For ease, we refer to the whole area covered by Leeds City Council administration as “Leeds” within this document. The surrounding countryside is under pressure to meet the needs of a large urban population. For Leeds, the Natural Resources Flow Analysis shows that the ecological footprint is in line with other UK cities at 5.99 global hectares per capita which is way beyond the capacity of our planet to sustain⁵. Leeds consumes natural resources at a rate that is nearly double what is sustainable in the long term.
- 2.3 During the 1980s and 90s, Leeds experienced considerable growth within the finance and banking sector and along with the compact shopping area this helped create a strong city centre. Leeds is a regionally important City and because of this the travel to work area extends into most parts of Yorkshire. This means that a lot of people travel into Leeds for work, but do not necessarily live here.
- 2.4 The natural resources of Leeds have shaped the City. The City thrived and expanded rapidly during the industrial revolution, because the underlying geology provided the many minerals necessary for industry and construction. River valleys provided fertile land for agriculture with sheep farming leading to the development of the woollen industry. They also provided a source of water, transport and power. Smaller market towns developed along the River Wharfe in the north of the District and to the east the limestone plateau gave rise to a distinctive landscape characterised by villages built from the local limestone.

TRANSPORTATION NETWORK

- 2.5 The Leeds – Liverpool Canal and the Aire and Calder Navigation played a vital role in the development of Leeds. It meant that Leeds could transport the goods it produced by water and could reach the Trent Navigation, the canals of the Midlands, London and the South. Raw materials could be brought in from the Humber Ports and an inland dock was established. In more recent years, the decline of manufacturing industry and higher land values associated with residential development have meant that most of the wharves have been lost, which restricts the use of the canal for freight.
- 2.6 The rail network was of equal importance, supporting the movement of coal which meant that Leeds had an ample supply of coal at advantageous prices. This encouraged the growth of industries which thrived on coal such as chemical works, potteries, glassworks and cloth dyeing. The position of Leeds on a strategically central location on the rail network still makes it a desirable location for industries wanting to utilize the network for distribution although the majority of freight in and out of Leeds is now moved by road.

⁵ Leeds City Council, Natural Resources and Waste Development Plan Document – Policy Position, January 2010, p5

- 2.7 Leeds is well connected to the strategic road network with three key motorways M621, M62 and M1/A1.

MINERALS RESOURCES

- 2.8 Leeds contains resources of coal, sand and gravel, sandstone, limestone and various clays. These have been extensively worked in the past, but now tend to be more difficult to work or less commercially attractive. The distribution of economic minerals is shown on the minerals resource map.
- 2.9 There are no more active opencast coal sites in the District. Sand and gravel extraction is a constant, but with declining overall permitted reserves. Hard rock quarries still have significant reserves and building stone production is steady, having recovered in recent years, however output is small compared with aggregates. Total aggregate production is around 430,000 tonnes⁶ per year, however in order to meet demand Leeds has to import a lot of aggregates. There are two clay quarries and each contain large factories where some 80 million facing bricks are produced each year, making Leeds self-sufficient in bricks.

WASTE

- 2.10 A large industrialised, urban population inevitably produces a lot of waste and the regional role of Leeds increases the pressure on resources. The largest producer of waste is from construction, demolition and excavation (CD&E) activities followed by the commercial and industrial business sectors (C&I). Municipal solid waste (MSW), domestic waste collected by the Council is also a substantial proportion of the total waste stream⁷. Waste produced by agriculture and hazardous waste, which needs to be disposed of separately, are much smaller but important forms of waste. The Natural Resources Flow Analysis estimates that 5 tonnes of gross waste is produced per head of population in Leeds which is slightly lower than the UK average of 5.6 tonnes⁸.
- 2.11 Only municipal waste is collected by Leeds City Council, which includes that collected through 11 household waste sorting sites and 430 bring communal recycling points distributed around Leeds. Leeds currently recycles 31.25%⁹ of its municipal waste but the Leeds Integrated Waste Strategy (IWS) has a target to recycle 50%¹⁰. Most of the remaining waste is currently sent to landfill. For other waste streams information is more difficult to obtain but recycling rates are likely to be higher than for MSW although there is still significant potential to increase this¹¹.

NATURAL RESOURCES

- 2.12 Other important resources in the District include water, air and wind. The large majority of river water in Leeds is classed as good or fair quality. Contamination of the River Aire is due to surface water run off, effluent discharges, mine waters and industrial discharges, and pesticide contamination.
- 2.13 According to the Natural Resources Flow Analysis, gross water consumption in Leeds is 36% higher than the national average although it does not have a shortage of water which can be collected and

⁶ Leeds Annual Monitoring Programme 2009

⁷ See Waste Topic Paper for a formal definition of each waste stream.

⁸ Leeds City Council, Natural Resource Flow Analysis and Ecological Footprint, January 2008, p4.

⁹ Leeds City Council Final 2009/2010 Recycling Performance, Period 12 to 31st March 2010

¹⁰ Leeds City Council, Integrated Waste Strategy for Leeds 2005-2035, p18

¹¹ Based on information from DEFRA: www.defra.gov.uk

treated for drinking water supply. It is possible that climate change may lead to increased pressure on the water supply in the future¹².

- 2.14 Flooding is a major concern in Leeds. There are over 3,862 homes and 700 businesses at risk of flooding from the River Aire alone¹³. There are also substantial risks from surface water flooding. Communication networks, energy networks and other important infrastructure such as schools are vulnerable to disruption from flooding.
- 2.15 The rivers in Leeds generally do not have flow rates that would support large scale commercial hydropower but during the mediaeval period the Cistercian monks created a number of weirs on the rivers specifically for the purposes of increasing flow to generate water power.
- 2.16 The City of Leeds is generally low-lying and is therefore not particularly windy but there are some areas outside the main urban area where wind speeds at a height of 45 metres are above 6.5 m/sec¹⁴.
- 2.17 Air quality is generally good and has improved since coal-burning has ceased. Of the seven main air quality pollutants, Leeds only has any potential problem with levels of Nitrogen Dioxide (NO₂) and Particulates (PM₁₀)¹⁵. Road traffic is the greatest source of emissions for both of these. The Appendix shows the location of the Air Quality Management Areas in Leeds and the concentrations of NO₂ and PM₁₀. The District is served by the Leeds and Bradford International Airport. Unless air passenger numbers grow from the current 3 million per annum to beyond 5 million, the most immediate impact of the airport on air quality is the road traffic emissions which arise from car use due to limited public transport accessibility¹⁶.

¹² Leeds City Council, Natural Resource Flow Analysis and Ecological Footprint, January 2008

¹³ Figures provided by the Environment Agency in their consultation response, March 2010.

¹⁴ Leeds City Council, Policy Position Report Appendix, Figure 9, windspeeds, January 2010

¹⁵ City of Leeds (Metropolitan District) (No.1) Air Quality Management Order, 2010

¹⁶ Leeds City Council, Natural Resource Flow Analysis and Ecological Footprint, January 2008

Figure 2.1: NRWDPD Key Characteristics Diagram

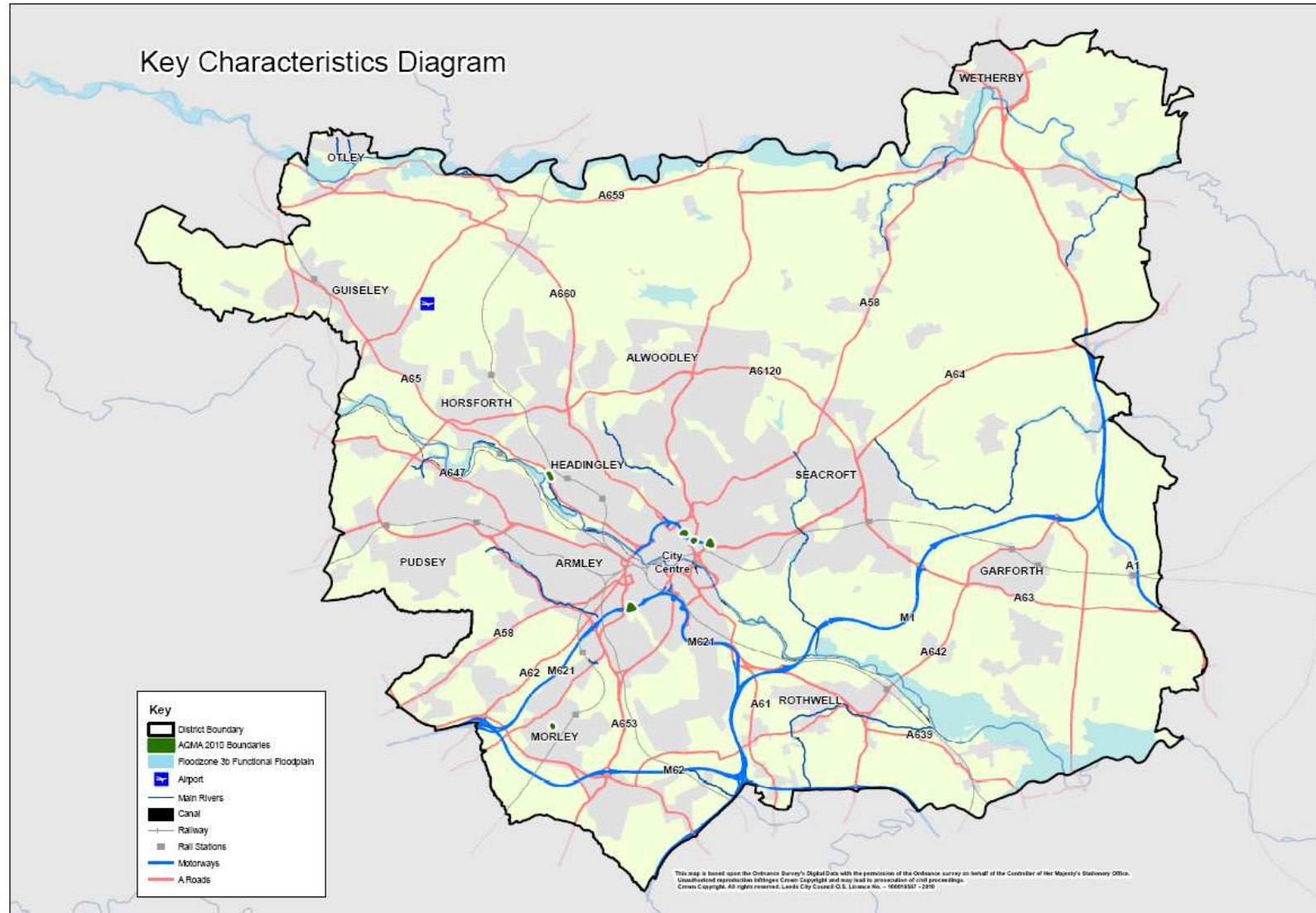
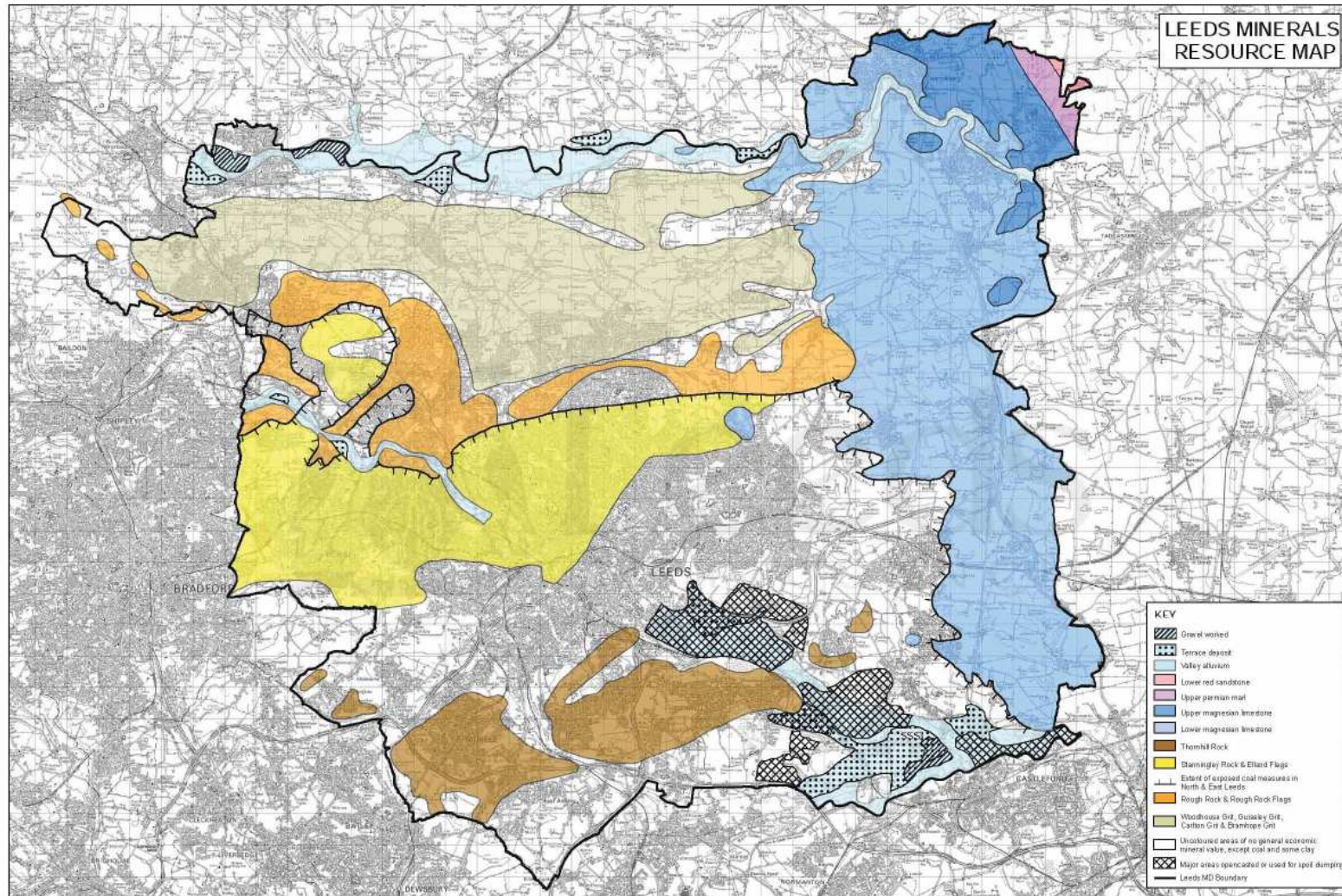


Figure 2.2: Minerals Resource Plan



THIS MAP (OR AN EXTRACT) IS AVAILABLE AT A LARGER SIZE
PRODUCED BY LEEDS CITY COUNCIL
This map is based upon Ordnance Survey material with the permission of the Ordnance survey on behalf of the Controller of Her Majesty's Stationery Office.
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SPATIAL VISION AND STRATEGIC OBJECTIVES

2.18 The spatial vision sets out where the Council wants Leeds to get to in the long term:

LEEDS LOCAL DEVELOPMENT FRAMEWORK SPATIAL VISION

For Leeds to be a distinctive, competitive, inclusive and successful City, for the benefit of its communities, now and in the future.

2.19 To make this vision more specific to the aims and topics of the NRWDPD and in response to consultation, this has been expanded so the four main principles and strategic objectives below underpin all the policies of the NRWDPD.

NRWDPD Vision and Strategic Objectives

AN EFFICIENT USE OF NATURAL RESOURCES

- The prudent use of natural resources is at the heart of the way things are done in Leeds.
- Ensure sufficient contribution to supply for local and regional minerals demand is provided, but look to use secondary / re-cycled materials first.
- Avoid sterilising future mineral resources.
- Efficient use of previously developed land, especially contaminated land.
- Support better management of the water cycle and application of efficient uses of water.
- Protect and increase the amount of tree cover.

A ZERO WASTE HIGH RECYCLING SOCIETY

- Support activities to reduce the level of waste produced.
- Maximise the reuse of waste.
- Maximise recycling and composting waste where possible.
- Recover energy from waste.
- Provide sufficient management facilities in appropriate and accessible locations in order to minimise the amount of waste going to landfill.

A LOW CARBON ECONOMY

- Identify opportunities for renewable energy generation and heat distribution.
- Promote sustainable movement of freight including minerals.
- Make better use of the water and rail transportation networks
- Support the co-location of natural resource activities to minimise transportation impacts.

A HIGH LEVEL OF ENVIRONMENTAL PROTECTION

- Ensure the protection of the quality of watercourses and other sources of water.
- Ensure flood risk is managed, taking into account the effects of climate change
- Protect and enhance the environment including the District's heritage.

- 2.20 The key characteristics and natural resource flow analysis have shaped our spatial vision for the future by demonstrating where we need to take action to ensure resources are protected or used more efficiently.

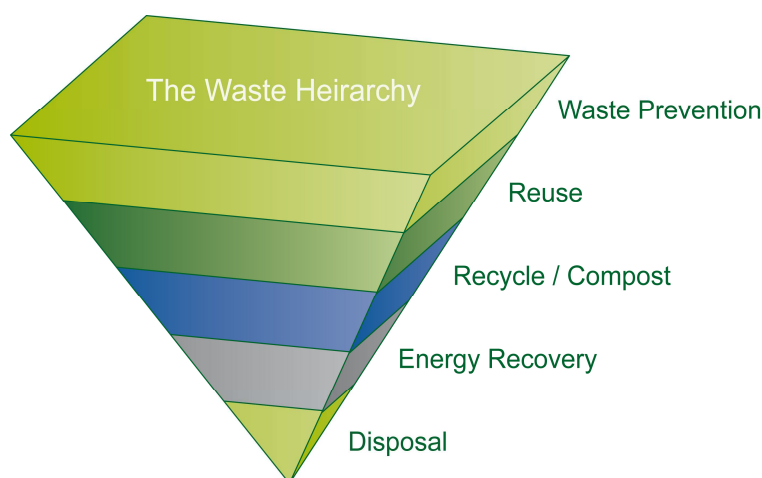
An Efficient Use of Natural Resources

- 2.21 The efficient use of natural resources should be at the heart of the way decisions are taken in Leeds. We want to ensure that the growth planned for in our LDF Core Strategy takes place in a way that respects and makes best use of our natural resources including land, minerals, energy and clean air and water.
- 2.22 We want to ensure that, where possible, we are able to use minerals produced from within the District rather than importing them from further away. Using local minerals for building adds to the local distinctiveness of Leeds and helps to keep its character as well as creating jobs locally.
- 2.23 The efficient use of resources also includes the efficient use of land and managing the water resource.

A Zero Waste High Recycling Society

- 2.24 The Integrated Waste Strategy for Leeds 2005-2035 (IWS) aims for Leeds to become a Zero Waste City. A Zero Waste society is defined by the Government¹⁷ as adopting a new attitude where business, industry and households treat waste as a valuable resource. This means planning for waste to be reduced in the first place then reused, composted or recycled and when this is not possible treated including energy recovery (see glossary definition). Disposal to landfill is the last option only when other alternatives are not feasible. Over a longer period of time the amount of waste sent to landfill will be reduced to the minimum.
- 2.25 The waste hierarchy¹⁸ is a 5-stage approach to achieving sustainable waste management where decisions are taken in accordance with the most sustainable option as shown by the triangle below. The NRWDPD policies will achieve the right balance between the different elements of this hierarchy.

Figure 2.3: The National Waste Hierarchy



¹⁷ www.defra.gov.uk/corporate/consult/waste-review

¹⁸ Defra, Waste Strategy Annual Progress Report 2008/2009, October 2009, p3 – www.defra.gov.uk

A Low Carbon Economy

- 2.26 This DPD encourages renewable energy and energy production from renewable sources. The Rivers Aire and Wharfe have the potential to supply small amounts of Hydro Power and a study of wind speeds has identified there may be some potential for wind energy in parts of Leeds. A major source of potential energy comes from diverting waste which is currently sent to landfill and recovering value from this so it can be used (“energy from waste”).
- 2.27 The major issue of climate change is recognised throughout this document. Local authorities have a crucial role in tackling climate change and there is a need for up-to-date planning policies to help the Council contribute to meeting national policies for sustainable development and reducing greenhouse gas emissions such as carbon dioxide. Diversifying the energy supply to increase the contributions from renewable and Low Carbon Energy technologies are supported by this document.
- 2.28 This DPD encourages the use of the canal and rail systems for moving freight (including non-mineral freight) so as to reduce the amount of heavy goods vehicles on the roads and thereby reduce congestion and greenhouse gas emissions. The protection for wharves and rail sidings maximises the potential to bring marine-won sand and gravel into the sub-region and thereby reduce the reliance on land-won extraction.

A High Level of Environmental Protection

- 2.29 At a strategic level, actions to improve air quality are largely addressed in the Core Strategy through its overall locational policies. This DPD aims to support low emission strategies and ensure that new development does not make air quality worse. It also aims to ensure that longer term the City seeks to develop the electric charging infrastructure necessary to encourage people to choose to use electric vehicles.
- 2.30 The DPD aims to manage flood risk so as to reduce the risk and take account of climate change. This means that future growth will need to make space for water where appropriate and take measures to reduce the speed of surface water run off. This will also help us to improve water quality to meet the requirements of the Water Framework Directive which requires all rivers to meet ‘good’ status by 2015¹⁹. At the same time, climate change could mean pressure on water supply so the DPD supports water minimization measures. Additionally, the restoration of mineral sites in appropriate locations can be designed to help provide flood storage benefits.
- 2.31 This document also plans to protect environmentally sensitive areas of Leeds from harmful development, and to make sure that future development occurs in locations which are appropriate to its use. This document has a strong emphasis on environmental protection throughout and encourages the use of local stone to repair and maintain historic buildings. It gives added protection for trees and aims to ensure that any trees which are lost through development are replaced threefold.

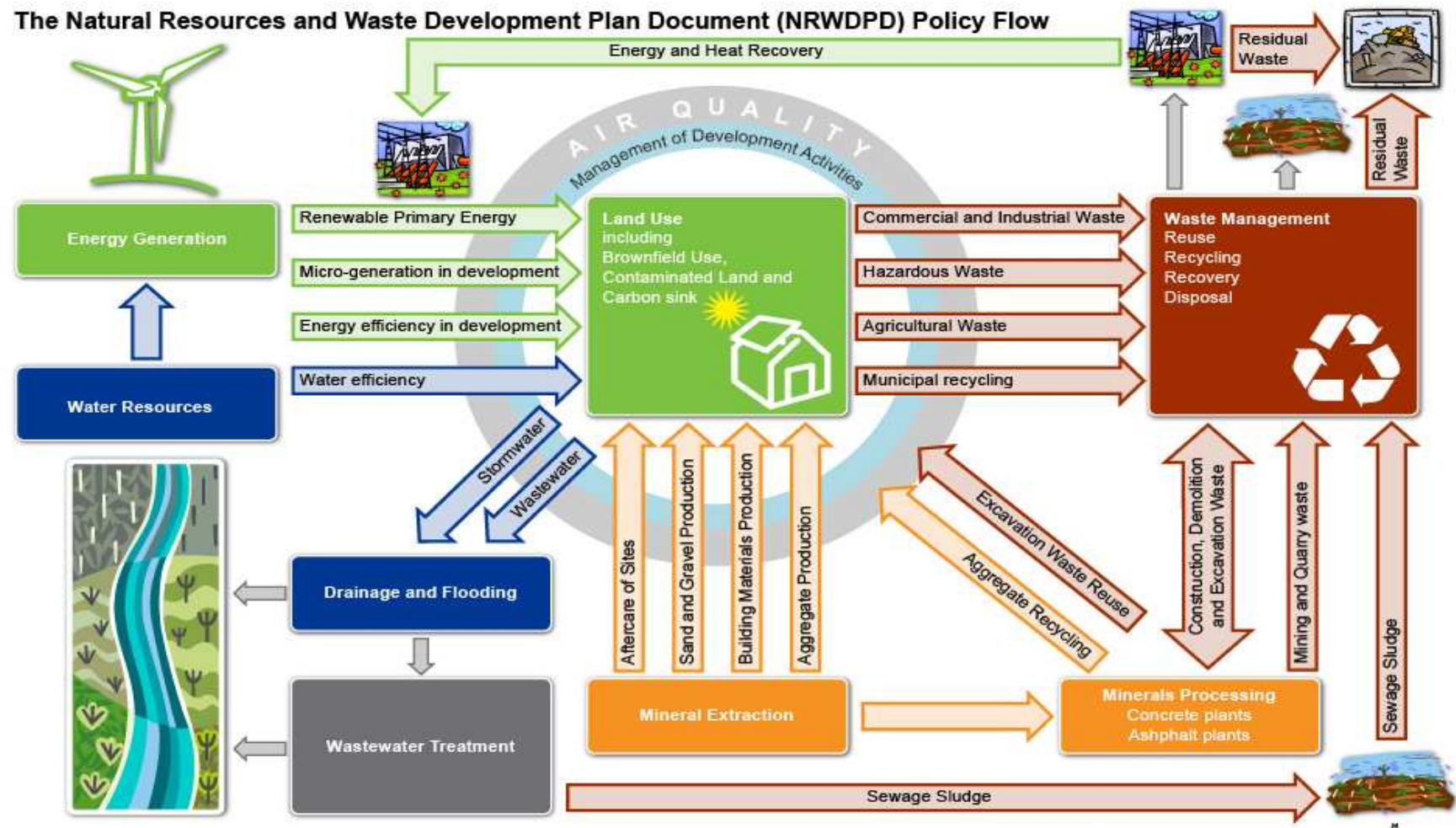
¹⁹ European Commission, Water Framework Directive, Water Note 2: Cleaning up Europe’s Waters, March 2008, p1

THE NATURAL RESOURCES POLICY FLOW

- 2.32 New development does not impact on each part of the Vision in isolation. For example, a new house will require land, use aggregates and other materials as well as producing waste whilst it is being built. Once it is lived in, it will then consume energy and water (indirectly producing emissions and waste).
- 2.33 The way in which these policies interact with each other is shown in the diagram overleaf. Each arrow represents an issue on which a policy is presented in this document.

Leeds Local Development Framework
Natural Resources and Waste Development Plan Document

Figure 2.4: The NRWDPD Policy Flow



- 2.34 To ensure that the positive sustainability aspects of the National Planning Policy Framework are embodied into this plan, the following Policy will be relevant to all development proposals.

GENERAL POLICY 1

When considering development proposals the Council will take a positive approach that reflects the presumption in favour of sustainable development contained in the National Planning Policy Framework. It will always work proactively with applicants jointly to find solutions, and to secure development that improves the economic, social and environmental conditions of Leeds.

Planning applications that accord with the policies in this plan (and where relevant, with policies in neighbourhood plans) will be approved without delay, unless material considerations indicate otherwise.

Where there are no policies relevant to the application or relevant policies are out of date at the time of making the decision then the Council will grant planning permission unless material considerations indicate otherwise – taking into account whether:

Any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the National Planning Policy Framework taken as a whole; or specified policies in that Framework indicate that development should be restricted.

POLICY TOPIC AREAS

- 2.35 To deliver the vision and objectives, the NRWDPD is organised into four topic areas with the strategy and policies for each topic set out separately. These are;
- Minerals including the transportation of freight;
 - Waste in terms of how much waste must be planned for and how this will be managed;
 - Energy, including the provision for renewable energy, low carbon energy technologies and combined heat and power; and
 - Conserving, protecting and using other natural resources efficiently (water, land, air quality).
- 2.36 Within each topic area there is a hierarchy of intent within which the policies are driven by the vision and the interactions between each topic as shown on the Policy Flow:
- First we try to encourage the reduction in the use of a resource, or in the case of waste, prevent its production. This includes planning to use less energy sources and using existing resources more efficiently;
 - Then we look to reuse in the first instance, or recycle the resource into secondary re-usable materials rather than use new primary minerals or other resources. We also seek to make best re-use of existing assets and infrastructure;
 - We then plan to recover value from anything that cannot be re-used or recycled, such as cutting the use of non-renewable fossil fuels; and finally
 - Where we do require the use of new resources, or need to deal with waste that remains, we have planned for this to be provided in the Leeds District as far as possible.

2.37 The way in which this hierarchy is applied to each topic area is summarised in Table 2.1.

**Leeds Local Development Framework
Natural Resources and Waste Development Plan Document**

Table 2.1: Of Hierarchy and Topic Policies

Hierarchy of Intent	Minerals	Waste	Energy	Natural Resources
Reduce	Code for Sustainable Homes (CSH) encourages the use of alternative building materials.	Foster an ethos of being less wasteful and support activities that reduce waste.	Energy efficiency in new development CSH	Water efficiency in new development Reduce surface water run-off Reduce flood risk Reduce air quality impacts Reduce land take.
Reuse	Safeguard mineral processing sites. Re-use of Construction Demolition & Excavation waste.	Safeguard existing Construction Demolition & Excavation (CD&E) facilities. Safeguard existing re-use facilities at Household Waste Sorting Sites.	Encourage provision of heat distribution infrastructure to allow reuse.	Encourage brownfield development. Remediation of contaminated land.
Recycle	Safeguard Aggregate recycling sites. Identify industrial estates with potential for new recycling sites.	Safeguard exist CD&E, Commercial and Industrial (C&I) and Municipal Solid Waste (MSW) facilities.		Greywater harvesting.
Recover	Recover coal from previously developed sites.	Energy recovery	Energy recovery. Wind turbines. Solar power.	Encourage additional trees for CO2 uptake and climate cooling
Plan for need	Identify Preferred Areas for mineral extraction. Sustainable new extraction. Site management. Restoration and aftercare.	Strategic Waste Management (WM) sites. Sustainable new WM sites Less need for landfill sites.	Encourage low carbon energy generation.	Protect water quality. Low emissions strategy. Alternative transport modes. Electric vehicle charging infrastructure.

3 MINERALS

OBJECTIVES FOR MINERALS

3.1 Minerals of economic value are essential to our quality of life. Their finite nature means that best use must be made of them. The National Planning Policy Framework requires the City Council to:

- Identify and include policies for mineral extraction and the use of secondary and recycled materials, define safeguarding areas and policies to extract economic minerals ahead of development and encourage the transport of minerals by rail and canal where feasible, and
- Set out criteria against which planning applications will be assessed with regard to the natural and historic environments and the effects on human health and to ensure the completed mineral workings are reclaimed and restored to a beneficial afteruse.

Within this context, the objectives of sustainable development for minerals planning are:-

- i) to conserve minerals as far as possible, whilst ensuring an adequate supply to meet the needs of society for minerals;
- ii) to minimise production of waste and to encourage efficient use of materials, including appropriate use of high quality materials, and recycling of wastes;
- iii) to encourage sensitive working practices during minerals extraction and wherever possible enhance the overall quality of the environment once extraction has ceased;
- iv) to protect areas of designated landscape or nature conservation from development, other than in exceptional circumstances where it has been demonstrated that development is in the public interest.

3.2 Minerals can be worked only where they are found. Their extraction is a temporary activity. Mineral extraction need not be inappropriate development: it need not conflict with the purposes of including land in Green Belts, provided that high environmental standards are maintained and that the site is well restored. Further guidance on development in the Green Belt is provided in section 9 of the National Planning Policy Framework.

3.3 As set out in paragraph 1.5, the Minerals Topic Paper provides a fundamental part of this plan. In Leeds, mineral production is limited to a small number of working sites. Production levels do not currently meet local consumption (with the exception of clay for brick making) due to both geographic constraints on production and the quality of the minerals produced. From the most up to date information available.²⁰, Leeds will continue to rely on the importation of some types of minerals for the foreseeable future.

3.4 Policies in this DPD will be monitored in accordance with the monitoring framework in Section 7. Where targets are repeatedly not being met or environmental/sustainability problems come to light, this may lead to a review of the DPD and consideration of the sub-regional apportionment through the Yorkshire and Humber Regional Aggregates Working Party. Policy Minerals 14 will be subject to a five yearly review to allow sufficient time for businesses to respond to the opportunities created by this DPD. Towards the end of the Plan Period it is anticipated that marine-won aggregate will contribute towards supply.

²⁰ DCLG, Yorkshire and Humber Regional Aggregates Working Party, Annual Report 2008 and Aggregates Monitoring 2008, October 2009

- 3.5 In order to meet the objectives set out in Chapter 2 and provide a steady supply of minerals whilst husbanding finite natural resources, the Council will seek to encourage greater use of recycled aggregates and the use of alternative building materials in order to reduce current levels of use of primary resources and safeguard them for the future.

Types of Minerals

3.6 The different types of minerals found in Leeds District are:

- Aggregates (sand and gravel and crushed rock);
- Stone;
- Clay; and
- Coal.

3.7 Aggregates, which also include crushed stone, play an important part in construction and are therefore essential to the growth of the District. Based on figures provided by the Yorkshire and Humber Regional Aggregates Working Party in 2008 ²¹ a sub – regional apportionment for West Yorkshire has been derived. This is 5.5 million tonnes of sand and gravel and 17.8 million tonnes of crushed rock for the period 2011 to 2016.. Leeds has derived its own targets for aggregate production. This is based on the amount of aggregate that Leeds generally consumes within the District. A more detailed explanation of how the targets have been derived can be found in the Minerals Topic Paper that accompanies this DPD.

3.8 In addition to producing primary aggregates there is a requirement for provision of alternative /recycled material. National guidelines set the figure at 60 million tonnes per annum for the period between 2003 and 2009 but this has now been increased by 9% to 65 million tonnes per annum for the remainder of the plan period ²². Operators are not required to provide returns for this so it is difficult to know how well Leeds is performing. Valuable resources may exist outside of an MSA and developers are encouraged to explore the potential for extraction prior to (and well in advance of) site development.

3.9 Where possible, recycled and or alternative materials should be used rather than exploit natural mineral resources. This is consistent with the objectives of this plan and supports the waste hierarchy.

MINERALS 1: PROVISION OF AGGREGATES

In conjunction with other West Yorkshire Metropolitan District Councils, the Council will encourage the recycling of materials and endeavour to maintain a landbank of permitted reserves of aggregate in accordance with the Sub-Regional Apportionment.

Leeds will aim to meet the following targets for aggregate provision:

Sand and gravel = 146,000 tonnes per annum

Crushed rock = 440,000 tonnes per annum.

MINERAL SAFEGUARDING AREAS

3.10 Where it is viable to do so, the Council will seek to ensure that the mineral resources listed in 3.6 are protected from developments that may prejudice their future extraction. There is insufficient information to know where very extensive deposits of sandstone and limestone are of a quality which would enable them to be viably worked. Reserves of clay are sufficient to support need well beyond the plan period. Therefore this DPD defines protected areas for coal and for sand and gravel only. These Mineral Safeguarding Areas (MSAs) are shown on the Proposals Map that accompanies this

²¹ DCLG, Yorkshire and Humber Regional Aggregates Working Party, Annual Report 2008 and Aggregates Monitoring 2008, October 2009

²² DCLG, National and Regional Guidelines for Aggregates Provision in England 2005 – 2020

DPD. The purposes of MSAs are to alert potential developers to the possible presence of economic minerals and to prevent the avoidable sterilisation of minerals which may be needed within the plan period and beyond. Valuable resources may exist outside of an MSA (refer to the Minerals Resources Map in figure 2.2) and developers are encouraged to explore the potential for extraction prior to (and well in advance of) site development.

- 3.11 The Sand and Gravel Mineral Safeguarding Area identifies the surviving alluvial deposits within the district in which the sand and gravel resource may be found amounts that could be viable to remove. Based on information in the British Geological Survey Technical Report WA/92/1, Leeds: A Geological Background for Planning and Development, the MSA excludes areas already worked, tributary areas which are very unlikely to contain significant amounts of sand and gravel, areas already worked primarily for surface coal and areas where the resource is overlain by a substantial depth of made ground, for example by deposited waste materials.
- 3.12 The sand and gravel resource is extensively overlain by existing development within the urban area but in site specific circumstances there may be occasions where it can be economically removed prior to, or as part of, the redevelopment of that land. The removal of sand and gravel from existing developed sites under 1 hectare in size and / or where reconstruction to original levels is necessary, is however considered by the council to be most unlikely to be viable. Extracting sand and gravel from sites less than 1.0 ha in area will incur high unit costs in relation to the deployment of suitable extractive equipment, the temporary storage of unsuitable material to be backfilled (which may have to be off site), the procurement of compressible material for infilling the workings, the testing of such materials for contamination, the placement and dynamic compaction of such material, supervision, load bearing tests and warranty costs in addition to environmental mitigation costs such as wheel and road cleaning. Additionally, the need to support adjoining land will mean that approx 20% of the land is unworkable. In most circumstances buildings cannot be erected which bridge worked and unworked boundaries. On small sites this would prevent much of the land being built upon. These factors - combined with the low value of the dug material, mean that the extraction of sand and gravel from small sites in urban Leeds under 1.0 ha where rebuilding is to take place will be uneconomic. This DPD makes adequate provision for the Leeds share of the West Yorkshire sub-regional apportionment for sand and gravel through an Area of Search and an Allocation. Any mineral resulting from prior removal at development sites is over and above the provision to meet the sub regional apportionment.
- 3.13 Coal is a valuable resource and has been extracted from a very diverse range of sites in Leeds. Therefore the full extent of the surface coal field in Leeds has been identified as the Coal Mineral Safeguarding Area. The MSA designation does not imply that planning permission for extraction will be granted within a particular area. The surface coal resource is extensively overlain by existing development and in site specific circumstances there may be occasions where it can be economically removed prior to, or as part of, the redevelopment of that land. Removal of coal from development sites can help prepare the site for development by removing problems of combustion and instability. In the case of surface coal present beneath undeveloped land national planning guidance makes a presumption against opencast coal mining, therefore this DPD does not allocate land for surface coal extraction.
- 3.14 The presence of a mineral safeguarding area does not mean that other development within an MSA is unacceptable. However the potential presence of an economic mineral is a material consideration. In rural areas development is controlled by green belt policy. In the

urban area the MSA does not preclude development from taking place but encourages developers to consider prior extraction of important minerals at the earliest possible stage in the development process. Planning applications will need to include sufficient information to demonstrate that applicants have considered prior extraction. Where an applicant is able to provide evidence that prior extraction of minerals is not viable the council does not expect the minerals to be extracted. Relevant factors may be the poor quality of the mineral, an insufficient quantity, physical constraints or where there are insurmountable risks associated with potential flooding. Proposals for prior extraction will be subject to environmental assessment and the criteria in MINERALS 10.

- 3.15 The policy requirement to consider prior extraction applies to all development sites over 1 hectare within the Sand and Gravel MSA and to all non-householder development within the Coal MSA. Examples of exceptions include applications for change of use, extensions, Conservation Area, Listed Building and Advertisement applications and any other proposals which do not include excavation of the ground. Temporary development is not generally considered to sterilize the resource.

MINERALS 2: MINERAL SAFEGUARDING AREAS (MSA) - SAND AND GRAVEL

Within the Sand and Gravel Minerals Safeguarding Areas shown on the Proposals Map, applications for development over 1 hectare in size must demonstrate that removal of the sand and gravel will take place prior to or during development unless:

1. it can be shown that it is not economically viable to do so (including effects on communities or the wider economy), or
2. it is not environmentally acceptable to do so, or
3. the need for the development outweighs the need to extract the sand and gravel, or
4. The sand and gravel will not be sterilised by the development.

MINERALS 3: MINERAL SAFEGUARDING AREAS – SURFACE COAL

DEVELOPMENT SITES

Within the Surface Coal Mineral Safeguarding Area shown on the Proposals Map applications for non-householder development must demonstrate that the opportunity to recover any coal present at the site has been considered. Coal present should be removed prior to or during development unless:

1. it can be shown that it is not economically viable to do so, or
2. it is not environmentally acceptable to do so, or
3. the need for the development outweighs the need to extract the coal, or
4. The coal will not be sterilised by the development.

NON-DEVELOPMENT SITES

Permission shall not be given for the working of surface coal deposits beneath undeveloped land which is not going to be developed for other uses, unless applicants are able to demonstrate the environmental acceptability of their proposal, that the highest operational standards will be met and that restoration will enhance landscape quality and biodiversity. Weight will be attached to schemes which provide local and/or community benefits avoid the sterilisation of mineral resources or facilitate other development which is in accordance with the development plan.

- 3.16 Existing mineral sites within Leeds are already subject to strict planning and environmental controls which are reviewed regularly. To minimize the environmental impact of mineral extraction and to reduce pressure for new workings by making the most of existing mineral workings, we propose to protect them as 'Safeguarded Sites'. This is in order to ensure that the impact of new minerals development is kept to a minimum and that provision can be made for predicted future demand.
- 3.17 The Council is proposing 'Preferred Areas' and 'Areas of Search' as the areas where we want to encourage the mineral operators to look for new extraction sites. We are proposing an Area of Search for sand and gravel, whilst protecting the high landscape quality areas in the Wharfe Valley. Preferred Areas for limestone are proposed in the east of the district. Areas of Search (AoS) are areas where resources are known to be. However, no exploration as to potential yield or quality of the resource has been undertaken and therefore these are not proven. The Council wishes to encourage such exploration to ensure its continued contribution to sub regional levels of provision of sand and gravel and has therefore identified areas where it is appropriate that this may take place. "Preferred Areas" are those areas where the resource is proven and evidence as to the nature and extent of deposit is available. The Council wishes to ensure that the resources are exploited in an efficient and timely manner.

PROVISION OF AGGREGATES (SAND, GRAVEL, CRUSHED ROCK)

- 3.18 The Council is required to provide a landbank, or stock, of planning permissions that will ensure that the contribution to regional provision can be met for a specified period in the future, however this is dependent on viable applications coming forward. Currently this landbank is set at 7 years²³. In West Yorkshire the current landbank for sand and gravel is well below this figure and is estimated to be in the region of only 1.1 years.²⁴
- 3.19 To ensure that minerals development will contribute to the level of provision required to meet the District's contribution to the sub-regional apportionment, the Council has identified areas within the wider MSA which it considers should be the first to be developed.
- 3.20 The site at Midgley Farm at Otley in the Wharfe Valley is known to have a proven resource of sand and gravel amounting to 1.6 million tonnes. This resource will be required during the plan period if Leeds is to meet the required level of aggregate provision and maintain a contribution to the sub regional landbank.
- 3.21 Sand and gravel resources are known to exist around Methley. The Council has identified the area as an Area of Search for sand and gravel. Some of the sand and gravel shown on the Mineral Resource Map is assumed to have been lost through former open cast coal mining and therefore this has not been included in the Area of Search.
- 3.22 The landbank for crushed rock in the West Yorkshire sub-region has sufficient capacity to satisfy estimates of demand for a period of 28.3 years. In Leeds production of crushed rock is expected to continue at the existing site at Howley Park where there are significant reserves likely to outlast the plan period and safeguarded under MINERALS 3 above.

²³ DCLG, Minerals Policy Statement 1: Minerals and Planning, November 2006, p15

²⁴ See Minerals Topic Paper

MINERALS 4: MINERAL EXTRACTION – SAND AND GRAVEL

AREA OF SEARCH

Proposals for the extraction of sand and gravel within the defined Area of Search at Methley (as shown on the Proposals Map), will be supported in principle for proven deposits in accordance with MINERALS 10.

ALLOCATION

Land at Midgely Farm, Otley is allocated for sand and gravel extraction.

- 3.23 There are aggregate deposits throughout the Wharfe Valley but the need for aggregate has to be balanced against specific concerns relating to the potential impact upon the environment. The high landscape quality of the Wharfe Valley and in particular the area of special landscape which lies to the east of Pool, is of fundamental importance and contributes to the distinctiveness of the district. An increase in aggregate production within the plan period could potentially have a harmful impact on the relatively natural landscape of the valley and road access is poor. This Plan makes sufficient provision for Leeds to meet its share of the sub-regional apportionment (as evidenced in the Minerals Topic Paper) and therefore the area east of Pool is not needed to meet the targets for Leeds.

MINERALS 5: LIMITING SAND AND GRAVEL EXTRACTION IN THE WHARFE VALLEY

It is unlikely that proposals for the extraction of sand and gravel within the area east of Pool in the Wharfe Valley will be supported.

STONE AND CLAY

- 3.24 The use of stone for new building work is mainly limited to the more rural parts of the Leeds area and this is often limited by cost. The types of stone to be found in the district are varied, with a gritty sandstone in the northern fringes of Leeds, Magnesian limestone along the eastern ridge and a fine- textured hard sandstone in the south of the district. The existing stone buildings which give the district a distinctive and varied character must also be maintained and it is essential that stone of the appropriate quality and appearance is available. Quarries that produce building stone also help to maintain provision of aggregate (crushed rock and sand).

MINERALS 6: PREFERRED AREAS – STONE AND CLAY EXTRACTION

The areas listed below are the Council's Preferred Areas for stone and clay extraction during the plan period:

- **Limestone: Highmoor Quarry extension, Bramham.**
- **Limestone: Hook Moor, Micklefield.**
- **Sandstone: Kings Road Quarry extension, Bramhope.**
- **Sandstone: Moor Top, Guiseley.**
- **Sandstone: Britannia Quarry extension, Morley.**
- **Sandstone and Clay: Howley Park.**

These sites are identified as Maps B4 in the Map Book

- 3.25 The buildings which give Leeds its distinctive character were often built with particular local stone which is no longer available as many small quarries have closed. Where repairs or refurbishment is needed it may be possible to supply stone from old quarries which have closed or from new sites where there are proven appropriate resources but a large quarry would not be acceptable in terms of the environment. Applications for small scale mineral development to meet this special need will be acceptable in principal providing they can satisfy MINERALS 7.

MINERALS 7: PROVISION OF STONE FOR REPAIRS AND REFURBISHMENT OF EXISTING BUILDINGS

Where repair or refurbishment of buildings requires local stone of an identical or special character which cannot be supplied from an existing approved quarry, consideration will be given to proposals for extraction operations of a limited scale and duration at former quarry sites to meet this specific need.

COAL

- 3.26 The impact of opencast coal mining is often considered to be environmentally unacceptable, however, fossil fuels will continue to be required in the future as an energy source or until such time as renewable energy sources are more fully developed. The NPPF identifies shallow and deep-mined coal as a mineral of local and national importance. Despite this, planning permission shall not be given for the extraction of coal unless the proposal is environmentally acceptable, or can be made so by planning conditions or obligations; or if not, it provides national, local or community benefits which clearly outweigh the likely impacts to justify the grant of planning permission.

MINERALS 8: SURFACE COAL AND DEVELOPMENT SITES

Within the Mineral Safeguarding Area for surface coal, as shown on the Proposals Map, applicants should consider the opportunity to recover any coal present at the site in their plans to develop the land or change its use. Applicants submitting major applications will need to demonstrate to the local planning authority that;

- any coal beneath the site is irrecoverable or of no economic value, or
- there is coal but it will not be sterilised by the development proposed, or
- there is coal but there is an overriding need for the development proposed, the economic value of which outweighs the value of extracting the coal.

In situations where none of the above applies applicants must show how the coal can be removed in an environmentally acceptable manner, taking account of detailed considerations listed in MINERALS 10.

- 3.27 Recent advice given by the Coal Authority suggests that small scale, short term recovery operations by opencast methods are possible on small sites within heavily developed areas. The Council wishes to maintain a flexible approach to the recovery of coal by surface working within the MSA for coal identified on the Proposals Map where this is possible. Therefore applicants proposing non-householder development on previously developed land within the coal MSA will need to demonstrate that they have considered the potential for prior extraction. Where proposals involve major development (See Glossary for definition of major development) applicants will need to demonstrate that the proposal can meet the criteria attached to MINERALS 10.

MINERALS 9: SURFACE COAL AND NON-DEVELOPMENT SITES

There will be a presumption against working of surface coal deposits beneath undeveloped land which is not going to be developed for other uses, unless applicants are able to demonstrate the environmental acceptability of their proposal, that the highest operational standards will be met and that restoration will enhance landscape quality and biodiversity. Weight will be attached to schemes which provide local and/or community benefits, avoid the sterilisation of mineral resources, address mining legacy issues or facilitate other development which is in accordance with the development plan.

MANAGING DEVELOPMENT

- 3.28 Extensions to existing quarries in Leeds are preferable to the opening of new quarries. Although it is considered unlikely that there will be a need for many new sites to meet the demands within the plan period, we need to be flexible enough to respond to changes or exceptions. Applications for both new extraction sites and extensions to existing sites will be subject to environmental screening processes and will need to demonstrate that they have addressed the environmental and social considerations set out in MINERALS 10.
- 3.29 Applicants for development of sites adjacent to safeguarded sites, allocations, preferred areas or the area of search will be expected to ensure that they have adequately considered the effect of mineral processes or wharf / rail related freight on the proposed land use.

MINERALS 10: APPLICATIONS FOR MINERAL DEVELOPMENT

Applicants will need to demonstrate that adequate consideration has been given to the following matters:

- Evidence of a proven deposit of mineral.
- Avoidance of or the reinstatement of the best and most versatile agricultural land.
- Duration of the development.
- The layout of operational areas e.g. plant yards and processing facilities.
- Effect on visual amenity.
- Effect on the natural and historic environment.
- Retention, treatment and maintenance of boundary features as appropriate.
- Environmental and amenity aspects such as noise, dust, litter, odour, vermin and gas emissions.
- Protection of controlled waters.
- Drainage and use of sustainable drainage.
- Stripping and conservation of soils.
- The adequacy of the local highway network and the safety of access and egress to the site and to other users of the highway including pedestrians.
- Routing and frequency of vehicle movements, together with hours of operation and timescales for delivery.
- Measures to prevent dirt being carried onto the public highway and private highways in public use beyond the site boundary.
- The use of alternatives to road transport where feasible.
- Hours of operation.
- Protection of public rights of way.
- Temporary and permanent landscape works including screening.
- Restoration and aftercare.
- Fairly and reasonably related community benefits where appropriate (to be delivered through s106 Planning Obligations).

SUSTAINABLE MINERAL SITE MANAGEMENT

- 3.30 As we move towards a reduction in the amount of waste we produce we will move away from landfilling former mineral sites to surrounding land levels and will need to consider different forms of restoration. This could include reshaping voids and back filling to lower levels to accommodate aquatic diversity, leisure uses, or other uses which could, in certain areas, help to mitigate potential flood risk. Consideration of site specific conditions, local characteristics and ongoing initiatives will play an important part in the restoration of minerals sites. Restoration of former mineral sites can offer excellent opportunities to create local nature reserves, improve local biodiversity, increase woodland planting or provide opportunities for planting crops for energy.

MINERALS 11: RESTORATION OF MINERAL SITES

Proposals for the restoration of former minerals sites must demonstrate that site-specific conditions together with local characteristics and initiatives have been fully reflected into the scheme. Proposals which can be shown to be feasible and will enhance the environmental quality and biodiversity of a particular area will be supported.

- 3.31 Restoration of former minerals sites can be a long process and will only be successful if a detailed programme of after care and maintenance is in place. Restoration plans involving after-uses, such as woodland planting and sites developed specifically for nature conservation, may require longer periods of time in which to become established. In order to ensure that such schemes are given every opportunity of success, developers will need to demonstrate that the duration of the maintenance and after care scheme is commensurate with the proposed scheme.

MINERALS 12: AFTERCARE OF RESTORED PROPOSALS

Proposals for aftercare and maintenance of restoration schemes must demonstrate that the duration of the scheme will be sufficient to ensure that the restoration will be successful. Following appraisal to measure progress of the scheme, an additional period of aftercare may be required to ensure the objectives of the aftercare scheme are satisfied.

MINERALS PROCESSING

- 3.32 Mineral-related activities such as facilities for concrete batching, asphalt plants and aggregate recycling facilities encourage recycling. Such facilities are usually located in older industrial areas and if they are lost to other uses then it may be very difficult to replace them in other locations.

MINERALS 13: SAFEGUARDING MINERALS PROCESSING SITES

The mineral processing sites shown on the Proposals Map are safeguarded to protect them against alternative uses unless it can be demonstrated that the site is no longer required to produce a supply of processed minerals.

MOVEMENT OF MINERALS AND OTHER FREIGHT

- 3.33 Leeds will still need to import aggregates, so to minimise road use we need to improve the opportunity for the movement of freight by canal and rail. We propose to do this by safeguarding suitable sites for canal and rail-based freight purposes to ensure that they are protected from pressure for other uses and to encourage further investment in the canal and rail infrastructure. This will also help ensure we have sufficient sites for concrete batching and asphalt operations and that they are located in the industrial south-east of the District where their impact on the environment and housing is minimal. Supporting industries in this way helps to ensure their future survival by enabling them to operate more efficiently. Historically, Leeds had a strong basis in manufacturing and whilst the local economy has focused more recently on finance and law, by supporting manufacturing industry it helps to promote a strong, diverse economy.
- 3.34 During the plan period there will be more pressure on the rail network with an expected growth of between 50 and 70% in passenger numbers. This means that some existing railway land at Holbeck is needed for stabling and moving trains around to free up capacity in the main Leeds City Interchange. Aggregate currently comes from Skipton and Derbyshire, road stone from South Wales and coal from Scotland. The main focus for further rail freight infrastructure is between Holbeck and Stourton. A minimum of 775 metres in length is needed for a fully functioning rail siding.
- 3.35 There is potential for greater use of the canal for freight movements but this has to be balanced with the pressure for leisure and recreation. Safeguarding sites means that planning permission will not be

granted for permanent uses which would prejudice the use of the canal for freight. British Waterways advise that freight activities take on average two years to implement and so to avoid sites being left vacant, temporary employment uses will be considered.

MINERALS 14: TRANSPORT MODES

- 1. The Council supports in principle the creation of new sites for the development of non – road infrastructure associated with natural resource and waste facilities .**
- 2. Existing rail sidings and wharves are safeguarded to protect them from other development that would prejudice their long term availability for rail or canal freight. These sites are shown on the Proposals Map.**
- 3. The site at Skelton Grange Road, Stourton is suitable for provision of a new canal wharf and the site at Bridgewater Road South is suitable for provision of new rail sidings and may be suitable for a canal wharf.. These sites are shown on the Proposals Map. These sites are allocated for employment activities which can utilise movements of freight by rail or canal. Temporary uses which do not utilise rail or canal freight will also be accepted providing they do not prejudice the long term use of rail or canal for freight. Proposals are expected to incorporate suitable landscaping to protect views from nearby residential properties and the river/canal.**
- 4. The Hunslet to Stourton rail line is identified as an area of search for an intermodal freight facility.**
- 5. The Skelton Grange rail spur, which provides rail access to the former power station site at Skelton Grange, is safeguarded to preserve the future opportunity for rail freight.**

3.36 There are limited opportunities for rail and wharf facilities in Leeds and it is important that the sites identified in this plan have every opportunity to develop and flourish for these uses. Nevertheless the Council recognises that land should not be sterilised indefinitely if there is no reasonable prospect of the sites being used for such purposes. It is therefore necessary to strike a balance between the policy objectives and making effective, efficient and sustainable use of land. To this end the Council will therefore undertake a review of the policy as part of its Authority Monitoring Report in the first such Report prepared after a period of 5yrs from the date of adoption. Given that there are only limited opportunities available it should not be assumed that lack of interest in the preceding 5 years will automatically result in the removal of the safeguarding policy from any or all of the sites in question. The Report will need to consider a range of issues including how circumstances have changed since adoption and forecasts of how the economy might change in light of sustainability issues. This will include the issue of viability and in this respect the redevelopment of safeguarded or proposed wharves/ rail sidings for other land uses will only be considered where it can be demonstrated that the wharf / rail siding is not likely to become viable or capable of being made viable for freight handling, or in the case of safeguarded wharves/ rail sidings where an adequate replacement wharf/ rail siding has been provided.

The following factors will be taken into account when considering viability:

- site size, shape, navigational access, road access, rail access (where possible), planning history, environmental impact and surrounding land use context, including existing uses, extant planning permissions and development plan allocations;
- geographical location, in terms of proximity and connections to existing and potential market areas and other freight-handling sites;

- the existing and potential contribution the site can make towards reducing road based freight movements;
- demand for the use of the site for waterborne/ rail-based freight having regard to marketing and other evidence.

3.37 Applications for alternative uses on a safeguarded or allocated wharf or rail siding will be considered in terms of their benefits weighted against the loss of the non-road freight opportunity using the following criteria based policy.

MINERALS 15: CRITERIA FOR ASSESSING ALTERNATIVE DEVELOPMENT ON PROTECTED WHARVES AND RAIL SIDINGS

Canal wharves and rail sidings are protected from other development unless the applicant can demonstrate compliance with the following criteria:

1. The development would not sterilise the longer term potential of the site for wharf or rail siding use, or
2. the applicant is able to demonstrate that in the case of a safeguarded wharf/rail siding that an adequate replacement wharf/rail siding has been provided or
3. The applicant is able to demonstrate that there are no suitable alternative sites for the proposed development, and
4. A sufficient supply of sites will remain in the district, readily available and of at least the same functional capability (including proximity to relevant economic centres), so as not to prejudice the objective of encouraging a shift from road freight, and
5. The applicant is able to conclusively demonstrate, including current and forecasted marketing evidence, that the site is unlikely to ever be appropriate for use as a freight interchange.

4 WASTE

MANAGING WASTE AS A RESOURCE

- 4.1 The way in which waste is managed is undergoing a rapid period of change. European Directives, particularly on landfill, electrical waste and end of life vehicles has already led to significant changes in the way waste is managed in the UK²⁵. The Coalition Government is currently undertaking a review of National Waste Policy contained in the Waste Strategy for England 2007²⁶. This review will not alter the fundamental objective of reducing disposal to landfill to an absolute minimum, but will look at how changes can be made more rapidly and efficiently. In Leeds, this means we need to plan for a major reduction in landfill and a significant increase in more efficient forms of waste management capacity.
- 4.2 In drawing up this plan, the Waste Topic Paper provides a fundamental source of evidence and forms part of the plan. As set out in Section 2, the vision and objectives of this plan match those of the City Council's Integrated Waste Strategy. This means future decisions will be based on applying the waste hierarchy and achieving Zero Waste.

FUTURE WASTE NEEDS

- 4.3 To achieve the waste vision and objectives it is necessary to understand how much future waste needs to be managed. The table below sets out the future waste arisings in Leeds (tonnes per annum) and the anticipated change during the plan period. This is based on specific projections of future wastes arisings for Leeds as contained in the Background Waste Research Report and the Leeds Wasteflow Model.
- 4.4 Future waste arisings have been provided till 2026 in Table 4.1. These are based on projections till 2021 that have been extrapolated to 2026. A further detailed explanation of this can be found in the Waste Topic Paper. On a practicable level, the longer into the future projections are undertaken the more potential there is for inaccuracies and National Planning Guidance only requires Local Planning Authorities to plan for waste uses ten years into the future. Furthermore, new facilities are generally constructed with some spare capacity to allow for fluctuations in throughputs during their operational life.

²⁵ See Waste Topic Paper

²⁶ www.defra.gov.uk/environment/waste/strategy/strategy07

Table 4.1 Future Waste Management Needs in Leeds till 2026 (tonnes per annum)²⁷

Waste Stream	Current Arisings	Arisings at 2026		Change Over the Plan Period (DPD projection – Current Arisings)
		(Projection undertaken for the RSS)	DPD Projection	
Municipal Waste (MSW)	342,725	(424,000)	383,976	+41,251
Commercial and Industrial (C&I)	975,364	1,245,000	1,212,000	+236,636
Construction, Demolition and Excavation (CD&E)	1,405,000	n/a	1,556,000	+151,000
Hazardous Waste (HW)	92,974	n/a	103,026	+10,052
TOTAL	2,816,063	n/a	3,255,002	+438,939

- 4.5 Table 4.1 shows that overall the amount of waste arisings will increase by approximately 440,000 tonnes per annum over the plan period. The largest waste stream is CD&E, followed by C&I and then MSW. This increase is not a direct result of people producing more waste but is a consequence of economic growth and changes in household formation.

Cross Boundary Waste Movements

- 4.6 The management of waste operates across borders and within a commercial market and as a consequence some wastes which occur within Leeds are dealt with in other areas. The close proximity of major settlements within West Yorkshire and its urban nature means waste is transported between different local authority areas in this sub-region. The Leeds waste market also operates closely with North Yorkshire.
- 4.7 It is realistic to expect waste generated within the City will continue to be transported to other areas, particularly where there is substantial capacity at an existing facility or where an un-implemented planning permission for a new facility is already in place. This also works in the opposite direction. For example, Leeds is a net importer of liquid hazardous waste and also has an end of life vehicles processor, which imports vehicles from all over the north of England. Both Peckfield and Skelton Grange Landfill sites accept waste from both North and West Yorkshire.
- 4.8 Calderdale, Kirklees, Wakefield, North Yorkshire and Bradford Councils have been consulted to identify strategic facilities where waste is being transported to. The recycling and composting facilities likely to be accepting waste from Leeds are located at Esholt in Bradford (sewage sludge and Green Waste) and in North Yorkshire at Great Heck Biomass and Wood Fuel Processing Plant, The Maltings Composting Site at South Milford and Selby Energy Park (Biomass and Anaerobic Digestion). There is also a specialist electrical waste processor serving the north of England based in Kirklees. There are two outstanding planning permissions for commercial energy and resource recovery facilities in Bradford and an un-used allocation for the same uses in North Yorkshire. Other facilities to serve both

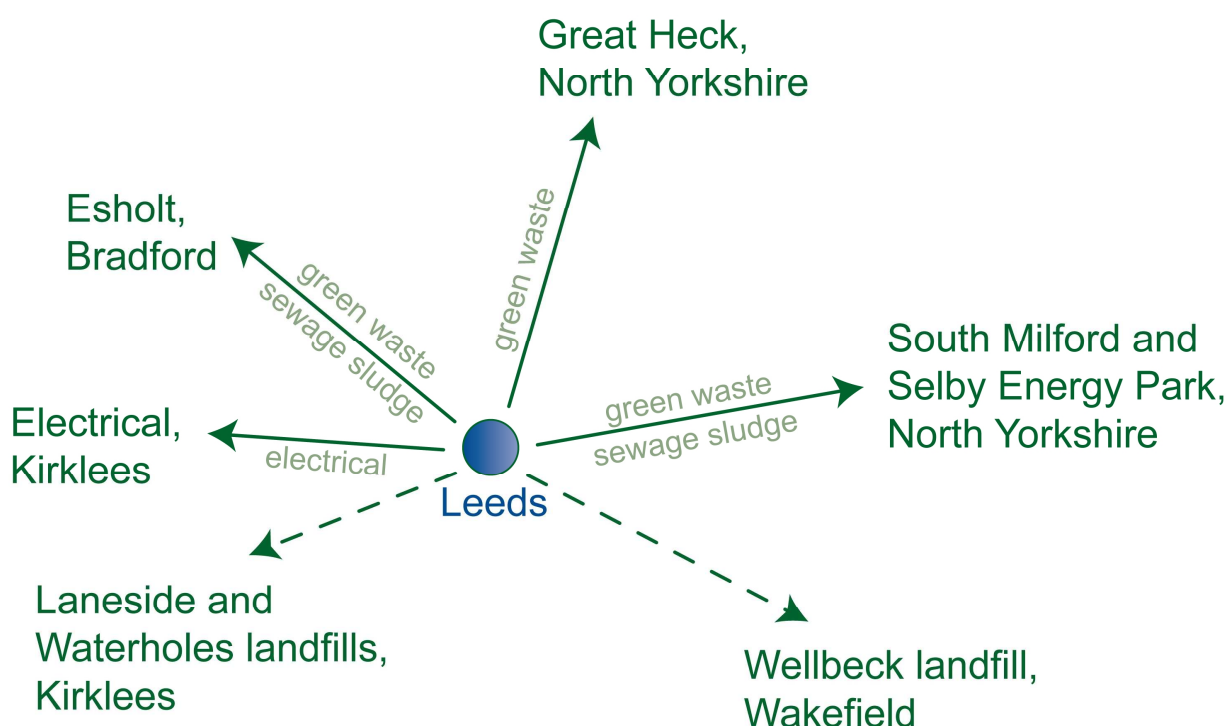
²⁷ See Background Waste Research Report and Waste Topic Paper which refers to the Leeds Waste Flow Model which updates the earlier projection.

a regional and national market are being proposed in many parts of the Country and it is possible that an operator may propose such a facility in West Yorkshire during the plan period²⁸.

- 4.9 The major landfill sites in the rest of West Yorkshire outside Leeds are Wellbeck in Wakefield with new permissions likely to be activated at Laneside and Waterholes Quarry landfill sites in Kirklees.

Figure 4.1: Cross Boundary Waste Movements Out of Leeds

Cross Boundary Waste Movements Out of Leeds



PLANNING FOR SELF SUFFICIENCY

- 4.10 Although realistically waste will continue to be exported outside Leeds, as the major City in the sub-region the position of this DPD is that Leeds will plan to meet its own needs so it is not reliant on potential capacity elsewhere. At present, Leeds is heavily reliant on two major landfill sites at Skelton Grange and Peckfield for its waste management provision. With a declining amount of waste disposed through landfill new facilities higher up the waste hierarchy will be required. Achieving 'Self Sufficiency' is shown by the Sustainability Appraisal as the most sustainable option.
- 4.11 WASTE 1 plans to manage our fair share of waste without relying on exporting waste to other areas.

WASTE 1: SELF SUFFICIENCY FOR FUTURE WASTE MANAGEMENT IN LEEDS

Proposals which meet the future capacity requirements of waste arisings to achieve self sufficiency and demonstrate they support the waste hierarchy will be supported at safeguarded waste management sites shown on the Proposals Map and locations for new waste management facilities set out in WASTE 3.

²⁸ See Waste Topic Paper for a more detailed breakdown of waste management facilities in adjoining areas.

MEETING FUTURE WASTE MANAGEMENT NEEDS

Waste Prevention

- 4.12 The Government review of National Waste Policy is looking at ways in which reducing waste can be better achieved²⁹. A primary focus for the IWS was to reverse the historically high growth in waste. This objective has been met as the growth in waste arisings from households has already been eliminated. The principal mechanism in which the LDF can be used to reduce waste is through the design and construction of new developments, particularly through the implementation of Site Waste Management Plans which were introduced in 2008 for all construction projects with a value over £300,000³⁰. The emerging Core Strategy (post publication stage at the time of writing) requires all development to provide sufficient space for the sorting, recycling and separation of waste both during and after construction. The Council is producing a Supplementary Planning Document called Building for Tomorrow Today 'Sustainable Design and Construction' which sets out how waste can be minimised when designing and constructing new developments.

Additional Re-use, Recycling and Composting

- 4.13 Table 4.2 (and illustrated in the figures below) indicates the existing re-use, recycling, composting and waste treatment capacity in Leeds for each waste stream during the plan period. It shows if existing permissions for new facilities (particularly Materials Recovery Facilities) are implemented during the plan period then this capacity will increase.
- 4.14 The additional capacity required to meet the needs of the plan (as shown in table 4.1), is based on achieving the following re-use, recycling and composting targets which our evidence has shown are achievable in Leeds during the plan period:³¹:
- 50% for MSW;
 - 70% for C&I; and
 - 70 - 85% for CD&E.
- 4.15 Although Leeds already has a reasonable level of recycling capacity, it is not sufficient to meet the objectives of WASTE 1 and the targets set out above. This is borne out by waste site monitoring undertaken by the council which indicates that many waste management operators appear to be struggling to accommodate their activities within the boundaries of their sites and within the limitations of their planning permissions. Furthermore, operators in the CD&E sector may be struggling to find suitable sites to either replace existing operations or to expand. To help achieve targets for recycling of CD&E waste, Leeds has signed up to a national scheme to reduce construction waste (the 2012 Construction Commitment). This commitment applies to any construction contractors the Council uses or when new Council building contracts are awarded.
- 4.16 The capacity for C&I is distorted as there is a major vehicle recycling facility at Knowsthorpe Way which serves a much wider catchment than Leeds. It is unlikely that the City has enough capacity for

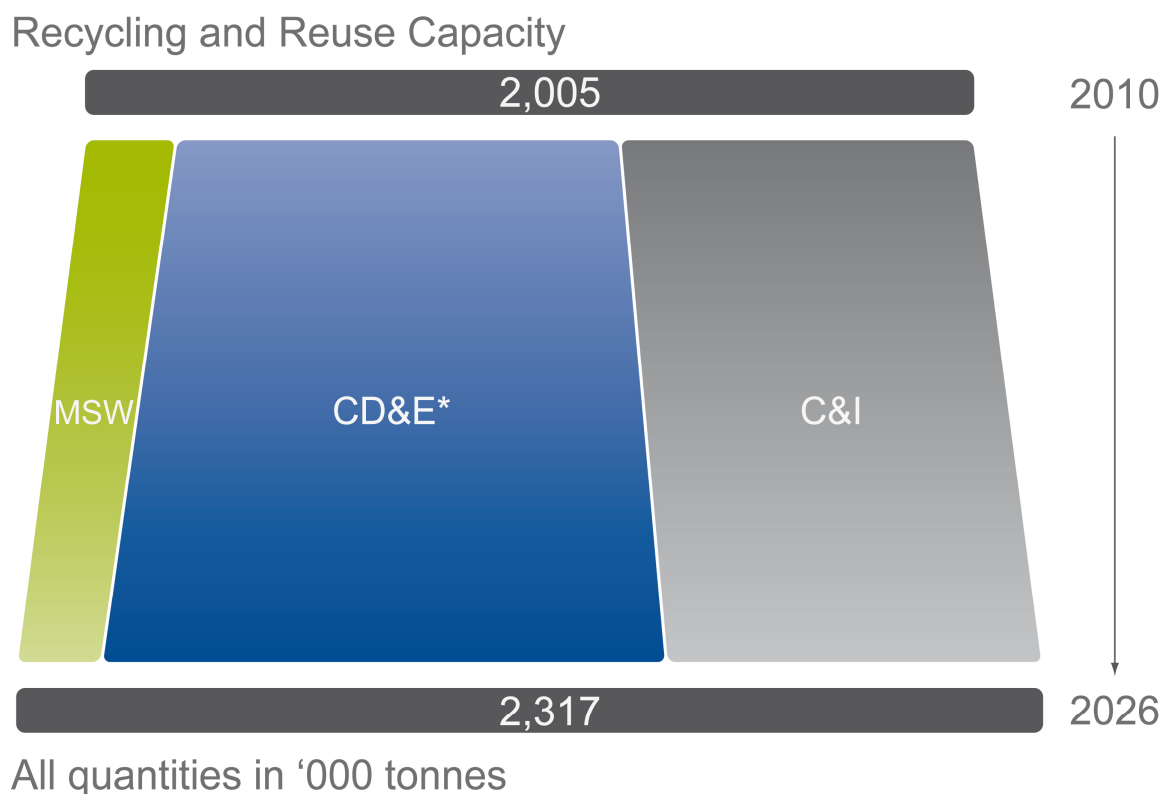
²⁹ This will not be published until Spring 2011: <http://www.defra.gov.uk/corporate/consult/waste-review/index.htm>

³⁰ Site Waste Management plans were introduced on the 6th April 2008. For full details of the requirements see The Site Waste Management Plans Regulations 2008, Section 6

³¹ See the Waste Topic Paper for the evidence to support these re-use, recycling and composting targets and a more detailed breakdown of existing capacity.

C&I to meet the aims of self sufficiency and the shortfall in re-use, recycling and composting capacity is probably around 200,000 tonnes per annum.

Figure 4.2: Existing Re-Use, Recycling and Composting Capacity in Leeds including unimplemented planning permission (tonnes per annum)³²



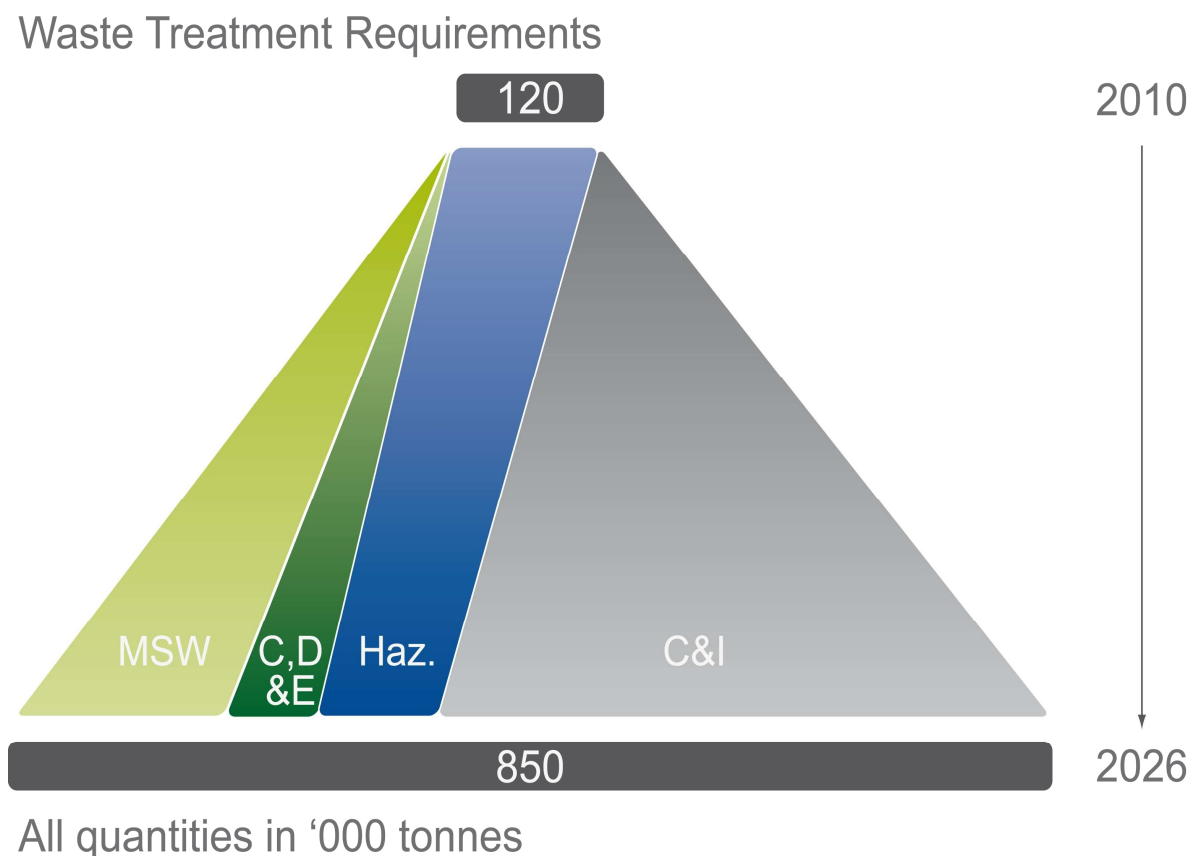
* Current CD&E capacity uncertain, but approximation made.

Additional Residual Waste Treatment with Energy Recovery (see glossary definition).

- 4.17 Leeds has no significant residual treatment capacity, except for Hazardous Waste, and new provision is planned for in this DPD. Up to 730,000 tonnes of additional residual waste treatment capacity to support all waste streams may be required to meet the needs of the City.

³² See Background Waste Research Report and Waste Topic Paper which refers to the Leeds Waste Flow Model which updates the earlier projection.

Figure 4.3: Potential Future Waste Treatment Requirements in Leeds (tonnes per annum)



Treatment of Hazardous Waste

- 4.18 Whilst some solid hazardous waste is exported out of the district, overall Leeds is a net importer of hazardous waste. Liquid hazardous waste arising in the district and beyond is treated at the White Rose Environmental Clinical Waste Incinerator and WRG Effluent Treatment Plant. These are important facilities for the treatment of hazardous waste and are safeguarded in this DPD. The Waste Strategy for England 2007 says that as well as seeking to reduce the amount of hazardous waste there is a need for additional treatment facilities and infrastructure for hazardous waste to assist in meeting changes brought about by the Landfill Directive. There is scope for further hazardous waste treatment in Leeds, such as soil-washing or bio-remediation and this could be accommodated on any of the strategic waste sites or industrial estates that are identified as suitable for waste treatment facilities. The Council will encourage the provision of hazardous waste treatment facilities in preference to disposal at landfill sites. As a last resort solid new hazardous waste cells could potentially be provided at Swillington and Howley Park landfill sites, which are also safeguarded

Reducing the Reliance on Landfill

- 4.19 There is enough remaining capacity both at active landfill sites and those with outstanding permission to meet the ever declining need over the plan period and beyond³³. If this situation changed for any reason, then other capacity close by in West Yorkshire could meet any remaining needs.

³³ See the Waste Topic Paper for a breakdown of future landfill provision and potential requirements during the plan period.

Table 4.2 Future Recycling and Composting Waste Requirements (tonnes per annum)³⁴

	Waste Stream			
	MSW	C&I	CD&E	Hazardous
Current Re-use, Recycling and Composting Target Capacity (Including Outstanding Planning Permissions)	199k	650-850k	Unknown	Not possible under law.
Total Plan Requirements to Provide Self Sufficiency and Meet Re-Use, Recycling and Compost Target	192k	850k	1,089 – 1,275k	0 k
Plan Requirements	(+) 7k	(-) 50k – (+) 200k	Accurate calculation can't be provided.	0 k

Future Waste Treatment and Recovery Requirements (tonnes per annum)

	Waste Stream			
	MSW	C&I	CD&E	Hazardous
Current Treatment and Energy Recovery Capacity (including Outstanding Planning Permissions)	0	0	0	120k
Total Plan Requirements to Provide Residual Waste Treatment	135-175k	350k - 500k	75k (this a notional assumption of 5% of the total waste stream but is unknown)	103k
Plan Requirements	(-) 135-175k	(-) 350k – 500k	(-) 75k	(+)17k

³⁴ see waste topic paper for a more detailed breakdown of the assumptions

SPATIAL STRATEGY

- 4.20 The Leeds wide site selection study, safeguarded sites assessment and sustainability appraisal provides the evidence to support the spatial strategy to maintain existing waste management capacity and to plan for new capacity.

Safeguarding Existing Waste Management Sites

- 4.21 To achieve self sufficiency it is important that existing capacity within Leeds is maintained. WASTE 2 safeguards over 100 existing waste management sites as indicated in the Map Book. The Policy will also allow for the expansion or refurbishment of existing facilities at the Safeguarded sites where it is appropriate to do so.

WASTE 2: SAFEGUARDING EXISTING WASTE MANAGEMENT CAPACITY

Existing waste management sites shown on the Proposals Map are safeguarded for continued use during the plan period.

Increases in capacity or other improvements at these sites will be acceptable provided that the requirements of WASTE 9 are demonstrated.

Applications for change of use must demonstrate that there is either no longer a need to retain the site for waste management purposes or there is an overriding case for the proposed development that outweighs the need to retain the site for waste management purposes.

Planning for Additional Capacity

- 4.22 The Government has produced guidance on the operational and location requirements of different waste management facilities³⁵ and this is reflected in the Background Waste Research Report and Waste Topic Paper. The Waste Topic Paper has estimated that to meet the capacity gap, at the lower range the NRWDPD will require approximately 8.5ha of land and at the upper range this could be up to 19ha. This wide range demonstrates how difficult it is to forecast how future capacity requirements translate into the total land requirement to meet the future waste management needs³⁶.
- 4.23 A range of sites will be required to provide the flexibility to support the different site footprints and locational requirements of various waste management processes. Some waste management operations are highly technical or can take place completely within buildings, whereas others take place in the open air and require larger site areas. Modern waste management facilities are now well designed in terms of aesthetics and minimising impacts.
- 4.24 Taking into account the figures in tables 4.1 and 4.2 and the need for flexibility to enable more sophisticated waste management solutions to be developed in Leeds, the DPD Strategy is set out below:

³⁵ ODPM, Planning for Waste Management Facilities, A Research Study, 2004

³⁶ See Waste Topic Paper

Table 4.3: Meeting the Waste Capacity Gap

	Capacity Gap	How the gap will be met	DPD Policy Response
MSW	The main issue is maintaining and increasing the capacity of recycling facilities and planning for a new Residual Waste Treatment Facility.	<p>A review of Household Waste Sites has been undertaken. This will increase overall capacity to 100,000 tpa.</p> <p>New bring sites will be encouraged around the City.</p> <p>A major Residual Waste Treatment Facility will be operational by 2015.</p> <p>An Anaerobic or In-Vessel Composting facility may also be required for organic wastes.</p> <p>The Councils Waste Solutions Programme³⁷ is delivering the major changes required to meet increased recycling and composting and reductions in landfill.</p>	<p>HWSS are safeguarded under policy WASTE 2. This allows for the refurbishment and enhancement of these sites where this has not already taken place.</p> <p>New locations are identified under policy WASTE 5 where existing buildings can be converted for recycling and sorting and where the construction of new waste management facilities will be favoured.</p> <p>A specific strategic site allocated under policy WASTE 6 will be suitable for a Residual Waste Treatment Facility.</p>
C&I	<p>The main gap is to provide enough space to enable an increase in the storage and segregation of co-mingled wastes.</p> <p>New Residual Waste Treatment Facilities will also be required.</p>	<p>Further commercial waste recycling operations will be required. This may range from skip operators to waste segregation halls and waste processing systems.</p> <p>The plan needs to provide flexibility to enable more sophisticated methods of waste management operations to be implemented.</p> <p>At least one Residual Waste Treatment facility will be required to deal with residual wastes with current landfill provision declining rapidly over the plan period.</p> <p>An energy recovery facility may also be required for organic wastes.</p>	<p>New locations are identified under policy WASTE 5 where existing buildings can be converted for recycling and sorting and where the construction of new waste management facilities will be favoured.</p> <p>A Residual Waste Treatment Facility will be supported on one of the strategic sites under policy WASTE 6 (subject to satisfying the detailed criteria in WASTE 9).</p>
CD&E	There are currently around 8 aggregate recycling sites in	It is very difficult to identify the capacity gap, not least because a significant part of	The development of at least one additional site may be required during the plan period and

³⁷ See Leeds City Council Website: www.leeds.gov.uk Waste Solution Programme

**Leeds Local Development Framework
Natural Resources and Waste Development Plan Document**

	Capacity Gap	How the gap will be met	DPD Policy Response
	Leeds but it is known that some of these sites may shut although replacement permissions may be sought by the current operators.	these operations take place directly on site during construction. However, at least one additional site is likely to be required to ensure there is sufficient capacity.	WASTE 7 enables this.
Hazardous Waste	Leeds has sufficient overall capacity but certain types of waste are been transported outside the City.	Preferred locations for the deposit of solid hazardous wastes to be identified.	WASTE 10 sets out where new hazardous waste cells for solid waste will be located.
Other Wastes	Agricultural waste	No specific gaps identified but there is a need to consider composting to support agricultural activity.	

- 4.25 Leeds currently has no residual waste treatment facilities and this type of activity will be critical to the delivery of DPD objectives. These types of facilities have very specific operational needs and in many cases will include energy recovery. (see glossary definition). They are best located in areas which are already industrial in nature and as they serve the whole of Leeds they require very good access to the transport network. Strategic facilities might also provide more than one waste management process at a single location. As these types of facility are critical to the delivery of the DPD and require very specific locations, they are referred to as strategic waste management facilities.
- 4.26 Recycling and composting activities tend to be both smaller scale and less complicated in terms of the processes they use. Therefore, although they still require suitable sites there is greater flexibility in terms of where they can be located. Communities and businesses may also wish to develop very small scale waste facilities which meet their own needs.
- 4.27 This comprehensive network of strategic facilities and other types of smaller facilities will meet the future needs of Leeds. WASTE 3 sets out the hierarchy of sites to meet these needs. This strategy takes into account the cumulative impacts, sustainability and environmental capacity of the City as set out in the Sustainability Appraisal. As Leeds is a large regional City producing a significant amount of waste, the objective of self sufficiency means that we have to provide additional capacity to meet this objective especially in terms of waste treatment and energy recovery (see glossary definition). The spatial strategy in WASTE 3 seeks to minimise environmental impacts and provide a sustainable strategy for waste by promoting a network of locations across Leeds which have good access, meet local needs and are all previously developed land. However, the strategic sites which will provide new major waste treatment and recovery facilities which serve the whole City are all located in the Aire Valley to the east of the City. This location offers the best strategic and sustainable opportunities for locating waste treatment facilities because of its excellent strategic access, predominant industrial use and potential for links with existing energy uses, including grid connection. Although this area can meet the needs of Leeds within the environmental limits of the area, taking into account any cumulative impacts, wider regional facilities which may import further waste into the City, could exceed such limits and are therefore not supported by WASTE 6.

WASTE 3: A CITY WIDE NETWORK OF WASTE MANAGEMENT SITES AND FACILITIES

A network of waste management sites will be developed in accordance with the following principles:

1. Industrial estates suitable for new recycling, sorting, transfer and small scale treatment and recovery processes such as Anaerobic Digestion and In-Vessel Composting.
2. Strategic waste management sites to meet the needs of major residual waste treatment including energy recovery.
3. A specific allocated site to provide further additional capacity, in particular, to support the Construction, Demolition and Excavation sector.
4. Applications for temporary waste facilities will be considered on their planning merits but where possible such activities should take place at locations which are in accordance with points 1 – 3 above.

LOCATIONS FOR NEW WASTE MANAGEMENT FACILITIES

- 4.28 The development of new waste facilities has in the past proved more of a problem than other similar employment processes because waste facilities are not automatically an industrial use under land use class orders B2. Although changing the use of an existing building from industrial development to waste processing uses will often require planning permission, waste uses will be considered as having similar impacts to industrial development when applications are being considered. This also means that the principle of new waste uses within existing industrial areas is also accepted for the same reasons.
- 4.29 Waste uses are employment generators and therefore contribute towards providing sufficient employment land.

WASTE 4: WASTE MANAGEMENT FACILITIES - PERMANENT USES

All proposals for permanent waste management facilities will be treated as an industrial use of land. Policies which apply to the acceptability of industrial development shall apply equally in such cases.

- 4.30 The preferred locations for waste management facilities identified in WASTE 3, item 1, are existing industrial areas. In accordance with National Planning Policy on waste management they are considered to be the most suitable location for new waste management processes in Leeds. Under WASTE 5 specific sites within these broad industrial locations will be considered to be suitable in principle for these uses.

WASTE 5: WASTE USES WITHIN EXISTING INDUSTRIAL AREAS

The following existing industrial areas shown on the Proposals Map will be treated as preferred locations where new waste management facilities, as defined in Policy WASTE 3, item 1 will be supported.

- Far Royds, Wortley
- Ashfield Industrial Estate, Wortley
- Cross Green Industrial Estate including land within Knostrop Waste Water Treatment Works
- Grangefield Industrial Estate, Stanningley
- Limewood Industrial Estate, Seacroft
- Thorp Arch

Proposals in other areas will also be considered provided that it can be demonstrated they are industrial in nature and that all the tests set out in WASTE 9 are met.

- 4.31 Following the completion of a district wide site selection study, three strategic waste management sites have been allocated, which are located within the Aire Valley to the south east of the City. These sites best fit the site selection criteria set out in PPS10 for all forms of waste arising. The Aire Valley has extensive areas in industrial use, together with major areas occupied by current and former utilities infrastructure and has good transportation connections. The three strategic waste management sites are all on previously developed land within the area.
- 4.32 With regard to the sites identified, Skelton Grange is a former power station and Knostrop is a waste water treatment works, part of which is available and suitable for a strategic waste management use. The final site is a former Wholesale Market which has been vacant for a number of years. The combined area of the three strategic sites is 38.65 hectares of land.
- 4.33 A City Council procurement process for a residual municipal solid waste (MSW) treatment facility has been running in parallel with the preparation of the NRWDPD. As part of this process, two of the three strategic waste management sites are being considered as possible locations for the residual MSW treatment facility. However, in planning for overall waste needs, it is important that the remaining sites are allocated as part of an overall waste strategy, as a basis for meeting future capacity requirements. In the event that it can be demonstrated that the sites are no longer required for strategic waste management purposes, it will be acceptable to use these areas for other employment uses subject to the following policy:

WASTE 6: STRATEGIC WASTE MANAGEMENT SITES

The sites identified on the Proposals Map and described below are allocated as strategic waste management sites suitable for major residual waste treatment, including Energy Recovery, and for the co-location of other supporting facilities where it can be shown these are ancillary to the main operation:

- Former Skelton Grange Power Station Site.
- Land within Knostrop Waste Water Treatment Works.
- Former Wholesale Markets Site, Cross Green Industrial Estate.

Other non waste management uses, including employment, will only be acceptable on these sites if it can be demonstrated that the site is no longer required to meet the strategic waste management needs of the Council's area. Any application for a Strategic Waste Management facility should be accompanied by a Travel Plan and a Transport Assessment which considers the impact on the Strategic Road Network.

- 4.34 In addition to the above, a specific need has been identified for an additional site to provide for any potential shortfall in processing and recycling capacity for CD&E operations. The site at Cinder Oven Bridge has good road connections and a potential wharf connection. Additionally it is heavily contaminated which limits its suitability for other uses.

WASTE 7: WASTE ALLOCATION

The site at Cinder Oven Bridge, shown on the Proposals Map, is allocated for waste management purposes to meet the need for Construction, Demolition and Excavation waste operations.

Use of the site is reserved for Construction, Demolition and Excavation waste only, unless it can be demonstrated that it is no longer required to meet the need referred to above.

- 4.35 Waste management proposals will be favoured on safeguarded sites and all the other specific locations identified. Proposals outside these locations will only be accepted if the circumstances identified in WASTE 8 can be demonstrated.

WASTE 8: WASTE PROPOSALS AT OTHER LOCATIONS

Waste proposals at locations other than those identified in Policies WASTE 2, 5, 6 and 7 will need to demonstrate:

- **The preferred locations in this DPD are not appropriate or available.**
- **There is a specific local need for the facility.**
- **The site meets the requirements of WASTE 9.**

The small scale composting of green waste in the Green Belt will be acceptable where it can be demonstrated that very special circumstances apply. Relevant considerations are the scale, proximity to existing agricultural buildings and the destination of the compost product.

ASSESSING THE IMPACT OF NEW WASTE MANAGEMENT FACILITIES

- 4.36 The spatial strategy has identified suitable locations where the principle of waste management uses will be accepted by the Council. Before allowing any proposals for all forms of Waste Management Uses, the Council will require all applicants to demonstrate that they have met the criteria set out in WASTE 9:

WASTE 9: WASTE MANAGEMENT FACILITIES - POTENTIAL ISSUES AND IMPACTS

Applications for waste management purposes must demonstrate that the following potential impacts of the planned development have been addressed in a manner so as to make them acceptable to the Council:

1. Duration of the development.
2. The layout of the site and buildings.
3. Visual and other amenity. Recycling operations for waste such as paper, plastic, rags, glass etc. should take place inside a building, including the storage of product awaiting treatment or despatch. Storage of scrap vehicles should not exceed the height of perimeter fencing or screening.
4. Treatment of boundary features and new screening as appropriate
5. Environmental and amenity aspects such as noise, dust, litter, odour, vermin and gas emissions.
6. Protection of controlled waters.
7. Drainage and use of sustainable drainage.
8. Effect on the natural and historic environment.
9. Design of built and natural features.
10. Restoration and aftercare where appropriate.
11. Measures to prevent dirt being carried onto the public highway and private highways in public use beyond the site boundary. The site entrance apron and site access road should be hard surfaced in tarmac or concrete for a minimum distance of 30 metres or to a point beyond any weighbridge whichever is the longer. Site roads and entrance areas must not drain onto the public highway.
12. The use of alternatives to road transport where feasible
13. The adequacy of the highway network and the safety of access and egress to the site and to other users of the highway including pedestrians
14. Routing and frequency of vehicle movements, together with hours of operation and timescales for delivery.
15. Hours of operation.
16. Protection of public rights of way.
17. Fairly and reasonably related community benefits where appropriate (to be delivered through s106 Planning Obligations).

REDUCED LANDFILL PROVISION

- 4.37 With greatly improved reuse, recycling, organic waste treatment and recovery, by the end of the plan period the amount of waste disposed at landfill should be reduced significantly. The remaining need can be met at existing operational sites within Leeds or through sites which have outstanding planning permission for landfill operations. If for any reason the need for further landfill capacity did arise during the plan period, then it could be provided within existing former quarry sites within Leeds or at existing operational landfill elsewhere within West Yorkshire. Therefore it is not necessary to identify any new locations for landfill in the District. WASTE 10 plans for this reduced amount of landfill provision³⁸.

³⁸ See Waste Topic Paper

WASTE 10: LANDFILL

If it is demonstrated that there is a proven need for additional landfill capacity because all other options are not suitable or feasible, this will be provided at existing or former quarry sites shown as Maps C4 and C5.

If all these quarry sites are unavailable, landraising, using inert materials only, may be considered providing there is no unsatisfied need within 10km for inert materials to infill any quarry or void area to secure the restoration of those areas.

Swillington and Howley Park landfill sites have capacity for provision for Solid Hazardous Waste during the plan period.

4.38 If further landfill permissions are required they will be subject to the following policies:

WASTE 11: WASTE DISPOSAL: LANDFILL AND LANDRAISING SITES

Final gradients at landfill and landraising sites which incorporate slopes steeper than those characteristic of the locality or steeper than 1 vertical to 3 horizontal will not be acceptable.

In addition landfill and landraising developments should include acceptable measures to:

- Strip, conserve and replace topsoil and subsoil.
- Utilise any available soil forming materials.
- Phase site restoration, including interim restoration where possible.
- Restore the site including maximising opportunities for habitat diversification.
- Provide for 5 years of aftercare.

Where a landfill site may generate gas then measures will be required to collect and use the gas. Collection and generating systems must be installed in a visually acceptable manner and so as not to interfere with the management and use of the land upon restoration and during aftercare.

5 ENERGY

OBJECTIVES FOR ENERGY

- 5.1 As set out in paragraph 1.5 the Energy Topic Paper provides a fundamental part of this plan. Energy is encountered in many forms. In terms of our everyday energy use, as related to planning policy, the main considerations are heat (typically for space heating and hot water) and electricity (also referred to as power).
- 5.2 There are two dimensions to energy that planning policy can influence – demand (also called consumption) and supply (also called production). It is finding the right balance between the energy consumption and production that will help support a sustainable society, economy and environment.
- 5.3 In terms of the supply of energy, heat is typically produced locally, and electricity is typically generated centrally, and supplied to local use through the national grid and local high and low voltage networks. It is clear that in the short to medium term fossil fuels will continue to be used as a primary energy source and National energy policy is aimed at reducing the carbon burden of the UK energy supply, and increasing the resilience of UK energy infrastructure.
- 5.4 We therefore need to plan for energy in order to:
- Reduce our contribution to human influenced climate change (by reducing greenhouse gas emissions such as carbon dioxide);
 - Safeguard the security and diversity of the energy supply; and
 - Diversify the choice of energy sources.
- 5.5 To do this we must plan to:
- Reduce the amount of energy used by reducing energy demands from development;
 - Reduce carbon production in energy generation;
 - Enable and promote local solutions, such as heat energy distribution; and
 - Safeguard future opportunities for flexibility in energy generation technology.
- 5.6 Similar to the commonly recognised waste hierarchy, successful energy planning follows a hierarchy of actions:
- Avoid energy use – change design to eliminate unnecessary use;
 - Reduce energy use – using technology to improve energy efficiency;
 - Replace energy sources – use renewable, low carbon energy generation; and
 - Exploit non-sustainable energy sources – using e.g. Combined Heat and Power.

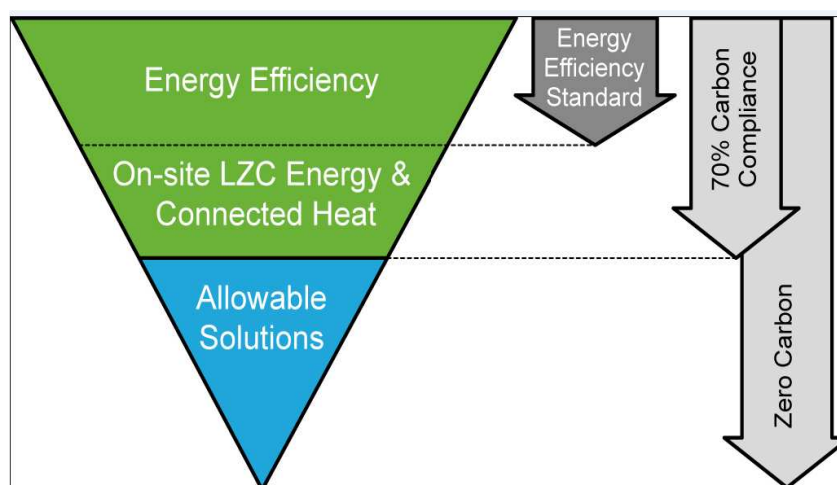
AVOIDING ENERGY USE AND ENERGY EFFICIENCY

- 5.7 To deliver the objectives of the LDF including this NRWDPD, it is important to support the efficient use of energy in new development. Emerging Core Strategy policies for energy aim to reduce energy demand and will support sustainable construction methods to increase energy efficiency in new development by an earlier date than is required by Part L of the Building Regulations The draft

Sustainable Design and Construction SPD also sets out the way in which these objectives can be implemented.

- 5.8 To deliver this strategy, energy efficiency standards for building design will be increased under the Building Regulations, with the performance 'gap' that cannot be achieved through further energy efficiency gains being delivered through a flexible combination of on- and off-site generation options (the latter is referred to as allowable solutions). To enable these changes to occur, it is important that the planning system makes sure new developments are designed to improve energy efficiency and achieve carbon reduction at the outset. The mechanisms for achieving this are set out below.

Figure 5.1: Proposed Zero Carbon Hierarchy (Building a Greener Future³⁹)



³⁹ CLG, Building a Greener Future, Towards Zero Carbon Development, July 2007

SUPPORTING LOW CARBON ENERGY GENERATION

- 5.9 National planning policy sets a context for a rapid transition towards renewable and low-carbon energy generation⁴⁰. Linked to this, the revoked RSS set a target for Leeds to produce at least 75MW of installed grid-connected renewable energy capacity by 2021. While the RSS is no longer applicable as a driver, the evidence and studies which were carried out to establish this target are still valid. Leeds has retained this target to significantly increase low carbon energy from the current 11MW of existing renewable energy provision⁴¹ to 75MW by 2021.
- 5.10 Renewable and Low Carbon energy generation takes many forms, all of which will have different relationships with the local environment⁴². This will affect the specifics of how the planning system relates to the different renewable and low carbon technologies and schemes need to be well designed, reflect local circumstances and demonstrate how any negative environmental, social and economic impacts have been avoided or minimised through careful site selection, design and other measures. Low carbon electricity generation can be linked to heat generation through combined heat and power, or through specific power technologies such as wind, hydro and solar photovoltaic generation.
- 5.11 Indicative contributions of how the Council will deliver the 75MW energy target (mostly power) from low carbon renewable sources are shown in Table 5.1. As each technology has different development needs, their needs are considered individually in the commentary although covered by a technology neutral policy where possible.

⁴⁰ See PPS 22 and the Planning and Energy Act 2008.

⁴¹ See the Energy Topic Paper for a detailed breakdown of existing renewable energy provision.

⁴² This includes Wind Energy, Hydro Power, Energy from Waste, Biomass, Organic Waste Treatment, Solar and Photovoltaics, Landfill Gas and Ground Source Heating.

Table 5.1: Estimated Installed and Potential Grid Connected Renewable Energy Generation Capacity (MW) for the Leeds district⁴³

	Current Production Levels (MW) 2010	Potential Contribution (MW) 2021	Comments
Landfill Gas	12	12	Takes account of permissions for Peckfield and Skelton Grange, however these will reduce post 2021 with reductions in landfill.
Wind Power	0	20	Based on an estimate of 10 large scale turbines or equivalent.
Micro-generation Including solar power, heat pumps	0	10	Allowing for half of future house development to have solar PV installations.
Energy from Waste	0	35	Based on known potential for plants to be brought forward
Hydro-power	0	2	Based on known multiple, small-scale potential developments
Energy from biomass	0	2	Based on potential for a plant using organic waste (e.g. food, green waste)
Total	12	81	

Large-scale Wind Power Generation

- 5.12 Large-scale installed grid-connected onshore wind energy development can significantly contribute to meeting Leeds' (and the UK's) renewable energy targets. We have defined large scale as that requiring a Screening Opinion on the need for EIA from the planning authority under The Town and Country Planning (Environmental Impact Assessment) (England & Wales) Regulations 1999 (Statutory Instrument 1999 No. 293). Research suggests that micro and small scale wind can be viable, but there are some basic limitations which severely limit the power generation potential of such technologies⁴⁴. Smaller-scale wind energy development is covered by micro-generation below.
- 5.13 Some of the windiest parts of Leeds fall within nationally or locally recognised designations (Sites of Special Scientific Interest, Scheduled Monuments, Conservation Areas, Listed Buildings, Registered Historic Battlefields and Registered Parks and Gardens) and planning permission for wind energy development will be granted where it can be demonstrated that the objectives of a nationally or locally important designation will not be significantly compromised⁴⁵. In Green Belt locations applications for energy are classed as inappropriate and will need to demonstrate very special circumstances.
- 5.14 Where a scheme is being proposed in an area with another proposed, consented or operational scheme (including those that may be close by but fall within another adjoining administrative boundary), a cumulative assessment should be carried out to determine the overall effect on issues such as landscape character, visual amenity and nature conservation interests.

⁴³ The Energy Topic Paper refers to a number of detailed evidence studies which set out the contribution from each source.

⁴⁴ Energy Waste Topic Paper

⁴⁵ Wind speed map in the Appendix

- 5.15 ENERGY 1 sets out the considerations which the Council will take into account when considering new applications for large-scale wind development.

ENERGY 1: LARGE SCALE WIND ENERGY GENERATION

Under the Habitats Regulations, wind energy generation will not be accepted if it negatively effects bird populations or other nature conservation objectives of the North and South Pennine Moors Special Protection Areas.

In other areas, the acceptability of wind energy development will be judged on whether its benefits can be shown to outweigh any significant impacts on:

- 1. The character and appearance of the landscape or townscape;**
- 2. The living and working conditions of occupants of nearby property by reason of visual impact, noise, shadow flicker or reflected light;**
- 3. Any nationally important designation, including their visual amenity and setting;**
- 4. Areas of ecological importance;**
- 5. Potential for cumulative effects with other existing or proposed wind energy;**
- 6. Transport infrastructure and highway safety;**
- 7. Civilian and military aeronautical radar services or the operation of aerodromes and their protected surfaces; and,**
- 8. Telecommunications and television reception.**

In addition proposals shall provide for reinstatement of the site through the removal of the facilities should it cease to be operational or upon decommissioning.

In assessing proposals against the requirements of this policy, full account will be taken of proposed mitigating measures.

Small Scale and Micro-generation

- 5.16 Micro-generation of low carbon energy is supported by a number of Government policies and financial incentives in the form of the Feed In Tariff and proposed Renewable Heat Incentive⁴⁶.
- 5.17 Small scale low carbon energy generation is that which is less than utility scale (large power stations, hydro or wind schemes). This can be very suitable for industries, campus locations or on a community development level.
- 5.18 Micro-generation is defined as, 'the production of energy on a small scale from a low carbon source'.⁴⁷ Biomass boilers, ground and air source heat pumps, solar power, hydro-generation, and wind turbines up to 50kW have the potential to make a valuable contribution to Leeds renewable energy targets and requirements and are discussed in the Topic Paper supporting this document. Small-scale domestic micro generation technologies, such as biomass, CHP, solar and ground source heat pumps do not require planning permission under Part 40 of the General Permitted Development Order but some others, such as micro wind energy, do require permission. There are also circumstances where planning permission may still be required on domestic properties, for example where it is a listed building and where other exceptions outlined in the GDPO are not met. The coalition Government is

⁴⁶ www.rhincentive.co.uk

⁴⁷ Local Government Yorkshire and Humber Renewable Energy Toolkit (2009)

set to relax further the types and scale of technologies where planning permission will not be required subject to further legislation being passed⁴⁸.

- 5.19 When planning permission for micro-generation is necessary, proposals will be supported subject to ENERGY 2.

Small scale and Micro-generation Criteria

ENERGY 2: MICRO-GENERATION DEVELOPMENT

Where micro-generation development requires planning permission, the Council will encourage proposals for technologies that are acceptable in terms of their impact on:

- 1. Landscape.**
- 2. Visual amenity.**
- 3. Noise.**
- 4. Safety.**
- 5. Ecology.**
- 6. Conservation of the built environment.**

Cumulative effects of development will also be considered.

Energy Recovery from Waste

- 5.20 Leeds City Council is working to reduce the amount of waste produced and to fulfil the vision of the IWS for a zero waste city. Modern waste treatment facilities reduce disposal to landfill, promote energy recovery (see glossary definition) and represent a significant contribution to meeting our renewable energy target.
- 5.21 Although the common perception of recovering energy from waste is incineration, there is a range of technologies available, including Anaerobic Digestion (AD), Pyrolysis and Energy from Waste (thermal treatment). Different waste sources - food waste, garden waste, municipal solid waste, commercial waste – lend themselves to different and appropriate technologies. These waste treatments can generate both heat and power, and make a significant contribution to carbon reductions: not only from low carbon energy generation, but by reducing the greenhouse gas impact of landfilling.
- 5.22 Sites for new waste management technologies to contribute to this objective are provided under the policies of the waste section. ENERGY 3 supports the principle of using waste as a resource to recover heat and power.

Combined Heat and Power (CHP) and Heat Distribution Networks

- 5.23 CHP, also known as cogeneration, is the production of heat and power at the same time. Conventional power stations typically emit the heat created as a by-product of electricity generation into the natural

⁴⁸ See the planning portal.gov.uk for updates on the most recent guidance on micro-generation as the planning rules are likely to change during the plan period.

environment through cooling towers and up chimneys. CHP captures the by-product heat for domestic or industrial heating purposes, either very close to the plant, or as hot water for district heating. Systems should be led by heat demand to make most efficient use of fuel and a year round heat load can be ensured by using heat energy to provide cooling (in a similar way to a fridge) which is known as trigeneration, or Combined Cooling Heat and Power (CCHP).

ENERGY 3: HEAT AND POWER ENERGY RECOVERY

Proposals for low carbon energy recovery methods, including Combined Heat and Power applications, and supporting infrastructure will be supported in principle. The proposals must demonstrate that:

- **The facility has the potential to connect to an outlet for any energy produced;**
- **The development has addressed as a minimum the potential environmental impacts listed in WASTE 9; and**
- **New proposals for Energy Recovery from Waste should demonstrate the potential to contribute towards CHP.**

5.24 Using heat that would otherwise be wasted to facilitate community or district heating (potentially housing and/or commercial or industrial uses including utilities providers) is an efficient use of energy, contributes to reducing CO₂ emissions, and can support the development of low-carbon homes where the density and style is suitable. Heat distribution networks deliver heat from a central generation source to a district via hot water or steam. They can utilise heat from local industry or can be linked to power generation technology such as CHP. It is the Council's aim to build upon existing research, mapping of significant heat sources (such as existing CHP) and heat users (such as hospitals) and to develop this further to produce a mapped assessment to define the most appropriate locations for District Heating Networks.

5.25 Mapping the opportunities for implementing district energy networks across Leeds will allow stakeholders to consider options and plan to achieve a more integrated energy network. This exercise is supported through the NRWDPD. It will require significant consultation with the private sector to identify existing and potential opportunities. This objective is supported by ENERGY 4.

ENERGY 4: HEAT DISTRIBUTION INFRASTRUCTURE

The promotion of heat distribution infrastructure will be supported providing that the following are undertaken and are satisfactory:

- **An assessment of environmental effects;**
- **An assessment of heat source(s) and heat use.**

OTHER ENERGY INFRASTRUCTURE

5.26 Although energy demand management and decentralised energy opportunities can reduce the reliance on grid supplies, conventional grid supplies of both gas and electricity will continue to be the

main ways in which energy is conveyed to us. Therefore it is important that development takes due regard of energy (and more broadly utility) infrastructure requirements such as gas supply pipes, high voltage supplies and sub-stations. Given the increasing expectations on smart metering and smart grid supply, provision should be made for associated energy for more effective control of energy distribution through electronic monitoring and management.

- 5.27 The Council will take opportunities to work with other companies, agencies / local authorities, including adjacent ones, to address all aspects of energy demand and supply, with an ambition to implement the energy hierarchy. The Council is currently exploring the formation of a strategic body ('Energy Leeds') that will encourage all major new developments to investigate the potential for renewable energy technologies. This body will employ delivery vehicles such as Energy Service Companies (ESCo's) which are tailored to meet the needs of specific projects or initiatives in order to deliver low carbon projects.

6 NATURAL RESOURCES

AIR QUALITY

OBJECTIVES FOR AIR QUALITY

AIR QUALITY

- 6.1 Clean air is a vital natural resource. The Air Quality Strategy (DEFRA 2007) sets out health based national standards and objectives for eight specific pollutants within the UK and we have to demonstrate how we expect to achieve these. All development, through construction, operation and decommissioning can impact on air quality and it is therefore appropriate for Planning policies to address this issue.
- 6.2 Improving air quality means tackling carbon emissions and other air pollutants together. Within Leeds, housing and transport are the major sources of carbon emissions that currently average 6.44 tonnes per person per year (3.8 for housing and 2.64 for transport). These levels are below the English national average of 6.54 tonnes of carbon per person per year. On average, every gallon of petrol used produces 10.4 kg of carbon dioxide and every gallon of diesel produces 12.2 kg of carbon dioxide. Carbon dioxide emissions are a major cause of climate change and air pollutants cause harm to our health and the environment.
- 6.3 Whilst air quality across the city is generally good, there are six small Air Quality Management Areas (AQMAs) where the national air quality objective for annual nitrogen dioxide is not achieved. These are shown in the Appendix which accompanies this document. Emissions from road traffic are a significant cause in all of these. All local authorities are required to work towards achieving the national air quality objectives and Leeds has produced an Air Quality Action Plan to indicate the actions we intend to take to address air quality. This includes controlling emissions, limiting the impact of any proposals and locating development appropriately. These actions are necessary all over the District and not just in those areas where air quality is poor so that we reduce peoples' exposure to pollutants that have a serious effect on health.

AIR QUALITY MANAGEMENT

- 6.4 The Core Strategy aims to reduce the need for people to travel through the appropriate location of development and also aims to ensure that new development is energy efficient. However, there are other specific actions we can take to help to improve air quality.
- 6.5 No single available option will address the problem but through the Air Quality Action Plan, the Council presented a series of actions to reduce air pollution concentrations. The Air Quality Actions which are of most relevance to spatial planning include promotion of public transport, cycling and walking, integrated transport systems (such as park and ride), requirements for travel plans and section 106 contributions for public transport improvements, planning for biofuels and associated infrastructure and the creation of Low Emission Zones where appropriate.
- 6.6 As a result of sharing ideas and knowledge, the 'Delivering Cleaner Air' Beacon Authorities produced a Low Emission Strategies document (DEFRA, January 2010). The City Council is currently participating as part of a national Low Emission Strategies partnership group, in developing a series of

low emissions projects (with funding support from DEFRA). Within this context, a key project is to develop a Low Emission Strategy Supplementary Planning Document (SPD) template, for use by local authorities to address issues associated with Air Quality and development proposals. At a Leeds level, it is currently anticipated that the SPD will contain guidance on emission assessments and Low Emission Strategy mitigation measures including low emission vehicle technologies and their availability (including the provision of electric vehicle charging points as part of development proposals). Many of these measures are also encouraged by other current planning guidance (e.g. the Public Transport Contributions SPD) and local initiatives including the use of bio fuels.

AIR 1 THE MANAGEMENT OF AIR QUALITY THROUGH DEVELOPMENT

All applications for major development will be required to incorporate low emission measures to ensure that the overall impact of proposals on air quality (including unpleasant odours) is mitigated.

WATER

OBJECTIVES FOR WATER RESOURCES

- 6.7 Although water is not a scarce resource in the Leeds area, uncertainties caused by climate change mean that it needs to be used much more carefully in the future. The Council recognises the need to reduce demand for treated clean water and more efficient use of water will both reduce wastewater quantities and also help prevent reductions in water quality and risks for public health. There are also targets for improving water quality set by Government which need to be met (the Water Framework Directive).
- 6.8 The Rivers Aire and Wharfe and their tributaries are a dominant feature of the Leeds area as shown in the key characteristics diagram. This means that there is potential disruption to life for a large proportion of the population due to flood risk. The south-eastern boundary of the District is adjacent to the River Calder and Leeds also experiences flooding from this River. The Environment Agency estimates that there are 3,862 homes and 700 businesses at risk of flooding from the River Aire alone in the Leeds District. Leeds City Centre is the economic and commercial heart of not only the District, but the wider region and parts of it have a 5% risk of being flooded from the River Aire. The Core Strategy sets the strategic framework for planning for flood risk, but it is an important issue, particularly in adapting to climate change and has been significantly expanded upon in this DPD.
- 6.9 In recent years Leeds has also experienced problems created by surface water flooding. Smaller watercourses and drains are far more susceptible than the larger river systems to flash flooding as a result of localised intense rainfall. With changing climate patterns it is expected that storms of this nature will become increasingly common, potentially increasing the risk posed to properties situated in close proximity to local streams.

WATER EFFICIENCY

- 6.10 The Natural Resources Flow Analysis found that overall water consumption within Leeds is higher than average. Increased water efficiency should therefore be encouraged. This issue is largely dealt with in the Core Strategy through the policy requirement to meet higher standards of the Code for Sustainable Homes and BREEAM. Further detailed information on ways to ensure water efficiency and water quality improvements is found in the Council's Sustainable Design and Construction Supplementary Planning Document 2010. Additionally, developers are encouraged to refer to the Environment Agency's Water Resources Strategy which sets out how water resources should be managed to 2050 and identifies areas where action is required.

WATER 1: WATER EFFICIENCY

All new developments should include measures to improve their overall water efficiency where appropriate. This will be achieved through a mixture of measures to use less treated water and reduce wastewater such as:

- **Sustainable urban drainage systems,**
- **Rainwater collection and storage,**
- **Grey water recycling and storage systems, and**
- **More absorbent surfaces for water drainage.**

PROTECTION OF WATER QUALITY

- 6.11 Local authorities must address any targets for water quality improvements as required by the Water Framework Directive (2000). This covers both surface and groundwater sources and the Environment Agency are responsible for classifying and monitoring the quality of these water sources. Research has shown that by considering the water management infrastructure (eg. sewers, drains, pumping stations, ditches, infiltration systems and swales) as an integral part of the design a better effect on water quality is achieved ⁴⁹.

WATER 2: PROTECTION OF WATER QUALITY

Development within areas adjacent to sensitive water bodies, such as rivers, streams, canal, lakes and ponds, must demonstrate control of quality of surface water runoff for the lifetime of the development and during construction.

For major developments the water management infrastructure should be considered as an integral part of the urban and landscape design.

MAKING AND PROTECTING SPACE FOR FLOODING

- 6.12 Leeds has produced a Strategic Flood Risk Assessment (SFRA) which defines the four flood zones:
- zone 1 is areas of low flood probability;
 - zone 2 is areas of medium flood probability;
 - zone 3a is areas of high flood probability; and
 - zone 3b is the functional floodplain.
- 6.13 This pattern of flood risk zoning is an important input to frame policies and is shown on Figure 3 in the Appendix.
- 6.14 The functional flood plain is primarily associated with the Rivers Aire and Wharfe and their tributaries, is defined in the Leeds SFRA and is shown on Figure 3 in the Appendix. It is land where water flows, or is stored in times of flood from an event with at least a 5% probability of occurring (1 in 20 years or more frequently). It may be reserved by the Council to preserve this flood storage function and this means that development is not permitted unless it is water compatible or else essential infrastructure, which satisfies the NPPF Exception Test (allowing water compatible uses such as flood control infrastructure, amenity open space and marinas / docks and wharves).

WATER 3: FUNCTIONAL FLOOD PLAIN

Development will not be permitted in the areas shown as functional floodplain in the Leeds SFRA unless it is water compatible or essential infrastructure and satisfies the Exemption Test.

⁴⁹ Water Sensitive Urban Design – Results and Principles, Prof. Heike Langenbach, Dipl.-Ing. Jochen Eckart and Dipl.-Ing. Gerko Schröder, University of Hamburg, 2008.

- 6.15 Zone 3a is classed as having a high probability of flood risk. In Leeds it has been sub-divided into zone 3ai and 3aii as shown on the Leeds SFRA. Land which is situated in flood zone 3aii has the same probability of flooding as land which is in the zone 3b functional floodplain (i.e. a 5% chance of flooding in any one year). The difference is that the zone 3b land is largely open and undeveloped and therefore can provide storage space for flood water in times of flood, however the land in zone 3aii is largely developed and therefore the whole of the site cannot be reserved for storage space of flood water. The fact is that flood water is likely to go there.
- 6.16 It is important to make space for flood water. Although land, which is in zone 3a, can be redeveloped over the plan period (subject to passing the NPPF Sequential and Exception Tests), it helps manage the flood risk better if some space can be provided within the site to accommodate some of the flood storage. The Leeds SFRA shows that there is a considerable amount of land within the District, which falls within zone 3a. This represents a serious potential flooding problem in Leeds. For this reason, when sites in zone 3a are being considered for redevelopment, the whole of the site should not be regarded as the developable area. There should be no net increase in the building footprint or changes in ground levels, or else compensatory storage volume should be provided. Where the sequential test is required, the developer is advised to agree the extent of the area of search with the Local Planning Authority. There are often opportunities to agree an area of search based on specifically defined areas such as regeneration areas, town centre boundaries or walking distance from the Leeds rail station.
- 6.17 The proportion of compensatory storage space that is required will be guided by the detailed Flood Risk Assessment which should be submitted alongside the planning application and which will also reveal flood issues, such as flow routes, which will need to be accommodated in the development. It is likely that more space for water will be required in zone 3aii than zone 3ai because of the greater flood risk. Most development is required to provide a proportion of open space and this requirement can be combined with the requirement to accommodate space for water. Where there are any flood risk issues associated with the development a Flood Risk Assessment will always be required.

WATER 4: DEVELOPMENT IN FLOOD RISK AREAS

All developments are required to consider the effect of the proposed development on flood risk, both on-site and off-site the detail of which should be commensurate with the scale and impact of the development. Within zones 2 and 3a proposals must:

- **Pass the Sequential Test and if necessary the Exceptions Test as required by THE NPPF.**
- **Make space within the site for storage of flood water, the extent of which to be determined by the Flood Risk Assessment.**
- **Must not create an increase in flood risk elsewhere.**

MANAGING THE RISK FROM FLOODING

- 6.18 The City Council is working in partnership with the Environment Agency to provide protection from flooding from the River Aire in the form of the Leeds Flood Alleviation Scheme. Additionally the Leeds SFRA identifies a small number of existing formal and informal raised flood defences which give localised protection against river flooding. The area behind the defence would be inundated with water

should the defence fail during a flood, potentially posing a risk to people who are present at the time. These areas are defined as Zones of Rapid Inundation and are shown on Figure 3 in the Appendix.

- 6.19 National guidance (NPPF AND Technical Guidance), advises that ‘flood resistance and resilience measures should not be used to justify development in inappropriate locations’. Within this overall context, the Council considers it essential that the potential risk of defence failure is addressed in any planning applications for development within the Zones of Rapid Inundation.
- 6.20 There is always a residual risk that defences might fail, either by over-topping or breach. This residual risk depends on the height of the defences and the nature (construction) of the defence and therefore it varies for each Zone of Rapid Inundation within Leeds. These are a very small number of locations as shown in the Leeds SFRA. The policy towards Zones of Rapid Inundation is provided below:

WATER 5: ZONES OF RAPID INUNDATION

Where there is currently no built development within a Zone of Rapid Inundation then it should be regarded as if it were functional floodplain and there will be a presumption against anything other than water compatible uses or essential infrastructure.

Where development already exists in a Zone of Rapid Inundation, applications for development will only be permitted where it can be demonstrated that residual risk of flooding is reduced to an acceptable level. A detailed breach analysis is required as part of the Flood Risk Assessment for applications in these areas. The NPPF sequential and exception tests must also be passed.

- 6.21 It is important that for all development, consideration is given to flood risk. A Flood Risk Assessment should be provided for all sites. This needs to be commensurate with the degree of potential flood risk to the site and the potential impact of the development on flood risk to others. Where it is clear that there is unlikely to be any flood risk to the site and no possibility of impact on others, then a simple statement to that effect may be all that is required:

WATER 6: FLOOD RISK ASSESSMENTS

All applications for new development will be required to consider flood risk, commensurate with the scale and impact of the development. Where, in the opinion of the Local Planning Authority (LPA), there is the possibility of any flood risk to the site, or the potential for flood risk impact on other sites, a Flood Risk Assessment is required.

The LPA is unlikely to support the development unless the Flood Risk Assessment demonstrates the following:

- **No increase in flooding on-site and elsewhere will result from the new development. The implications of climate change must be taken into account (these are predicted in the Technical Guidance to the NPPF, Para. 11, Table 4).**
- **There is less than a 3.33% chance of site flooding in any one year.**
- **There is less than a 1% chance of any premises on the site flooding in any one year, after allowing for the effects of climate change, and**
- **For flows beyond the 1% flood design event it is demonstrated that there are no unreasonable adverse impacts off site, after allowing for the effects of climate change.**
- **Safe access and egress**

Developer contributions may be required for improvement works to ensure that the drainage infrastructure can cope with the capacity required to support the new development.

- 6.22 Local flooding is not just associated with rivers but occurs throughout built up areas (Figure B, Leeds SFRA). There is considerable flood risk associated with the finite capacity of culverts, drains and minor watercourses to accommodate locally intense rainfall and this is described in Appendix A of the SFRA. There is often little warning of this type of flooding compared with the flooding on the rivers Aire and Wharfe, where the Environment Agency has sufficient time to issue flood warnings.
- 6.23 Development increases the volume and speed of surface water run-off. The Technical Guidance to the NPPF, emphasises the need to consider the potential to increase flood risk elsewhere through the addition of hard surfaces and the effect of new development upon surface water runoff, whilst taking into account climate change.
- 6.24 Flooding is already a problem throughout the district and this is expected to worsen with climate change, therefore the Council is introducing a requirement for a 30% reduction in peak run off rates for sites that have previously been developed. The 30% reduction reflects a consensus view amongst Council drainage officers, the Environment Agency and the sewerage undertaker about what is “reasonably practicable”. Additionally, the Council has already been successfully applying this standard to development since May 2007 thus demonstrating that it is a feasible and viable requirement.
- 6.25 There is flexibility in terms of how to achieve the 30% reduction and there are a number of ways of doing this including the use of green roofs, planting, rain-water harvesting, permeable surfacing and Sustainable Urban Drainage Schemes (such as attenuation tanks below ground and ponds above ground). The Council has provided Supplementary Planning Guidance (SPG22: Sustainable Urban Drainage, June 2004) to assist with sustainable drainage schemes. The 30% reduction is based on the existing peak rate of discharge from the site prior to redevelopment, where that site is already connected to the drainage infrastructure. Applications for development are expected to comply with the Council’s Minimum Development Control Standards for Flood Risk which are updated regularly and found on the Council’s website.

WATER 7: SURFACE WATER RUN-OFF

All developments are required to ensure no increase in the rate of surface water run-off to the existing formal drainage system. Development will be expected to incorporate sustainable drainage techniques wherever possible.

- **On previously developed sites peak flow rates must be reduced by at least 30%**
- **On sites which have not previously been connected to the drainage infrastructure, or watercourse, surface water run off rates will not exceed the ‘greenfield’ run-off rate (i.e. the rate at which water flows over land which has not previously been developed).**

- 6.26 Since the publication of the Issues and Alternative Options report, the General Permitted Development Rights Order has been reviewed which sets out what works can be undertaken without the need to apply for planning permission. Planning permission is now required to lay impermeable driveways or other impermeable surfacing between a building and the highway. The Council considers that this advice is also appropriate to all extensive areas of hard standing. Where hard surfaces are to be constructed on land between a wall forming the principal (front) elevation of the dwelling and the highway, alternatives to impermeable surfacing must be considered first and it will be necessary to

demonstrate why these are not feasible before planning approval will be considered for impermeable surfacing.

- 6.27 The Surface Water Management Plans may be used to help the Council to identify where Permitted Development rights may be removed during the plan period.
- 6.28 Leeds is an important city in the region and must provide for the functions of a regional city. This includes the need to provide large surfaced areas such as events spaces and surface car parks. These large surfaced areas contribute significantly to flash flooding and therefore it is prudent to encourage them to be constructed from permeable materials, which help to manage flood risk better. Permeable materials should be the starting choice unless there are sound reasons why impermeable surfacing should be accepted.

LAND

OBJECTIVES FOR LAND USE

- 6.29 Land is a finite resource and national policy requires that land is used in the most efficient manner. For example, the use of greenfield land (land not previously developed) is discouraged and the reuse of contaminated and previously-developed (brownfield) land is encouraged. Higher densities of development are also required. This approach reduces land-take for development and fosters undeveloped land as a natural resource. The Core Strategy contains policies that restrain development from taking place within the greenbelt, in areas of important landscapes, in areas of nature conservation and biodiversity, and on agricultural land of the best quality.
- 6.30 This Plan deals with additional land-use policies to minimise the land-take for development by prioritising the use of previously developed land and also deals with some of the ways of reducing the impacts of climate change and pollution that may be caused by developing contaminated land.

LAND DEVELOPMENT

- 6.31 National and regional policy sets overall targets for how much development is to be located on brownfield sites. Leeds has exceeded these targets in recent years. The emerging Core Strategy will set targets for the use of brownfield land in Leeds and for achieving higher densities of development.
- 6.32 The co-location of natural resource and waste activities on the same sites can be beneficial in reducing landtake for these operations (e.g. mineral aggregate recycling) and will be supported by the Council.

CONTAMINATED LAND

- 6.33 There are barriers to the development of land contaminated either by previous development activity, or by natural contamination such as the financial implications of restoring land quality.
- 6.34 All councils are required to ensure that applications to develop actual or potentially contaminated land provide sufficient information to establish whether a risk exists or will be created to people, ecological systems, buildings or controlled water when the land is developed. When Leeds grants planning permission developers will be required by condition to implement measures to ensure an unacceptable risk is not created.

- 6.35 The NPPF emphasises the need to deliver sustainable development and within this context, the need for planning policies and decisions to encourage the effective use of land by re-using land that has been previously developed (provided it is not of a high environmental value). The use of previously developed land is a key focus of the emerging Core Strategy, which sets a target of 65% (for the first 5 years). Not all previously developed land is contaminated and indeed, some contaminated land is undeveloped land, but by supporting development on contaminated land, the aim of developing on brownfield land is more likely to be deliverable.

Land 1 – Contaminated Land

The City Council supports the principle of development of previously developed land in preference to greenfield sites. To ensure the risk created by actual and potential contamination is addressed, developers are required to include information regarding the status of the site in terms of contamination with their planning application. The Council will then assist applicants in the development process to identify an appropriate remediation solution, where necessary, prior to the development being brought into use.

TREE PLANTING

- 6.36 Trees are a key natural resource with many positive attributes. Tree planting assists with combating climate change, creating habitats, offering landscape / townscape enhancements, and providing recreational benefits. The Core Strategy seeks to increase tree planting and so strengthen green infrastructure. For these reasons, tree planting is an important part of the Council's environmental and design policies and strategies.
- 6.37 Tree planting can be on existing and proposed greenspace; as part of initial screening and restoration of mineral workings; alongside transport corridors, and as part of regeneration schemes, and landscape transition zones to adjacent open land. Design of such planting will need to take account of the landscape character and opportunities for enhancing and improving links in Green Infrastructure.
- 6.38 Inevitably there may also be occasional circumstances where removal of existing trees has to be considered, in which case suitable mitigation measures will need to be agreed.

Land 2: Development and Trees

Development should conserve trees wherever possible and also introduce new tree planting as part of creating high quality living and working environments and enhancing the public realm.

Where removal of existing trees is agreed in order to facilitate approved development, suitable tree replacement should be provided on a minimum three for one replacement to loss. Such planting will normally be expected to be on site, as part of an overall landscape scheme.

Where in certain circumstances on-site planting cannot be achieved, for example due to lack of suitable space in City Centre locations, off-site planting will be sought, or where the lack of suitable opportunity for this exists, an agreed financial contribution will be required for tree planting elsewhere.

Planting design and specification should in all cases meet the current best practice.

7 IMPLEMENTATION AND MONITORING

- 7.1 The Planning and Compulsory Purchase Act 2004 requires Local Planning Authorities to carry out annual assessment of the extent to which policies in local development documents are being implemented. Developing a monitoring system is a key means of assessing the effectiveness of the NRWDPD and to determine whether or not strategic aims and objectives are being delivered. This will enable timely and effective responses to be made if delivery is not being achieved in line with the agreed strategy.
- 7.2 The objectives of the NRWDPD will ultimately be implemented through the granting of planning permissions in accordance with the governments National Planning Policy Statements, Minerals Policy Statement and the policies of the NRWDPD and any other policies in the LDF. The policies within this NRWDPD are the key mechanism for implementation. Other activities will also affect the delivery of the NRWDPD including the operation of other policies, the work of other agencies, the behaviour of the general public and the actions of industry.
- 7.3 *'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'*⁵⁰. Monitoring is twofold as it needs to consider both the beneficial and any unforeseen adverse effects of implementation. It measures the actual significant effects of implementing the NRWDPD policies and then assesses the contribution they make towards achieving the strategic objectives. In addition monitoring highlights unforeseen adverse effects and the need to undertake counteractive measures. The approach taken to monitoring must be objective and target led, as well as focus on significant effects. It should involve measuring the performance of the plan against indicators to establish a link between implementation and the significant effects being monitored.
- 7.4 The Planning and Compulsory Purchase Act 2004 requires the production of an Annual Monitoring Report (AMR) for the Development Plan to be submitted to the Secretary of State. The implementation of the NRWDPD will be kept under review using the key performance indicators set out in Table 7.1 and reported in the Annual Monitoring Report.
- 7.5 The following table sets out the monitoring framework for the NRWDPD and identifies for each policy:
- The indicators for measuring whether a policy is successful or not;
 - The monitoring targets for each policy;
 - Who is responsible for delivering the objectives of each policy; and
 - A point which will trigger a review of a policy if it is not having the anticipated impact.
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⁵⁰ DCLG, Local Development Framework Monitoring: A Good Practice Guide, March 2005, paragraph 1.1

**Leeds Local Development Framework
Natural Resources and Waste Development Plan Document**

Table 7.1 – NRWDPD Monitoring Framework

Policy	Key Performance Indicators	Target	Implementation Partners	Trigger point for correction/mitigation measures
Minerals				
Minerals 1: Provision Of Aggregates	Amount of aggregate produced in line with the plan period provision in the NRWDPD.	Target for 146,000 tonnes per annum of sand and gravel extraction from the Leeds District. Target for 440,000 tonnes per annum of crushed rock from the Leeds District.	Minerals Industry Regional Aggregates Working Party Leeds City Council	Provision undershoots by 25% over five years of the plan period
Minerals 2: Mineral Safeguarding Areas (MSA)	Key resources in MSAs safeguarded or extracted prior to development.	No significant development that would otherwise sterilise resources allowed in MSAs except where prior extraction has taken place.	Leeds City Council Development Industry Minerals Industry	No specific trigger point
Minerals 3: Safeguarding Existing Mineral Extraction Sites	Facilities for minerals processing are safeguarded from development of non minerals related uses.	No loss of minerals facilities to an alternative use unless provision made or no need for particular facility proved.	Leeds City Council Development Industry Minerals Industry	More than two approved proposals over a two year period result in a loss of minerals processing (with no alternative provision made)
Minerals 4: Mineral Preferred Areas – Sand and Gravel and Crushed Rock	Approved proposals for exploration and extraction of sand and gravel and crushed rock located within the preferred areas.	No proposals for exploration and extraction of sand and gravel and crushed rock are located outside of the preferred areas.	Leeds City Council Development Industry Minerals Industry	More than two approved proposals over a two year period are located outside of the preferred areas.
Minerals 5: Sand And Gravel Production In The Wharfe Valley	Approved proposals for the extraction of sand and gravel are not located to the east of Pool.	No extraction of sand and gravel located to the east of pool in the Wharfe Valley.	Leeds City Council Development Industry Minerals Industry	A proposal is permitted within The Wharfe Valley.

**Leeds Local Development Framework
Natural Resources and Waste Development Plan Document**

Policy	Key Performance Indicators	Target	Implementation Partners	Trigger point for correction/mitigation measures
Minerals 6: Preferred Areas – Stone And Clay Extraction	Approved proposals for stone and clay extraction are located within the preferred areas.	1. Highmoor, Bramham – 960,000 tonnes. 2. Hook Moor, Micklefield – 8.8 million tonnes . 3. Kings Road, Bramhope – 2.16 tonnes 4. Moor Top, Guiseley – 500,000 tonnes 5. Britannia Quarry, Morley – 960,000 tonnes. 6. Howley Park, Morley – 2.4 million tonnes of clay. Sandstone several million tonnes.	Leeds City Council Development Industry Minerals industry	More than two approved proposals over a two year period are located outside of the preferred areas.
Minerals 7: Provision of Stone For Repairs and Refurbishment of Existing Buildings	Consideration of extraction operations of a limited scale and duration at a specific quarry to meet specific need.	In all applications where a specific need for local stone has been demonstrated consideration is given to the scale and location of extraction methods.	Development Industry Leeds City Council	No specific trigger point required
Minerals 8: Surface Coal And Previously Developed Land	Proposals for redevelopment of land demonstrate that consideration has been given to prior extraction.	Where coal is located on previously developed land prior extraction takes place.	Leeds City Council Coal Producers	No specific trigger point
Minerals 9: Surface Coal And Undeveloped Land	Proposals demonstrate accordance with policy criteria.	Where development takes prevention of sterilisation and community benefits.	LCC Coal Producer	No specific trigger points
Minerals 10: Applications for Mineral Extraction	Approved proposals meet criteria.	All approvals meet the criteria.	Minerals Industry	No specific trigger points required.
Minerals 11: Restoration of Mineral Extraction Sites	There is an agreement on restoration for all minerals schemes granted planning permission.	A restoration scheme has been agreed in all instances.	Minerals Industry Leeds City Council – development control monitoring	No specific requirements
Minerals 12: Aftercare of Restored Proposals	There is an agreement on aftercare for all minerals schemes granted planning permission.	An aftercare scheme has been agreed in all instances.	Minerals Industry Leeds City Council	No specific trigger points.

**Leeds Local Development Framework
Natural Resources and Waste Development Plan Document**

Policy	Key Performance Indicators	Target	Implementation Partners	Trigger point for correction/mitigation measures
Minerals 13: Safeguarding Minerals Processing Sites	Mineral processing sites are safeguarded from development of non minerals related uses.	No loss of minerals processing sites to an alternative use.	Leeds City Council Development Industry Minerals Industry	More than two approved proposals over a two year period result in a loss of minerals processing sites.
Minerals 14: Transport Modes	Wharves and sidings are used for freight purposes.	Diversion of freight from road to rail and canal.	British Waterways Network Rail Canal Boat Operators Association	No specific trigger points.
Waste				
Waste 1: Self Sufficiency for Future Waste Management in Leeds	Existing and new capacity meets annual provision figures.	Waste Targets till 2026 Municipal Waste 383,976 C&I 1,212,000 CD&E 1,556,000 Hazardous Waste 103,026 TOTAL 3,255,002	Waste Industry Leeds City Council Environment Agency DEFRA	Review of waste planning permissions granted over each five year period of the plan.
Waste 2: Safeguarding Existing Waste Management Capacity	Facilities for waste processing are safeguarded from development of non waste related uses.	No loss of waste facilities to an alternative use unless provision made or no need for particular facility proved.	Leeds City Council Development Industry Waste Industry	More than two approved proposals over a two year period result in a loss of m of safeguarded waste management sites (with no demonstration that there is no longer a need or the change of use outweighs the need for waste management)
Waste 3: A City Wide Network of Waste Management Sites and Facilities:	Develop a city wide network of sites in line with the Core Strategy.	A network of sites is developed and meets the criteria.	Leeds City Council Waste Industry	Review of waste planning permissions over a five year period of the plan.
Waste 4: Waste Management	Proposals for waste facilities are	All approved proposals reflect	Leeds City Council	Review of waste planning

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Policy	Key Performance Indicators	Target	Implementation Partners	Trigger point for correction/mitigation measures
Facilities - Permanent Uses	treated as an industrial use of land and have regard for manufacturing and distribution policies.	manufacturing and distribution policies.	Waste Industry	permissions over a five year period of the plan.
Waste 5: Waste Uses Within Existing Industrial Areas	Approved proposals for new waste management facilities are located within existing industrial areas.	Waste uses are located on appropriate sites.	Leeds City Council Development Industry Waste Industry	Review of waste planning permissions over a five year period of the plan.
Waste 6: Strategic Waste Management Sites	Approved proposals for major new waste management facilities are located on the identified strategic waste management sites.	Sufficient sites are available to support provision of strategic facilities.	Leeds City Council Development Industry Waste Industry	Review of waste planning permissions over a five year period of the plan.
Waste 7: Additional Waste Management Sites	Approved proposals for recycling, composting and segregation operations are located on the additional waste management sites.	Sufficient sites are available to support provision of recycling, composting and segregation proposals.	Leeds City Council Development Industry Waste Industry	Review of waste planning permissions over a five year period of the plan.
Waste 8: Waste Proposals at other Locations	Approved waste proposals are situated on the sites identified in policies 5, 6 and 7.	No waste proposals approved at sites other than those identified in policies 5, 6 and 7.	Leeds City Council Development Industry Waste Industry	More than two approved proposals over a two year period are located outside of the identified sites
Waste 9: Waste Management Facilities - Potential Issues and Impacts	Approved proposals meet criteria	All approvals meet the criteria.	Waste Industry	No specific trigger points
Waste 10: Planned Reduction in Landfill	Approved proposals for additional landfill capacity that have demonstrated there is a proven need are located at existing or former quarry sites.	No additional landfill capacity above that already with extant permission.	Leeds City Council Development Industry Waste Industry	More than two approved proposals for additional landfill capacity over a two year period are located outside of existing or former quarry sites.
Waste 11: Waste Disposal - Landfill And Landraising Sites	Number of planning permissions for landfill and landraising.	No additional landfill capacity above that already with extant permission.	Leeds City Council	More than two approved proposals for additional

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Policy	Key Performance Indicators	Target	Implementation Partners	Trigger point for correction/mitigation measures
			Development Industry Waste Industry	landfill capacity over a two year period are located outside of existing or former quarry sites.
Energy				
Energy 1: Wind Energy	Evidence of energy contribution and other benefits outweighing any significant impacts.	All approvals have provided evidence of how energy contribution and other benefits outweigh any significant impacts. To produce 20 MW of grid connected wind energy by 2026.	Leeds City Council Development Industry Energy Industry	More than two refusals over a two year period are based on a lack of evidence to support wind energy.
Energy 2: Micro-Generation Development	Approved applications for micro-generation development meet criteria.	All approvals meet the criteria. To produce 10 MW of grid connected energy by 2026.	Leeds City Council Development Industry Energy Industry	No specific trigger points required.
Energy 3: Heat And Power Recovery	Submission of CHP applications.	CHP applications approved for current and future development. To produce 35 MW of grid connected energy by 2026.	Leeds City Council Development Industry Energy Industry	Review of CHP planning permissions over a five year period of the plan.
Energy 4: Heat Distribution Infrastructure	Approved applications for heat distribution infrastructure meet the criteria.	All approvals for such schemes meet the criteria.	Leeds City Council Development Industry Energy Industry	No specific trigger point.
Water				
Water 1: Water Efficiency	Approved applications for new developments include measures to improve water efficiency and meet the criteria.	All approvals meet the criteria and improve overall water efficiency.	Leeds City Council Development Industry Environment Agency	More than two refusals over a two year period based on a lack of evidence of how the proposal has improved water efficiency.
Water 2: Protection Of Water	The water quality of sensitive water	All approvals have considered water	Leeds City Council	Review of planning

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Policy	Key Performance Indicators	Target	Implementation Partners	Trigger point for correction/mitigation measures
Quality	bodies is protected and applications are refused on grounds of water pollution.	quality and ensured that sensitive bodies are protected.	Development Industry Environment Agency	permissions where water quality has been affected, over a five year period of the plan.
Water 3: Functional Flood Plain	Applications for new development or a change of use are refused if they are located in the functional flood plain.	All approvals for development or a change of use are located outside of the functional flood plain.	Leeds City Council Development Industry Environment Agency	Review of planning permissions where the site is situated in the functional flood plain, over a five year period of the plan.
Water 4: Development In Flood Risk Areas	Applications are refused where flood risk has not been considered and the criteria has not been met.	All approvals meet the criteria and minimise flood risk.	Leeds City Council Development Industry Environment Agency	Review of planning permissions where flood risk has been identified, over a five year period of the plan.
Water 5: Zones Of Rapid Inundation		No increase in number of developments affected by residual flood risk.		
Water 6: Flood Risk Assessments	Approved applications for new developments have considered flood risk and where there is a risk of flooding have submitted a flood risk assessment. Applications are refused on grounds of not submitting a flood risk assessment.	All approvals have considered flood risk and submitted a flood risk assessment where necessary.	Leeds City Council Development Industry Environment Agency	Review of planning permissions where flood risk has been identified, over a five year period of the plan.
Water 7: Surface Water Run-Off	The rate of surface water run-off is not increased through new developments and applications are refused on grounds of increased surface run-off.	All approvals ensure that the rate of surface water does not increase and all criteria are met.	Leeds City Council Development Industry Environment Agency	Review of planning permissions where surface water has increased, over a five year period of the plan.
Air Quality				
Air 1: Low Emissions Strategies	Approved applications for new development have considered low emissions measures.	Reduction in nitrogen dioxide and particulates measured.	Leeds City Council Development Industry	Review of planning permissions where air quality has been affected, over a five year period of

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Policy	Key Performance Indicators	Target	Implementation Partners	Trigger point for correction/mitigation measures
				the plan.
Land				
Land 2: Contaminated Land	Percentage of major site applications for the redevelopment of sites with proven contamination.	Remediation of contaminated land.	Leeds City Council Developers	
Land 2: Development and Trees	Approved proposals protect existing tree cover and propose additional planting	Increases in tree cover.	Leeds City Council Developers	Review of planning permissions where tree cover has not been considered/protected, over a five year period of the plan.

List of Saved UDP Policies to be Replaced by this DPD

- 7.6 The following saved policies from the Leeds Unitary Development Plan (Revised) 2006 are replaced by policies in this Natural Resources and Waste Development Plan Document:

N45, N46, N46A, N46B, GM4, GM4A, EM9, N47, WM1, WM2, WM3, WM4, WM5, WM6, WM7, WM8, WM9, WM10, WM11, WM13, WM14, WM15, WM16, WM17, WM18, N54, N38A, N38B, N39A

8 GLOSSARY of TERMS AND LIST OF ABBREVIATIONS

GLOSSARY

Term	Definition
Aftercare	The treatment of land for a period (usually five years) following restoration to bring the land to the required standard so that it is fit for its agreed after-use.
After-use	The use (nominally for agriculture, forestry or amenity) that land is put to once restored following mineral working
Aggregates	Materials such as sand and gravel and crushed rock used in the construction industry for purposes such as concrete and roadstone.
Agricultural Waste	Waste from premises used for agriculture within the meaning of the Agriculture Act 1947.
Ancient Woodland	An area of woodland which has had a continuous history of tree cover since at least 1600.
Apportionment	The County's share of Regional aggregate provision
Aquifer	A water bearing geological formation.
Area of Search	A broad area within which some mineral extraction may be acceptable subject to detailed consideration.
Biodiversity Action Plan (BAP)	A strategy for conserving, restoring, enhancing and creating habitats of importance.
Commercial and Industrial Waste (C&I) Waste	Broadly, <i>commercial waste</i> is classified as waste arising from wholesalers, catering establishments, shops and offices (in both the public and private sectors) while <i>industrial waste</i> is waste arising from factories and industrial plants. Neither of these categories includes consideration of wastes from the construction, demolition and excavation sectors.
Composting (Aerobic Digestion)	A biological process in which biodegradable wastes such as garden and kitchen wastes are decomposed in the presence of air by the action of micro-organisms (for example bacteria and fungi).
Construction and Demolition and Excavation Waste	Construction and demolition waste (C&D waste) includes hard C&D and excavation waste materials as separately defined in this glossary. These waste materials arise as a direct result of: <ul style="list-style-type: none"> § the total or partial demolition of buildings and/or civil engineering infrastructure; or § the construction of buildings and/or civil engineering infrastructure.
Development Plan	Statutory documents produced under the Planning Acts that set out the planning policies and proposals for the operational development and use of land. Decisions on planning applications

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	must conform to the development plan, unless material considerations indicate otherwise.
Development Plan Document (DPD)	A term introduced by the Planning and Compulsory Purchase Act 2004. DPDs are part of the Local Development Framework for an area. The Council is required to produce the following DPDs to guide future land use and other spatial planning matters: A Core Strategy, site specific allocations of land or thematic policies, a proposals map, and area action plans (where needed). Together the DPDs form the statutory development plan.
Energy Recovery	The production of energy in the form of electricity, heat and/or gas through the biological or thermal treatment of waste in a controlled environment.
Environment Agency	Regulatory Authority formed in 1996, combining the functions of the former National Rivers Authority, Waste Regulation Authorities and Her Majesty's Inspectorate of Pollution.
Excavation waste	Includes both clean and contaminated waste soil, stone and rocks arising from land levelling, civil works and/or general foundations.
Fluvial	The term fluvial refers to rivers, river waters or any plants and animals that inhabit them
Groundwater	Water within soil, sediments or rocks below the ground surface. Water contained within underground strata is referred to as an aquifer
Hazardous Waste	Specifically defined in European law as those wastes featuring on a list - the European Waste Catalogue (EWC), drawn up by the European Commission because they possess one or more of the hazardous properties set out in the Hazardous Waste Directive
Impermeable	An impermeable surface is one which does not allow the passage of water through it and which water therefore will run off
Inert waste	Waste that does not undergo any significant physical, chemical or biological, transformations.
Landbank	A stock of mineral reserves with planning permission for their winning and working.
Local Development Framework (LDF)	A term introduced by the Planning and Compulsory Purchase Act 2004, the LDF comprises a suite of documents, which together guide future development for a local area. In addition to DPDs, the LDF must contain a Local Development Scheme (which sets out the timetable for completing each document), a Statement of Community Involvement (which sets out how the Council will involve local people and stakeholders in decision-making on planning matters), and an Annual Monitoring Report. Additionally, Supplementary Planning Documents can be prepared to provide additional detail on areas of planning policy not contained in DPDs.
Landfill and Landraise	Two main ways of disposing of waste to land. Landfill is when a large hole, usually an old quarry is filled up with waste whereas land raise operations place waste on top of existing land levels thus raising the height of the land.
Major Development Mineral Consultation Area	An area identified in order to ensure consultation between the

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	relevant LPA and the Mineral Planning Authority before certain non-mineral planning applications made within the area are determined.
Mineral Planning Authority (MPA)	An organisation with statutory planning powers relating to minerals development
Municipal Waste (MSW)	Municipal waste includes household waste and any other wastes collected by waste collection authorities (or their 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.
National Planning Policy Framework (NPPF)	The NPPF sets out the Government's planning policies for England and how these are expected to be applied.
Opencast Working	A form of surface mining to win minerals.
Permeable	A permeable surface is any surface which will allow the passage of water through it; for example gravel is permeable, while tarmac is not. Different surfaces have differing levels of permeability and when saturated, water will run off permeable surfaces.
Permitted Development Rights	Rights to carry out certain limited forms of development without the need to make an application for planning permission, as granted under the terms of the Town and Country Planning (General Permitted Development) Order 1995.
Planning Conditions	Conditions attached to a planning permission for the purpose of regulating and controlling the development.
Primary Aggregates	Naturally occurring sand, gravel and crushed rock used for construction purposes.
Reclamation of mineral workings	The combined processes of Restoration and Aftercare following completion of mineral working.
Recycled Aggregates	Aggregates produced from recycled construction waste such as crushed concrete, planings from road surfacing etc.
Restoration	Operations designed to return an area to an acceptable environmental state, whether for the resumption of the former land use or for a new use following mineral working. Involves the reinstatement of land by contouring, the spreading of soils or soil making materials etc.
Saved Policies	As part of the local planning context, the City Council's Unitary Development Plan (UDP, which was adopted in August 2001, was followed by a selective UDP review (adopted in July 2006). Under the Local Development Framework transitional arrangements, policies in the UDP are 'saved' for an initial period of 3 years or until they are replaced by LDF policies and documents. See the link below for further details. http://www.leeds.gov.uk/page.aspx?pageidentifier=6e8fe6ea-41bb-4840-b9df-efe98b3a4e65
Scheduled Ancient Monuments	Nationally important monuments and archaeological areas that are

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	protected under the Ancient Monuments and Archaeological Areas Act 1979.
Secondary Aggregates	By-product wastes e.g. power station ash and colliery spoil that can be used for low-grade aggregate purposes, either solely or mixed when mixed with primary aggregates.
Sites of Special Scientific Interest (SSSIs)	Sites that are notified and protected under the Wildlife and Countryside Act 1981 on account of their flora, fauna, geological or physiographical features.
Special Area of Conservation (SAC)	An SSSI considered being of international importance designated under the EC Directive on the Conservation of Natural Habitats and of Wild Fauna and Flora.
Statement of Community Involvement (SCI)	A document that sets out the planning authority's intended consultation strategy for different elements of the planning process. This is a requirement brought in by the Planning and Compulsory Purchase Act 2004.
Sterilisation	When a change of use or the development of land prevents possible mineral exploitation in the foreseeable future.
Strategic Environmental Assessment (SEA)	An evaluation process for assessing the environmental impacts of plans and programmes. SEA is a statutory requirement introduced through an EU Directive.
Supplementary Planning Document (SPD)	A document that expands on policies set out in a DPD or provides additional detail.
Sustainability Appraisal (SA)	An evaluation process for assessing the environmental, social, economic and other sustainability effects of plans and programmes. SA is a statutory requirement introduced by the 2004 Planning Act.
Thermal Treatment (Incineration)	The burning of waste at high temperatures. This reduces its volume by turning it to ashes and also generates heat, which may be used to generate electricity. Some industrial processes co-incinerate (mix waste with conventional fuels) to produce energy. Thermal Recovery facilities use waste to generate heat/electricity and are also known as Energy from Waste plants (EfW).
Waste Transfer Stations (WTS)	Facilities for receiving and "bulking up" waste before its onward journey for treatment, recycling or disposal elsewhere. They are used to transfer waste from smaller road vehicles to vehicles with greater capacity or trains /barges, thus reducing the related traffic.
Yorkshire and Humber	A regional body comprising of representatives from local authorities and other economic, environmental and social organisations. Responsible for preparing the Regional Spatial Strategy before its abolition in July 2010.

LIST OF ABBREVIATIONS

AAP	Area Action Plans
AMR	Authority Monitoring Report
AQMA	Air Quality Management Area
BAT	Best Available Techniques
BAP	Biodiversity Action Plan
BGS	British Geological Survey
BMW	Biodegradable Municipal Waste
C,D&E	Construction, Demolition and Excavation Waste
CHP	Combined Heat and Power
C&I Waste	Commercial and Industrial Waste
CNG	Compressed Natural Gas
DCLG	Department for Communities and Local Government
DPD	Development Plan Document
DPH	Dwellings Per Hectare
EF	Ecological Footprint
ELV	End of Life Vehicles
GDP	Gross Domestic Product
IAO	Issues and Alternative Options Paper
IWS	Integrated Waste Strategy
LATS	Landfill Allowance Trading Scheme
LCC	Leeds City Council
LDD's	Local Development Documents
LDF	Local Development Framework
LNK	Local Nature Reserve
LPG	Liquefied Petroleum Gas
MPA	Mineral Planning Authority
MPG	Minerals Policy Guidance
MPS	Minerals Planning Statements

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MSA	Mineral Safeguarding Areas
MSW	Municipal Waste
NPPF	National Planning Policy Framework
NRFA	Natural Resource Flow Analysis
NRWDPD	Natural Resources and Waste Development Plan Document
PPC	Pollution Prevention Control
REAP	Resource and Energy Analysis Programme
RPB	Regional Planning Bodies
RSS	Regional Spatial Strategy
RTAB	Regional Technical Advisory Body
SAMs	Scheduled Ancient Monuments
SSSIs	Sites of Special Scientific Interest
SAC	Special Area of Conservation
SCI	Statement of Community Involvement
SEA	Strategic Environmental Assessment
SFRA	Strategic Flood Risk Assessment
SPD	Supplementary Planning Document
SA	Sustainability Appraisal
UDP	Unitary Development Plan
WDA	Waste Disposal Authority
WEEE	Waste Electrical and Electronic Equipment Directive



Report to Leeds City Council

by Melvyn Middleton BA(Econ) Dip TP Dip Mgmt MRTPI

an Inspector appointed by the Secretary of State for Communities and Local Government

Date 7th December 2012

PLANNING AND COMPULSORY PURCHASE ACT 2004 (AS AMENDED)

SECTION 20

REPORT ON THE EXAMINATION INTO THE LEEDS NATURAL RESOURCES AND WASTE

LOCAL PLAN

Document submitted for examination on 22 July 2011

Examination hearings held between 15 November and 7 December 2011

File Ref: PINS/N4720/429/9

Abbreviations Used in this Report

AA	Appropriate Assessment
BGS	British Geological Survey
CDE	Construction, Demolition and Excavation
CG	Companion Guide to Planning Policy Statement 10: <i>Planning for Sustainable Waste Management</i>
C&I	Commercial and Industrial
CS	Core Strategy
CSCS	Consolidated Schedule of Changes for Submission
DP	Development Plan
DPD	Development Plan Document
Framework	National Planning Policy Framework
HRA	Habitats Regulations Assessment
LCC	Leeds City Council
LDD	Local Development Document
LDF	Local Development Framework
LDS	Local Development Scheme
LP	Local Plan
LPA	Local Planning Authority
MM	Main Modification
MPA	Mineral Planning Authority
MSA	Mineral Safeguarding Area
MSW	Municipal Solid Waste
NP	National Park
NRWLP	Natural Resources and Waste Local Plan
PD	Publication Document
Plan	Leeds Natural Resources and Waste Local Plan
PMS	Proposed Modifications at Submission
PPS	Planning Policy Statement
RAWP	Regional Aggregates Working Party
RSS	Regional Spatial Strategy for Yorkshire and the Humber 2008
SA	Sustainability Appraisal
SCI	Statement of Community Involvement
SCS	Sustainable Community Strategy
tpa	tonnes per annum
UDP	Unitary Development Plan
WFD	Waste Framework Directive
WSE	Waste Strategy for England

Non-Technical Summary

This report concludes that the Leeds Natural Resources and Waste Local Plan provides an appropriate basis for the planning of the City over the next 15 years providing a number of modifications are made to the Plan. The Council has specifically requested that I recommend any modifications necessary to enable them to adopt the Plan. All of the modifications to address this were proposed by the Local Planning Authority and I have recommended their inclusion after full consideration of the representations from other parties on these issues.

The modifications can be summarised as follows:

- the insertion of a policy and supporting text confirming the Council's commitment to the presumption in favour of sustainable development as set out in the National Planning Policy Framework;
- revisions to the justification for the strategic objectives that seek to achieve sustainable minerals development and make better use of the water and rail transportation networks;
- changes to the minerals and waste targets and their justifications and revisions to the monitoring framework;
- the safeguarding of viable sand and gravel resources under the urban area;
- a change to the policy that seeks to prevent the extraction of sand and gravel within the Wharfe Valley to the east of Pool to enable it to be justified;
- revisions to the policies and supporting texts that seek to safeguard minerals and transport interchange sites, in order to justify them;
- an explanation of the provisions and opportunities for the treatment of hazardous waste;
- changes to the *Strategic Waste Management Sites* Policy to make it effective;
- the identification of policies in the existing Unitary Development Plan that are to be replaced by the policies of this plan;
- a number of other changes to make the Plan compliant with the National Planning Policy Framework;
- a number of other changes that ensure the effectiveness of the Plan.

Introduction

1. This report contains my assessment of the Leeds Natural Resources and Waste Local Plan (NRWLP) (the Plan) in terms of Section 20(5) of the Planning & Compulsory Purchase Act 2004 (as amended). It considers whether the Plan is sound and whether it is compliant with the legal requirements. The National Planning Policy Framework (the Framework), at paragraph 182, makes it clear that to be sound a Local Plan (LP) should be positively prepared, justified, effective and consistent with national policy.
2. The starting point for the examination is the assumption that the Local Planning Authority (LPA) has submitted what it considers to be a sound plan. The basis for my examination is the draft NRWLP of November 2010 as amended by the Consolidated Schedule of Changes for Submission (CSCS) in July 2011.
3. My approach to this Examination has been to work with Leeds City Council (LCC) and other participants in a positive, solution-orientated and consensual manner, aimed at resolving differences and overcoming any potential unsoundness in the Plan. All of the twenty nine representors to the pre-submission Plan were consulted about the post-publication changes. Fifteen of them maintained their objection(s) and nine of these participated in the main Hearing sessions, held in November 2011, along with representatives of LCC. A subsequent Hearing session was held three weeks later to resolve some of the outstanding matters.
4. In addition to the Hearing Sessions, I have examined this plan by correspondence with LCC and representors. This process concluded in August 2012 when I was satisfied that the sum of the changes proposed by LCC would make the plan sound.
5. With the exception of the changes, about which there were outstanding objections at the time of submission or subsequent concerns on my part, which are discussed below, the post publication changes (CSCS), which were themselves the subject of additional public consultation, have been accepted by me and do not require further endorsement.
6. In March 2012, the Government published the Framework, which combined previous national planning policies (e.g. in various Planning Policy Statements (PPS)) into a shorter, comprehensive document. The change did not affect waste policy, which is still set out in PPS10: *Planning for Sustainable Waste Management* but it did change national minerals policy. I arranged for additional consultation to be undertaken into the ramifications of the changes to the non-waste aspects of national policy on the soundness of the Plan. I have taken the additional representations received, as a result of this consultation, into account when writing this report.
7. LCC suggested further schedules of Significant and Minor Changes during the course of the examination, including changes to reflect the introduction of the Framework. My report only deals with the additional Significant Changes (now known as Main Modifications) that are needed to make the Plan sound and legally compliant and they are identified in bold in the report (**MM**). In

accordance with section 20(7C) of the 2004 Act LCC requested that I should make any modifications needed to rectify matters that make the Plan unsound/not legally compliant and thus incapable of being adopted. All of the necessary changes have been proposed by LCC and are presented in Appendix A.

8. None of these MMs materially alter the substance of the plan and its policies, or undermine the sustainability appraisal (SA)¹ and participatory processes previously undertaken. Nevertheless, all of the changes that LCC has proposed, following the submission of the plan, have been advertised, publicised on the Council's web-site and notified to all representors. I have taken the representations made in response to this further consultation into account when writing this report.
9. Some of the changes put forward by LCC are factual updates, corrections of minor errors or other minor amendments in the interests of clarity. As these changes do not relate to soundness they are a matter for LCC and not myself and are generally not referred to in this report. However, I endorse LCC's view that they improve the plan.
10. References in my report to documentary sources are provided in footnotes, quoting the reference number in the examination library [] where appropriate.

Assessment of Soundness

Preamble

11. The Plan has been prepared in order to provide a framework for the forward planning of minerals, waste, energy, air quality, water and land in the City. It will act as a thematic plan for these aspects of planning within Leeds and contains the long term spatial vision and strategic policies required to deliver the key objectives for resources and waste development up to 2026, including a more efficient use of natural resources. It also contains site specific policies and proposals for minerals and waste, identifying individual sites for future minerals extraction and waste management development, together with a limited range of policies, which will be used to assess planning applications associated with development concerning waste and natural resources.
12. The simultaneous assessment of the soundness, of both strategic and site specific policies, offers the opportunity to consider the interaction of the strategic and implementation aspects of planning, as well as the inter-relationship between minerals and waste planning together. This enables the effectiveness and deliverability of the strategic policies to be tested at the site development level and enables a full consideration and a better assessment as to whether the strategic objectives and policies are capable of being implemented in full.
13. In November 2011, the Localism Act received Royal Assent. In consequence no further Regional Strategies will be prepared. However, the Yorkshire and Humber Plan 2008, Regional Spatial Strategy (RSS) to 2026 remains in force

¹ Natural Resources and Waste, Sustainability Appraisal, LCC, November 2010.

pending any response to the consultation on environmental assessment initiated by the Department for Communities and Local Government and further orders being laid before Parliament. This document is therefore currently a part of the Development Plan (DP) for Leeds.

14. In addition to being justified, effective and consistent with national policy, Paragraph 182 of the Framework adds 'positively prepared' to the tests of soundness. This means that the plan should be based on a strategy, which seeks to meet objectively assessed development and infrastructure requirements, consistent with achieving sustainable development. I consider the plan's compliance with this additional test of soundness, along with the other three, in the body of the report.
15. In order to clearly reflect the Framework's presumption in favour of sustainable development and be compliant with national policy, **(MM2)** is necessary for soundness. It adds a short section to the Policy element of Chapter 2 that now contains the new model policy and appropriate explanatory text. The introduction of the Framework has meant that a number of references to PPSs (not PPS10) should be replaced by references to the relevant parts of the Framework. The document should also be formally referred to as a LP. In addition to those specifically referred to in this report, I have assumed that LCC will make all of the other changes necessary, to enable the plan to reflect the changed national policy background, as a part of its Further Changes.

Main Issues

16. Taking account of all the representations, written evidence and the discussions that took place at the examination hearings I have identified twelve main issues upon which the soundness of the Plan depends.

Issue 1 –Are the Vision and Strategic Objectives sufficiently focussed, spatial and locally distinctive?

17. Leeds' Local Development Framework (LDF) Spatial Vision expects Leeds to be a distinctive, competitive, inclusive and successful City, for the benefit of its communities, now and in the future. The Plan translates this into visions for the topics that it covers and each is provided with a set of strategic objectives. A city that has an efficient use of natural resources, a zero waste - high recycling society, a low carbon economy and a high level of environmental protection is the aim of this plan. The visions and the accompanying strategic objectives are either a response to central government policy or seek to contribute to wider local policy objectives.
18. Leeds is a large metropolitan city and consumer of natural resources. The plan recognises that its ecological footprint involves the consumption of natural resources at a rate that is nearly double what is sustainable in the long term. The spatial visions and objectives seek to reduce this unsustainable consumption, although the actual achievement of a low carbon economy was somewhat vague.

19. During the examination, the Council proposed a new paragraph (after 2.27) to explain and justify the reasoning behind the strategic objective that seeks to improve sustainability by making better use of water and rail transportation networks. I endorse this change (**MM1**), which helps to justify how LCC will seek to assist the achievement of its vision of a low carbon economy.
20. Overall, the spatial vision and strategic objectives are justified in this LP and its evidence base and their emergence can be tracked through the various stages of plan preparation². From the beginning they have been informed by engagement with stakeholders and the community through the consultation process³. They are aligned with the Sustainable Community Strategy (SCS)⁴.
21. I am satisfied that the objectives, both individually and collectively, reflect national policy, help to deliver the topic visions and the overall vision and provide a framework for the plan's policies and proposals. Consequently, I consider that the visions and strategic objectives, as now justified, provide a sound, relevant and locally distinctive basis for the Plan.

MINERALS

Minerals Strategy

Issue 2 –Is the Minerals Strategy soundly based?

22. The Plan's original objectives for minerals recognised that they are a finite resource that can only be worked where they are found. The text also pointed out that minerals are a key resource that is vital for growth and a strong economy. However, the narrow set of objectives taken from Minerals Policy Statement 1: *Planning and Minerals* only concentrated on making sufficient provision for future needs, safeguarding resources and providing clear policy direction in relation to ancillary or secondary mineral development, restoration and aftercare. These do not comprehensively reflect the wider national context that now gives an increased focus on the achievement of sustainable development or the plan's wider visions and objectives, including the desired reduction in Leeds' ecological footprint.
23. Their replacement by a more comprehensive set of objectives for sustainable minerals planning (**MM3**) that better reflects the plan's overall vision and objectives for the use of natural resources, as well as national guidance now contained in the Framework, ensures consistency. This suggested change to paragraph 3.1 is appropriate. I endorse it to secure soundness in terms of an effective and justified plan that is compliant with overall national policy requirements.

² Issues and Alternative Options Report, 2008, Policy Position Report 2010, NRWLP Publication Document, 2010.

³ Vision for Leeds 2004 and 2011, Issues and Alternative Options Consultation Report, 2009, Consultation on Publication NRWLP, 2010.

⁴ Vision for Leeds 2004 – 2020, Sustainable Community Strategy, Leeds Initiative, April 2004.

Aggregates extraction

Issue 3 – Are the provisions in the plan for the supply of aggregates from within Leeds appropriate?

24. Policy Minerals 1: *Provision of Aggregates* deals with the provision of aggregates. It is accompanied by supporting text and there is a Minerals Topic Paper that, although providing background information, was not referred to in the submitted plan.
25. The Yorkshire and Humber Regional Aggregates Working Party (RAWP) is responsible for producing annual monitoring reports detailing levels of aggregate production and reserves for the region (the latest refers to 2009). It also produces forecasts of regional aggregate consumption and apportionments of production to meet this need. These were used in the RSS.
26. As submitted, the Plan sought to contribute to the regional apportionment of aggregates agreed by the RAWP in conjunction with other West Yorkshire District Councils. However, neither the Plan nor the Topic Paper demonstrated how this was to be achieved. Additionally, neither sought to disaggregate production below the sub-regional level or to extrapolate even the sub-regional forecasts beyond 2016. The Framework suggests that the time horizon of LPs should be 15 years and that they should take account of longer term requirements. There was also no agreement as to how the sub-regional apportionment would be sub-divided among the constituent authorities. In consequence this aspect of the plan had not been positively prepared and could not be effectively delivered or monitored. There was also no reasoned justification for LCC's course of action, which was contrary to national guidance and therefore unsound.
27. In consultation with the other West Yorkshire authorities, LCC has now produced a Local Aggregate Assessment. It has extrapolated the RAWP forecasts for sand and gravel and crushed rock to 2026 and disaggregated the total production to create a local target for Leeds, whilst demonstrating where the remainder of the West Yorkshire supply could come from. These revisions have been incorporated into an updated Minerals Topic Paper (**MM20**) that is referred to in paragraph 3.3 (**MM4**) in the context of the plan's updated objectives for minerals. Based on the Local Aggregate Assessment, Leeds has now set itself targets for aggregate provision, which seek to produce 146,000 tonnes per annum of sand and gravel and 440,000 tonnes per annum of crushed rock. These have been incorporated into Policy Minerals 1: *Provision of Aggregates* (**MM6**).
28. In March 2011 the RAWP agreed that on an interim basis aggregate provision in Mineral Planning Authorities (MPAs) should be based on historic shares over a rolling seven year period. Unfortunately, for confidentiality reasons, there are no historic figures for sand and gravel production in West Yorkshire in the 2009 report. Consequently, the sub-regional forecast to 2026 for sand and gravel is an extrapolation of the RAWP's apportionment to 2016 made for the RSS but tempered by the revised national apportionment (2009). The crushed rock target (1.1 million tonnes) is based on the rolling seven year average in 2009. Leeds has also assumed that it will provide

40% of production⁵ in both aggregate sectors, with the remainder distributed among the other four West Yorkshire authorities.

29. National Policy, as now expounded in the Framework, requires MPAs to secure an adequate and sustainable supply of minerals. This is to be achieved by minimising the contribution from quarried minerals and maximising the use of recycled construction, demolition and excavation (CDE) waste, the waste from minerals processing, and marine aggregates. The plan makes a strong commitment to maximising the use of indigenous alternative/recycled material. Recyclable CDE waste from Leeds is expected to increase by more than 10% over the next decade, contributing over 100,000 tonnes of additional material to the aggregate equation. Marine sand and gravel is also expected to make a significant impact after 2021. These considerations are now given appropriate status in Policy Minerals 1: *Provision of Aggregates* and its supporting text (**MMs5&6**), with Leeds committing itself to reducing the amount of primary minerals used through more recycling and the increased use of marine aggregate.
30. The forecasts that the RAWP produced for the RSS were based on an assessment of aggregate production and sales over the period 1997 to 2001. The RSS's apportionments to 2016 were based on the maintenance of these shares. Although West Yorkshire contains over 40% of the population of the Yorkshire and Humber region and has probably consumed a slightly higher proportion of the minerals used in the region in the recent past, in recent times it has contributed less than 10% to the supply of aggregates consumed in the region. Leeds appears to have contributed more to sub-regional mineral production than its share of the West Yorkshire population would suggest but there was still a substantial deficit.
31. The relatively small contribution to regional minerals production from Leeds and West Yorkshire is a product of a number of factors, not least the consideration that minerals can only be worked where they are found and even then their exploitation has to be economically viable. Apart from aggregates and coal, very few minerals are now worked in West Yorkshire, although Leeds is self-sufficient in brick clay and exports bricks. The quality of the aggregate now found in West Yorkshire is not of a high standard. In consequence the best that can be hoped for from this plan is that production of locally sourced minerals is sufficient to meet the sectors of the market that they are able to supply.

Crushed Rock

32. At the time the plan was submitted, the estimated land bank for crushed rock in West Yorkshire stood at 28 years. Nearly half of the 27 million tonnes of reserves identified in 2009 were in Leeds. Unfortunately the quality of the material makes it unsuitable for use in adoptable road construction, asphalt and concrete production. Most of the hard aggregate used in these processes comes from the Peak District and Yorkshire Dales National Parks (NPs). National policy seeks to minimise extraction within NPs because of the environmental damage to their scenic beauty this can

⁵ This is based on the approximate distribution of West Yorkshire's population and likely consumption of minerals between the constituent authorities.

cause. However, in the absence of suitable material in Leeds or the rest of West Yorkshire, it is difficult to see what can be done to reduce the reliance on NP produced aggregate in the context of this plan.

33. Seven quarries within Leeds produce sand from crushed rock, either as a primary product or as the by-product of building stone production. **MM10** confirms that quarries that produce building stone also help to maintain the provision of aggregate. If the preferred area for limestone production at Hook Moor results in the development of a quarry, then this alone could add 6.8 million tonnes of crushed rock to the reserves as a by-product of building stone extraction. Even without this, the revised apportionment (**MM8**) suggests that the crushed rock land bank for the sub-region (including Leeds) still has capacity to satisfy anticipated demand for nearly 30 years.
34. Whilst the projections are based on historic sales generated in West Yorkshire, in the absence of a detailed breakdown of demand for different types and qualities of aggregate, it is difficult to do otherwise. In any event, given the circumstances vis-à-vis the permitted reserves, there is no reason to suppose that Leeds will not continue to maximise its production of crushed rock and its by-products to the extent that there is market demand for the second class material that it can produce, for the duration of the plan period and beyond. Geological conditions dictate that any desirable and sought after reduction in output from the NPs would have to be sourced elsewhere.

Sand and Gravel

35. The RSS says that the sub-regional aggregate apportionments should be updated in a review of the Plan, in particular by taking account of the second phase of the Yorkshire and Humber Sand and Gravel Study⁶. This study, which was published in 2007, included an appraisal of five apportionment options. It concluded that an option which gave priority to the need to reduce transport distance was the most appropriate and therefore suggested an increase in the West Yorkshire apportionment from 7.5% to 31%.
36. The industry cast doubts upon its ability to increase production within West Yorkshire to the suggested levels and made representations to that effect. This was primarily because of the nature and quality of the resource. British Geological Survey (BGS) were subsequently commissioned to undertake a further review in 2009⁷. This found that exploitable sand and gravel resources in West Yorkshire are relatively limited, there being insufficient volumes of the material on most sites to merit extraction. Because of natural and environmental considerations, within an area with a high population density, most potential sites are difficult to extract commercially. The study therefore concluded that any additional reserves that could be identified are likely to have minimal to moderate impact on the total stock of permitted regional reserves and that the potential for an increased sub-regional apportionment for West Yorkshire is therefore limited.
37. Unfortunately there has not been a review of the RSS, an update in forecasts

⁶ Phase 2 Sand and Gravel Study for Yorkshire and Humber: Appraisal of Apportionment Options, Land Use Consultants, 2007.

⁷ West Yorkshire Sand and Gravel Resources: Investigating the potential for an increased sub-regional apportionment, British Geological Survey, 2009.

or new agreed apportionments produced by the RAWP. The evidence before this examination nevertheless suggests that there is merit in the BGS's conclusions. Production that recently occurred in three West Yorkshire authorities is now restricted to Leeds and to one remaining site where production decreased from over 200,000 tonnes per annum before 2007 to little more than 50,000 tonnes in 2009 and subsequent years. Although the sub-region probably has only about a year's nominal land bank for sand and gravel, there is no evidence to suggest that the industry is keen to increase production and land banks through the submission of planning applications.

38. To what extent the reduction in output is a product of the recession rather than the availability of better quality reserves in more easily exploited parts of the region, albeit in less sustainable locations, is difficult to assess. The 2007 report⁶ suggested that at that time the region had a shortfall of permitted reserves of 32 million tonnes for the period 2006-21 and by implication that additional resources needed to be identified for the period beyond 2015. In this context, the current level of sand and gravel production in Leeds and West Yorkshire points to an urgent need for an up-to-date regional assessment.
39. Notwithstanding the above, Leeds and its neighbours have agreed on an apportionment of 5.5 million tonnes for the plan period and identified five specific sites from which over 8.0 million tonnes could be extracted, subject to industry interest. The revised Minerals Topic Paper⁸ also identifies other opportunities within Leeds. By comparison the BGS 2009 report⁷ states that industry sources estimate that between 6 and 15 million tonnes could be extracted in total in West Yorkshire. Two of the proposed sites and over half of the potential output are in Leeds. Evidence at the Examination from both Wakefield and Leeds City Councils suggested that with the improvement of market conditions and interest from the industry, all the potential reserves that have been identified are physically capable of exploitation. However, the quality of most of the material is currently an unknown.
40. Additionally, as well as encouraging the further recycling of CDE and mineral waste and making provision within the plan for this to happen, LCC is leading work that seeks to facilitate the wider use of marine aggregates in the region. Some of the country's most extensive marine sand and gravel deposits lie off the Yorkshire coast but none currently enters the regional market beyond Hull. These initiatives could reduce the demand for quarried aggregates and conserve what is becoming a scarce resource in this region. I therefore consider the plan's apportionment for sand and gravel to be appropriate, deliverable and in accordance with national policy.
41. **MM6** revises Minerals Policy 1 to include annual apportionments for crushed rock and sand and gravel. It also makes it clear that LCC is working in conjunction with the other West Yorkshire Metropolitan District Councils to achieve the agreed targets. Amendments to the supporting text link the policy to the revised Mineral Topic Paper. I am satisfied that given the overall circumstances, the provisions in the Plan for the supply of aggregates from within Leeds are appropriate. With the above changes, I also consider

⁸ Updated Minerals Topic Paper, Leeds City Council, July 2011.

that this aspect of the Plan has now been positively prepared and LCC's approach to be justified, effective and in accordance with national guidance and therefore sound.

Minerals Safeguarding

Issue 4 – Should the sand and gravel resources under the urban area be safeguarded?

42. The Framework requires mineral resources to be safeguarded as far as possible, in order that proven deposits are not needlessly sterilised by non-mineral development. It says that LPAs should define Minerals Safeguarding Areas (MSAs) and set out policies to encourage the prior extraction of minerals where practicable and environmentally feasible.
43. Following representations from the Coal Authority the extensive coal deposits under the developed part of Leeds were safeguarded and became the subject of a criteria-based policy that seeks to secure the recovery of deposits of coal from below major development sites where it is economic to do so. Other minerals, particularly sand and gravel, which are present under parts of the Leeds urban area, were not safeguarded in the submitted plan.
44. Whilst recognising that not all safeguarded land will be worked for minerals, the BGS advises that the safeguarding of minerals should not be constrained, by other planning designations such as urban areas, without sound justification⁹. There is no such justification in the plan or its supporting documents. The BGS advice also specifically refers to the need to highlight the existence of river terrace sand and gravel resources, where they exist, beneath potential regeneration projects and brownfield sites. A number of areas within the Aire valley fall into this category.
45. Given the locational constraints on mineral working and the difficulty in finding suitable new sites in order to maintain the supply of materials to support economic growth, it is imperative that scarce minerals are protected for the long term. Sand and gravel resources, because they tend to be associated with river valleys where there are existing settlements and continual development pressures, are particularly vulnerable. Sand and gravel resources are not plentiful in West Yorkshire. In order to maximise indigenous supply and minimise unsustainable movements of sand and gravel and the exploitation of substitute crushed rock in the NPs, over the long term it is essential that all economic resources within Leeds are exploited.
46. Defining MSAs, alongside environmental and cultural designations, also ensures that the impact of any proposed development/redevelopment on mineral resources will be able to be taken into account, alongside other considerations, when development decisions are being made.
47. Arguments about sterilising redevelopment and thwarting regeneration do not stand up to scrutiny. If considered early enough in the development process, prior extraction need not delay essential development and in some

⁹ Mineral Safeguarding in England: *good practice advice*, British Geological Survey, 2011.

instances the commercial value of the extracted mineral can help to support marginal regeneration projects. **MM7** recognises the benefits of identifying potentially recoverable sand and gravel from under parts of the Leeds Urban Area. It establishes an appropriate, criteria-based policy (Minerals 2) against which proposals to remove sand and gravel from under such sites can be assessed.

48. **MM20** identifies the safeguarded areas of sand and gravel deposits under the Leeds Urban Area. **MM7** also combines and revises former Policies Minerals 8: *Surface Coal and Development Sites* and Minerals 9: *Surface Coal and Non-development Sites* as new Policy Minerals 3 so that common criteria apply to the assessment of proposals that could sterilise coal and sand and gravel deposits. The change also introduces new text and revises existing text that explains and supports the policies.
49. LCC also now recognises that valuable mineral resources may also exist outside of the identified MSAs. **MM7**, in its change to paragraph 3.8, recognises this and encourages developers to explore the potential for prior extraction in such cases.
50. I conclude that following the proposed changes concerning the safeguarded areas, this part of the plan has been positively prepared. The changes justify this aspect of the plan, enable it to be compliant with national guidance and thereby make it sound.

Proximal Development

Issue 5 - Should mineral extraction and mineral processing sites be protected from incompatible forms of other development by buffer zones?

51. Policy Minerals 2: *Mineral Safeguarding Areas* says that "minerals resources will be protected from development, which could sterilise them for future use", whilst Policy Minerals 3: *Safeguarding Existing Mineral Extraction Sites* says that "existing minerals sites will be safeguarded to ensure that mineral reserves are not compromised by other forms of development". Policy Minerals 13: *Safeguarding Minerals Processing Sites* similarly safeguards minerals processing sites against alternative uses.
52. However, as defined, the mineral sites do not extend beyond the limits of the planning permission, allocation or preferred area. The Framework requires MPAs to define Minerals Consultation Areas based on MSAs and to include them in their LPs. The BGS advice⁹ also says that it may often be appropriate to extend the MSA beyond the resource boundary to take account of risks from non-mineral development.
53. The minerals industry advocated the creation of buffer zones around the designated areas on a similar basis to that now required by minerals policy in Wales and as already applied by a number of County MPAs in their LPs. In response LCC, whilst recognising the importance of preventing incompatible development close to minerals sites, pointed out that in most cases the buffer zones would encompass open farmland and woodland within the adopted Green Belt. Additionally some zones, when defined, could affect

existing property and give rise to concerns that might never arise, whilst as the safeguarded sites would be defined on the proposals map, they would be evident to anyone considering development within the vicinity in any event.

54. The minerals processing sites already exist but are primarily within industrial areas and surrounded by existing development. The inclusion of buffer zones around minerals processing sites would not afford them additional protection and their existence would be obvious to anyone considering using or redeveloping adjacent land.
55. Nevertheless, LCC did agree to define a buffer zone around every safeguarded site (including canal wharfs and rail sidings) and to include this on its CAPS system¹⁰. This would ensure that any council officer considering a proposal adjacent to a minerals site was alerted to the need to consider the impact of the proposal on the mineral resource or processing site and the impact mineral extraction or processing could have on the proposed adjacent use in the future. It also proposed an additional paragraph after paragraph 3.23 (**MM11**) to alert applicants, considering development on sites adjacent to safeguarded and designated minerals sites, of the need to ensure adequate consideration of the potential impact of mineral extraction and/or processing on the proposed land use.
56. The Framework encourages the efficient use of mineral resources and the inclusion of Minerals Consultation Areas in LPs. This has the dual function of alerting the development industry, as well as the district planning authority in areas with a two tier planning system, to the presence of recoverable minerals on adjacent land and to the fact that the protection of the ability to optimise the extraction of this resource will be a significant material consideration when considering a planning application for development on such land.
57. The absence of such areas in Leeds could result in developers unwittingly bringing forward development proposals that could conflict with future mineral extraction. In this context, I consider the inclusion of "stand-off" areas, backed by an appropriate policy, to be the preferred solution. However, the inclusion of Minerals Consultation Areas in LPs beyond the MSAs is not mandatory. Consequently following the proposed change to the supporting text (**MM11**), I consider the plan's treatment of proximal development to be effective and the plan to be sound in this respect.

Identification of Aggregate Resources

Issue 6 - Is the plan justified in not identifying areas of search for future crushed rock quarries and additional allocations for sand and gravel extraction?

Crushed rock

58. The land-bank for crushed rock in Leeds, at nearly 30 years, is nearly three times that required by the Framework. Because of the quality of the

¹⁰ A computer software system developed by CAPS Solutions Ltd to assist the processing of planning applications.

reserves, for the most part, this resource tends to come as a by-product from the production of building stone. There is no evidence to suggest that output from existing quarries in Leeds is not fulfilling the requirements of those sectors of the aggregate market that the quality of the material enables it to supply.

59. As well as safeguarding existing mineral extraction sites, in its preferred areas for stone and clay extraction (Policy Minerals 6) the plan identifies extensions to five existing quarries, together with a site for a new magnesian limestone quarry at Hook Moor. I consider this provision to be more than adequate to enable the district to use minerals produced locally, rather than importing them from further away, in the sectors where local geology is favourable to such an outcome.
60. In such circumstances, an area of search accompanied by a criteria-based policy that supports the development of crushed rock resources, is not necessary. I conclude that the plan's proposals for crushed rock have been positively prepared, are justified, effective and compliant with national guidance and that this aspect of the plan is sound.

Sand and gravel

61. The Framework points out that each MPA should plan for a steady and adequate supply of aggregates and make provision for the maintenance of land-banks of at least seven years for sand and gravel. The ideal scenario is for sufficient specific sites and/or preferred areas to be identified so that on adoption of the LP there is adequate provision identified to cover the requirements for the LP time frame. Unfortunately this has not been possible in the case of this LP area where the sand and gravel land-bank is currently about a year. Only a site at Otley, which was previously proposed in the UDP, has been allocated. The other anticipated source of sand and gravel is at Methley, where an area of search is proposed.
62. Although an existing permission at Methley is still being worked, this has limited reserves. Expressions of interest in the exploitation of other reserves in this area have been received from the operator at this site and from other industry players but there is no detailed information on matters such as the extent of the deposit, potential lifespan of extraction, rate and method of working etc upon which firm proposals could be based. In these circumstances, the objections from the industry against the absence of an allocation at Methley are somewhat surprising and suggest a need for greater liaison between the MPA and the industry.
63. Although contrary to the spirit of national guidance, in the circumstances, I am satisfied that the shortage of allocations for sand and gravel are unavoidable and that the Council is justified in taking the revised approach that it has formulated in consultation with its West Yorkshire neighbours. Providing there is liaison between the Council and the minerals extraction industry, to bring forward appropriate sites within the Area of Search and subject to quality, there is no reason to suppose that Leeds will not be able to meet its sand and gravel targets. I therefore find the plan sound in this respect.

Limiting Sand and Gravel Extraction in the Wharfe Valley

Issue 7 – Is the resisting of the exploitation of any of this resource during the plan period justified?

64. The submitted plan seeks, through Policy Minerals 5: *Limiting Sand and Gravel Extraction in the Wharfe Valley*, to resist the extraction of sand and gravel within that part of the Wharfe Valley within Leeds District and to the east of Pool. This is because of the considered high landscape quality of this area, which was covered by a Special Landscape Area designation in the Leeds Unitary Development Plan (UDP) Review (2006)¹¹.
65. The maintenance of adequate land-banks of aggregate minerals is a key aspect of current national policy for minerals, as contained in the Framework. At about a year, the land-bank for sand and gravel in Leeds and West Yorkshire is far from adequate. Leeds and the other West Yorkshire Authorities have identified sufficient theoretical supply to more than meet a requirement for the plan period that is largely based on an extrapolation of the area's share of historic sales within the region.
66. However, not all of this is actually proven and accompanied by information on the potential yield or quality of the resource. Additionally, on sustainability grounds, the Yorkshire and Humber Sand and Gravel Study⁶ recommended a dramatic increase in West Yorkshire production. Whilst the subsequent BGS study⁷ concluded that the potential for an increased sub-regional apportionment for West Yorkshire is limited, it did not say that opportunities to increase West Yorkshire's contribution should not be exploited.
67. The national desire to reduce production of aggregate in the NPs, some of which is used in Leeds for concrete making, is a further consideration that points to the desirability of maximising the production of concrete quality sand and gravel from within West Yorkshire.
68. Within Leeds, in addition to the nearly exhausted Methley Quarry, only the Midgely Farm site at Otley has proven reserves and has been allocated for sand and gravel extraction. The remainder of the plan's proposal and about two thirds of the Leeds contribution has still to be explored. There is clearly an absence of certainty about future requirements and supplies that points to a need for flexibility. At the same time the BGS study⁷ suggests that the Wharfe Valley has some of the largest and highest quality unworked sand and gravel deposits in the region.
69. Midgely Farm was allocated in the Leeds UDP but has not been taken up by the industry in the years since its identification. An objection to the exclusion of an area at Methley from the allocated sites, by the existing sand and gravel producer in that area, has not been supported by evidence as to the potential yield or quality of the resource. The objector also declined to participate in the Hearing sessions. Such situations do not provide certainty that Leeds is able to meet its targets for sand and gravel production from the

¹¹ Policy N37, Leeds unitary Development Plan (Revised) 2006, Volume 1 Written Statement, Leeds City Council, July 2006.

identified preferred area and areas of search. In such circumstances the resisting of proposals for the extraction of sand and gravel, within the area to the east of Pool in the Wharfe Valley and without qualification, is not justified.

70. The Wharfe Valley between Pool and Wetherby is of high scenic quality. The southern part of the valley, which is within Leeds, has been designated a Special Landscape Area¹⁰. However, the northern part of the valley, which forms a part of the fine long distance views referred to in the Leeds UDP and is within North Yorkshire, has not.
71. LCC's desire to restrict the exploitation of this sand and gravel resource, as long as the apportionment can be met from other sources in less scenically sensitive areas, is a reasonable standpoint. Clearly, considerable weight should be given to the implications of sand and gravel extraction for the long term quality of the area's landscape when considering any proposal.
72. The area is on the northern edge of Leeds and the potential for the exploitation of the resources within Leeds should ideally be considered in tandem with the adjacent deposits within North Yorkshire. There are also other resources in North Yorkshire that have similar accessibility to the West Yorkshire markets and whose exploitation may be as sustainable but less injurious to matters of scenic importance.
73. Historically, the shortage of good quality, easily exploitable reserves in areas without planning constraints within West Yorkshire has been made up by the exploitation of resources in North and South Yorkshire. The evidence before this examination suggests that at the same time as it is becoming difficult to identify economically viable sand and gravel resources, within West Yorkshire, the resources that have been historically exploited, in North and South Yorkshire to meet West Yorkshire's needs, are becoming exhausted. The BGS study⁷ confirms that the possibilities for new sand and gravel developments in southern North Yorkshire to supply the Leeds-Bradford area are quite limited and that materials coarse enough for concreting are becoming scarce in this area.
74. The shortfall after 2015, identified by the Yorkshire and Humber Sand and Gravel Study⁶, suggests that there is an urgent need for a comprehensive, independent, sub-regional study that will identify the most appropriate locations from which sand and gravel resources, to meet the needs of West Yorkshire over the next 20 years, could be extracted. Such a study should objectively look at all of the options, including the Wharfe Valley, giving comparative weighting to its scenic beauty and that of the other river valleys from which the resource could also be exploited. Such a study should also consider the contribution that could be made by recycled aggregate and marine sand and gravel.
75. The Framework at paragraph 113 advises LPAs to set criteria-based policies against which proposals for any development on or affecting landscape areas will be judged. The maintenance or otherwise of the Special Landscape Area designation is a matter for the Core Strategy. However, in the absence of any justification to the contrary, it is not appropriate to resist, under any circumstances, the consideration of sand and gravel extraction in that part of

the Wharfe Valley to the east of Pool.

76. **MM9** revises Policy Minerals5: *Limiting Sand and Gravel Extraction in the Wharfe Valley*, making it clear that the extraction of sand and gravel in that part of the Wharfe Valley to the east of Pool will not normally be supported. Following this revision, the Policy does not close the door on its future consideration. With this change I consider the Council's approach to limiting sand and gravel extraction in the Wharfe Valley to be justified. I therefore find the plan to be sound in this respect.

Transport Modes

Issue 8 - Are the plan's proposals for the safeguarding of existing inter-modal transfer sites and the creation of new ones justified?

77. The Framework at paragraph 29 seeks to promote a rebalancing of the transport system in favour of sustainable transport modes. At paragraph 143 it also says that existing, planned and potential rail heads, wharfage and associated storage for the bulk transport, by rail or inland waterways, of minerals should be safeguarded.
78. In the latter years of the last century there was a notable decline in the volume of waterborne freight on the Aire and Calder canal, which links Leeds with the Humber ports. At the same time, many wharves within the city were abandoned and some have been redeveloped for other purposes, particularly housing. Consequently, there is only one remaining operational wharf within Leeds and that is downstream of the main urban area. There has been a similar decline in rail freight, although two minerals producers still transport large quantities of aggregate by rail to sites within Leeds, where it is used in concrete and asphalt production.
79. The principle of seeking to make better use of rail- and water-based transport has been established in Leeds for some time. The Leeds UDP Review 2006¹⁰, at Policy E 10, promotes land at Stourton/Knowesthorpe for employment uses, making extensive use of rail and/or water transport. The West Yorkshire Transport Plan 2011 to 2026¹² identifies the Aire and Calder Navigation as having capacity to carry more water-borne freight and the evidence base of the RSS¹³ and Regional Freight Strategy¹⁴ also suggests that greater use of both rail and water transport for freight could be achieved if properly promoted. Clearly, without wharves and freight yards, where modal shifts could take place, the existing rail and water network in Leeds would be incapable of carrying any additional goods traffic.
80. Consequently, the plan seeks through Policy Minerals 14: *Transport Modes* to safeguard three canal wharves (one of which is currently used as an oil terminal) and two rail sidings that are in use. In addition it identifies three

¹² My Journey / West Yorkshire Connecting People and Places, West Yorkshire Local Transport Plan Partnership, 2011.

¹³ The Yorkshire and Humber Plan Regional Spatial Strategy to 2026. Department of Communities and Local Government, May 2008.

¹⁴ Yorkshire and Humber Regional Freight Strategy, Yorkshire and Humber Regional Assembly, 2004.

new sites with potential to be developed as wharves and a rail siding respectively. It also seeks to protect a rail spur to a former power station site in order to safeguard the opportunity for industry using rail freight to locate adjacent to it.

81. The plan's consultation rounds demonstrated widespread support for the protection of these facilities and the promotion of the greater use of the local rail and water network for freight purposes. As well as from environmental groups, some of this has come from canal boat operators and local business. Research undertaken by LCC has also revealed a potential interest in canal and rail inter-modal transfer sites, particularly from the minerals industry but also from other sectors such as heavy manufacturing and chemicals.
82. A study led by LCC but involving other minerals authorities and industry players has looked at the potential to substitute the declining good quality sand and gravel resources in the region with marine won aggregate. It concluded that by 2020 it should be possible to land 2 million tonnes per annum at the Humber ports and that this could continue for 50 years, meeting over 40% of current regional demand for sand and gravel. To be effective the material would have to be transported cheaply to the main market areas in the west of the region. This implies the need for water and rail transportation facilities to and within Leeds and an ability to locate minerals processing plants adjacent to the unloading points.
83. The existence of two aggregate plants in Leeds that use rail as a means of mineral supply, the recorded interest from a third and the evidence from the marine aggregate study suggest that the protection and reservation of the rail sidings and adjacent sites is based upon the robust evidence required at paragraph 41 of the Framework and is justified. However, despite the wealth of independent support, there is little direct evidence to prove that the movement of minerals and other heavy or bulky materials to and from Leeds by canal is economically sound.
84. The picture is unfortunately muddled by the inability of some interested operators, who require long term certainty before taking proposals forward, to obtain the support of landowners in both sectors. The carrot of residential development on most of the inter-modal sites that appears to have been dangled by LCC for a number of years, has not helped the situation. Evidence before the examination suggests that residential development on these sites is now an unlikely option, for flooding reasons if nothing else in some instances.
85. In the circumstances, whilst the protection and development of wharves is a laudable aspiration, supported in principle by national and local policy, the long term protection of the canal-side sites affected by Policy Minerals 14: *Transport Modes* and the prevention of other permanent development on these sites is not justified by the current evidence base. It is also not compliant with paragraph 22 of the Framework, which seeks to avoid the long term protection of sites where there is no reasonable prospect of them being used for the protected purpose. A proposed marketing study by the Commercial Boat Operators Association should throw some light on this dilemma.

86. In the meantime LCC has proposed a new paragraph (3.30) that recognises that land should not be sterilised indefinitely, despite the limited opportunities for rail and wharf facilities within Leeds (**MM12**). It also commits LCC to a review of the policy as a part of its Annual Monitoring Report in the first such report to be prepared after a period of five years from the date of the plan's adoption.
87. LCC has also recognised that in any event, there needs to be a mechanism by which proposals to use the safeguarded sites for other uses can be objectively assessed. The inclusion of an additional Policy (Minerals 15) and a paragraph in the supporting text to the policy (3.31) (**MM13**) removes this deficiency. The policy includes a set of criteria by which proposals for non-canal or non-rail related development can be assessed. Following the introduction of these changes I find Policy Minerals 14 to be sound.
88. I note the points raised about the appropriateness of using a NRWLP, rather than a more comprehensive plan, as the vehicle for the introduction of policy to safeguard transport facilities. However, there is an urgent need for policy certainty in this field and the NRWLP is the first available document in which LCC could advance the policy. Minerals are and are likely to continue to be, the largest users of rail and water transportation. Consequently, it is not inappropriate for policy that has a wider application than minerals and waste to find a home in this document.
89. Whilst the disposal of operational railway land may require the approval of the Office of the Rail Regulator, that body is established to look after the interests of the railways and rail users, whereas LCC has a wider responsibility for the overall planning of the City.
90. I note the points about other options for some of these sites that have been considered by other LDF documents that are being prepared. However, there is no evidence to suggest that LCC is not coordinating its planning policies and proposals as ultimately advanced through its different Development Plan Documents (DPD). Additionally, it has clearly taken a decision that these sites need the protection of a statutory plan against development that would prejudice their future use in association with rail and water-borne freight.

Site 14 Haigh Park Road

91. Evidence at the site visit confirmed that there is an existing wharf along the canal-side adjacent to this site, albeit an overgrown one. There is also interest from the current tenant of the site to use the canal to transport steel from the Humber ports. In such circumstances LCC is justified in including this site in the list of sites affected by the policy and its inclusion does not make the plan unsound. LCC has proposed an amendment to the overall extent of the site (**MM21**), which I endorse. The current tenant uses all of the land affected by the revised proposal and not adjacent to the canal and would be likely to continue to do so if steel was transported by water. There is no evidence at this point to justify further reducing the area affected by the proposal.

Site 15 Old Mill Lane

92. The recent development of housing on the adjacent Yarn Street site has added another factor to the considerations that need to be assessed if firm proposals for the reuse of this canal-side facility come forward. Nevertheless, this is a large site and it would be possible to screen a canal development from the housing and to locate any noisy aspects of such a development away from it. Its inclusion in the plan as a safeguarded inter-modal transfer site is therefore justified and effective as well as contributing to a requirement expounded by national policy.

Site 21 Bridgewater Road

93. There is already an established rail-based aggregate plant on the other side of the rail spur that would service this site. There is also an expression of interest from an aggregate operator to use this site and an ability to use the canal as well as the railway to import or export goods to and from the site. No other site with such locational advantages for the development of inter-modal transport facilities and associated processing has been put before the examination.
94. Whilst I note the constraints relating to the incline on the branch line that serves this site, these have not deterred the successful operation of a minerals processing facility on its north-eastern side. I am not persuaded that congestion on the Leeds to Micklefield railway line is such or likely to be such as to prevent the use of the branch line by trains servicing this site. There is no evidence at this point to justify reducing the area affected by this proposal. Its inclusion in the plan as a safeguarded inter-modal transfer site is therefore justified and effective as well as contributing to a requirement expounded by national policy.

WASTE

Waste Strategy

Issue 9 –Is the Waste Strategy soundly based?

Self Sufficiency

95. The close proximity of the major settlements and the waste facilities within West Yorkshire means that waste, particularly in the private sector, is transported between different local authority areas. There is also interaction with North Yorkshire. At the present time, much of Leeds's waste is disposed of at two landfill sites within the City, which also accept waste from other parts of the region. The plan envisages that as waste disposal is moved up the waste hierarchy, disposal to landfill will be minimised. In making provision for this diversion, the Council has assumed that waste produced in other authorities and currently land-filled in Leeds will be diverted from landfilling by those authorities in accordance with their waste planning strategies and thereby significantly reduced. The LP makes provision for Leeds to be self-sufficient in waste management in the future,

apart from some cross- border movements of specialist waste.

96. Given the location of existing facilities and proposed sites for new facilities in Leeds and adjacent districts, it is unlikely that cross-border movements, particularly of private sector waste, will be minimised. However, the Council has consulted extensively with adjacent authorities, who basically support the aspirations of this strategy and have indicated the life expectancy of specialist facilities within their areas that treat waste from Leeds. Whilst it is likely that because of geography some of the planned private sector facilities in Leeds will treat waste from elsewhere the reverse is also the case. The plan is to be monitored and if it becomes apparent that Leeds is on balance importing general waste, to its non- landfill facilities, then the provision could be subsequently reviewed and increased. With this proviso, I therefore find a spatial strategy based on overall self sufficiency to be sound.

Waste forecasts

97. The plan is seeking to achieve a major change in the way waste is managed. In line with national policy, a fundamental objective is to drive the treatment of waste up the waste hierarchy thereby reducing disposal to landfill to an absolute minimum. To achieve this, the plan's strategy provides a framework for a significant increase in the non-landfill forms of waste management capacity.
98. In order to meet the waste objectives, the plan establishes requirements for the treatment of different types of waste in Leeds in the future. In the submitted plan the projections only went as far as 2021. This neither meets the advocated minimum time horizon of 15 years for LPs advanced by the Framework or the minimum period of 10 years put forward in PPS10: *Planning for Sustainable Waste Management*. The Council subsequently revised its Waste Topic Paper (**MM20**), providing projections until 2026 that are incorporated into proposed amendments to paragraph 4.4 and Table 4.1 (**MM14**).
99. In doing this, it has assumed that the previous forecasts to 2021 apply equally well to 2026. The current National and European forecasts are only to 2020 and those in the RSS and Municipal Waste Strategy are to 2021. These together have contributed to the evidence base for the forecasts, which is contained in a separate Waste Topic Paper. Any forecasts produced for periods beyond 10 years are in consequence likely to be increasingly unreliable.
100. Evidence now suggests that the amount of waste produced and requiring treatment is in decline. Consequently the amount of waste produced in 2026 could very likely be less than that produced in 2021. As the plan will have to provide for the creation of capacity to meet the requirements of 2021, it is not inappropriate to keep this figure constant until the end of the plan period. In any event, the plan is likely to be reviewed before 2021, by which time there will be a more comprehensive evidence base on waste management performance in Leeds and further national forecasts upon which more accurate waste arisings in 2026 could be based.
101. The forecasts for Municipal Solid Waste (MSW) were derived from the Leeds

Integrated Waste Strategy 2005 and updated in the light of subsequent experience. They are somewhat lower than those produced for the RSS. The forecasts for Commercial and Industrial (C&I) and CDE wastes, which were independently produced for this LP, are slightly higher than those produced for the RSS. They are nevertheless a reasonable basis on which to plan the future waste treatment needs of the City and in this respect I now find the plan's waste strategy to be positively prepared, justified and sound.

Safeguarding Existing Waste Management Capacity

Issue 10 – Is the safeguarding of Site 68, Richmond Works, Garforth justified?

102. Policy Waste 2: *Safeguarding Existing Waste Management Capacity* seeks to safeguard the existing waste management capacity within the City. Applications for change of use must either demonstrate that there is no longer a need to retain a site for waste management purposes or that there is an overriding case for the proposed development. Given the ambitious shift in waste treatment proposed by this plan and the need for a significant number of new facilities to achieve this, the protection of existing facilities is justified, particularly as the plan allows for the removal of sites through evidence-based planning applications.
103. Richmond Works is an existing waste recycling site with a valid planning permission. Although there was a recent fire, this appears to have resulted from one or more activities taking place on the site without the benefit of planning permission or an environmental permit. Without these activities, the site made a significant contribution to recycling in a part of the city that has no other similar waste sites. It also has good access to the primary road network. Its continued use for its lawful activity should not give rise to planning or environmental concerns and in any case there is a mechanism whereby a case could be made to change the use to a non-waste site if the appropriate circumstances exist. The removal of this site from the Policy's protection is therefore not justified and the Policy is sound in this respect.

Hazardous Waste

Issue 12 –Is the plan's treatment of hazardous waste justified, effective and in accordance with national policy?

104. PPS10 says that planning authorities should provide sufficient opportunities for new waste management facilities of the right type, in the right place and at the right time and that this should include provision for hazardous wastes. The Submitted Plan was silent on requirements for the treatment of hazardous waste. At the same time, the Waste Topic Paper noted that although Leeds was a net importer of hazardous waste, there was an identified gap in the treatment of solid hazardous waste, some of which has to be transported long distances outside of Leeds for treatment and disposal.
105. The amount of hazardous waste generated within the plan area at over 100,000 tonnes per annum (tpa) is not insignificant. **MM15** recognises the

contribution that the existing Clinical Waste Incinerator and Effluent Treatment Plant make to the treatment of clinical and liquid hazardous waste from Leeds and neighbouring authorities. It also refers to the Waste Strategy for England¹⁵ which, whilst seeking to reduce the amount of hazardous waste generated, points out that there needs to be additional hazardous waste treatment facilities to assist in meeting the changes brought about by the Landfill Directive. The modification suggests that there is scope for soil washing processes and bio-remediation to be accommodated on any of the strategic waste sites and that some processes could be located on the industrial estates identified as suitable for waste treatment facilities. It also notes the potential to provide new hazardous waste cells at both Howley Park and Swillington landfill sites.

106. Following the modification, the plan now clearly identifies the potential for new proposals for hazardous waste disposal, including at landfill sites, within Leeds. It also encourages the further provision of treatment facilities, which would be supported in appropriate circumstances. As a result of these modifications, I consider the plan to be justified, effective and in accordance with national policy in its treatment of hazardous waste and is now sound in this respect.

Strategic Waste Management Sites

Issue 11 - Is the framework for the development of Strategic Waste Management Sites justified and effective?

107. The plan advances an overall recovery capacity of around 600,000 tpa, whereas the research undertaken for the Waste Topic Paper suggests that up to 750,000 tpa of additional recovery capacity may be required by 2021. Three strategic sites are put forward in the plan on which facilities to treat this waste could be built. These are the product of an extensive site selection process that in particular considered site availability and deliverability as a part of the selection criteria, as well as the other criteria listed in PPS10. Being largely away from residential areas, the Lower Aire Valley is the traditional area within Leeds where utility and heavy industries have located. Following the extension of the M1 motorway and the completion of the new A63 link into the City Centre, it now has excellent road transportation links. Consequently, four sites in this area performed the best against the analysis criteria and three of these have been allocated in the plan for the development of strategic waste facilities. I am satisfied that all of these sites and the discounted fourth site are appropriate in principle for the location of strategic waste facilities.
108. The City Council has recently concluded a procurement process for the construction of a residual waste treatment facility to treat MSW. At the same time LCC is considering a planning application at Skelton Grange (site 200) for an energy recovery plant and anaerobic digestion facility to treat residual waste from the C&I sector. The implementation of these proposals or similar is fundamental to the delivery of the plan.
109. Discounting the recycling capacity, if built these facilities could process up

¹⁵Waste Strategy for England 2007, Department for the Environment, Food and Rural Affairs, 2007.

to 540,000 tpa. Although a major step forward in meeting Leeds' future residual waste treatment needs, this falls short of the adopted recovery capacity and well short of the possible maximum capacity put forward in the Waste Topic Paper. Additionally, the assessment specifically identifies a further need for an additional organic waste facility to treat MSW.

110. Furthermore, the provision is based on the assumption that Leeds will be effectively self sufficient in strategic waste disposal facilities. Whilst this objective reflects the results of public consultation and may be deliverable in the MSW sector, a more significant waste stream requiring residual treatment will come from the C&I sector and the private sector companies that source and treat this waste are not bound to respect municipal boundaries.
111. The proposed private sector residual treatment plant, if constructed in the Lower Aire Valley, would be more accessible to much of Wakefield District than to large parts of Leeds. The proximity principle and the significance of transport costs in waste disposal viability suggest that this facility will attract C&I waste from Wakefield. In the absence of a private sector residual treatment facility in Wakefield, it cannot be realistically assumed that the net cross-boundary flow between Leeds and Wakefield would be zero. Although strategic private sector facilities are proposed in Bradford, the evidence suggests that cross-boundary movements to these facilities would be from Calderdale rather than from Leeds.
112. An amendment to paragraph 4.32, proposed as a result of a representation against the submitted draft plan, enables, following the conclusion of LCC's procurement process, either site 201 Wholesale Market Site or site 202 Knostrop to be used for other employment purposes. The above evidence suggests that this is not justified. Additionally, there is no certainty that following the acceptance of a tender or the grant of planning permission, facilities will be built and operated on the chosen site(s). Land for strategic waste facilities is not easily identifiable. Until MSW and C&I residual facilities, to a capacity that meets forecasted requirements, are operational in both Wakefield and Leeds and an objective assessment can be made as to their catchments, it is not appropriate to change the plan in this way.
113. In any event, Policy Waste 6: *Strategic Waste Management Sites* is not closed and allows other uses on the strategic sites if it can be demonstrated that a site is no longer required to meet the strategic waste management needs of the LCC area. **MM16** removes the amendment and reverts to the original text. I endorse this change, which enables the text in Paragraph 4.32 to effectively justify Policy Waste 6 and makes this aspect of the plan sound again.
114. Three strategic waste processing plants could potentially be located in the same part of the City. Whilst I note the potential cumulative impact of negative aspects of these operations, there is no evidence to suggest that three strategic waste plants could not operate in the same area without giving rise to unacceptable adverse impacts. Each detailed proposal will require the preparation of an Environmental Impact Assessment; and, in establishing a baseline environment on which to assess any potential impacts, each assessment will have to include the effects of any other

existing or proposed major developments, including strategic waste plants.

115. The strategic waste sites will attract significant numbers of heavy vehicles as well as being notable sources of employment that would generate further movement. Although all three sites are well connected to the highway network, in the circumstances, it is appropriate for proposals at these sites to be accompanied by a Transport Assessment, which should consider the impact on the Strategic Road Network and a Travel Plan. **MM17**, which I endorse, amends Policy Waste 6 to accommodate this. With this amendment, I consider the proposed strategic waste sites, taken together, to be capable of accommodating the plan's strategic waste requirements until 2026. The amended plan has been positively prepared and the selected sites are justified. They will facilitate the effective delivery of Leeds' strategic waste needs. The plan is consequently sound in these respects.

Site 201 Wholesale Market Site

116. This site is on the edge of the Lower Aire Valley industrial area. Although surrounded by industrial/warehousing uses on three sides and the Neville Hill railway sidings on the fourth, there are residential properties on Halton Moor Road within 200 metres to the north-east, beyond which is a large housing estate. The emissions from any waste facility located on this site would be subject to the pollution control regulations enforced by the Environment Agency through the Environmental Permitting Regime. There is no reason to suppose that a new facility would not comply with these stringent regulations.
117. Policy Waste 9: *Waste Management Facilities-Potential Issues and Impacts* sets out eighteen criteria that waste management facilities seeking planning permission must address. Included among these are visual amenity, the design of built features, environmental and amenity aspects and the routing of vehicles. In principle, there is no reason why strategic waste treatment facilities located on this site, if properly designed and accompanied by appropriate mitigation measures, adequately assessed and scrutinised against the policy criteria, should result in harm to the living conditions at nearby residential properties.
118. (A) very high building(s) located on this site, for whatever use, could appear overbearing and visually intrusive at the nearby housing. Being located to their south-west it/they could also impact upon the receipt of sunlight at the dwellings. However, not all strategic waste disposal facilities require high buildings, so the use of this site for an appropriate strategic waste disposal facility is justified in principle. In any event detailed matters such as the height and design of a building and its consequent impact are more appropriately considered through the planning application process, utilising the criteria set out in Policy Waste 9.

OTHER NATURAL RESOURCES

Issue 12 – Are the strategy and policies for other resources soundly based?

119. As well as minerals, the plan sets out objectives and policies through which the planning interface with energy production, air quality, water and land will be implemented.
120. Its objectives for energy follow national policy in seeking to reduce the carbon burden of the UK energy supply, whilst at the same time increasing the resilience of its infrastructure. A framework for the judging of large scale wind energy generation is established, whilst micro-generation, combined heat and power energy recovery and heat distribution infrastructure development are all encouraged and supported in policy.
121. LCC intends to assist the management of air quality by requiring all applications for major development to incorporate low emission measures, to ensure that the overall impact of proposals on air quality is mitigated.
122. The plan notes the uncertainties to future water supplies that could be caused by climate change. LCC also recognises the need to encourage a more efficient use of water and to reduce wastewater quantities whilst improving water quality. The plan includes policies that seek to secure an improvement in overall water efficiency, the protection of water quality, the avoidance of flooding and reductions in the rate of surface water run-off within and from new developments.
123. The plan recognises that land is a finite resource and that national policy requires it to be used in a sustainable and efficient manner. LCC supports the principle of developing previously developed land in preference to "Greenfield" sites and commits itself to assisting developers to identify appropriate remediation for contaminated sites so that they can make a full contribution to the development process. The plan also seeks to conserve trees wherever possible and to introduce new tree planting as part of creating high quality living and working environments and enhancing the public realm.
124. I am satisfied that the strategy and policies for other resources, reflect national policy as well as local circumstances. They will help to deliver the topic visions and the overall vision, by providing a framework for the interface of planning with resource management. Consequently, I consider that the other natural resources sections provide a sound, relevant and locally distinctive basis for these aspects of the Plan.

IMPLEMENTATION AND MONITORING

Issue 13 – Does the monitoring framework ensure that failures in the implementation of the plan will be effectively identified and corrected?

125. In order to test whether or not its policies are being delivered and the Plan is therefore effective, the Plan should have in place procedures that will

secure its monitoring over time. If policies are not being delivered, then there needs to be a mechanism to trigger remedial action. Consequently, there should be a delivery strategy that contains clear targets or measurable outcomes to assist the monitoring process.

126. The monitoring chapter as submitted did not contain a comprehensive set of clear targets that would demonstrate that all of the plan's outcomes are being delivered to a timetable and meeting all of the plan's objectives or that all of its policies are effective. These deficiencies would have rendered the monitoring itself ineffective and the plan unsound in this respect.
127. LCC recognised these problems and submitted a new paragraph explaining how monitoring will be undertaken (**MM5**) and an amended monitoring framework (**MM18**) as suggested changes.
128. Table 4 has been replaced by a new table. Table 7.1 *NRWDPD Monitoring Framework* now sets out the related key outcomes for each policy and establishes meaningful performance indicator(s) and related monitoring method(s). These are accompanied by clear, measurable targets. 'SMART' targets (specific, measurable, achievable, realistic and time-bound) and related trigger points have been set, having regard to the availability of data and to the Council's resources. The table also indicates the corrective action that would be taken if the targets are not being met and the trigger points are reached.
129. In accordance with the requirements of the Framework the Monitoring Framework now includes a section to monitor the actions LCC are taking to ensure that engagement with other relevant bodies continues throughout the implementation phases of the plan and to demonstrate that it is fulfilling all of its responsibilities under the Duty to Cooperate.
130. Sufficient information should now be provided to assess policy implementation, thereby enabling transparent and effective monitoring. These suggested changes are reasonable and appropriate, and I endorse them to secure soundness in terms of the effectiveness of the plan's delivery.

Assessment of Legal Compliance

131. Regulation 8 (5) of The Town and Country Planning (Local Planning) (England) Regulations 2012 requires that where a local plan contains a policy that is intended to supersede another policy in the adopted development plan, it must identify that fact and identify the superseded policy. The submitted LP did not indicate which Policies in the UDP that are currently saved will be replaced by policies in this DPD. **MM19** rectifies this and contains a list of Saved UDP policies that are to be replaced by ones in this DPD.
132. My examination of the compliance of the Plan with the other legal requirements is summarised in the table below. I conclude that the Plan meets them all.

LEGAL REQUIREMENTS	
Local Development Scheme (LDS)	The Local Plan is identified within the approved LDS April 2010, which sets out an expected adoption date of Summer 2011. The LP is described as a Core Strategy. Its content and timing are compliant with the LDS.
Statement of Community Involvement (SCI) and relevant regulations	The SCI was adopted in February 2007 and consultation has been compliant with the requirements therein, including the consultation on the post-submission proposed 'main modification' changes.
Sustainability Appraisal (SA)	SA has been carried out and is adequate.
Habitats Regulations Appropriate Assessment (AA)	The Habitats Regulations AA has been carried out and is adequate.
National Policy	The Local Plan complies with national policy except where indicated and modifications are recommended.
Regional Spatial Strategy (RSS)	Having regard to the limited life of the RSS's forecasts, the Local Plan is in general conformity with the RSS.
Sustainable Community Strategy (SCS)	Satisfactory regard has been paid to the SCS.
2004 Act (as amended) and 2012 Regulations.	The Local Plan complies with the Act and the Regulations.

Overall Conclusion and Recommendation

133. **The Plan has a number of deficiencies in relation to soundness and legal compliance for the reasons set out above, which mean that I recommend non-adoption of it as submitted, in accordance with Section 20(7A) of the Act. These deficiencies have been explored in the main issues set out above.**
134. **The Council has requested that I recommend main modifications to make the Plan sound and legally compliant and capable of adoption. I conclude that with the recommended main modifications, set out in the Appendix, the Leeds Natural Resources and Waste Local Plan satisfies the requirements of Section 20(5) of the 2004 Act and meets the criteria for soundness in the National Planning Policy Framework.**

M Middleton

Inspector

This report is accompanied by an Appendix containing the Main Modifications.

Appendix: Leeds Natural Resources and Waste Development Plan Document
Post Submission Consolidated Schedule of Main Modifications

Ref.	Page	Policy/ Paragraph	Main Modifications
MM1	14	After Para 2.27	<p><u>After Para. 2.27</u></p> <p>After this paragraph create a new paragraph 2.28 to expand on the strategic objectives regarding movement of freight on the canal and rail systems. The new paragraph to state:</p> <p>"2.28 This DPD encourages the use of the canal and rail systems for moving freight so as to reduce the amount of heavy goods vehicles on the roads and thereby reduce congestion and greenhouse gas emissions. The protection for wharves and rail sidings maximises the potential to bring marine-won sand and gravel into the sub-region and thereby reduce the reliance on land-won extraction".</p> <p>The remainder of Chapter 2 will need to be re-numbered accordingly.</p>
MM2	16	After Para 2.32	<p><u>After Para. 2.32</u></p> <p>Insert a new paragraph and policy and renumber the remaining three paragraphs of Chapter 2 accordingly:</p> <p>"2.33 To ensure that the positive sustainability aspects of the National Planning Policy Framework are embodied into this plan, the following policy will be relevant to all development proposals.</p> <p><u>GENERAL POLICY 1</u> When considering development proposals the Council will take a positive approach that reflects the presumption in favour of sustainable development contained in the National Planning Policy Framework. It will always work proactively with applicants jointly to find solutions which mean that proposals can be approved wherever possible, and to secure development that improves the economic, social and environmental conditions of Leeds.</p>

			<p>Planning applications that accord with the policies in this plan (and where relevant, with policies in neighbourhood plans) will be approved without delay, unless material considerations indicate otherwise.</p> <p>Where there are no policies relevant to the application or relevant policies are out of date at the time of making the decision then the Council will grant planning permission unless material considerations indicate otherwise – taking into account whether:</p> <ul style="list-style-type: none"> Any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the National Planning Policy Framework taken as a whole; or Specified policies in that Framework indicate that development should be restricted”
MM3	19	Para 3.1	<p><u>Para. 3.1</u></p> <p>Delete the reference to MPS1 and add the definition of sustainable minerals development by replacing the paragraph with the following text:</p> <p>“Minerals of economic value are essential to our quality of life. Their finite nature means that best use must be made of them. The National Planning Policy Framework requires the City Council to:</p> <ul style="list-style-type: none"> Identify and include policies for mineral extraction and the use of secondary and recycled materials, define safeguarding areas and policies to extract economic minerals ahead of development and encourage the transport of minerals by rail and canal where feasible, and Set out criteria against which planning applications will be assessed with regard to the natural and historic environments and the effect on human health and to ensure the completed mineral workings are reclaimed and restored to a beneficial afteruse <p>Within this overall context, the objectives of sustainable development for minerals</p>

			<p>planning are</p> <p>i. to conserve minerals as far as possible, whilst ensuring an adequate supply to meet the needs of society for minerals;</p> <p>ii. to minimise production of waste and to encourage efficient use of materials, including appropriate use of high quality materials, and recycling of wastes;</p> <p>iii. to encourage sensitive working practices during minerals extraction and to preserve and wherever possible enhance the overall quality of the environment once extraction has ceased;</p> <p>iv. to protect areas of designated landscape or nature conservation from development, other than in exceptional circumstances where it has been demonstrated that development is in the public interest”.</p>
MM4	19	Para 3.3	<p><u>Para 3.3</u></p> <p>Add the following text to the beginning of paragraph 3.3:</p> <p>“3.3 As set out in paragraph 1.5, the Minerals Topic Paper provides a fundamental part of this plan”.</p>
MM5	19	After Para 3.3	<p>After Para 3.3</p> <p>Add a new Para 3.4 to state:</p> <p>“3.4 Policies in this DPD will be monitored in accordance with the monitoring framework in Section 7. Where targets are repeatedly not being met or environmental / sustainability problems come to light, this may lead to a review of the DPD and consideration of the sub-regional apportionment through the Yorkshire and Humber Regional Aggregates Working Party. Policy Minerals 14 will be subject to a five yearly review to allow sufficient time for businesses to respond to the opportunities created by this DPD. Towards the end of the Plan Period it is anticipated that marine-won aggregate will contribute towards supply”</p>

MM6	20	Policy MINERALS 1	<p><u>Policy MINERALS 1</u></p> <p>Change to the wording set out below, which includes changing the words 'sand and gravel' to 'aggregate'.</p> <p>This is because the Policy applies to both sand and gravel and crushed rock. Additionally, the targets should be added into the Policy and therefore the final Policy wording should read as follows:</p> <p><u>"MINERALS 1: PROVISION OF AGGREGATES</u> In conjunction with other West Yorkshire Metropolitan District Councils, the Council will encourage the recycling of materials and endeavour to maintain a landbank of permitted reserves of aggregate in accordance with the Sub-Regional Apportionment.</p> <p>Leeds will aim to meet the following targets for aggregate provision: Sand and gravel = 146,000 tonnes per annum Crushed rock = 440,000 tonnes per annum".</p>
MM7	20	Paras 3.8 and 3.9 and Policy MINERALS 2	<p><u>Paras 3.8 and 3.9 and Policy MINERALS 2</u></p> <p>This change should be considered in relation to the additional Sand and Gravel MSA map included as MM 19. Replace para 3.8 and 3.9 and MINERALS 2 with the following wording and delete paras. 3.21 and 3.22. Combine Policies MINERALS 8 and 9 and re-name as MINERALS 3.</p> <p>"MINERAL SAFEGUARDING AREAS</p> <p>3.8 Where it is viable to do so, the Council will seek to ensure that the mineral resources listed in paragraph 3.4 are protected from developments that may prejudice their future extraction. There is insufficient information to demonstrate where the very extensive deposits of sandstone and limestone are of a quality that would enable them to be viably worked. Reserves of clay are sufficient to support need well beyond the plan period. Therefore this DPD defines protected areas for coal and for sand and gravel only. These Mineral Safeguarding Areas (MSAs) are shown on the Proposals Map that accompanies this DPD. The purposes of MSAs are to alert potential developers to the possible presence of economic minerals and to prevent the</p>

		<p>avoidable sterilisation of minerals which may be needed within the plan period and beyond. Valuable resources may exist outside of an MSA (refer to the Minerals Resource Map in figure 2.2) and developers are encouraged to explore the potential for extraction prior to (and well in advance of) site development.</p> <p>3.9 The Sand and Gravel Mineral Safeguarding Area identifies the surviving alluvial deposits within the district in which the sand and gravel resource may be found in amounts that could be viable to remove. Based on information in the British Geological Survey Technical Report WA/92/1, Leeds : A Geological Background for Planning and Development, the MSA excludes areas already worked, tributary areas which are very unlikely to contain significant amounts of sand and gravel, areas already worked primarily for surface coal and areas where the resource is overlain by a substantial depth of made ground, for example by deposited waste materials.</p> <p>3.10 The sand and gravel resource is extensively overlain by existing development within the urban area but in site specific circumstances there may be occasions where it can be economically removed prior to, or as part of, the redevelopment of that land. The removal of sand and gravel from existing developed sites under 1 hectare in size and / or where reconstruction to original levels is necessary, is however considered by the council to be most unlikely to be viable. Extracting sand and gravel from sites less than 1.0 ha in area will incur high unit costs in relation to the deployment of suitable extractive equipment, the temporary storage of unsuitable material to be backfilled (which may have to be off site), the procurement of compressible material for infilling the workings, the testing of such materials for contamination, the placement and dynamic compaction of such material, supervision, load bearing tests and warranty costs in addition to environmental mitigation costs such as wheel and road cleaning. Additionally, the need to support adjoining land will mean that approx 20% of the land is unworkable. In most circumstances buildings cannot be</p>
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			<p>erected which bridge worked and unworked boundaries. On small sites this would prevent much of the land being built upon. These factors - combined with the low value of the dug material, mean that the extraction of sand and gravel from small sites in urban Leeds under 1.0 ha where rebuilding is to take place will be uneconomic. This DPD makes adequate provision for the Leeds share of the West Yorkshire sub-regional apportionment for sand and gravel through an Area of Search and an Allocation. Any mineral resulting from prior removal at development sites is over and above the provision to meet the sub regional apportionment.</p> <p>3.11 Coal is a valuable resource and has been extracted from a very diverse range of sites in Leeds. Therefore the full extent of the surface coal field in Leeds has been identified as the Coal Mineral Safeguarding Area. The MSA designation does not imply that planning permission for extraction will be granted within a particular area. The surface coal resource is extensively overlain by existing development and in site specific circumstances there may be occasions where it can be economically removed prior to, or as part of, the redevelopment of that land. Removal of coal from development sites can help prepare the site for development by removing problems of combustion and instability. In the case of surface coal present beneath undeveloped land, national planning guidance makes a presumption against opencast coal mining. Therefore this DPD does not allocate land for surface coal extraction.</p> <p>3.12 The presence of a mineral safeguarding area does not mean that other development within an MSA is unacceptable. However the potential presence of an economic mineral is a material consideration. In rural areas development is controlled by green belt policy. In the urban area the MSA does not preclude development from taking place but encourages developers to consider prior extraction of important minerals at the earliest possible stage in the development process. Planning applications will need to include sufficient information to demonstrate that applicants have considered prior</p>
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		<p>extraction. Where an applicant is able to provide evidence that prior extraction of minerals is not viable the council does not expect the minerals to be extracted. Relevant factors may be the poor quality of the mineral, an insufficient quantity, physical constraints or where there are insurmountable risks associated with potential flooding. Proposals for prior extraction will be subject to environmental assessment and the criteria in MINERALS 10.</p> <p>3.13 The policy requirement to consider prior extraction applies to all development sites over 1 hectare within the Sand and Gravel MSA and to all non-householder development within the Coal MSA. Examples of exceptions include applications for change of use, extensions, Conservation Area, Listed Building and Advertisement applications and any other proposals which do not include excavation of the ground. Temporary development is not generally considered to sterilize the resource.</p> <p><u>MINERALS 2: MINERAL SAFEGUARDING AREAS (MSA) - SAND AND GRAVEL</u></p> <p>Within the Sand and Gravel Minerals Safeguarding Areas shown on the Proposals Map, applications for development over 1 hectare in size must demonstrate that removal of the sand and gravel will take place prior to or during development unless:</p> <ol style="list-style-type: none"> 1. it can be shown that it is not economically viable to do so (including effects on communities or the wider economy), or 2. it is not environmentally acceptable to do so, or 3. the need for the development outweighs the need to extract the sand and gravel, or 4. the sand and gravel will not be sterilised by the development. <p><u>MINERALS 3: MINERAL SAFEGUARDING AREAS – SURFACE COAL</u></p> <p><u>DEVELOPMENT SITES</u></p> <p>Within the Surface Coal Mineral Safeguarding Area shown on the Proposals Map applications for non-householder development must demonstrate that the opportunity to recover</p>
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			<p>any coal present at the site has been considered. Coal present should be removed prior to or during development unless:</p> <ol style="list-style-type: none"> 1 It can be shown that it is not economically viable to do so, or 2. it is not environmentally acceptable to do so, or 3. the need for the development outweighs the need to extract the coal, or 4. The coal will not be sterilised by the development. <p><u>NON-DEVELOPMENT SITES</u></p> <p>Planning permission will not be given for the working of surface coal deposits beneath undeveloped land which is not going to be developed for other uses, unless applicants are able to demonstrate the environmental acceptability of their proposal, that the highest operational standards will be met and that restoration will enhance landscape quality and biodiversity. Weight will be attached to schemes which provide local and/or community benefits, avoid the sterilisation of mineral resources or facilitate other development which is in accordance with the development plan”.</p>
MM8	21	Para 3.16	<p><u>Para. 3.16</u></p> <p>Delete the first sentence referring to the land bank for crushed rock in the region and substitute with the sub-regional figure so the sentence reads:</p> <p>“3.16 The land bank for crushed rock in the West Yorkshire sub-region has sufficient capacity to satisfy estimates of demand for a period of 28.3 years”.</p>
MM9	22	Policy MINERALS 5	<p><u>Policy MINERALS 5.</u></p> <p>Add the words ‘It is unlikely that’ to the beginning of the policy and exchange ‘resisted’ for ‘supported’ so that the Policy reads:</p> <p>“It is unlikely that proposals for the extraction of sand and gravel within the area to the east of Pool in the Wharf Valley will be supported”.</p>

MM10	22	Para 3.18	<p><u>Para. 3.18</u> Add to the end of the last paragraph:</p> <p>"Quarries that produce building stone also help to maintain provision of aggregate (crushed rock and sand)".</p>
MM11	24	After Para 3.23	<p><u>After Para 3.23</u></p> <p>After this paragraph add a new paragraph 3.24 and renumber subsequent paragraphs accordingly:</p> <p>"3.24 Applicants for development of sites adjacent to safeguarded sites, allocations, preferred areas or the area of search will be expected to ensure that they have adequately considered the effect of mineral processes or wharf / rail related freight on the proposed land use".</p>
MM12	27	After Para 3.29	<p><u>After Para 3.29</u></p> <p>After this paragraph add a new paragraph Para. 3.30 and renumber subsequent paragraphs accordingly:</p> <p>"3.30 There are limited opportunities for rail and wharf facilities in Leeds and it is important that the sites identified in this plan have every opportunity to develop and flourish for these uses. Nevertheless the Council recognises that land should not be sterilised indefinitely if there is no reasonable prospect of the sites being used for such purposes. It is therefore necessary to strike a balance between the policy objectives and achieving effective, efficient and sustainable use of land. To this end the Council will therefore undertake a review of the policy as part of its Annual Monitoring Report in the first such Report prepared after a period of 5 yrs from the date of adoption. Given that there are only limited opportunities available it should not be assumed that lack of interest in the preceding 5 years will automatically result in the removal of the safeguarding policy from any or all of the sites in question. The Report will need to consider a range of issues including how circumstances have changed since adoption and forecasts of how the economy might change in the light of sustainability issues. This will include the</p>

			<p>issue of viability and in this respect the redevelopment of safeguarded or proposed wharves/ rail sidings for other land uses will only be considered where it can be demonstrated that the wharf / rail siding is not likely to become viable or capable of being made viable for freight handling, or in the case of safeguarded wharves/ rail sidings where an adequate replacement wharf/ rail siding has been provided.</p> <p>The following factors will be taken into account when considering viability:</p> <ul style="list-style-type: none"> • site size, shape, navigational access, road access, rail access (where possible), planning history, environmental impact and surrounding land use context, including existing uses, extant planning permissions and development plan allocations; • geographical location, in terms of proximity and connections to existing and potential market areas and other freight-handling sites; • the existing and potential contribution the site can make towards reducing road based freight movements; • Demand for the use of the site for waterborne/ rail-based freight having regard to marketing and other evidence”.
MM13	27	After Para 3.29	<p><u>After Para 3.29</u></p> <p>After this paragraph add a new paragraph 3.31 and policy and renumber subsequent paragraphs accordingly:</p> <p>“ 3.31 Applications for alternative uses on a safeguarded or allocated wharf or rail siding will be considered in terms of their benefits weighed against the loss of the non-road freight opportunity using the following criteria based policy.</p> <p><u>MINERALS 15: CRITERIA FOR ASSESSING ALTERNATIVE DEVELOPMENT ON PROTECTED WHARVES AND RAIL SIDINGS</u></p> <p>Canal wharves and rail sidings are protected from other development unless the applicant can demonstrate compliance with the following criteria:</p>

			<ol style="list-style-type: none"> 1. The development would not sterilise the longer term potential of the site for wharf or rail siding use, or 2. the applicant is able to demonstrate that in the case of a safeguarded wharf/rail siding that an adequate replacement wharf/rail siding has been provided or 3. The applicant is able to demonstrate that there are no suitable alternative sites for the proposed development, and 4. A sufficient supply of sites will remain in the district, readily available and of at least the same functional capability (including proximity to relevant economic centres), so as not to prejudice the objective of encouraging a shift from road freight, and 5. The applicant is able to conclusively demonstrate, including current and forecasted marketing evidence, that the site is unlikely to ever be appropriate for use as a freight interchange."
MM14	29	Para 4.4	<p><u>Para. 4.4</u></p> <p>Delete the first two sentences of the paragraph and replace with the following sentence:</p> <p>"Future waste arisings have been provided until 2026 in Table 4.1. These are based on projections until 2021 that have been extrapolated to 2026".</p> <p><u>Alterations to Table 4.1.</u> Change the title of the table to state:</p> <p>"Table 4.1 Future Waste Management Needs In Leeds until 2026 (tonnes per annum)".</p> <p>Change the heading of the arisings column to read "Arisings at 2026".</p>
MM15	34	After Fig 4.3	<p><u>After Fig 4.3</u></p> <p>Add the following new section and sub-heading :</p> <p><u>"Treatment of Hazardous Waste</u> Whilst some solid hazardous waste is exported out of the district, overall Leeds is a net importer of hazardous waste. Liquid hazardous waste arising in the district and beyond is treated at the White Rose Environmental Clinical Waste Incinerator and WRG Effluent Treatment Plant. These are</p>

			<p>important facilities for the treatment of hazardous waste and are safeguarded in this DPD. The Waste Strategy for England 2007 says that as well as seeking to reduce the amount of hazardous waste there is a need for additional treatment facilities and infrastructure for hazardous waste to assist in meeting changes brought about by the Landfill Directive. There is scope for further hazardous waste treatment in Leeds, such as soil-washing or bio-remediation and this could be accommodated on any of the strategic waste sites or industrial estates that are identified as suitable for waste treatment facilities. The Council will encourage the provision of hazardous waste treatment facilities in preference to disposal at landfill sites. As a last resort solid new hazardous waste cells could potentially be provided at Swillington and Howley Park landfill sites, which are also safeguarded”.</p>
MM16	40	Para 4.32	<p><u>Para 4.32</u></p> <p>For Clarification The proposed new sentence at the end of Para 4.32 (suggested in Proposed Change 25 of the Consolidated Schedule of Changes for Submission), is no longer proposed as a change in this Post Submission Schedule of Changes.</p>
MM17	40	Policy WASTE 6	<p><u>Policy WASTE 6</u></p> <p>Add the following wording to the end of the Policy:</p> <p>“Any application for a Strategic Waste Management facility should be accompanied by a Travel Plan and a Transport Assessment that considers the impact on the Strategic Road Network”.</p>
MM18	63	Para 7.6	<p><u>Para 7.6</u></p> <p>Delete paragraph 7.6 as it is contrary to national policy.</p>

MM19	71	Before Section 8	<p><u>Before Section 8</u></p> <p>Add a new heading.</p> <p>"8 List of Saved UDP Policies to be Replaced by this DPD".</p> <p>Add new text to state:</p> <p>"The following saved policies from the Leeds Unitary Development Plan (Revised) 2006 are replaced by policies in this Natural Resources and Waste Development Plan Document: N45, N46, N46A, N46B, GM4, GM4A, EM9, N47, WM1, WM2, WM3, WM4, WM5, WM6, WM7, WM8, WM9, WM10, WM11, WM13, WM14, WM15, WM16, WM17, WM18, N54, N38A, N38B, N39A".</p> <p>Renumber Section 8 as Section 9</p>
MM20	64	Table 7.1	<p><u>Table 7.1 Monitoring Framework</u></p> <p>The monitoring framework has been revised and updated. The revised framework is detailed in landscape format at the end of this appendix.</p>
MM21	Map Book	Map A3	<p><u>Map A3: Mineral Safeguarding Area – Sand and Gravel</u></p> <p>Add the additional Sand and Gravel MSA in the urban area.</p>
MM21	Map Book	Maps B2	<p><u>Maps B2 Safeguarded canal wharves</u> <u>Map 14 Canal Wharfage at Stourton</u></p> <p>Make specific alterations to the site boundary to reduce the extent of the site area proposed for safeguarding.</p>
MM22	Map Book	Maps B2	<p><u>Maps B2 Safeguarded canal wharves</u> <u>Map 18 Canal Wharfage at Fleet Lane, Woodlesford.</u></p> <p>Make specific alterations to the site boundary to correct an earlier error.</p>
MM23	Map Book	Maps C2	<p><u>Maps C2 Safeguarded aggregate recycling sites.</u> <u>Map 139 Aggregate recycling site at Warren House Lane, Yeadon</u></p> <p>Make specific alterations to the site boundary to</p>

			reflect the recent planning approval.
MM24	Map Book	Maps D	<u>Maps D Strategic Waste Sites</u> <u>Map 200 Strategic Waste Site at Skelton Grange</u> Make specific alterations to the site boundary to reflect the operational land now identified.
MM25	Topic Paper		<u>Minerals and Waste Topic Papers</u> The Council proposes to incorporate the additional papers that have been prepared on Crushed Rock Targets and Sand and Gravel Targets into the Minerals Topic Paper. It will incorporate the additional report on Waste Targets into the Waste Topic Paper.

Proposed NRWDPD Monitoring Framework

Policy ID	Policy	Objectives Link	Key Performance Indicator	Implementation Partners	Monitoring Comment	Targets	Trigger Point for correction/ mitigation measures	Proposed Actions if not meeting targets
Minerals 1 Minerals 4	Provision of Aggregates	The prudent use of natural resources is at the heart of the way things are done in Leeds	Amount of aggregate produced in line with the plan period provision in the NRW DPD	Minerals Industry Regional Aggregates Working Party Leeds City Council West Yorkshire Authorities	Annual collection in AMR (annual collection and contribution towards overall target)	Average annual production of sand and gravel of at least 146,000 tonnes per annum until 2026.	Provision undershoots 25% over five years of the plan period	Review apportionment alongside the other West Yorkshire Authorities. Feedback to the YHRAWP to review the sub-regional apportionment.
	Mineral Extraction through Area of Search and Allocation for sand and gravel. Preferred Areas for Crushed Rock	Ensure sufficient contribution to supply for local and regional minerals demand is provided but look to use secondary/recycled materials first				Average annual production of crushed rock of at least 440,000 tonnes per annum until 2026.	Provision undershoots 25% over five years of the plan period	Review apportionment alongside the other West Yorkshire Authorities. Feedback to the YHRAWP to review the sub-regional apportionment.

Policy ID	Policy	Objectives Link	Key Performance Indicator	Implementation Partners	Monitoring Comment	Targets	Trigger Point for correction/ mitigation measures	Proposed Actions if not meeting targets
Minerals 3	Safeguarding Existing Mineral Extraction Sites	Ensure sufficient contribution to supply for local and regional minerals demand is provided but look to use secondary/recycled materials first Avoid sterilising future mineral resources	Amount of aggregate produced in line with the plan period provision in the NRW DPD	Leeds City Council Development Industry Minerals industry Mineral Operators	Review of approved extraction sites to check for compliance with planning conditions (procedural task, not reported in AMR) Review tonnage produced from extraction sites. This data is required to be submitted annually to Leeds City Council.	Average annual production of sand and gravel of at least 146,000 tonnes per annum until 2026. Average annual production of crushed rock of at least 440,000 tonnes per annum until 2026.	Provision undershoots 25% over five years of the plan period	Review apportionment alongside the other West Yorkshire Authorities. Feedback to the YHRAWP to review the sub-regional apportionment.
Minerals 6	Preferred Areas – Stone and Clay Extraction	Efficient use of previously developed land, especially contaminated land	Preferred Areas provide the majority of stone and clay production			The majority of stone and clay extraction is located in the Preferred Areas. Estimates of the capacity for each quarry are available but not monitored in the AMR.	If the majority of sand and clay extraction is not located inside the Preferred Areas.	If the majority of stone and clay extraction is taking place out of the Preferred Areas, need to review to determine if sites continue to represent the best sites and provide sufficiency of supply to forecasted arisings.
Minerals 13	Safeguarding Minerals Processing Sites							

Policy ID	Policy	Objectives Link	Key Performance Indicator	Implementation Partners	Monitoring Comment	Targets	Trigger Point for correction/ mitigation measures	Proposed Actions if not meeting targets
			Safeguard the mineral sites at Blackhill Quarry on Kings Road, Bramhope; Arthington Quarry, Bramhope; Moor Top Quarry, Guiseley for mineral extraction.			N/A	If a change of use application away from mineral uses is submitted for the mineral safeguarding sites.	Ensure that the applicant complies with Policy M3 – to demonstrate that there is no need for the site for mineral purposes within Leeds or the West Yorkshire Authority Area
			Safeguard the Mineral Processing Sites identified in Maps B3: Pontefract Road Stourton; Knowsthorpe Lane; Milners Road Guiseley; Elland Road Readymix; Cross Green Way; Thorp Arch Readymix; Knowsthorpe Lane Readymix, Bardon Concrete Knowsthorpe Lane; Ready Mix Knowsthorpe Road			N/A	If a change of use application away from mineral uses is submitted for the mineral safeguarding sites.	Ensure that the applicant complies with Policy M13 – to demonstrate that there is no need for the site for mineral purposes within Leeds or the West Yorkshire Authority Area

Policy ID	Policy	Objectives Link	Key Performance Indicator	Implementation Partners	Monitoring Comment	Targets	Trigger Point for correction/ mitigation measures	Proposed Actions if not meeting targets
Minerals 11	Restoration of Mineral Extraction Sites	A high level of environmental protection	Leeds City Council currently has a process in place for monitoring compliance with restoration and aftercare conditions (procedural process, not reported in AMR).	Minerals Industry Leeds City Council Minerals & Contaminated Land Team		Restoration and aftercare meets an acceptable standard	Minerals Team identifies the failure of an operator to carry out the approved works	Enforcement action or prosecution for non-compliance with planning conditions
Minerals 12	Aftercare of Restored Proposals							

Policy ID	Policy	Objectives Link	Key Performance Indicator	Implementation Partners	Monitoring Comment	Targets	Trigger Point for correction/ mitigation measures	Proposed Actions if not meeting targets
Minerals 14	Transport Modes	<p>Prudent use of natural resources is at the heart of the way things are done in Leeds</p> <p>Ensure sufficient contribution to supply for local and regional minerals demand is provided but look to use secondary/recycled materials first</p> <p>The canal and rail systems are used for moving freight so as to reduce the amount of heavy goods vehicles on the roads and thereby reduce congestion and greenhouse gas emissions.</p> <p>Make better use of the water and rail transportation networks</p> <p>Promote sustainable movement of freight</p>	<p>Modal change from road to rail and waterborne freight - Using the list of consultee respondents the Council will gather data on water and rail freight movements</p> <p>Leeds City Council Transport Policy Monitoring section collects data on HGV movements in and out of Leeds using Automatic Traffic Count technology. The Council has 20 AMPR cameras in the district and also makes use of police AMPR cameras to monitor HGVs on the road. This work will not be reported in the AMR but reviews will be undertaken for other purposes.</p>	<p>British Waterways</p> <p>Network Rail</p> <p>Commercial Boat Operators Association</p>	Leeds City Council to undertake a five yearly review	The target is for a switch from road-based freight movements to waterborne and rail freight	After adequate marketing there is no take up of freight activity by rail/ water over a five year period	<p>Review the need for the site retention.</p> <p>Seek and obtain evidence of appropriate marketing activity.</p>

Policy ID	Policy	Objectives Link	Key Performance Indicator	Implementation Partners	Monitoring Comment	Targets	Trigger Point for correction/ mitigation measures	Proposed Actions if not meeting targets
Minerals 2	Mineral Safeguarding Areas	Avoid sterilising future mineral resources	No direct monitoring as the policies are intended to safeguard resources unless exceptional circumstances. The DPD does not rely on the extraction of the safeguarded resources in order to meet the targets set out, and any additional resource is 'windfall/bonus'. As there is no means of quantifying the total resources saved or extracted the policy cannot be directly monitored.					
Minerals 8	Surface Coal and Previously Developed Land	The prudent use of natural resources is at the heart of the way things are done in Leeds Ensure sufficient contribution to supply for local and regional minerals demand is provided but look to use secondary/recycled materials first						
Minerals 5	Sand and Gravel in the Wharfe Valley	Ensure sufficient contribution to supply for local and regional minerals demand is provided but look to use secondary/recycled materials first	No direct monitoring as the policy is intended to protect East of Pool. If the policy is breached, there is little to note – other than the Policy is breached.					

Policy ID	Policy	Objectives Link	Key Performance Indicator	Implementation Partners	Monitoring Comment	Targets	Trigger Point for correction/ mitigation measures	Proposed Actions if not meeting targets
Minerals 7	Provision of Stone for repairs and Refurbishment of Existing Buildings	<p>Ensure sufficient contribution to supply for local and regional minerals demand is provided but look to use secondary/recycled materials first</p> <p>The prudent use of natural resources is at the heart of the way things are done in Leeds</p>	Not directly monitored. This is because the policy is intended to permit, in exceptional circumstances, the use of former quarry sites for specialized stone extraction.					
Minerals 9	Surface Coal and Undeveloped Land	<p>Efficient use of previously developed land.</p> <p>The prudent use of natural resources is at the heart of the way things are done in Leeds</p>	Not directly monitored. This is because the policy outlines the conditions when an application might be considered suitable and to be applied if permission is granted.					

Policy ID	Policy	Objectives Link	Key Performance Indicator	Implementation Partners	Monitoring Comment	Targets	Trigger Point for correction/ mitigation measures	Proposed Actions if not meeting targets
Minerals 10	Applications for Mineral Development	<p>Efficient use of previously developed land, especially contaminated land</p> <p>The prudent use of natural resources is at the heart of the way things are done in Leeds</p> <p>Avoid sterilizing future mineral resources</p> <p>Protect and increase the amount of tree cover</p>	Policy is implemented through the development application stage. The criteria will guide the decision making process in determining the application.					

Policy ID	Policy	Objectives Link	Key Performance Indicator	Implementation Partners	Monitoring Comment	Targets	Trigger Point for correction/ mitigation measures	Proposed Actions if not meeting targets
Waste 1	Self Sufficiency for Future Waste Management in Leeds	Provide sufficient management facilities in appropriate and accessible locations in order to minimise the amount of waste going to landfill	The gap between capacity of existing facilities and forecasted arisings is met	Waste Industry Leeds City Council Environment Agency DEFRA		To provide for the projected arisings by waste stream to 2026 as follows: Tonnes per annum: MSW 383,976 C&I 1,212,000 CD&E 1,556,000 Hazardous 103,026	Failure to meet targets over a five year period Review if any new national waste management targets are set for after 2020.	Review how to improve capacity on sites
Waste 6	Strategic Waste Management Sites	Maximise the reuse of waste Maximise recycling and composting waste where possible Recover energy						

Policy ID	Policy	Objectives Link	Key Performance Indicator	Implementation Partners	Monitoring Comment	Targets	Trigger Point for correction/ mitigation measures	Proposed Actions if not meeting targets
		from waste	Continued uptake of waste management other than landfilling			<p>Ongoing progress towards increasing non-landfill waste management</p> <p>-Additional treatment capacity for up to 500,000 tonnes per annum diverted from landfill over the plan period.</p> <p>-Additional recycling capacity of at least 450,000 tonnes per annum for C&I.</p> <p>-To continue to support the re-use and recycling of CD&E on safeguarded sites and through the delivery of an additional site at Cinder Oven Bridge</p>	Landfill, as a % share of total waste, increases over a 2 year period	<p>Better education and awareness raising of businesses.</p> <p>Working with W.R.A.P to promote recycling</p>

Policy ID	Policy	Objectives Link	Key Performance Indicator	Implementation Partners	Monitoring Comment	Targets	Trigger Point for correction/ mitigation measures	Proposed Actions if not meeting targets
						Planning permission granted for new strategic waste facilities providing substantial capacity for waste management on the sites: Former Skelton Grange Power Station Site; Land within Knostrop Sewage Water Treatment Works; Former Wholesale Markets Site, Cross Green Industrial Estate	Planning permission refused for a strategic waste management facility on the listed sites (representing non-delivery of capacity)	Review to determine if sites identified in Waste 6 are appropriate for Strategic Waste Facilities and if there remains sufficiency of sites to support provision of strategic facilities

Policy ID	Policy	Objectives Link	Key Performance Indicator	Implementation Partners	Monitoring Comment	Targets	Trigger Point for correction/ mitigation measures	Proposed Actions if not meeting targets
Waste 2	Safeguarding Existing Waste Management Capacity	Maximise the reuse of waste Maximise recycling and composting waste where possible	Facilities for waste processing are safeguarded from development of non waste related uses.	Leeds City Council Development Industry Waste Industry Environment Agency		No loss of waste facilities to an alternative use unless provision made or no need for particular facility proved	Loss of a safeguarded waste management site	If a safeguarded waste management site is developed for non waste uses, a review of forecasted arisings, set against current capacity should be undertaken to determine if new sites need to be found. Review of sites
Waste 3	City Wide Network of Waste Management Sites and Facilities	Recover energy from waste Provide sufficient management facilities in appropriate and accessible locations in order						

Policy ID	Policy	Objectives Link	Key Performance Indicator	Implementation Partners	Monitoring Comment	Targets	Trigger Point for correction/ mitigation measures	Proposed Actions if not meeting targets
		to minimise the amount of waste going to landfill	Continued uptake of waste management other than landfilling			<p>Ongoing progress towards increasing non-landfill waste management</p> <ul style="list-style-type: none"> -Additional treatment capacity for up to 500,000 tonnes per annum diverted from landfill over the plan period. -Additional recycling capacity of at least 450,000 tonnes per annum for C&I. -To continue to support the re-use and recycling of CD&E on safeguarded sites and through the delivery of an additional site at Cinder Oven Bridge 	Landfill, as a % share of total waste, increases over a 2 year period	<p>Better education and awareness raising of businesses.</p> <p>Working with W.R.A.P to promote recycling</p>

Policy ID	Policy	Objectives Link	Key Performance Indicator	Implementation Partners	Monitoring Comment	Targets	Trigger Point for correction/ mitigation measures	Proposed Actions if not meeting targets
			The gap between capacity of existing facilities and forecasted arisings is met			To provide for the projected arisings by waste stream to 2026 as follows: Tonnes per annum: MSW 383,976 C&I 1,212,000 CD&E 1,556,000 Hazardous 103,026	Failure to meet targets over a five year period Review if any new national waste management targets are set for after 2020	Review how to improve capacity on sites
Waste 4	Waste Management Facilities – Permanent Uses	Provide sufficient management facilities in appropriate and accessible locations in order to minimise the amount of waste going to landfill	Not monitored. This policy is to aide the decision making process when determining applications.					

Policy ID	Policy	Objectives Link	Key Performance Indicator	Implementation Partners	Monitoring Comment	Targets	Trigger Point for correction/ mitigation measures	Proposed Actions if not meeting targets
Waste 5	Waste Uses within Existing Industrial Areas	Provide sufficient management facilities in appropriate and accessible locations in order to minimise the amount of waste going to landfill	Waste uses are located in the existing industrial areas of: Far Royds, Wortley Ashfield Industrial Estate, Wortley Cross Green Industrial Estate including land within Knostrop Waste Water Treatment Works Grangefield Industrial Estate, Stanningley, Limewood Industrial Estate, Seacroft and Thorp Arch	Leeds City Council Development Industry Waste Industry Environment Agency		Majority of new facilities for waste management, other than strategic facilities, are located within the defined industrial areas.	Undertake a review of approvals every five years: If at that point the majority of approved new waste management facilities are not located within existing industrial areas as defined in Waste 5 – with subsequent follow up reviews in each five year period	Review to determine if more appropriate locations have arisen during Plan Period Review to determine if loss of sites in areas identified in Waste 5 has detrimentally impacted ability for waste facility operations in those locations.
Waste 7	Waste Allocation for C D & E waste	Provide sufficient management facilities in appropriate and accessible locations in order to minimise the amount of waste going to landfill	The Cinder Oven Bridge Site is developed for Construction, Demolition and Excavation purposes	Leeds City Council Development Industry Waste Industry Environment Agency	Use of the Environment Agency Waste Data Interrogator	The Cinder Oven Bridge Site is developed for Construction, Demolition and Excavation Waste purposes providing substantial capacity for waste management	The Cinder Oven Bridge Site has a planning permission for development of a use other than Construction Demolition and Excavation	Review of the policy to determine if sufficient sites exist for Construction, Demolition or Excavation arisings to the end of the Plan period

Policy ID	Policy	Objectives Link	Key Performance Indicator	Implementation Partners	Monitoring Comment	Targets	Trigger Point for correction/ mitigation measures	Proposed Actions if not meeting targets
Waste 8	Waste Proposals at Other Locations	<p>Provide sufficient management facilities in appropriate and accessible locations in order to minimise the amount of waste going to landfill</p> <p>Maximise the reuse of waste</p> <p>Maximise recycling and composting waste where possible</p> <p>Recover energy from waste</p>	Approved waste proposals are situated on the sites identified in policies Waste 2, Waste 5, Waste 6 and Waste 7	<p>Leeds City Council</p> <p>Development Industry</p> <p>Waste Industry</p> <p>Environment Agency</p>	Use of the Environment Agency Waste Data Interrogator	<p>Majority of waste facilities approved are on identified sites in Waste 2, Waste 5, Waste 6 and Waste 7</p> <p>Additional treatment capacity for up to 500,000 tonnes per annum diverted from landfill over the plan period.</p> <p>Additional recycling capacity of at least 450,000 tonnes per annum for C&I.</p> <p>To continue to support the re-use and recycling of CD&E on safeguarded sites and through the delivery of an additional site at Cinder Oven Bridge.</p>	If the majority of approvals for waste facilities (measured at five year increments of the Plan) are not located on those sites identified in policies Waste 2, Waste 5, Waste 6 and Waste 7	Review of sites in Waste 2, Waste 5, Waste 6 and Waste 7 to determine if they have sufficient capacity to meet the forecasted arisings remaining over the period of the Plan, at the time of the review.

Policy ID	Policy	Objectives Link	Key Performance Indicator	Implementation Partners	Monitoring Comment	Targets	Trigger Point for correction/ mitigation measures	Proposed Actions if not meeting targets
Waste 9	Waste Management Facilities – Potential Issues and Impacts	Provide sufficient management facilities in appropriate and accessible locations in order to minimise the amount of waste going to landfill	Not specifically monitored – as the criteria outlined will be considered at the planning application stage and be applied.					
Waste 10	Planned Reduction in Landfill	<p>Provide sufficient management facilities in appropriate and accessible locations in order to minimise the amount of waste going to landfill</p> <p>Maximise the reuse of waste</p> <p>Maximise recycling and composting waste where possible</p> <p>Recover energy from waste</p>	No additional landfill capacity permitted except in the case of inert excavated waste	<p>Leeds City Council</p> <p>Development Industry</p> <p>Waste Industry</p> <p>Environment Agency</p>		Additional treatment capacity for up to 500,000 tonnes per annum diverted from landfill over the plan period.	Landfill, as a % share of total waste, increases over a 2 year period	<p>Better education and awareness raising of businesses.</p> <p>Working with W.R.A.P to promote recycling</p>

Policy ID	Policy	Objectives Link	Key Performance Indicator	Implementation Partners	Monitoring Comment	Targets	Trigger Point for correction/ mitigation measures	Proposed Actions if not meeting targets
Waste 11	Waste Disposal: Landfill and Landraising Sites	A high level of protection for the environment	<p>Satisfactory restoration, as measured through the site monitoring program. This will not be reported in AMR.</p> <p>Note: landfill gas monitoring is dealt with under ENERGY 3</p>	<p>Leeds City Council</p> <p>Development Industry</p> <p>Waste Industry</p>	Site Monitoring Programme administered by the Council's Minerals, Waste and Contaminated Land Team	Satisfactory restoration whereby Satisfactory means compliance with the restoration plan for the site including compliance with the restoration conditions	Unsatisfactory restoration (does not comply with the restoration plan for the site including compliance with the restoration conditions)	Where non compliance is materially significant this would be remedied by enforcement action, if the operator failed to take action voluntarily within an agreed timescale.
<div>Page 234</div> Energy 1 Energy 2 Energy 3 Energy 4	Large Scale Wind Energy Generation Microgeneration Development Heat and Power Energy Recovery Heat Distribution Infrastructure	Identify opportunities for renewable energy generation and heat distribution	<p>Ongoing annual progress towards meeting the overall requirement, as set out in Table 5.1</p>	<p>Leeds City Council</p> <p>Development Industry</p> <p>Energy Industry</p>	Leeds City Council Environmental Policy section monitors this	<p>Leeds produces 20 MW of installed, grid-connected renewable energy from wind power by 2026</p> <p>Leeds produces 10 MW of grid connected renewable energy from micro-generation by 2026</p> <p>Leeds produces 35 MW of grid connected renewable energy from energy from waste by 2026</p>	Measured in five year implementation periods: Review of progress if not meeting the plan requirement, based on proportionate year shares.	Review applications that have been refused to determine if policy is being implemented correctly.

Policy ID	Policy	Objectives Link	Key Performance Indicator	Implementation Partners	Monitoring Comment	Targets	Trigger Point for correction/ mitigation measures	Proposed Actions if not meeting targets
Air 1	The Management of Air Quality through Development	A high level of protection for the environment	Continued improvement of the District's air quality	Leeds City Council Development Industry University of Leeds	Air quality is monitored by the Council through its air quality monitoring stations. Action to improve air quality is monitored and reported to DEFRA through the Air Quality Action Plan	Reduction in nitrogen dioxide and particulates measured Overall improvement in the District's air quality	A new AQMA is designated	Review of policy and planning permissions subject to the policy to determine if being implemented correctly
Water 1	Water Efficiency	Support better management of the water cycle and application of efficient uses of water	Reduction in consumption of water per capita over the plan period	Leeds City Council Development Industry Yorkshire Water	Yorkshire Water carry out monitoring of water consumption	Use of water reduces over the plan period	Five yearly review. If per capita water usage has increased compared to previous five years, then review.	Review of the implementation of water efficiency policy with Yorkshire Water Review of the Code for Sustainable Homes Policy in the Core Strategy

Policy ID	Policy	Objectives Link	Key Performance Indicator	Implementation Partners	Monitoring Comment	Targets	Trigger Point for correction/ mitigation measures	Proposed Actions if not meeting targets
Water 2	Protection of Water Quality	Ensure the protection of the quality of watercourses and other sources of water	<p>The water quality of sensitive water bodies is protected and applications are refused on grounds of water pollution</p> <p>Measured by looking at number of sustained objections to applications by EA on basis of water quality</p>	<p>Leeds City Council</p> <p>Development Industry</p> <p>Environment Agency</p>		<p>All approvals have considered water quality and ensured that sensitive bodies are protected</p> <p>No sustained objections by the EA on basis of water quality each year</p>	Annual Review of planning permissions where water quality has been affected Sustained increase in total applications (over a two year period) where water quality issues have not been addressed as identified by the EA	Review issues which overrode water quality
Water 3	Functional Flood Plain	Ensure flood risk is managed, taking into account the effects of climate change	<p>Applications for new development or a change of use consider flood risk</p> <p>Measured by looking at number of sustained objections to approved applications by EA on basis of flood risk</p>	<p>Leeds City Council</p> <p>Development Industry</p> <p>Environment Agency</p>	<p>SFRA updates will be used to compare differences in functional floodplain and in Zones of Rapid Inundation</p>	No sustained objections by the EA on basis of flood risk	<p>Sustained increase in total applications (over a two year period) where flood risk issues have not been addressed</p> <p>SFRA updates indicate the need to review flood risk policies</p>	Review issues which overrode flood risk through the Planning and Flood Risk Forum.
Water 4	Development in Flood Risk Areas							
Water 5	Zones of Rapid Inundation							
Water 6	Flood Risk Assessments							

Policy ID	Policy	Objectives Link	Key Performance Indicator	Implementation Partners	Monitoring Comment	Targets	Trigger Point for correction/ mitigation measures	Proposed Actions if not meeting targets
Water 7	Surface Water Run Off	<p>Ensure the protection of the quality of watercourses and other sources of water</p> <p>Ensure flood risk is managed, taking into account the effects of climate change</p>	The Development application stage will ensure that surface water run off meets the standards set out. Enforcement action if conditions are breached. Not monitored in AMR.					
Land 1: Page 237	Contaminated Land	Efficient use of previously developed land, especially contaminated land	No formal enforcement has been necessary to secure the remediation of a site prior to development – part of LCC processes. Will not be reported in AMR	Leeds City Council Developers		Development does not take place on contaminated land until the contamination is remediated	Development takes place on contaminated land necessitating enforcement action	<p>Enforcement action and /or prosecution for non-compliance with conditions</p> <p>Review of development control procedures</p>
Land 2:	Development and Trees	Protect and increase the amount of tree cover	The Development application stage will ensure that trees are considered as set out in policy Land 2. Enforcement action if conditions are breached. Not monitored in AMR.					

Policy ID	Policy	Objectives Link	Key Performance Indicator	Implementation Partners	Monitoring Comment	Targets	Trigger Point for correction/ mitigation measures	Proposed Actions if not meeting targets
Duty to Cooperate			Identify areas of co-operation with other local planning authorities, county councils, implementation partners listed within this framework or any body or person prescribed under section 33A of the Regulations and provide details of what action taken as a result of that co-operation	<p>LPA</p> <p>County Council</p> <p>Body or Persons prescribed under section 33A of Town and Country Planning Regulations 2012</p> <p>Implementation Partners listed within this framework</p>		Identify areas of co-operation and any action that has come about as a result of that co-operation in the Authority Monitoring Report	Co-operation not reported in Authority Monitoring Report	<p>Review Authority Monitoring Report composition to identify why co-operation not reported</p> <p>If no co-operation reported due to a lack of record/activity, need to note within the AMR. Also will need to identify what barriers are preventing co-operation.</p>

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Report of Head of Scrutiny and Member Development

Report to Scrutiny Board (Sustainable Economy and Culture)

Date: 20 December 2012

Subject: Scrutiny Inquiry – Bus Services in Leeds

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

Summary of main issues

1. The Board decided at its first meeting that it wished to carry out an inquiry on bus services this year. A working group meeting was held on 2 August to meet with representatives from City Development and Metro to scope the inquiry, resulting in the attached terms of reference for the inquiry being agreed by the Board (Appendix 1).
2. The first formal session of the inquiry took place in November and the second session was scheduled for December. 2 reports are attached providing evidence for this session of the inquiry. The first is a report on the camera enforcement of bus lanes (Appendix 2). The second is a report from the Director of City Development which also incorporates information provided by Metro (Appendix 3). Officers from Environment & Neighbourhoods, City Development and Metro will be at the meeting to respond to members' questions and comments.
3. The Board decided in November that it would add a third session to the inquiry, in January 2013, in order to provide additional time to gather evidence. This session has now been confirmed as an additional Board meeting on 31 January 2013. The third session will involve dialogue with representatives from bus operators and passenger representatives.

Recommendation

4. The board is requested to consider the issues raised by this session of the inquiry.

Background documents¹

None used

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

Scrutiny Board (Sustainable Economy and Culture)

Bus Services in Leeds

Terms of reference

1.0 Introduction

- 1.1 One of the priorities in the City Priority Plan for Leeds under the banner of 'best city for business' is to "improve journey times and the reliability of public transport".
- 1.2 Following on from the Board's inquiry in 2011/12 into the impact of existing major sources of travel movements within the city, and the plans being made to address the impact of known future developments on the city's transport infrastructure, Members agreed that they wished to carry out an inquiry this year looking specifically at how to encourage increased bus patronage in Leeds.
- 1.3 A working group meeting was held on 2 August with representation from City Development directorate and Metro, to scope the proposed inquiry. At the working group we were made aware of 2 major consultations being carried out by the West Yorkshire Integrated Transport Authority, which are scheduled to take place in late 2012 and will affect the future of bus services in Leeds.
- 1.4 The first of these is the Area Bus Network Review Programme, which is a review of services across West Yorkshire. The review is being carried out on a phased basis and will be taking place in Leeds over the coming months, for implementation in the second half of 2013.
- 1.5 The second is the proposal to introduce a Bus Quality Contract Scheme in West Yorkshire. The proposals will be subject to a formal statutory public consultation process.
- 1.6 It is proposed that the Scrutiny Board times its work in order to include participation in these consultations as one strand of the inquiry.

2.0 Scope of the inquiry

- 2.1 The purpose of the Inquiry is:
 - To make an assessment of and, where appropriate, make recommendations on what can be done to encourage more people to use buses in Leeds;
 - To participate in the consultations on proposed changes to bus services in Leeds arising from the Area Bus Network Review Programme, and the proposed bus quality contract scheme for West Yorkshire.

- 2.2 The Board hopes that its findings will provide a timely and positive contribution to achieving the city priority to “improve journey times and the reliability of public transport”.

3.0 Comments of the relevant director and executive member

- 3.1 Scrutiny Board procedure rules require that the Board consults with the relevant Executive Member and Director on the terms of reference for its inquiries. Any views will be communicated to the Board. Officers from City Development Directorate and Metro contributed directly to the scoping of the inquiry.

4.0 Timetable for the inquiry

- 4.1 The inquiry will take place in November and December 2012.
- 4.2 The inquiry will conclude with the publication of a formal report setting out the board’s conclusions and recommendations. The Board may also make specific submissions as part of the two consultation processes.

5.0 Submission of evidence

5.1 Scrutiny Board meetings – 22 November 2012 and 20 December 2012

The evidence for this inquiry will include:

- Background and context to deregulation of bus services
- Information on the role of the West Yorkshire Integrated Transport Authority in relation to bus services
- Update on current key issues, eg ticketing, fares, journey times, reliability, routes
- Opportunities and barriers in relation to increasing bus usage
- Issues of local accountability and governance for Leeds in relation to the provision of bus services
- The role of the Highway Authority
- Background and context to the Area Bus Network Review programme, information on the consultation process and details of the proposals for Leeds
- Overview of Bus Quality Contract schemes and details of the proposals for the West Yorkshire Bus Quality Contract Scheme

The board will then consider emerging conclusions and recommendations to inform the production of the final inquiry report.

- 5.2 The inquiry will be supported by officers from Metro and the City Development Directorate. Other witnesses will be invited as appropriate, including bus service providers and passenger representatives.

6.0 Equality, Diversity and Cohesion and Integration Issues

- 6.1 Where appropriate, all terms of reference for work undertaken by the Scrutiny Boards will include
To review how and to what effect consideration has been given to the impact of a service or policy on all equality areas, as set out in the council's Equality and Diversity scheme, and on the council's Cohesion and Integration Priorities and Delivery Plan.
- 6.2 The objectives of this inquiry particularly reflect the following theme from the council's Equality and Diversity scheme:
Service Delivery – Leeds City Council provides fair access to services which meet the needs of our diverse communities and individuals. However it is recognised that Leeds City Council does not directly provide bus services.

7.0 Monitoring Arrangements

- 7.1 Following the completion of the scrutiny inquiry and the publication of the final inquiry report and recommendations, the implementation of the agreed recommendations will be monitored.
- 7.2 The final inquiry report will include information on the detailed arrangements for monitoring the implementation of recommendations.

8.0 Measures of success

- 8.1 It is important to consider how the Board will deem whether its inquiry has been successful in making a difference to local people. Some measures of success may be obvious at the initial stages of an inquiry and can be included in these terms of reference. Other measures of success may become apparent as the inquiry progresses and discussions take place.
- 8.2 The Board will look to publish practical recommendations.

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Report to Scrutiny Board (Sustainable Economy and Culture)

Date: 20 December 2012

Subject: Camera enforcement of bus lanes

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

Summary of main issues

1. Camera enforcement of bus lanes began in August 2011.
2. The scheme has been successful in reducing offences with a drop of about 74%.
3. A methodology has been established for extending the scheme to other sites and the next 5 cameras will be operational shortly.

1 Purpose of this report

1.1 This report is at the request of Scrutiny board (Sustainable Economy and Culture)

2 Background information

2.1 Camera enforcement of bus lanes was introduced at an initial 7 sites, 5 on the City Centre loop and 2 on outer bus lanes. These sites had been identified as a high priority for enforcement due to the large number of offences and the subsequent impact on bus journey times. The first cameras were introduced in August 2011. Due to technical difficulties and delays in government approval it was not possible to introduce all 7 at once. The current scheme is as follows :

Site	Start date
Kirkgate (junction with Vicar Lane)	8.8.2011
Vicar Lane (north of Corn Exchange)	8.8.2011
Headrow (junction with Park Row)	8.8.2011
Boar Lane (near City Square)	20.9.11
Burley Road	23.9.11
New Market Street	2.2.12
Wellington Street	2.2.12

2.2 The scheme is semi automated. There is a database of exempt vehicles known as the white list, which includes the following categories of vehicle :

- Buses
- Ambulances
- Fire Engines
- Marked Police cars
- Hackney Carriages

2.3 When a vehicle is detected using the bus lane, the registration is matched with the white list. If it is not on the database, a video clip is produced showing the incident. This clip is then viewed by an operative who decides whether a ticket is appropriate. The registration is then matched with DVLA, and a notice is produced with 2 still images attached and posted to the registered keeper.

2.4 From this point on the notice is processed in the same way as a Parking penalty, including the right of appeal to an independent tribunal. As the legislative process is identical this work is carried out by Parking Services. Income of about £2m has been generated so far.

2.5 As a result of enforcement the number of offences has fallen dramatically. An outline of the figures is below

Site	No. of offences at introduction	No. of offences at last week Oct 2011	No. of offences at last week Oct 2012	%age drop since introduction	%age drop since Oct11 to Oct 12	Total No. of offences to 30th Oct 2012
Boar Lane	795	587	286	-64.0%	-51.3%	22,448
Burley Rd	252	228	109	-56.7%	-52.2%	7,850
Headrow	602	81	151	-74.9%	86.4%	7,586
Kirkgate (Vicar Ln)	803	363	180	-77.6%	-50.4%	15,496
Vicar Lane	477	265	123	-74.2%	-53.6%	11,109
New Market Street	167		27	-83.8%		2,129
Wellington Street	476		54	-88.7%		4,267
						70,885

2.2 Comparing the total offences from week one to the last week in October gives a reduction of 74%.

2.3 The scheme was well publicised before going live and warning notices were sent out for the first 2 weeks of operation. Surveys from 2009 showed more than 8000 at just the Kirkgate site, suggesting that the reduction due to enforcement could be as high as 98 %.

2.4 Offence levels at all bus lanes have been reviewed and work is currently being carried out to introduce restrictions on the following sites :

- Canal Street in Armley
- A65 (4 cameras)
- Burmantofts Road
- York Street

3 Recommendation

3.1 Scrutiny board are asked to note the contents of this report.

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Report of Director of City Development

Report to Scrutiny Board (Sustainable Economy and Culture)

Date: 20 December 2012

Subject: BUS SERVICES IN LEEDS Session 2

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

Summary of main issues

1. At their September 2012 meeting the Board considered Terms of Reference for an inquiry into "bus services in Leeds". The report submitted for the first session provided initial information on:
 - Background and context to deregulation of bus services
 - Information on the role of the West Yorkshire Integrated Transport Authority in relation to bus services
 - The role of the Highway Authority
 - Opportunities and barriers in relation to increasing bus usage
2. This report for the second session of the inquiry will focus on future strategy and delivery including:
 - Update on current key issues, eg ticketing, fares, journey times, reliability, routes
 - Issues of local accountability and governance for Leeds in relation to the provision of bus services
 - Background and context to the Area Bus Network Review programme, information on the consultation process and details of the proposals for Leeds
 - Overview of the Bus Strategy for West Yorkshire and details of the proposals for the West Yorkshire Bus Quality Contract Scheme

3. An additional third enquiry session has been agreed, to take place on 31 January 2013, when bus operators and passenger representatives will be invited in for a discussion on Bus Services In Leeds

Recommendations

4. Members are requested to note and comment on this report.

1 Purpose of this report

- 1.1 This report follows on from the previous Scrutiny Board report which provided an introduction into Bus Services in Leeds, and outlined the associated Key Issues. This report outlines the challenges and opportunities associated with the Area Bus Network review programme, the current position in terms of a Bus Strategy for West Yorkshire, synergies with the City Deal and the creation of a combined authority for West Yorkshire.

2 Background information

- 2.1 The previous report gave Members the historical background, to the current deregulated bus market, decline in bus patronage and service levels. The report outlined the key issues regarding the integration of bus services, bus ticketing, bus reliability and punctuality, bus user satisfaction, journey speed and congestion.
- 2.2 The third West Yorkshire Local Transport Plan (LTP3) sets out a comprehensive strategy to tackle the decline in bus patronage, under the themes of Asset Management, Travel Choices, Connectivity and Enhancement to the transport system. The Plan also proposes a new approach to working with bus operators through a Bus Strategy for West Yorkshire in order to address the sustained decline of bus patronage. In addition to this the recently announced City Deal for the Leeds City Region has a strong emphasis on transport, which seeks to bring together local and national funding with devolved powers and new governance arrangements.

3 Main issues

- 3.1 Metro are undertaking a programme of Area Bus Network Reviews in each District in order to achieve significant savings in the budget for tendered services, The purpose of the review will be; Establish and raise awareness the core network of high frequency bus services in each area as defined and promoted in the LTP3; Engage with commercial bus operators on those services which operate without Metro subsidy; Review and redesign the tendered bus network in order to reduce costs in line with Metro's revised budget position.
- 3.2 The Leeds review will involve changes to contracts and services from July 2013. A set of proposed changes to bus services will be developed and issued for consultation early in 2013. The review is seeking to obtain savings from the tendered bus network whilst protecting the on-going economic viability and social benefit of the bus network. The total value of Metro specified services under review in the District is £3.5 million pa.

- 3.3 The West Yorkshire Passenger Transport Executive has provided a report on the Leeds Area Bus Network Review. This is included in appendix 1.

Bus Strategy for West Yorkshire

- 3.4 A high quality integrated bus network for Leeds and West Yorkshire is key to achieving Local Transport Plan objectives. Proposal 16 of LTP3 outlines aspirations for a 'new framework for local bus services as part of an integrated transport system', through the implementation of a Quality Bus Contract Scheme to help deliver improved local bus services in West Yorkshire, replacing the existing deregulated market with a system of contracts, as currently operates in London.

Partnership Offer

- 3.5 The four largest bus operators in West Yorkshire, and a number of smaller operators, have formed an association – the Association of Bus Operators in West Yorkshire (ABOWY). ABOWY have submitted a collective partnership proposal and consider that their proposals address the detailed requirements which have been developed on the basis of approved WYITA reports and the objectives and strategy set out in the third West Yorkshire Local Transport Plan.
- 3.6 The operator proposals have considerable merits and would provide significant customer benefits and would be likely to have a positive impact on bus patronage. The main area of contention has been around ticketing. Operators see multi-operator tickets as premium products, priced higher than similar operator only products. Metro refutes this view, and believes that operators introduced many of their products as a way of protecting market share by discouraging competition.
- 3.7 The Authority meeting of 29 June 2012 endorsed a Bus Quality Contract Scheme as the preferred approach to addressing the decline in bus patronage and rejected the partnership offer from the Association of Bus Operators in West Yorkshire (ABOWY). The report to the Authority meeting advised that:

'On balance, it is recommended that the Quality Contract option should be adopted as the preferred approach as it would, on the basis of work undertaken to date, provide the greatest benefits and be the most certain way of achieving the Authority's aspirations for a local integrated transport system. This decision would provide a clear signal of the Authority's intentions but would not rule out further consideration of a partnership offer at a future date as the scheme development process requires on-going justification of the preferred approach'

Better Bus Areas

- 3.8 The Department for Transport publication 'Green Light for Better Buses' (March 2012) proposed support for partnership working between bus companies and local authorities, reform the way that the Bus Service Operators Grant (BSOG), a subsidy to operators is paid. Improve competition in English local bus markets, and bring local transport authorities and bus companies together to help develop effective multi-operator ticketing schemes.
- 3.9 The Department for Transport have now published a consultation document regarding the devolution of Bus Service Operator Grant (BSOG) and the criteria for Better Bus Areas. The proposals in the consultation document would, in effect,

preclude an authority developing proposals for a Bus Quality Contract Scheme from bidding to become a Better Bus Area and benefit from devolved and additional funding. the proposal for Better Bus Areas could have significant implications for the Business Case for a Bus Quality Contract Scheme for West Yorkshire as it could affect the availability of funding in different scenarios.

- 3.10 ABOWY members have indicated a desire to revisit and enhance the partnership offer in the light of the proposal for Better Bus Areas and the development of a West Yorkshire Transport Fund. They have also indicated a willingness to give fresh consideration to actions that would address the significant gaps between the partnership offer and the Authority's aspirations.
- 3.11 The West Yorkshire Council Leaders have recently confirmed their support for a Bus Quality Contract Scheme as it offers the potential for better alignment with wider policy objectives and the proposed West Yorkshire Transport Fund, and would complement devolution initiatives set out in the Leeds City Region Deal. The Leaders have requested that the Authority give urgent consideration to whether a revised partnership offer, with the opportunity to bid for Better Bus Area status, should be accepted or the proposed Quality Contract Scheme should be progressed.
- 3.12 The current legislation provides for both partnership and quality contract approaches to enhancing local bus services under the provisions of the Local Transport Act (2008).

4 Local Governance and Accountability

- 4.1 As outlined in the previous report the under Transport Act 2000 (as amended by the Local Transport Act 2008), The West Yorkshire Integrated Transport Authority (WYITA) is solely responsible for developing policies for the promotion and encouragement of safe, integrated, efficient and economic transport to, from and within West Yorkshire, through the Local Transport Plan (LTP3), in consultation with the Districts.
- 4.2 The Metropolitan District Councils within West Yorkshire have a duty to carry out their functions to deliver the policies of WYITA within LTP3, and to have regard to the proposals of WYITA within LTP3 for delivering those policies, when carrying out those functions.
- 4.3 The recently announced City Deal for the Leeds City Region has a strong emphasis on transport which seeks to bring together local and national funding with devolved powers and new governance arrangements to further strengthen the role of transport in delivery of economic growth. It will manage £1bn of transport investment from 2014, supported by funding from the Department for Transport, with the aim of enabling economic growth by reducing journey times and improve connectivity with neighbouring areas.
- 4.4 The measures within the City Deal complement the WYITA's recent decision to adopt Quality Contracts as the preferred way of delivering the bus strategy and to bring together the tools necessary for the transport authority to deliver transformational change.

- 4.5 West Yorkshire Leaders committed, subject to the findings of a necessary statutory review process, to creating a Combined Authority for West Yorkshire as swiftly as possible as part of the required governance arrangements of the City Deal.

5 Corporate Considerations

5.1 Consultation and Engagement

- 5.1.1 Transport cannot be planned effectively in isolation because it has a wider role to play in the achievement of a range of social, environmental and economic objectives. The Local Transport Plan was developed through partnership working, engagement and consultation with a range of partners and stakeholders. The engagement and consultation involved three rounds of formal public consultation.
- 5.1.2 The process for developing and implementing a Bus Quality Contract scheme requires an intensive period of discussion with key stakeholders (the current stage) before a decision of the Authority to give notice of its intention to make a Bus Quality Contract Scheme, and launch a formal consultation. A future decision to give notice would require Metro to:
- publish a consultation document, which must (among other things) set out the authority's assessment of how the "public interest" criteria are met as well as a declaration to the effect that the scheme is affordable.
 - send a copy of that document to various interested parties, including statutory consultees identified in the Transport Act 2000.
 - give notice of the proposal in at least one newspaper circulating in the area of the proposed scheme. The purpose of this requirement is to raise public awareness of the proposal and a communications strategy would be developed to inform and engage with all those with an interest.
 - send a copy of the notice to the senior traffic commissioner (STC). This notice serves as the trigger for the STC to constitute the Quality Contract Scheme Board that will later consider the proposal and give an opinion.
- 5.1.3 The Leeds Area Bus Network Review Consultation included member and stakeholder briefings, during the week commencing 10th December, with a Public Consultation Process taking place from the 7th January to 1st February 2013.

5.2 Equality and Diversity / Cohesion and Integration

- 5.2.1 The development of bus strategy and transport interventions is being accompanied by full Equality Impact Assessments as appropriate by the LTP partners, Metro and the five district councils in line with their respective procedures for such assessments.

5.3 Council Policies and City Priorities

- 5.3.1 The provision and future development of high quality bus services in the city contributes is a priority within the Local Transport Plan and transport strategy and specifically supports the delivery of the City Priorities to:

- Improve journey times and the reliability of public transport; and
- Improve the environment through reduced carbon emissions.

5.4 Resources and Value for Money

5.4.1 This report has no specific resource and value for money implications.

5.5 Legal Implications, Access to Information and Call In

5.5.1 This report has no specific legal or access to information implications.

5.6 Risk Management

5.6.1 This report has no risk management implications. Processes for risk and project management form part of the various projects related to the bus strategy being progressed by the City Council and Metro.

6 Conclusions

6.1.1 This report provides details regarding the challenges and opportunities associated with the Area Bus Network review programme. In addition to this further details have been provided on a Bus Strategy for West Yorkshire, Bus Quality Contracts and the associated interfaces with the Better Bus Area Grant, as well as synergies with the City Deal and the creation of a combined authority for West Yorkshire.

7 Recommendations

7.1.1 Scrutiny Board members are requested to note and comment on this paper.

8 Background documents ¹

None

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

WEST YORKSHIRE PASSENGER TRANSPORT EXECUTIVE

SUBJECT: LEEDS AREA BUS NETWORK REVIEW

1. PURPOSE OF REPORT

- 1.1 To advise the Scrutiny Board of Metro's current Area Bus Network Review in Leeds,

2. BACKGROUND TO THE REVIEW

- 2.1 Metro need to make very significant reductions in its expenditure as a result of the central Government cuts in grant to District Councils. Whilst savings have been made in Metro's staffing, administrative and accommodation costs, a high proportion of Metro's revenue budget funds the provision of specified bus services and concessionary fares. As Metro has very limited discretion over expenditure on the statutory scheme for free bus travel for senior and disabled people, the greatest impact of the need to reduce expenditure will fall on bus services.
- 2.2 Metro is undertaking a rolling programme of Area Bus Network reviews which started in the Bradford and Wakefield districts in 2011 moving on to Kirklees in 2012 and Leeds and Calderdale in 2013. The timing of the programme is determined by the Metro's tender programme for specified bus services; current contracts in the Leeds area expire in July 2013.
- 2.3 Contracts for services in Otley, Ilkley and the Aireborough area expire later in 2013 and will be subject to a separate consultation later in the year.

3. LEEDS REVIEW

- 3.1 The total value of current expenditure under consideration in the review is £3.5 million per annum. A target saving of 25% has been set in all of the review areas in order to keep within budget. A saving of £0.875m pa is therefore required.
- 3.2 The Local Transport Plan 3 identifies a "core network" of bus services which carry approximately 70% of passengers in West Yorkshire. The LTP3 identifies these routes as the priority for capital investment in schemes to increase bus use in West Yorkshire. These are the most profitable routes for the commercial bus operators. Metro currently funds some early morning, evening and Sunday journeys on some of these services. It is considered that these routes generate enough income in fares to stand alone without public subsidy. Metro will therefore no longer fund these journeys after July 2012. In the Leeds area this will reduce annual expenditure by £0.8 million.
- 3.3 The remaining sum will need to be found through a value for money appraisal of the services which operate under contract to Metro. An extensive review of these services in terms of passenger use and operating resources has been carried out. Efforts have been made to minimise the impact on passengers and

communities as far as possible. In several instances, Metro has sought to address known issues reported by customers and elected members. In some cases, operational changes are proposed which will reduce to bus resources required to provide the services thereby reducing costs.

- 3.4 The commercial bus operators have been involved in the review to date. Changes to some services they operate without Metro subsidy have been incorporated into the proposals for consultation.

4. PROPOSED CHANGES AND CONSULTATION

- 4.1 Following briefings to elected members during December 2012, proposed bus service changes arising from the review will be issued for consultation. A number of consultation events have been arranged during January and early February.
- 4.2 An area by area summary of the changes is attached as Appendix 1 to this briefing note.
- 4.3 The views expressed by the Scrutiny Board will be included in Metro's evaluation of the consultation feedback.

5. PROCESS FROM THIS POINT FORWARD

- 5.1 Following the closure of the consultation period in January, tenders will be invited from bus companies. Metro has sought to structure the services into contract packages which it is hoped may be attractive to a wider number of bus companies. Increased competition will help keep tender prices down.
- 5.2 Metro has successfully encouraged increased competition for tenders in the Bradford, Wakefield and Kirklees reviews. This has delivered cost savings however, it has resulted in some services being split between operators. It is possible that such an arrangement may prevail on some routes following this review.
- 5.3 Tenders from bus companies will be invited and evaluated and a final decision will be made in spring 2013. A summary of the results of the consultation and the outcome of the tender process will be issued to Leeds members.
- 5.4 Metro will prepare an Equality Impact Assessment for each withdrawn or significantly reduced service. These have not yet been carried out as they will be informed by the consultation process.

Leeds Bus Review – Outer South Leeds areas

(Carlton, Drighlington, East Ardsley, Gildersome, Morley, Oulton, Rothwell, Woodlesford)

Main Impacts

Service 153 (Morley – Rothwell – Castleford every two hours) replaced by

- Hourly service 88 East Ardsley – Morley
- Two hourly service 153 Rothwell – Castleford
- School services maintained

- **Service 9 (Horsforth – Pudsey – Seacroft)**

The following journeys will be withdrawn due to low use:-

0521 (Mon-Fri) Middleton Centre – Pudsey Bus Station,
1841 (Mon-Fri) Horsforth – Pudsey Bus Station
2240 (Mon-Sat) Horsforth – Middleton Centre
2340 (Mon-Fri) Horsforth – Pudsey Bus Station
2313 (Mon-Fri) Pudsey Bus Station – Horsforth
2310 (Mon-Fri) Seacroft Bus Station – White Rose Centre
0545 (Sat) Pudsey Bus Station – Seacroft Bus Station
1745 (Sat) White Rose Centre – Horsforth

The Sunday service will start two hours earlier than at present from Seacroft and operate as a through service between Seacroft and Horsforth. The Sunday evening service will be withdrawn after 2000 due to low passenger use.

- **Service 38 (White Rose Centre – Wortley – Kirkstall – Headingley – Moortown Corner – Geldhow)**

Due to very low passenger use, the evening service will be withdrawn. There will be no service after 1900 Monday - Friday and after 1800 on Saturdays and Sundays.

The following early morning journeys will be withdrawn:-

0546 (Mon - Fri) Kirkstall - Wortley Ringways
0625 (Mon - Fri) Moortown Corner - Wortley Ringways
0627 (Sat) Wortley Ringways - Gledhow
0727 (Sat) Wortley Ringways - Gledhow
0720 (Sat) Gledhow - Wortley Ringways

- **Service 51 (Moor Allerton – Meanwood – Little London – Leeds – Churwell – Morley Town Hall)**

The following journeys will be withdrawn due to low use:-

0650 (Sun) Meanwood - Moor Allerton

2323 (Sun) Moor Allerton - Meanwood

- **Service 55 (Moor Allerton – Meanwood – Leeds – Hunslet – Cottingley – Morley)**

The timetable will be revised to improved reliability.

- **Service 64 (Gildersome – Morley – Leeds – Scholes – Barwick – Aberford)**

Some poorly used journeys may be withdrawn.

- **Service 64A (Gildersome – Morley – Leeds – Scholes – Barwick –Aberford)**

All 64A journeys will operate via the service 64 route and will not service Scholes.

Service 11 will provide a through service from Scholes to Leeds.

- **Service 85/87 (Pudsey – Bramley – Leeds – Middleton – Morley)**

Service 85 will be rerouted in East Ardsley via Common Lane. Service 87 route remains unchanged. Timetables will be revised to improve co-ordination with other services.

- **Service 88 (Morley – East Ardsley)**

Introduction of a new hourly service replacing service 153 between Morley and East Ardsley, Mary Street.

- **Service 153 (Morley – Rothwell – Castleford)**

With the exception of school journeys, this service will operate between Castleford and Rothwell only on a 90 minute frequency.

Between Morley and East Ardsley, new hourly Service 88 will replace Service 153.

With the exception at school times, there will be no service between East Ardsley and Rothwell.

The route of Service 153 between Castleford and Rothwell is unchanged. Service 88 will not serve Baghill Road, Commonsides or Constable Road.

- **Service 168 (Leeds – Woodlesford – Swillington – Great Preston – Allerton Bywater – Castleford)**

The following journeys will be withdrawn due to low use:-

2139 (sun) Castleford – Leeds

2229 (sun) Leeds - Castleford

Leeds Bus Review – Inner South Leeds areas

(Beeston, Belle Isle, City Centre, Cottingley, Holbeck, Hunslet, Middleton, Stourton)

Main Impacts

No major impacts however poorly used journeys will be withdrawn.

Service 61 (Hunslet to St James's will operate hourly and be extended to start at John Charles Sports Centre).

- **Service 5 (Old Farnley – Armley – Leeds – Halton Moor)**

After 2030 the service will be reduced to hourly between Leeds and Old Farnley, Leeds to Halton Moor will remain hourly.

The following little used early morning journeys will be withdrawn:-

0505 (Mon-Fri) Leeds Kirkgate – Old Farnley
0731 (Sat) Old Farnley – Leeds Infirmary Street
0754 (Sat) Leeds Kirkgate – Old Farnley

- **Service 7A (Leeds – Scott Hall Road – Moortown – Alwoodley)**

The following poorly used journeys will be withdrawn:-

0613 (Mon-Fri) Moortown Corner – Alwoodley
0644 (Mon-Fri) Moortown Corner - Alwoodley
2350 (Daily) Moortown Corner to Alwoodley
2305 (Daily) Alwoodley to Moortown Corner
0850 (Sun) Moortown Corner – Alwoodley
2250 (Sun) Moortown Corner – Alwoodley

- **Service 7S (Leeds – Scott Hall Road – Moortown – Alwoodley)**

The following poorly used journeys will be withdrawn:-

2220 (Sun) Moortown Corner – Shadwell
2320 (Sun) Moortown Corner – Shadwell
2238 (Sun) Shadwell - Moortown Corner
2336 (Sun) Shadwell - Moortown Corner

- **Service 9 (Horsforth – Pudsey – Seacroft)**

The following journeys will be withdrawn due to low use:-

0521 (Mon-Fri) Middleton Centre – Pudsey Bus Station,
1841 (Mon-Fri) Horsforth – Pudsey Bus Station
2240 (Mon-Sat) Horsforth – Middleton Centre
2340 (Mon-Fri) Horsforth – Pudsey Bus Station
2313 (Mon-Fri) Pudsey Bus Station – Horsforth
2310 (Mon-Fri) Seacroft Bus Station – White Rose Centre
0545 (Sat) Pudsey Bus Station – Seacroft Bus Station
1745 (Sat) White Rose Centre – Horsforth

The Sunday service will start two hours earlier than at present from Seacroft and operate as a through service between Seacroft and Horsforth. The Sunday evening service will be withdrawn after 2000 due to low passenger use.

- **Service 11 (Seacroft – Gipton – Leeds)**

This service will be extended to operate between Leeds Infirmary Street and Cross Gates via Gipton, Seacroft and Scholes.

Between Seacroft, Scholes and Cross Gates the service will operate via the existing Service 63 route. (Service 63 will be withdrawn).

The service will operate via the existing route between Leeds and Seacroft and the hourly frequency will be maintained.

During the evening and Sundays, new Service 11A will operate hourly between Leeds Infirmary Street and Cross Gates via Cross Green, Gipton, Seacroft and Scholes.

Service 11A will operate via the new Service 11 route but will be diverted to serve Cross Green, replacing existing services 63A and 63B which will be withdrawn.

The service to Temple Newsam will be withdrawn.

- **Service 11A (Leeds – Cross Green – Gipton – Seacroft – Scholes – Cross Gates)**

Introduction of a new hourly service between Leeds Infirmary Street and Cross Gates via Cross Green, Gipton, Seacroft and Scholes.

This service will replace the existing 63A and 63B services which will be withdrawn.

- **Service 14 (Leeds – Stanningley – Bramley – Pudsey)**

The evening service will be reduced to operate hourly instead of half hourly after 1900 daily.

The early morning and Sunday daytime service will remain unchanged.

- **Service 19 (Ireland Wood – West Park – Headingley – Burley – Leeds – York Road – Halton – New Templegate – Whitkirk- Colton – Garforth – East Garforth)**

The following poorly used Sunday journeys will be withdrawn:-

2321 Leeds Boar Lane – Garforth
 2222 Leeds Kirkgate – Ireland Wood
 2322 Leeds Kirkgate – Ireland Wood
 2310 Garforth Inverness Road – Leeds

- **Service 51 (Moor Allerton – Meanwood – Little London – Leeds – Churwell – Morley Town Hall)**

The following journeys will be withdrawn due to low usage:-

0650 (Sun) Meanwood - Moor Allerton
 2323 (Sun) Moor Allerton - Meanwood

- **Service 55 (Moor Allerton – Meanwood – Leeds – Hunslet – Cottingley – Morley)**

The timetable will be revised to improved reliability.

- **Service 61 (Hunslet – St James’s Hospital)**

This service will operate hourly and will start from John Charles Sports Centre.

- **Service 60 (Cross Gates – Scholes – Seacroft)**

This service will operate between Seacroft and Halton/Templegate via Cross Gates, Kingswear Crescent and Colton (Sainsburys) providing a link between Templegate and Sainsburys at Colton. The service will not operate via Hollyshaw Lane.

A new service 63 will operate between Leeds and Cross Green.

- **Service 63 (Leeds – Cross Green)**

Introduction of a new service providing a day time half hourly circular link between Vicar Lane, Cross Green and East End Park.

- **Service 63A /63B (Leeds – Cross Green – Temple Newsam – Scholes – (Seacroft service 63B)**

Both these services will be withdrawn.

A new service 11A will provide an hourly Sunday and evening service between Leeds and Cross Gates via Cross Green, Seacroft and Scholes.

There will be no service to Temple Newsam.

- **Service 64 (Gildersome – Morley – Leeds – Scholes – Barwick – Aberford)**

Some poorly used journeys may be withdrawn.

- **Service 74 (Middleton – Beeston – Leeds – Hunslet – Stourton Grange – Belle Isle)**

Some poorly used journeys may be withdrawn.

- **Service 85/87 (Pudsey – Bramley – Leeds – Middleton – Morley)**

Service 85 will be rerouted in East Ardsley via Common Lane. Service 87 route remains unchanged. Timetables will be revised to improve co-ordination with other services.

- **Service 90 (Leeds – Wortley – Pudsey – Calverley – Greengates)**

Due to low passenger demand the following journeys will be withdrawn:-

2127 (Daily) Leeds - Greengates
 2227 (Daily) Leeds - Pudsey
 2118 (Daily) Greengates - Leeds
 2218 (Daily) Greengates - Leeds
 1927 (Sun) Leeds - Greengates
 2027 (Sun) Leeds - Greengates
 1918 (Sun) Greengates - Leeds
 2018 (Sun) Greengates – Leeds

- **Service 97 (Leeds – Headingley – Horsforth – Yeadon – Guiseley)**

The following journeys will be withdrawn due to low use:-

0530 (Sat) Leeds - Guiseley
 0630 (Sat) Leeds - Guiseley
 2218 (Sun) Guiseley - Leeds
 2303 (Sun) Guiseley – Headingley

- **Service 163 (Leeds – Halton – Cross Gates – Colton – Garforth- Kippax – Allerton Bywater – Castleford)**

The following journeys will be withdrawn due to low use:-

0544 (Mon - Fri) Garforth - Castleford
0624 (Mon - Fri) Garforth - Castleford
2228 (Mon - Fri) Castleford - Garforth
2228 (Sun) Castleford - Garforth

- **Service 166 (Leeds – Cross Gates – Colton – Garforth- Kippax – Allerton Bywater – Castleford)**

The following journey will be withdrawn due to low use:-

2258 (Sun) Castleford - Garforth

- **Service 168 (Leeds – Woodlesford – Swillington – Great Preston – Allerton Bywater – Castleford)**

The following journey will be withdrawn due to low use:-

2258 (Sun) Castleford – Garforth

- **Service 770 (Leeds – Seacroft – Thorner Bramham – Boston Spa – Wetherby – Harrogate)**

Some poorly used journeys may be withdrawn.

- **Service X99 (Wetherby – Scarcroft – Leeds)**

The following journeys will be withdrawn due to low use:-

2335 (Mon - Fri) Wetherby - Leeds
2045 (Sun) Leeds - Deighton Bar
2145 (Sun) Leeds - Wetherby
2245 (Sun) Leeds - Wetherby
2140 (Sun) Deighton Bar - Wetherby
2235 (Sun) Wetherby - Leeds
2335 (Sun) Wetherby - Leeds

Leeds Bus Review – Outer East Leeds areas

(Allerton Bywater, Colton, Garforth, Halton, Kippax, Methley, Micklefield, Osmandthorpe, Seacroft, Swillington, Whinmoor, Whitkirk)

Main Impacts

Service 64A will no longer divert into Scholes village, Scholes village to Leeds will be provided by hourly service 11.

Service 60 will operate between Seacroft and Halton/Templegate via Cross Gates, Kingswear Crescent and Colton (Sainsburys) providing a link between Templegate and Sainsburys at Colton.

The ring road service 8 will no longer operate on Saturdays due to poor levels of use.

A revised pattern of evening and Sunday services will be introduced following the route of service 11 through Gipton, this will however mean the withdrawal of the Sunday diversion into Temple Newsam.

- **Service 5 (Old Farnley – Armley – Leeds – Halton Moor)**

After 2030 the service will be reduced to hourly.

The following little used early morning journeys will be withdrawn:-

0505 (mon – Fri) Leeds Kirkgate – Old Farnley
0731 (Sat) Old Farnley – Leeds Infirmary Street
0754 (Sat) Leeds Kirkgate – Old Farnley

- **Service 8 (Pudsey – Horsforth – Moortown – Seacroft)**

The Saturday service will be withdrawn due to low passenger use.

A small number of Monday to Friday peak journeys will be extended from Seacroft to Thorpe Park via Cross Gates.

The following journeys will be withdrawn due to low use:-

0611 (Mon – Fri) Pudsey – Seacroft
0555 (Mon – Fri) Seacroft - Pudsey
0645 (Mon – Fri) Seacroft - Pudsey

- **Service 9 (Horsforth – Pudsey – Seacroft)**

The following journeys will be withdrawn due to low use:-

0521 (Mon-Fri) Middleton Centre – Pudsey Bus Station,
1841 (Mon-Fri) Horsforth – Pudsey Bus Station
2240 (Mon-Sat) Horsforth – Middleton Centre
2340 (Mon-Fri) Horsforth – Pudsey Bus Station
2313 (Mon-Fri) Pudsey Bus Station – Horsforth
2310 (Mon-Fri) Seacroft Bus Station – White Rose Centre
0545 (Sat) Pudsey Bus Station – Seacroft Bus Station
1745 (Sat) White Rose Centre – Horsforth

The Sunday service will start two hours earlier than at present from Seacroft and operate as a through service between Seacroft and Horsforth. The Sunday evening service will be withdrawn after 2000 due to low passenger use.

- **Service 11 (Seacroft – Gipton – Leeds)**

This service will be extended to operate between Leeds Infirmary Street and Cross Gates via Gipton, Seacroft and Scholes.

Between Seacroft, Scholes and Cross Gates the service will operate via the existing Service 63 route. (Service 63 will be withdrawn).

The service will operate via the existing route between Leeds and Seacroft and the hourly frequency will be maintained.

During the evening and Sundays, new Service 11A will operate hourly between Leeds Infirmary Street and Cross Gates via Cross Green, Gipton, Seacroft and Scholes.

Service 11A will operate via the new Service 11 route but will be diverted to serve Cross Green, replacing existing services 63A and 63B which will be withdrawn.

- **Service 11A (Leeds – Cross Green – Gipton – Seacroft – Scholes – Cross Gates)**

Introduction of a new hourly service between Leeds Infirmary Street and Cross Gates via Cross Green, Gipton, Seacroft and Scholes.

This service will replace the existing 63A and 63B services which will be withdrawn. The service to Temple Newsam will be withdrawn.

- **Service 14 (Leeds – Stanningley – Bramley – Pudsey)**

The evening service will be reduced to operate hourly instead of half hourly after 1900 daily.

The early morning and Sunday daytime service will remain unchanged.

- **Service 19 (Ireland Wood – West Park – Headingley – Burley – Leeds – York Road – Halton – New Templegate – Whitkirk- Colton – Garforth – East Garforth)**

The following poorly used Sunday journeys will be withdrawn:-

2321 Leeds Boar Lane – Garforth
 2222 Leeds Kirkgate – Ireland Wood
 2322 Leeds Kirkgate – Ireland Wood
 2310 Garforth Inverness Road – Leeds

- **Service 60 (Cross Gates – Scholes – Seacroft)**

This service will operate between Seacroft and Halton/Templegate via Cross Gates, Kingswear Crescent and Colton (Sainsburys) providing a link between Templegate and Sainsburys at Colton. The service will not operate via Hollyshaw Lane.

A new service 63 will operate between Leeds and Cross Green.

- **Service 63 (Cross Gates – Scholes – Seacroft)**

This service will be withdrawn and replaced by service 11 which will be extended from Seacroft to Cross Gates via Scholes on the existing service 63 route.

Service 11 will operate hourly during the day and provide a through service to Leeds City Centre.

- **Service 63 (Leeds – Cross Green)**

Introduction of a new service providing a day time half hourly circular link between Vicar Lane, Cross Green and East End Park.

- **Service 63A /63B (Leeds – Cross Green – Temple Newsam – Scholes – (Seacroft service 63B)**

Both these services will be withdrawn.

A new service 11A will provide an hourly Sunday and evening service between Leeds and Cross Gates via Cross Green, Seacroft and Scholes.

- **Service 64 (Gildersome – Morley – Leeds –Barwick – Aberford)**

Some poorly used journeys may be withdrawn.

- **Service 64A (Gildersome – Morley – Leds – Scholes – Barwick –Aberford)**

All 64A journeys will operate via the service 64 route and will not service Scholes.

Service 11 will provide a through service from Scholes to Leeds.

- **Service 91 (Pudsey – Headingley – Halton Moor)**

Due to low passenger use the following journeys will be withdrawn:-

0540 (Mon - Fri) Swinnow - Halton Moor
 1920 (Mon - Fri) Shaw Lane- Halton Moor
 2323 (Daily) Pudsey - Shaw Lane
 0624 (Mon - Fri) Headingley North Lane - Pudsey
 2321 (Daily) Halton Moor - Bramley
 0645 (Sat) Pudsey - Halton Moor
 0643 (Sat) Halton Moor - Pudsey
 0740 (Sat) Halton Moor - Pudsey
 0754 (Sun) Bramley - Halton Moor
 2023 (Sun) Pudsey - Halton Moor
 2123 (Sun) Pudsey - Halton Moor
 2223 (Sun) Pudsey - Halton Moor
 2121 (Sun) Halton Moor - Pudsey
 2221 (Sun) Halton Moor - Pudsey

The following Bramley to Halton Moor journeys will now start at Pudsey: -

0619 Bramley - now 0607 from Pudsey
 0823 Bramley now 0810 from Pudsey

The following additional journeys will be introduced:-

0753 (Sat) Halton Moor - Pudsey
 0823 (Sat) Halton Moor - Pudsey

- **Service 91A (Pudsey – Headingley – St.James Hospital)**

This service will be withdrawn due to low passenger use.

- **Service 163 (Leeds – Halton – Cross Gates – Colton – Garforth- Kippax – Allerton Bywater – Castleford)**

The following journeys will be withdrawn due to low use:-

0544 (Mon - Fri) Garforth - Castleford
 0624 (Mon - Fri) Garforth - Castleford
 2228 (Mon - Fri) Castleford - Garforth
 2228 (Sun) Castleford - Garforth

- **Service 166 (Leeds – Cross Gates – Colton – Garforth- Kippax – Allerton Bywater – Castleford)**

The following journey will be withdrawn due to low use:-

2258 (Sun) Castleford - Garforth

- **Service 168 (Leeds – Woodlesford – Swillington – Great Preston – Allerton Bywater – Castleford)**

The following journey will be withdrawn due to low use:-

2258 (Sun) Castleford – Garforth

- **Service 770 (Leeds – Seacroft – Thorner Bramham – Boston Spa – Wetherby – Harrogate)**

Some poorly used journeys may be withdrawn.

Leeds Bus Review – Inner East Leeds areas **(Burmantofts, Chapletown, Harehills)**

Main Impacts

A new half hourly circular service 63 will operate between Vicar Lane, Cross Green and East End Park replacing hourly service 60.

- **Service 60 (Cross Gates – Scholes – Seacroft)**

This service will operate between Seacroft and Halton/Templegate via Cross Gates, Kingswear Crescent and Colton (Sainsburys) providing a link between Templegate and Sainsburys at Colton. The service will not operate via Hollyshaw Lane.

A new service 63 will operate between Leeds and Cross Green.

- **Service 61 (Hunslet – St James's Hospital)**

This service will start from John Charles Sports Centre

- **Service 63 (Leeds – Cross Green)**

Introduction of a new service providing a day time half hourly link circular between Vicar Lane, Cross Green and East End Park.

- **Service 91 (Pudsey – Headingley – Halton Moor)**

Due to low passenger use the following journeys will be withdrawn:-

0540 (Mon - Fri) Swinnow - Halton Moor
1920 (Mon - Fri) Shaw Lane- Halton Moor
2323 (Daily) Pudsey - Shaw Lane
0624 (Mon - Fri) Headingley North Lane - Pudsey
2321 (Daily) Halton Moor - Bramley
0645 (Sat) Pudsey - Halton Moor
0643 (Sat) Halton Moor - Pudsey
0740 (Sat) Halton Moor - Pudsey
0754 (Sun) Bramley - Halton Moor
2023 (Sun) Pudsey - Halton Moor
2123 (Sun) Pudsey - Halton Moor
2223 (Sun) Pudsey - Halton Moor
2121 (Sun) Halton Moor - Pudsey
2221 (Sun) Halton Moor - Pudsey

The following Bramley to Halton Moor journeys will now start at Pudsey: -

0619 Bramley - now 0607 from Pudsey

0823 Bramley now 0810 from Pudsey

The following additional journeys will be introduced:-

0753 (Sat) Halton Moor - Pudsey

0823 (Sat) Halton Moor - Pudsey

- **Service 91A (Pudsey – Headingley – St.James Hospital)**

This service will be withdrawn due to low passenger use.

Leeds Bus Review – Outer West Leeds areas **(Calverley, Farnley, New Farnley, Pudsey, Tyersal)**

Main Impacts

The ring road service 8 will no longer operate on Saturdays due to poor levels of use.

The evening operation of services 5 (Leeds – Old Farnley) and 14 (Leeds – Stanningley – Bramley – Pudsey) will be reduced to hourly after 7pm.

- **Service 5 (Old Farnley – Armley – Leeds – Halton Moor)**

After 2030 the service will be reduced to hourly.

The following little used early morning journeys will be withdrawn:-

0505 (Mon-Fri) Leeds Kirkgate – Old Farnley
0731 (Sat) Old Farnley – Leeds Infirmary Street
0754 (Sat) Leeds Kirkgate – Old Farnley

- **Service 8 (Pudsey – Horsforth – Moortown – Seacroft)**

The Saturday service will be withdrawn due to low passenger use.

A small number of Monday to Friday peak journeys will be extended from Seacroft to Thorpe Park via Cross Gates.

The following journeys will be withdrawn due to low use:-

0611 (Mon – Fri) Pudsey – Seacroft
0555 (Mon – Fri) Seacroft - Pudsey
0645 (Mon – Fri) Seacroft - Pudsey

- **Service 9 (Horsforth – Pudsey – Seacroft)**

The following journeys will be withdrawn due to low use:-

0521 (Mon-Fri) Middleton Centre – Pudsey Bus Station,
1841 (Mon-Fri) Horsforth – Pudsey Bus Station
2240 (Mon-Sat) Horsforth – Middleton Centre
2340 (Mon-Fri) Horsforth – Pudsey Bus Station
2313 (Mon-Fri) Pudsey Bus Station – Horsforth
2310 (Mon-Fri) Seacroft Bus Station – White Rose Centre
0545 (Sat) Pudsey Bus Station – Seacroft Bus Station
1745 (Sat) White Rose Centre – Horsforth

The Sunday service will start two hours earlier than at present from Seacroft and operate as a through service between Seacroft and Horsforth. The Sunday evening service will be withdrawn after 2000 due to low passenger use.

- **Service 14 (Leeds – Stanningley – Bramley – Pudsey)**

The evening service will be reduced to operate hourly instead of half hourly after 1900 daily.

The early morning and Sunday daytime service will remain unchanged.

- **Service 90 (Leeds – Wortley – Pudsey – Calverley – Greengates)**

Due to low passenger demand the following journeys will be withdrawn:-

2127 (Daily) Leeds - Greengates
2227 (Daily) Leeds - Pudsey
2118 (Daily) Greengates - Leeds
2218 (Daily) Greengates - Leeds
1927 (Sun) Leeds - Greengates
2027 (Sun) Leeds - Greengates
1918 (Sun) Greengates - Leeds
2018 (Sun) Greengates – Leeds

- **Service 91 (Pudsey – Headingley – Halton Moor)**

Due to low passenger use the following journeys will be withdrawn:-

0540 (Mon - Fri) Swinnow - Halton Moor
1920 (Mon - Fri) Shaw Lane- Halton Moor
2323 (Daily) Pudsey - Shaw Lane
0624 (Mon - Fri) Headingley North Lane - Pudsey
2321 (Daily) Halton Moor - Bramley
0645 (Sat) Pudsey - Halton Moor
0643 (Sat) Halton Moor - Pudsey
0740 (Sat) Halton Moor - Pudsey
0754 (Sun) Bramley - Halton Moor
2023 (Sun) Pudsey - Halton Moor
2123 (Sun) Pudsey - Halton Moor
2223 (Sun) Pudsey - Halton Moor
2121 (Sun) Halton Moor - Pudsey
2221 (Sun) Halton Moor - Pudsey

The following Bramley to Halton Moor journeys will now start at Pudsey: -

0619 Bramley - now 0607 from Pudsey
0823 Bramley now 0810 from Pudsey

The following additional journeys will be introduced:-

0753 (Sat) Halton Moor - Pudsey
0823 (Sat) Halton Moor - Pudsey

- **Service 91A (Pudsey – Headingley – St.James Hospital)**

This service will be withdrawn due to low passenger use.

Leeds Bus Review – Inner West Leeds areas **(Armley, Bramley, Rodley, Wortley)**

Main Impacts

The evening operation of services 5 (Leeds – Old Farnley) and 14 (Leeds – Stanningley – Bramley – Pudsey) will be reduced to hourly after 7pm.

- **Service 5 (Old Farnley – Armley – Leeds – Halton Moor)**

After 2030 the service will be reduced to hourly between Leeds and Old Farnley, Leeds to Halton Moor will remain hourly..

The following little used early morning journeys will be withdrawn:-

0505 (Mon-Fri) Leeds Kirkgate – Old Farnley
0731 (Sat) Old Farnley – Leeds Infirmary Street
0754 (Sat) Leeds Kirkgate – Old Farnley

- **Service 9 (Horsforth – Pudsey – Seacroft)**

The following journeys will be withdrawn due to low use:-

0521 (Mon-Fri) Middleton Centre – Pudsey Bus Station,
1841 (Mon-Fri) Horsforth – Pudsey Bus Station
2240 (Mon-Sat) Horsforth – Middleton Centre
2340 (Mon-Fri) Horsforth – Pudsey Bus Station
2313 (Mon-Fri) Pudsey Bus Station – Horsforth
2310 (Mon-Fri) Seacroft Bus Station – White Rose Centre
0545 (Sat) Pudsey Bus Station – Seacroft Bus Station
1745 (Sat) White Rose Centre – Horsforth

The Sunday service will start two hours earlier than at present from Seacroft and operate as a through service between Seacroft and Horsforth. The Sunday evening service will be withdrawn after 2000 due to low passenger use.

- **Service 14 (Leeds – Stanningley – Bramley – Pudsey)**

The evening service will be reduced to operate hourly instead of half hourly after 1900 daily.

The early morning and Sunday daytime service will remain unchanged.

- **Service 38 (White Rose Centre – Wortley – Kirkstall – Headingley – Moortown Corner – Geldhow)**

Due to low passenger counts the evening service will be withdrawn. There will be no service after 1900 Monday - Friday and after 1800 on Saturdays and Sundays.

The following early morning journeys will be withdrawn:-

0546 (Mon - Fri) Kirkstall - Wortley Ringways
 0625 (Mon - Fri) Moortown Corner - Wortley Ringways
 0627 (Sat) Wortley Ringways - Gledhow
 0727 (Sat) Wortley Ringways - Gledhow
 0720 (Sat) Gledhow - Wortley Ringways

- **Service 85/87 (Pudsey – Bramley – Leeds – Middleton – Morley)**

Service 85 will be rerouted in East Ardsley via Common Lane. Service 87 route remains unchanged. Timetables will be revised to improve co-ordination with other services.

- **Service 90 (Leeds – Wortley – Pudsey – Calverley – Greengates)**

Due to low passenger demand the following journeys will be withdrawn:-

2127 (Daily) Leeds - Greengates
 2227 (Daily) Leeds - Pudsey
 2118 (Daily) Greengates - Leeds
 2218 (Daily) Greengates - Leeds
 1927 (Sun) Leeds - Greengates
 2027 (Sun) Leeds - Greengates
 1918 (Sun) Greengates - Leeds
 2018 (Sun) Greengates – Leeds

- **Service 91 (Pudsey – Headingley – Halton Moor)**

Due to low passenger use the following journeys will be withdrawn:-

0540 (Mon - Fri) Swinnow - Halton Moor
1920 (Mon - Fri) Shaw Lane- Halton Moor
2323 (Daily) Pudsey - Shaw Lane
0624 (Mon - Fri) Headingley North Lane - Pudsey
2321 (Daily) Halton Moor - Bramley
0645 (Sat) Pudsey - Halton Moor
0643 (Sat) Halton Moor - Pudsey
0740 (Sat) Halton Moor - Pudsey
0754 (Sun) Bramley - Halton Moor
2023 (Sun) Pudsey - Halton Moor
2123 (Sun) Pudsey - Halton Moor
2223 (Sun) Pudsey - Halton Moor
2121 (Sun) Halton Moor - Pudsey
2221 (Sun) Halton Moor - Pudsey

The following Bramley to Halton Moor journeys will now start at Pudsey: -

0619 Bramley - now 0607 from Pudsey
0823 Bramley now 0810 from Pudsey

The following additional journeys will be introduced:-

0753 (Sat) Halton Moor - Pudsey
0823 (Sat) Halton Moor - Pudsey

- **Service 91A (Pudsey – Headingley – St.James Hospital)**

This service will be withdrawn due to low passenger use.

Leeds Bus Review – Outer North West Leeds areas

(Adel, Arthington, Bramhope, Cookridge, Guiseley, Horsforth, Otley, Pool, Rawdon, Yeadon)

Main Impacts

The ring road service 8 will no longer operate on Saturdays due to poor levels of use.

The Horsforth local minibus will continue to operate on its current route.

Service 781 Leeds – Otley will be withdrawn, Weardley will be served by diverting service 923.

The operation of local services in Otley, Pool Guiseley and Yeadon will be subject to a consultation later in 2013.

- **Service 8 (Pudsey – Horsforth – Moortown – Seacroft)**

The Saturday service will be withdrawn due to low passenger use.

A small number of Monday to Friday peak journeys will be extended from Seacroft to Thorpe Park via Cross Gates.

The following journeys will be withdrawn due to low usage:-

0611 (Mon – Fri) Pudsey – Seacroft

0555 (Mon – Fri) Seacroft - Pudsey

0645 (Mon – Fri) Seacroft - Pudsey

- **Service 9 (Horsforth – Pudsey – Seacroft)**

The following journeys will be withdrawn due to low use:-

0521 (Mon-Fri) Middleton Centre – Pudsey Bus Station,

1841 (Mon-Fri) Horsforth – Pudsey Bus Station

2240 (Mon-Sat) Horsforth – Middleton Centre

2340 (Mon-Fri) Horsforth – Pudsey Bus Station

2313 (Mon-Fri) Pudsey Bus Station – Horsforth

2310 (Mon-Fri) Seacroft Bus Station – White Rose Centre

0545 (Sat) Pudsey Bus Station – Seacroft Bus Station

1745 (Sat) White Rose Centre – Horsforth

The Sunday service will start two hours earlier than at present from Seacroft and operate as a through service between Seacroft and Horsforth. The Sunday evening service will be withdrawn after 2000 due to low passenger use.

- **Service 31/32 (Horsforth Local)**

A smaller more suitable bus will be used on this service.

There will be no change to the route or timetable.

- **Service 33/33A (Leeds – Kirkstall – Horsforth – Rawdon – Westfield – Guiseley)**

The following poorly used journeys will be withdrawn:-

Service 33 - 2350 (Mon- Fri) Otley Bus Station - Leeds Eastgate

Service 33A - 2320 (Sun) Leeds Bus Station - Yeadon

The Sunday 0755 33A from Otley will be retimed to leave Otley at 0800 and operate via Service 33 route to Leeds. This will give an earlier departure from Westfield to Leeds at 0821.

- **Service 97 (Leeds – Headingley – Horsforth – Yeadon – Guiseley)**

The following journeys will be withdrawn due to low use:-

0530 (Sat) Leeds - Guiseley

0630 (Sat) Leeds - Guiseley

2218 (Sun) Guiseley - Leeds

2303 (Sun) Guiseley – Headingley

- **Service 781 (Leeds – Harewood – Weardley – Otley)**

This once per day service will be withdrawn due to low use. Weardley will be served by diverting service 923.

Leeds Bus Review – Inner North West Leeds areas **(Burley, Headingley, Holt Park, Kirkstall, Tinshill, Woodhouse)**

Main Impacts

The ring road service 8 will no longer operate on Saturdays due to poor levels of use.

The Holt Park/ Cookridge /Horsforth local minibus will continue to operate on its current route.

The operation of local services between Holt Park and Otley will be subject to a consultation later in 2013.

- **Service 19 (Ireland Wood – West Park – Headingley – Burley – Leeds – York Road – Halton – New Templegate – Whitkirk- Colton – Garforth – East Garforth)**

The following poorly used Sunday journeys will be withdrawn:-

2321 Leeds Boar Lane – Garforth
2222 Leeds Kirkgate – Ireland Wood
2322 Leeds Kirkgate – Ireland Wood
2310 Garforth Inverness Road – Leeds

- **Service 33/33A (Leeds – Kirkstall – Horsforth – Rawdon – Westfield – Guiseley)**

The following poorly used journeys will be withdrawn:-

Service 33 - 2350 (Mon- Fri) Otley Bus Station - Leeds Eastgate

Service 33A - 2320 (Sun) Leeds Bus Station - Yeadon

The Sunday 0755 33A from Otley will be retimed to leave Otley at 0800 and operate via Service 33 route to Leeds. This will give an earlier departure from Westfield to Leeds at 0821.

- **Service 38 (White Rose Centre – Wortley – Kirkstall – Headingley – Moortown Corner – Geldhow)**

Due to low passenger counts the evening service will be withdrawn. There will be no service after 1900 Monday - Friday and after 1800 on Saturdays and Sundays

The following early morning journeys will be withdrawn:-

0546 (Mon – Fri) Kirkstall – Wortley Ringways
 0625 (Mon – Fri) Moortown Corner – Wortley Ringways
 0627 (Sat) Wortley Ringways – Gledhow
 0727 (Sat) Wortley Ringways – Gledhow
 0720 (Sat) Gledhow – Wortley Ringways .

- **Service 91 (Pudsey – Headingley – Halton Moor)**

Due to low passenger use the following journeys will be withdrawn:-

0540 (Mon - Fri) Swinnow - Halton Moor
 1920 (Mon - Fri) Shaw Lane- Halton Moor
 2323 (Daily) Pudsey - Shaw Lane
 0624 (Mon - Fri) Headingley North Lane - Pudsey
 2321 (Daily) Halton Moor - Bramley
 0645 (Sat) Pudsey - Halton Moor
 0643 (Sat) Halton Moor - Pudsey
 0740 (Sat) Halton Moor - Pudsey
 0754 (Sun) Bramley - Halton Moor
 2023 (Sun) Pudsey - Halton Moor
 2123 (Sun) Pudsey - Halton Moor
 2223 (Sun) Pudsey - Halton Moor
 2121 (Sun) Halton Moor - Pudsey
 2221 (Sun) Halton Moor - Pudsey

The following Bramley to Halton Moor journeys will now start at Pudsey: -

0619 Bramley - now 0607 from Pudsey
 0823 Bramley now 0810 from Pudsey

The following additional journeys will be introduced:-

0753 (Sat) Halton Moor - Pudsey
 0823 (Sat) Halton Moor - Pudsey

- **Service 91A (Pudsey – Headingley – St.James Hospital)**

This service will be withdrawn due to low passenger use.

- **Service 97 (Leeds – Headingley – Horsforth – Yeadon – Guiseley)**

The following journeys will be withdrawn due to low use:-

0530 (Sat) Leeds - Guiseley

0630 (Sat) Leeds - Guiseley

2218 (Sun) Guiseley - Leeds

2303 (Sun) Guiseley – Headingley

Leeds Bus Review – Outer North East Leeds areas (Aberford, Alwoodley, Bardsey, Barwick in Elmet, Boston Spa, Bramham, Collingham, Harewood, Linton, Moor Allerton, Scarcroft, Scholes, Shadwell, Thorner, Thorpe Arch, Walton, Weardley, Wetherby)

Main Impacts

Service 64A will no longer divert into Scholes village but will continue to operate half hourly from the Coronation Tree, Scholes village to Leeds will be provided by hourly service 11.

The ring road service 8 will no longer operate on Saturdays due to poor levels of use.

Service 781 Leeds – Otley will be withdrawn, Weardley will be served by diverting service 923.

- **Service 7A (Leeds – Scott Hall Road – Moortown – Alwoodley)**

The following little used journeys will be withdrawn:-

0613 (Mon-Fri) Moortown Corner – Alwoodley
0644 (Mon-Fri) Moortown Corner - Alwoodley
2350 (Daily) Moortown Corner to Alwoodley
2305 (Daily) Alwoodley to Moortown Corner
0850 (Sun) Moortown Corner – Alwoodley
2250 (Sun) Moortown Corner – Alwoodley

- **Service 7S (Leeds – Scott Hall Road – Moortown – Alwoodley)**

The following little used journeys will be withdrawn:-

2220 (Sun) Moortown Corner – Shadwell
2320 (Sun) Moortown Corner – Shadwell
2238 (Sun) Shadwell - Moortown Corner
2336 (Sun) Shadwell - Moortown Corner

- **Service 51 (Moor Allerton – Meanwood – Little London – Leeds – Churwell – Morley Town Hall)**

The following journeys will be withdrawn due to low usage:-

0650 (Sun) Meanwood - Moor Allerton
2323 (Sun) Moor Allerton - Meanwood

- **Service 55 (Moor Allerton – Meanwood – Leeds – Hunslet – Cottingley – Morley)**

The timetable will be revised to improved reliability.

- **Service 63 (Cross Gates – Scholes – Seacroft)**

This service will be withdrawn and replaced by service 11 which will be extended from Seacroft to Cross Gates via Scholes on the existing service 63 route.

Service 11 will operate hourly during the day and provide a through service to Leeds City Centre.

- **Service 63A /63B (Leeds – Cross Green – Temple Newsam – Scholes – (Seacroft service 63B)**

Both these services will be withdrawn.

A new service 11A will provide an hourly Sunday and evening service between Leeds and Cross Gates via Cross Green, Seacroft and Scholes.

- **Service 64 (Gildersome – Morley – Leeds –Barwick – Aberford)**

Some poorly used journeys may be withdrawn.

- **Service 64A (Gildersome – Morley – Leds – Scholes – Barwick –Aberford)**

All 64A journeys will operate via the service 64 route and will not service Scholes.

Service 11 will provide a through service from Scholes to Leeds.

- **Service 770 (Leeds – Seacroft – Thorner Bramham – Boston Spa – Wetherby – Harrogate)**

Some poorly used journeys may be withdraw.

- **Service X99 (Wetherby – Scarcroft – Leeds)**

The following journeys with be withdrawn use to low use:-

2335 (Mon – Fri) Wetherby – Leeds
 2045 (Sun) Leeds – Deighton Bar
 2145 (Sun) Leeds - Wetherby
 2245 (Sun) Leeds – Wetherby
 2140 (Sun) Deighton Bar – Wetherby
 2235 (Sun) Wetherby – Leeds
 2335 (Sun) Wetherby – Leeds

- **Service 781 (Leeds – Harewood – Weardley – Otley)**

This once per day service will be withdrawn due to low use. Weardley will be served by diverting service 923

Leeds Bus Review – Inner North East Leeds areas **(Moortown, Oakwood, Potternewton, Roundhay)**

Main Impacts

The ring road service 8 will no longer operate on Saturdays due to poor levels of use.

The evening operation of service 38 (White Rose Centre –Kirkstall – Headingley – Moortown Corner – Geldhow) will be withdrawn due to low passenger use.

- **Service 7A (Leeds – Scott Hall Road – Moortown – Alwoodley)**

The following poorly used journeys will be withdrawn:-

0613 (Mon-Fri) Moortown Corner – Alwoodley
0644 (Mon-Fri) Moortown Corner - Alwoodley
2350 (Daily) Moortown Corner to Alwoodley
2305 (Daily) Alwoodley to Moortown Corner
0850 (Sun) Moortown Corner – Alwoodley
2250 (Sun) Moortown Corner – Alwoodley

- **Service 7S (Leeds – Scott Hall Road – Moortown – Alwoodley)**

The following poorly used journeys will be withdrawn:-

2220 (Sun) Moortown Corner – Shadwell
2320 (Sun) Moortown Corner – Shadwell
2238 (Sun) Shadwell - Moortown Corner
2336 (Sun) Shadwell - Moortown Corner

- **Service 8 (Pudsey – Horsforth – Moortown – Seacroft)**

The Saturday service will be withdrawn due to low passenger use.

A small number of Monday to Friday peak journeys will be extended from Seacroft to Thorpe Park via Cross Gates.

The following journeys will be withdrawn due to low use:-

0611 (Mon – Fri) Pudsey – Seacroft
0555 (Mon – Fri) Seacroft - Pudsey
0645 (Mon – Fri) Seacroft - Pudsey

- **Service 38 (White Rose Centre – Wortley – Kirkstall – Headingley – Moortown Corner – Geldhow)**

Due to low passenger counts the evening service will be withdrawn. There will be no service after 1900 Monday - Friday and after 1800 on Saturdays and Sundays.

The following early morning journeys will be withdrawn:-

0546 (Mon - Fri) Kirkstall - Wortley Ringways
0625 (Mon - Fri) Moortown Corner - Wortley Ringways
0627 (Sat) Wortley Ringways - Gledhow
0727 (Sat) Wortley Ringways - Gledhow
0720 (Sat) Gledhow - Wortley Ringways

- **Service 781 (Leeds – Harewood – Weardley – Otley)**

This once per day service will be withdrawn due to low use. Weardley will be served by diverting service 923.

Report of Head of Scrutiny and Member Development

Report to Scrutiny Board (Sustainable Economy and Culture)

Date: 20 December 2012

Subject: Work Schedule

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

Summary of main issues

1. The Board's current work schedule is attached as appendix 1. The work schedule reflects decisions made at the Board's meeting in November. It will be subject to change throughout the municipal year.
2. Also attached as appendix 2 is the Council's current Forward Plan relating to this Board's portfolio.

Recommendations

3. Members are asked to:
 - a) Consider the work schedule and make amendments as appropriate.
 - b) Note the Forward Plan

Background documents¹

None used

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

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Scrutiny Board (Sustainable Economy and Culture) Work Schedule for 2012/2013 Municipal Year

Area of review	Schedule of meetings/visits during 2012/13		
	June	July	August
Marketing and promotion of the City			
Bus services in Leeds			Draft terms of reference WG 2/8/12
The role of Leisure and Culture in promoting public Health			Draft terms of reference WG 30/8/12
Transport			
Annual review of Partnership			
Requests for Scrutiny		Call In (Hackney Carriages in bus lanes) SB 12/7/12	
Briefings	Equality Indicators SB 28/6/12		
Budget & Policy Framework Plans			
Flood Risk Management			
Recommendation Tracking		<ul style="list-style-type: none"> Young People's engagement in cultural, sporting and recreational activities Maximising Powers to Promote, Influence and create Local Employment and Skills Opportunities SB 12/7/12	
Performance Monitoring	Quarter 4 performance report SB 28/6/12		

Scrutiny Board (Sustainable Economy and Culture) Work Schedule for 2012/2013 Municipal Year

Area of review	Schedule of meetings/visits during 2012/13		
	September	October	November
Marketing and promotion of the City	Introduction from Marketing Leeds SB 20/9/12	Draft terms of reference WG 11/10/12	
Bus services in Leeds	Agree terms of reference SB 20/9/12		Session 1 SB 22/11/12
The role of Leisure and Culture in promoting public Health		Agree terms of reference SB 18/10/12	
Transport	Evidence gathering (Continuation of work commenced in 2011/12) SB 20/9/12		
Annual review of Partnership			
Requests for Scrutiny			
Briefings		Visit to Arena 16/10/12 Report requested by Board April 2012 with regard to ensuring our contractors are set CO ₂ targets which are monitored SB 18/10/12	
Budget & Policy Framework Plans			Core Strategy SB 1/11/12
Flood Risk Management		Report on current position SB 18/10/12	Agree terms of reference SB 22/11/12
Recommendation Tracking		Young People's engagement in cultural, sporting and recreational activities SB 18/10/12	
Performance Monitoring	Quarter 1 performance report SB 20/9/12		

Key: SB – Scrutiny Board (Sustainable Economy and Culture) Meeting

WG – Working Group Meeting

Scrutiny Board (Sustainable Economy and Culture) Work Schedule for 2012/2013 Municipal Year

Area of review	Schedule of meetings/visits during 2012/13		
	December	January	February
Marketing and promotion of the City		Session 1 SB 24/1/13 Session 2 SB 24/1/13	
Bus services in Leeds	Session 2 SB 20/12/12	Session 3 SB 31/1/13	
The role of Leisure and Culture in promoting public Health	Briefing on Sport England bid SB 20/12/13		Session 1 SB 21/2/13
Annual review of Partnership			
Requests for Scrutiny			
Briefings			To consider how S106 obligations are monitored and tracked, the current position with outstanding/overdue obligations and the arrears of S106 funding SB 21/2/13
Budget & Policy Framework Plans	Local Development Framework – Natural Resources and Waste Development Plan Document SB 20/12/13 Initial budget proposals SB 20/12/13		
Flood Risk Management			
Recommendation Tracking		Young People's engagement in cultural, sporting and recreational activities Further report on recommendation 2 SB 24/1/13	Maximising Powers to Promote Influence and Create Local Employment and Skills Opportunities SB 21/2/13
Performance Monitoring	Quarter 2 performance report SB 20/12/12		

Key: SB – Scrutiny Board (Sustainable Economy and Culture) Meeting

WG – Working Group Meeting

Scrutiny Board (Sustainable Economy and Culture) Work Schedule for 2012/2013 Municipal Year

Area of review	Schedule of meetings/visits during 2012/13		
	March	April	May
Marketing and promotion of the City			
Bus services in Leeds			
The role of Leisure and Culture in promoting public Health	Local case study WG 3/13 Date TBC	Session 2 SB 18/4/13	
Annual review of Partnership	To undertake “critical friend” challenge SB 21/3/13		
Requests for Scrutiny			
Briefings			
Budget & Policy Framework Plans			
Flood Risk Management	Session 1 SB 21/3/13	Session 2 SB 18/4/13	
Recommendation Tracking		Young People’s engagement in cultural, sporting and recreational activities SB 18/4/13	
Performance Monitoring	Quarter 3 performance report SB 21/3/13		

Key: SB – Scrutiny Board (Sustainable Economy and Culture) Meeting

WG – Working Group Meeting

LIST OF FORTHCOMING KEY DECISIONS

(Extract relating to Sustainable Economy and Culture Scrutiny Board)

Key Decisions	Decision Maker	Expected Date of Decision	Proposed Consultation	Documents to be Considered by Decision Maker	Lead Officer
Rugby Union World Cup 2015 To approve the contract with Rugby Union World Cup 2015 to act as host city.	Director of City Development	15/11/12	Executive Member for Leisure.	Delegated decision report	Catherine Blanshard, Chief Libraries, Arts and Heritage Officer, Learning and Leisure catherine.blanshard@leeds.gov.uk
Oulton and Woodlesford Design Statement (NDS) Approval of the Oulton and Woodlesford Design Statement (NDS) to enable it to be formally adopted as a Supplementary Planning Document (SPD) within the Leeds Development Framework.	Chief Planning Officer	19/11/12	The document has undergone significant local consultation which has shaped the aspirations within it. A representations statement and EIA will be published alongside the NDS.	Oulton and Woodlesford NDS	Steven Wilkinson, Senior Planner FPI steven.wilkinson@leeds.gov.uk tel: 0113 3978078

Key Decisions	Decision Maker	Expected Date of Decision	Proposed Consultation	Documents to be Considered by Decision Maker	Lead Officer
Proposed Changes to the Letting Board Code To approve the proposed changes to Letting Board Code.	Chief Planning Officer	30/11/12	Consultation period held from 19 September 2012 to 17 October 2012.	The Letting Board Code: Guidance for Landlords on the erection of residential letting boards in inner north west Leeds (Draft September 2012)	Ryan Platten, Community Planning Officer - Inner North West Area ryan.platten@leeds.gov.uk, 0113 247 8027
Exercise of Option to Purchase Agreement - Land at Freely Lane, Bramham Approval is sought to: 1) Trigger an option to purchase agreement to acquire third party owned land to support the sale and redevelopment of Bramham House, a Council owned property; and 2) Give authority to incur expenditure of approx £270k in connection with the land purchase.	Director of City Development	1/12/12	Executive Member for Development and the Economy, Ward Members, and Bramham Parish Council have already been consulted.	Design and Cost Report	Martin Blackett, Senior Surveyor martin.blackett@leeds.gov.uk

Key Decisions	Decision Maker	Expected Date of Decision	Proposed Consultation	Documents to be Considered by Decision Maker	Lead Officer
Highway Maintenance vehicle replacement programme To approve the replacement of 21 vehicles operated by the Highway Maintenance Operational DSO	Director of City Development	1/12/12	Executive Member for Development and the Economy, Director of Resources	Design and Cost Report	Russell Martin, Highway Maintenance Manager - Ring Road Middleton Russell.martin@leeds.gov.uk
Leeds Local Implementation Plan supporting document for the West Yorkshire Local Transport Team Report requesting authority for approval of the supporting document for Leeds setting out details of the strategy and implementation proposals for Leeds included in the West Yorkshire Local Transport Plan.	Chief Officer (Highways and Transportation)	1/12/12	The document sets out issues and proposals that have been consulted on as part of the Local Transport Plan preparation process which has included Members and stakeholders	Delegated decision report	Andrew Hall, Acting Head of Transportation Services andrew.hall@leeds.gov.uk

Key Decisions	Decision Maker	Expected Date of Decision	Proposed Consultation	Documents to be Considered by Decision Maker	Lead Officer
Morley Conservation Area To amalgamate and extend the Morley Town Centre and Morley Dartmouth Park Conservation Area into the Morley Conservation Area and adopt the Morley Conservation Area Appraisal and Management Plan as non-statutory planning guidance.	Chief Planning Officer	1/12/12	Ongoing consultation since May 2008 with the local community, Ward Members, Morley Town Council and Other bodies	Report and Morley Conservation Area Appraisal and Management Plan	Philip Ward, Conservation Officer phil.ward@leeds.gov.uk
New Farnley Village Design Statement (VDS) Approval of the New Farnley Village Design statement so that it can be formally adopted as a Supplementary Planning Document (SPD) within the Leeds Development Framework.	Chief Planning Officer	1/12/12	The document has undergone significant local consultation which had shaped the aspirations within it. A representations statement and EIA will be published alongside the VDS.	New Farnley VDS	Gareth Read, Planning Assistant gareth.read@leeds.gov.uk
Reinstatement works following fire damage at Temple Newsam Farm Authority to spend from insurance fund.	Director of City Development	1/12/12	Corporate Procurement Unit, Insurance Section, Ward Members, Executive Member for Leisure	Design and Cost Report	Anne Chambers, Head of Corporate Property Management anne.chambers@leeds.gov.uk

Key Decisions	Decision Maker	Expected Date of Decision	Proposed Consultation	Documents to be Considered by Decision Maker	Lead Officer
Roundhay Road Highway Improvements Following extensive consultation in 2011, approval of TRO proposals and scheme to be implemented.	Chief Officer (Highways and Transportation)	1/12/12	Gipton & Harehills Ward Members, members of the public, local businesses and residents whose frontages are impacted by the proposals.	Delegated Decision report	Lisa Martin, Trainee Engineer Lisa.S.Martin@leeds.gov.uk
Travel Plan SPD Approve Travel Plan Supplementary Planning Document as adopted part of the Local Development Framework.	Chief Planning Officer	1/12/12	The draft SPD has gone through significant internal consultation and a full statutory external consultation. Amendments have been made to the SPD as a result of these conditions.	The report to be issued to the decision maker with the agenda for the meeting	Nathan Huntley, Senior Highways Engineer nathan.huntley@leeds.gov.uk

Key Decisions	Decision Maker	Expected Date of Decision	Proposed Consultation	Documents to be Considered by Decision Maker	Lead Officer
<p>Bulk Fuel Purchasing</p> <p>To approve the proposal for a bulk fuel purchasing scheme to reduce the costs of domestic gas and electricity.</p>	<p>Executive Board</p> <p>Portfolio: The Environment</p>	12/12/12	<p>The recent Fuel Poverty Scrutiny requested that the Director of Environment and Neighbourhoods develop a proposal to launch a bulk fuel purchasing project for Leeds. A grant competition to support this was announced by DECC on the 19th October with a closing date of 30th November. There has therefore been very limited time for consultation after this announcement, but the proposal, developed jointly with other LCR authorities and CO2Sense, is based on learning from other bulk purchasing initiatives in the UK and the recommendations from Scrutiny. The proposal will be discussed with the Home Energy Project Board prior to Exec Board.</p>	<p>The report to be issued to the decision maker with the agenda for the meeting</p> <p>BACKGROUND PAPER - Bulky Fuel DECC Collective Switching Fund (EXEMPT UNDER 10.4(3))</p>	<p>George Munson, Energy and Climate Change Manager</p> <p>george.munson@leeds.gov.uk, 0113 39 51767</p>

Key Decisions	Decision Maker	Expected Date of Decision	Proposed Consultation	Documents to be Considered by Decision Maker	Lead Officer
Initial Budget Proposals / Medium Term Financial Plan Agreement to the proposals for the allocation of available resources to support the delivery of the council's spending priorities for 2013/14 and 2014/15, and agreement to the indicative position for the following two years. The final budget proposals will be presented to Full Council in February for approval.	Executive Board Portfolio: Leader of Council	12/12/12	In accordance with the Council's constitution, consultation will be undertaken with stakeholders.	The report to be issued to the decision maker with the agenda for the meeting	Doug Meeson, Chief Officer (Financial Management) doug.meeson@leeds.gov.uk

Key Decisions	Decision Maker	Expected Date of Decision	Proposed Consultation	Documents to be Considered by Decision Maker	Lead Officer
Leeds City Region Green Deal Procurement To approve revenue expenditure of £500k to develop a full business plan and procure a delivery partner. To commit £30m of prudential borrowing to a fund to provide fully recoverable energy efficiency loans. The energy efficiency loans will be available to all properties in the city with subsidies available for specific people and specific property types. The effect of the fund will be to reduce energy costs, cut fuel poverty rates and create local employment opportunities.	Executive Board Portfolio: Environment	12/12/12	The business case was requested by Leeds City Region Leaders and will be presented to LCR CEOs and Leaders in September and October respectively for approval. The business case has been developed in consultation with service across the Council, including finance, housing, procurement, legal, sustainable development and planning, with the Home Energy Project Board providing guidance and challenge. The proposal will be agreed in consultation with the Executive Members for Environmental Services and Housing.	The report to be issued to the decision maker with the agenda for the meeting Leeds City Region Business Case BACKGROUND PAPER - LCR Green Deal Business Case (EXEMPT UNDER 10.4(3))	George Munson, Energy and Climate Change Manager george.munson@leeds.gov.uk

Key Decisions	Decision Maker	Expected Date of Decision	Proposed Consultation	Documents to be Considered by Decision Maker	Lead Officer
S106 Greenspace funded enhancements to Queen's Park, to include two play areas, Multi-Use Games Area, landscaping, paths and detention pond Approval is sought to inject and spend £289,484.63 section 106 green space monies in capital scheme 16750 to fund major enhancement works at Queen's Park, Pudsey.	Chief Planning Officer	4/1/13	Ward Member and public consultation is complete.	DCR, EIA	Chris Bolam christopher.bolam@leeds.gov.uk Tel: 0113 247 8087
Update of Contaminated Land Inspection Strategy and Cost Recovery Policy To approve the updated Contaminated Land Inspection Strategy and Cost Recovery Policy.	Chief Planning Officer	7/1/13	A draft version of the Strategy has been sent out for consultation and no significant changes have been required.	The revised Contaminated Land Inspection Strategy and Cost Recovery Policy	Stella Keenan, Contaminated Land Officer stella.keenan@leeds.gov.uk, 0113 24 78154

Key Decisions	Decision Maker	Expected Date of Decision	Proposed Consultation	Documents to be Considered by Decision Maker	Lead Officer
Development of new council homes using Housing Revenue Account (HRA) Approval to progress proposals to the next stages of design, submission of planning applications and procurement of the first construction contract.	Executive Board Portfolio: Development and the Economy	9/1/13	Lead Members and effected ward members to be consulted on the proposals detailed in the report in December 2012.	The report to be issued to the decision maker with the agenda for the meeting	Sue Morse, Programme Delivery Manager sue.morse@leeds.gov.uk Tel: 0113 247 4111
East Leeds Extension and East Leeds Orbital Road To consider the Council's approach to infrastructure requirements of the East Leeds Extension.	Executive Board Portfolio: Development and the Economy	9/1/13	Executive Members for Development & the Economy and Neighbourhoods, Planning & Support Services; East Leeds Regeneration Board; and Ward Members.	The report to be issued to the decision maker with the agenda for the meeting	Adam Brannen, Programme Manager adam.brannen@leeds.gov.uk
Asset Management Plan (including Community Asset Strategy and Carbon and Water Management Plan) Approval Required	Executive Board Portfolio: Development and the Economy	15/2/13	Equality Impact Assessment	The report to be issued to the decision maker with the agenda for the meeting	Colin Mawhinney, Head of Economic Policy and Programmes colin.mawhinney@leeds.gov.uk

Key Decisions	Decision Maker	Expected Date of Decision	Proposed Consultation	Documents to be Considered by Decision Maker	Lead Officer
City Centre Water Features Future management of water features in City Centre.	Executive Board portfolio: Development and the Economy	15/2/13	Local Ward Members (City & Hunslet) and businesses who may be effected by the decision taken.	The report to be issued to the decision maker with the agenda for the meeting	Roy Coello, Head Of Engineering Service roy.coello@leeds.gov.uk
Holt Park District Centre 1) Approval to the Draft Informal Planning Statement as a guide to future development proposals for this site. 2) Approval to commence public consultation on the draft Informal Planning Statement	Executive Board Portfolio: Development and the Economy	15/2/13	Executive Member for Development and the Economy and Ward Members	The report to be issued to the decision maker with the agenda for the meeting	Ben Middleton, Senior Surveyor ben.middleton@leeds.gov.uk

Key Decisions	Decision Maker	Expected Date of Decision	Proposed Consultation	Documents to be Considered by Decision Maker	Lead Officer
<p>A58(M) Woodhouse Tunnel Strengthening Works Following, and subject to full approval being granted by the Department for Transport,</p> <p>(i) Approve the implementation of the A58(M) Woodhouse Tunnel Strengthening Works; and</p> <p>(ii) Give authority to incur expenditure of £20 million.</p>	Executive Board Portfolio: Development and the Economy	13/3/13	On such a key part of the highway network, an extensive consultation programme is being developed. This will include all ward Members and key stakeholders. Findings will be included in the Executive Board report.	The report to be issued to the decision maker with the agenda for the meeting	<p>Paul Russell, Principal Engineer</p> <p>paul.russell@leeds.gov.uk, 0113 24 76171</p>

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