

**LEEDS LOCAL DEVELOPMENT FRAMEWORK  
ANNUAL MONITORING REPORT  
DECEMBER 2009**

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## 1 Introduction

1.0.1 This report is the fifth of an annual series of reports monitoring the Leeds Local Development Framework (LDF). It describes progress on work on the new LDF, presents monitoring data for the year from 1 April 2008 to 31 March 2009 and outlines ways in which the City Council's monitoring work is being developed. Annual Monitoring Reports (AMRs) always report on events during the preceding Local Government Year and are published at the end of December each year.

### 1.1 Monitoring Context

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

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

1.1.3 There is also a requirement to publish within the AMR progress on the Scheme and performance of policies. The Regional Planning Body (RPB) is also required to produce an AMR and this includes coordinated information from the region's planning authorities. Up until 31 March 2009, the RPB for the region was the Yorkshire and Humber Assembly (YHA). Changing regional structures, in response to the findings of the Sub National Review in 2007 now mean that the Regional Planning Body is now the Joint Regional Planning Board – with membership from the Regional Development Agency (Yorkshire Forward) and from Local Government Yorkshire and Humber. The RPB AMR is published at the end of February each year.

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

## 1.2 The Annual Monitoring Report

- 1.2.1 The Government has produced guidance on LDF monitoring<sup>2</sup>. This covers monitoring in its widest context - monitoring implementation of the Local Development Scheme, Local Development Orders and Simplified Planning Zone schemes, which will also form part of that framework. Monitoring is becoming an increasingly important aspect of “evidence based” policy making. In the past, monitoring has been regarded as an ‘error-correcting’ mechanism to bring land use plans back on track by addressing negative feedback.
- 1.2.2 Within the current planning context it is noted that "Monitoring is essential to establish what is happening now, what may happen in the future and then compare these trends against existing policies and targets to determine what needs to be done. Monitoring helps to address questions such as:
- are policies achieving their objectives and in particular are they delivering sustainable development?
  - have policies had unintended consequences?
  - are the assumptions and objectives behind policies still relevant?
  - are the targets being achieved?"
- 1.2.3 In addition "It represents a crucial feedback loop within the cyclical process of policy-making. ... In the context of the new planning system, with its focus on delivery of sustainable development and sustainable communities, monitoring takes on an added importance in providing a check on whether those aims are being achieved. The ability to produce various local development documents, as opposed to one local plan document, allows authorities to respond quickly to changing priorities for development in their areas. Monitoring will play a critical part in identifying these. That is why part of the test of soundness of a development plan document is whether there are clear mechanisms for implementation and monitoring."
- 1.2.4 "In view of the importance of monitoring, Section 35 of the Planning and Compulsory Purchase Act 2004 (“the Act”) requires every local planning authority to make an annual report to the Secretary of State containing information on the implementation of the local development scheme and the extent to which the policies set out in local development documents are being achieved. Further details of this requirement are set out in [Regulations]<sup>3</sup>." Good Practice Guide paras. 1.1-1.3

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

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

- 1.2.5 The Department for Communities and Local Government (DCLG), formerly the Office of the Deputy Prime Minister (ODPM), acknowledge that the first AMRs will not be able to cover everything set out in the Guide. "If authorities experience difficulties meeting the requirements of the Act and Regulations in terms of their first annual monitoring reports, they will need to present as full as an analysis as possible whilst setting out clearly what the problems are and how they will be overcome in the next report in December 2006." Guide para.3.16
- 1.2.6 The current document is the fifth AMR. It covers the continuing transitional period between the UDP and LDF systems. It is limited in scope for two reasons:
- To date, other than a number of SPDs, one LDF document has been adopted. This is the Statement of Community Involvement (SCI) which sets out principles for community involvement but does not include policies per se. Instead the policy context to be monitored consists of the saved UDP policies.
  - While some monitoring has been undertaken over the last few years, this has concentrated on certain key areas, principally relating to the major land demands for housing and employment. With available resources it has not been practical to put into place comprehensive monitoring of the wide range of UDP policies.
- 1.2.7 The remainder of this report covers:
1. **the Leeds policy context** - a summary of the broader planning framework within which policy monitoring will be done.
  2. **the Local Development Scheme** - a review of progress against the milestones in the Scheme and future adjustments.
  3. **monitoring information** relating to 2008/09 concentrating, wherever possible, on the DCLG and Regional Assembly key indicators.
  4. **The Statement of Community Involvement** - update on how the SCI was implemented as part of the consultation process for the monitoring year
  5. **progress since the last AMR** - a review of experience with monitoring indicators over the past year and an identification of any issues that have arisen and how they might be resolved in the coming year.
  6. **Summary** - a review of the key headlines emerging from the Core Indicator Data
  7. **Indicator data** - appendices containing, for convenience, the Core Indicator data required by DCLG.

## **2 The Leeds Policy Context**

### **2.1 The Wider Region**

- 2.1.1 There is growing recognition that Yorkshire and Humberside's longer term economic prosperity and sustainable development is best achieved in working with a range of partners at a regional level. The concept of the "Leeds city-region" is therefore being developed, consisting of Leeds, Bradford, Calderdale, Kirklees, Wakefield, Barnsley, Craven, Harrogate, Selby and York. This idea is also reflected in the adoption of the Regional Spatial Strategy (May 2008), which identifies a series of 'sub' areas across the region, including the Leeds city-region. Moreover the new regional planning arrangements have been developed around the city-region spatial area, highlighting that this partnerships working is expected to continue to evolve.
- 2.1.2 The Leeds city-region has the potential to develop relatively quickly into a competitive city region, competing successfully with other European cities and contributing to improved economic performance. Stakeholders in the city region are now starting to recognise the advantages of closer co-operation in promoting transport improvements, higher education collaboration and in financial and professional services. Leeds needs to work collaboratively with other city regions, particularly Manchester, to ensure that the north of England realises its full potential.

### **2.2 The Vision for Leeds**

- 2.2.1 In providing a framework to address the above issues and opportunities, the Vision for Leeds (Community Strategy)<sup>4</sup>, provides a vision for improving the social, economic and environmental well-being across the city. Following a period of extensive public involvement and engagement, the 'Vision for Leeds 2004 – 2020' has been agreed, prepared by the Leeds Initiative - the Local Strategic Partnership (LSP) for Leeds. The purpose of the Vision for Leeds is to guide the work of all the Leeds Initiative partners to make sure that the longer term aims for the city can be achieved. At the time of preparing this AMR the LSP had begun work to review the Vision. Further details of this are available from the Leeds Initiative website<sup>4</sup>.
- 2.2.2 The Vision has the following aims:
- Going up a league as a city
  - Narrowing the gap between the most disadvantaged people and communities and the rest of the city
  - Developing Leeds' role as the regional capital

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<sup>4</sup> <http://www.leedsinitiative.org>

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

- 2.3.1 The City Council's Unitary Development Plan (UDP) was adopted 1 August 2001. Anticipating the need to prepare Local Development Frameworks and within the context of changes to national planning policy the City Council embarked upon an early and selective review of the Adopted UDP.
- 2.3.2 During the period from Dec 2002 to July 2006, the UDP Review progressed through the necessary statutory stages, involving placing the plan on deposit for representations, a Public Inquiry, the receipt and response to the Inspector's Report and the Council's Proposed Modifications. Following public consultation on the Proposed Modifications in the spring of 2006, the Plan was subsequently adopted at a full Council meeting on 19 July 2006.

## **3 The Local Development Scheme**

- 3.0.1 In parallel to the progression of the Local Development Scheme (LDS), the City Council has also completed a review of UDP policies (detailed within the 2007 AMR), against guidance issued by the Secretary of State. A review of the UDP policies adopted in 2006 was carried out, and a request issued to the Secretary of State to save some of the policies was carried out in January 2009. The Secretary of State approved the request, and all but **two** policies were saved. This means that the policies continue to form part of the Development Plan until they are replaced or superseded by adopted LDF documents.

### **3.1 Reporting Period 1 April 2008 – 31 March 2009**

- 3.1.1 Following preparation of the City Council's initial Local Development Scheme, a revised Scheme was agreed with the Secretary of State, which became formally operational from 1 June 2005. Following a review of production timetables (and reporting as part of the AMR), an updated LDS was resubmitted to the Secretary of State in March 2007.
- 3.1.2 In spring 2009, Leeds City Council and Government Office for Yorkshire and the Humber (GOYH) discussed future plans for updating the LDS programme. It was agreed that formal updates of the LDS could be replaced by 'real time' updates of progress made against Development Plan Documents. These real time updates are published on the Leeds City Council website and amended on a quarterly basis.
- 3.1.3 It should be emphasised that during the current reporting period, there have been significant changes to national planning guidance, which has impacted directly upon the overall LDS programme. In June 2008, a revised version of Planning Policy Statement 12 (PPS12, Local Spatial Planning), was introduced. This gives specific priority to the preparation of Core Strategies, within the LDF, emphasising also the need for such documents to be prepared with the support of Infrastructure Plans, as a basis to underpin coordination and delivery. Within this context and the availability of resources (given the dramatic reduction in income available to the local planning authority), the City Council has been in the process of reviewing its overall LDF programme. This is necessary, in order progress

the Core Strategy in line with national guidance, whilst seeking to continue to support detailed planning work within regeneration priority areas. The need for Area Action Plans is therefore under consideration and the extent to which planning and regeneration outcomes can be achieved via alternative mechanisms or within the context of future Development Plan Documents (including a Site Allocations DPD).

- 3.1.4 A major Development Planning element over the previous reporting periods has been the City Council's commitment and input into the preparation of the Regional Spatial Strategy (RSS) for the Yorkshire and Humber Region. Further input began in May 2008 to update the RSS. In both cases the involvement included participation on the Technical Advisory Group, Regional Planning Forum and Regional Planning Board, as well as contributing to consultation events and documents. As mentioned previously, new regional arrangements have replaced both the RPB and the structured boards. Leeds City Council continues to be involved with the newly formed RPB, and sits on the various thematic boards (including the Spatial Planning Board and Technical Advisory Group) that have replaced the old regional planning structure.
- 3.1.5 As part of the overall process of regional plan preparation and review, the City Council also participated in the housing enquiry chaired by Prof Ian Cole in March 2009.
- 3.1.6 Within this overall context, during the reporting period several strands of work were under way to continue to progress the LDF evidence base and the Local Development Documents incorporated within the LDS programme. This can be summarised as follows:

#### **Aire Valley Leeds Area Action Plan**

- 3.1.6.1 Through the 2008-09 monitoring year, work on the Aire Valley AAP focused on furthering the evidence base and investigating ways in which the AVL could be developed in a sustainable and innovative way.
- 3.1.6.2 In November 2008 a presentation on developing Aire Valley Leeds in a sustainable manner culminated with the designation of Aire Valley Yarn Street as a trailblazer within the wider Urban Eco-Settlement. The Urban Eco-Settlement proposal is a response to the government's Eco-Towns Initiative and is being advanced as part of the Leeds City Region Forerunner agenda. This designation will ensure that AVL is at the forefront of innovative approaches in partnership working, sustainable development and delivery and funding mechanisms.
- 3.1.6.3 Additionally a financial model was developed to test and compare various development scenarios and variables. The model helps to identify any funding gaps between development value and the necessary sustainable infrastructure, remediation and abnormal development costs. This model will play a key role in developing the best delivery plan for the area.



- 3.1.6.4 Finally the East Leeds Link Road (ELLR) and Stage VII of Leeds Inner Ring Road opened in Feb 2009 and Dec 2008 respectively, representing a key stage in the Aire Valley Leeds development plan. The £90 million investment is expected to open up development potential within AVL, stimulating investment for years to come.

### **City Centre Area Action Plan**

- 3.1.6.5 During the reporting period, the City Centre Area Action Plan has been suspended. This is due to other emerging priorities and the need to redirect resources into the Core Strategy (and supporting evidence base).

### **Core Strategy**

- 3.1.6.6 Throughout the monitoring year work was undertaken to progress the Core Strategy towards adoption. This work has been given priority given the requirements of PPS12 (see above, para. 3.1.4) and as a consequence of the Adoption of the Regional Spatial Strategy in May 2008. Work has therefore concentrated on developing an emerging 'preferred approach' (for public consultation), which considers the requirements and implications of the RSS at a local Leeds level, as well as developing emerging policies, informed by the consolidated evidence base.

### **East and South East Leeds Area Action Plan**

- 3.1.6.7 Progress on the EASEL AAP focused on developing the evidence base and working towards the Pre-Submission draft.
- 3.1.6.8 Key elements of the evidence base included conducting a Town and Local Centre Study, identifying retail capacity and the preferred distribution of centres throughout the EASEL area. A Drainage Study was progressed which demonstrates that new development will not exacerbate existing flooding problems and can also assist in resolving them. A Transport Strategy was developed which looked at how to improve the sustainability of transport and movement within the AAP area, and provided recommendations for a possible programme of implementation.
- 3.1.6.9 Other areas of progression included discussions with stakeholders to ensure that proposals and plans are aligned. The Proposals Map (allocations) was further developed to reflect the most up to date position of development proposals, including illustrating regeneration priorities and addressing concerns of residents. Mechanisms were developed to commence neighbourhood planning within EASEL and a consultation strategy was produced leading to a further consultation period of the AAP during the summer of 2009.
- 3.1.6.10 Subsequent to this activity, whilst positive progress has been made in a number of areas, the economic downturn has regrettably resulted in a loss of momentum behind housing renewal activity. Consequently,

alternative delivery methods and mechanisms are being explored to continue to deliver regeneration priorities effectively.

### **West Leeds Gateway Area Action Plan**

- 3.1.6.11 Most activity was focused on the preparation and undertaking of the public consultation for the West Leeds Gateway Area Action Plan Preferred Options from February to April 2008. This activity was undertaken under the old Section 26 regulations which were updated in 2008 and 2009. The responses from the Preferred Options were used to update the AAP in preparation for submission.

### **Natural Resources and Waste DPD**

- 3.1.6.12 During the reporting period, public consultation on the Natural Resources and Waste Issues and Alternative Options (8 May – 19 June 2009) was undertaken. This exercise has proved beneficial in helping to scope the focus and content of the emerging document and the links with the City Council's municipal waste strategy. Within this context, analysis of the consultation responses and the continued consolidation of the evidence base has been underway, with a view to further consultation on a 'Policy Position' document in late 2009.

### **Supplementary Planning Documents**

- 3.1.7 Alongside the preparation of DPDs, a series of Supplementary Planning Documents have also seen a variety of activity within the reporting period. This includes, the City Council Adoption of the **Public Transport Improvements and Developer Contributions SPD** and the consultation on the **Affordable Housing SPD (November 2008)**. Within the context of wider SPD work also, the City Council has also provided guidance to a number of community groups regarding the preparation of community led design guides and statements for future (City Council) adoption as SPDs (subject to their scope). It should be noted also, that as a consequence of the revisions to national guidance (PPS12, see para. 3.1.4 above), SPDs no longer have to be incorporated as part of the Local Authority's Local Development Scheme.
- 3.1.8 Associated with the preparation of Local Development Documents has been the continued development of the Sustainability Appraisal methodology to support the preparation of the various planning documents through the different production stages. Given the range of Local Development Documents in production in Leeds this has been a challenging and resource intensive process. Work began in the 2008-09 monitoring year to review and update the SA methodology. This work continues to be carried forward and it is hoped that future SA activity will be less resource intensive while providing more focused and valued results.
- 3.1.9 A major undertaking for the City Council during the reporting period, has been the need to progress a Strategic Housing Land Availability Assessment (SHLAA), consistent with national guidance. Within this context, a SHLAA Partnership Group has been established to oversee this technical work. This group comprises representatives of the housing

building industry, regeneration, amenity groups, as well as City Council officers and members. Taking this work forward has been a major and resource-intensive undertaking, requiring the assessment over 700 sites.

### **3.2 Reporting Period 1 April 2009 – 31 March 2010**

3.2.1 Looking ahead to the next AMR reporting period (1 April 2009 – 31 March 2010) there are a number of challenges and opportunities for the Leeds LDF. The Schedule of Activity for 2009/2010 includes:

- The need to review formally the LDF programme, including the need to review all the current Area Action Plans and the proposed thematic DPDs, in the light of changes to national planning guidance (Planning Policy Statement 12: Local Spatial Planning, June 2008).
- Scoping the requirements and timetable for the preparation of a Site Allocations DPD.
- A review of the implications of the Adopted Regional Spatial Strategy (May 2008) for Leeds and the Regional Spatial Strategy Update. The decision to note update the RSS (taken in Spring 2009) has now led to being involved in the preparation of the Integrated Regional Strategy,
- Prepare Core Strategy 'Preferred Approach' for consultation,
- Prepare Natural Resources & Waste DPD 'Policy Position' for consultation,
- Complete and report the initial SHLAA,
- To continue to progress the programme of Supplementary Planning Documents including the preparation of a new Affordable Housing SPD,
- To progress the PPG17 Greenspace Audit and Assessments for completion,
- The need to continue to integrate Development Plan and regeneration work, where appropriate and where this adds value,
- To continue to develop the systems and processes to support the LDF and the monitoring requirements of the AMR and to continue to monitor progress against milestones with adjustments where appropriate.
- To continue to work closely with the Government Office for Yorkshire & the Humber (GOYH) and a wide range of stakeholders to take the Leeds LDF process forward.
- Progressing work on the regeneration of the Lower Aire Valley through submissions related to an Accelerated Development Zone (ADZ) Pilot status, an Urban Eco Settlement Prospectus and supporting evidence to CLG by Leeds to support funding and site verification. Further funding initiatives that will be investigated include Green Stimulus and Kick Start Funding.

## 4 Monitoring Information

4.0.1 This section sets out information available from what is being monitored currently. As with last year, this year's AMR concentrates on material required by DCLG and the Regional Assembly, using the revised definitions of the Core Indicators issued by CLG in July 2008. Although some of it is discussed in this part of the report, for convenience, the required information is also grouped in Appendix 1. For many of these topics / indicators, either no information or incomplete counts exist. The monitoring work programme over the next year or so will continue to address this.

4.0.2 This part of the AMR will be expanded each year as LDF policies and their related monitoring sources are developed. It is intended that the monitoring range will be expanded to include matters of local interest reflected in LDF policies.

4.0.3 Topics covered in this AMR include:

- housebuilding performance and housing land supply indicators
- the supply of employment land
- the monitoring of changes in retail, office and leisure developments in Leeds as a whole and in the City Centre and town centres
- transport - measuring the accessibility of new residential developments to a range of facilities
- various matters relating to mineral aggregate production, waste management and other environmental concerns, including renewable energy generation capacity
- Monitoring of the adopted Statement of Community Involvement (section five)

4.0.4 There are other documents that include information which helps monitor the development of Leeds, chiefly the City Centre Audit<sup>5</sup>, the Leeds Economy Handbook<sup>6</sup> and the Local Transport Plan<sup>7</sup>. The relationship of these to the LDF monitoring effort will evolve and be tightened as work on the LDF develops.

### 4.1 Housing Trajectory

4.1.1 Housing requirements for Leeds are set out in the Yorkshire & Humber Plan, the revised Regional Spatial Strategy adopted in May 2008. Core Indicator H1 summarises these targets.

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<sup>5</sup> <http://www.leeds.gov.uk/> then Business, then Town centre management links

<sup>6</sup> <http://www.leeds.gov.uk/> then Business, then Business support and advice, then Local economy – reports and forecasts links

<sup>7</sup> <http://www.wyltp.com/> West Yorkshire Local Transport Plan 2: - 2006 - 2011

<b>Table 1: H1 Plan period and net housing targets</b>			
Start of period	End of period	Total housing required	Source of requirement
1/4/2004	31/3/2026	86440	RSS – The Yorkshire & Humber Plan May 2008

- 4.1.2 This aggregate requirement is made up of annual average net increases of 2260 in 2004-8 and 4300 from 2008 to 2026, estimated in RSS to be equivalent respectively to 2700 and 4740 gross. The latter figure is a radical departure from previous policy, which required average annual completions of 1930 gross. The new figure is two and a half times the old, and is the highest in the region; it is twice as large per head as the corresponding figure for Sheffield.
- 4.1.3 Meeting the new target will require a longer term review of housing land allocation and release policies, which can only be achieved through the LDF – particularly the Core Strategy and the Site Allocations DPD. This process will inevitably take time, and as a result, output cannot reasonably be expected to adjust immediately. This much is recognised in RSS, which identifies Leeds in policy H1B and Table 12.2 as an area where output is likely to rise from below the 2008-26 average to above it. While RSS does not propose an actual delivery profile, it is quite clear that the 4300 total is an average to be met over the period as a whole, not necessarily in every year, and especially not in the early years.
- 4.1.4 In fact, housing output in Leeds has been exceptionally buoyant in recent years, as the H2 indicator shows. In the first 5 years of the RSS period (2004-9), output has exceeded the average RSS requirement by

<b>Table 2 H2a &amp; b Actual net additional dwellings</b>				
2004-5	2005-6	2006-7	2007-8	2008-9
2633	3436	3327	3576	3828

3460 dwellings, or 26%. However, this over-performance is the result of output being compared with the lower RSS requirement of 2260 p.a. in 2004-8. In 2008-9 – the first year of the new 4300 average requirement – output fell short of the average by 672 units or 16%. In the immediate future, this shortfall will worsen considerably as a result of the economic recession which engulfed the UK in 2008. Loss of confidence and lack of funds to finance both house purchase and development have placed a massive brake on housebuilding throughout the country. In Leeds, new starts have been averaging 70-80 a month at best since mid 2008, and these low volumes will inevitably impact on output this year and next. These

demand problems will exacerbate the difficulties of the transition to the enhanced delivery sought by RSS.

4.1.5 However, future supply prospects are at the core of this report. Indicators H2(c) and (d) require planning authorities to track possible future output against policy requirements and managed delivery targets over the life of the current plan or the next 15 years, whichever is the longer. Normally, this is expected to be done in the context of a Strategic Housing Land Availability Assessment (SHLAA), but at the time of publication the SHLAA had not yet been published. It is expected that the SHLAA will be published in early 2010.

4.1.6 In the absence of a published SHLAA, an assessment of supply prospects has been undertaken using the following source materials:

- An assessment of supply over the period 2009/10 through to 2014/15, using planning permission details and the Leeds City Council Land Availability monitor. This provided information on starts and completions on sites up until the date 31/10/2009. Planning permissions not accounted to sites (usually due to site size thresholds) were also assessed.
- The emerging SHLAA was used to validate site inclusions and provided site totals for each reporting block (current year, 2010 – 2015, 2015 – 2020, 2020 – 2026). The emerging SHLAA has been developed in line with the advice issued by Communities and Local Government in July 2007, the Planning Advisory Service guidance in January 2008 and Ove Arup advice on behalf of the Yorkshire and Humber Assembly in May 2008. A SHLAA partnership has assessed each site individually and come to a collective agreement of whether the site is 'Suitable', 'Available' and 'Achievable'.
  - The partnership consisted of the following membership:

▪ House builder representatives	3
▪ Leeds City Council Officers	3
▪ Leeds City Council Members (inc Chair)	2
▪ Leeds Property Forum	1
▪ Renew	1
▪ CPRE	1
▪ Homes and Communities Agency	1
▪ Regional Planning Body	1
- The information from 2015 through 2026 has also been drawn from the emerging SHLAA and reflects those sites which are in line with the emerging Core Strategy policies.

- A windfall allowance has been included in each year of the trajectory. This is discussed in more detail further into this report.
- 4.1.7 As the information for this document has been drawn from the emerging SHLAA, it is not yet possible to publish the complete analysis of each site. A final meeting of the Partnership has still to be arranged to “sign off” the work. It will then need to be considered within the Council prior to publication. It is anticipated that the SHLAA will be published early in 2010. Consolidated information should provide some steer to the user as to where future supply lies.
- 4.1.8 The 2010-2015 assessment will be described more fully in a separate document (“5 Year housing land supply 2010-2015”), which has yet to be published. The Five Year supply follows PINS guidance, and uses a modified trajectory template developed and distributed by the English Region’s Network and the Central and Local Information Partnership groups. The five year supply only includes Phase 1 UDP allocations, as currently Council Policy is to hold phase 2 and 3 allocations in reserve until output falls short of requirement. The Five Year Housing Land Supply document will provide more detail than is currently available in this AMR.
- 4.1.9 In the longer term (2015-2026), outstanding capacity is averaged based on the SHLAA medium and long-term assessments of deliverability. This provides a constant rate over what is judged to be an appropriate timescale for supply to be released/available. The information in the assessment does not include all sites within the SHLAA. Evidence from the SHLAA demonstrates that choices can be made consistent with the approach set out in the emerging Core Strategy. It is the role of the LDF rather than the SHLAA to make these choices. Therefore the SHLAA recognizes that there is no need to release Greenfield Land at this time, although the extent and timing of the release will in practice depend on actual performance.
- 4.1.10 As mentioned earlier, a windfall allowance has been included for each year of the trajectory. The inclusion of a windfall rate is in accordance with PPS3. Historically Leeds has high windfall rate, and not all of this supply (i.e. developments within residential gardens or conversions of residential units into smaller flats) can be adequately captured in the emerging SHLAA or through other land supply assessments. As it is expected that these types of developments will continue in future years, an allowance of 500 units per annum has been set. This allowance complies with the PPS3 requirement in that it is based on historic figures and also considers the role of the emerging SHLAA:
- The SHLAA has a site threshold of 0.4ha or higher (except in the City Centre). Leeds City Council figures show that since 2000, windfall has averaged 4091 units a year. Of this, 2500 units have been located outside the City Centre (where the SHLAA site threshold is higher). Windfall sites tend to be very small and very numerous. Almost half of the windfall sites to come forward since 2000, 72% have been below 0.4 hectares.

- Leakage rates on windfall show that between 1991 – 2004, sites outside the city centre have a rate of 5%. Therefore the modest inclusion of 500 units a year should account for some of that land coming forward as well as ensure that any smaller conversions/change of use are accounted for.

4.1.11 Table 3 identifies the categories of land supply used to develop the trajectory. Only supply considered to be suitable, achievable and deliverable has been considered. It is important to be clear about what the trajectory is trying to do. Its purpose is to identify the extent to which housing land supply might be a constraint on new housing delivery. However the nature of market demand is intricately linked to the trajectory through considerations of deliverability.

4.1.12 To that end, there is no shortage of suitable and available housing land with planning permission in Leeds. Therefore it is not a shortage of housing land supply which is acting as a constraint on housing output but the severe recession. It is the recession that is impacting the ‘deliverability’ of sites. Therefore while market demand should not be an influence on the trajectory, it inevitably is.

4.1.13 These poor market conditions have severely impacted the housebuilding industry, and are projected to continue to restrain demand for the immediate future. Actual performance will change markedly in more favourable market conditions, as demonstrated by previous trends in Leeds. This is reflected by the higher rates of delivery expected in the later part of the plan period. These high rates, however, will be achievable as the Core Strategy and Allocations DPD will have been adopted. These documents will ensure that the strategic and managed release of Greenfield and greenbelt land will occur alongside delivering all the other objectives of the Regional Spatial Strategy and Core Strategy.

<b>Table 3: Housing Trajectory Categories of Supply</b>	
<b>Category of Supply</b>	<b>Supply included</b>
<b>Extant Planning Permissions on Allocated Large Sites (over 5 units)</b>	Allocated Sites (H3-1, H3-2, H3-3) with Planning Permission
<b>Extant Planning Permissions on Unallocated Large Sites (over 5 units)</b>	UDP H4 Sites with Planning Permission
<b>Extant Planning Permissions Small Sites</b>	Units with Planning Permission currently under construction, less than 5 units.
<b>Residual allocated sites (Currently allocated/ sites in submitted LDF/DPD)</b>	Allocated Sites (H3-1, H3-2, H3-3) without Planning Permission
<b>Sites where principle of development</b>	Sites determined to be Suitable, Available,



<b>accepted (planning permissions subject to S106, allocated sites in preferred options, development brief accepted)</b>	Achievable by the SHLAA based on current policy. Sites coming forward within other streams (AAPs/Capital Receipts).
<b>Contingent sites (strategic sites described in RSS, other sites not included above but identified in SHLAA/Urban capacity study e.g. broad locations for growth)</b>	Sites determined to be Suitable, Available and Achievable, subject to emerging LDF policy. Sites have been sieved to meet emerging LDF policy.
<b>Windfall</b>	In line with the emerging Core Strategy's policy on windfall. To accommodate for large number of sites not currently identified in the emerging SHLAA (site threshold >0.4ha outside City Centre).

4.1.13 The first row of Table 4: H2 (a) shows the recent levels of housing delivery. H2 (b) is not identified in the trajectory, which is the number of units completed in the current year. This figure is 1831 gross, as of 31 October 2009. H2 (c) summarises net housing additions potentially achievable from 2009 - 2026. Net site area is not shown. However the annualised plan target (RSS average requirement) is. Finally H2 (d) is the managed delivery target. This shows how likely levels of future housing are expected to come forward taking into account previous years performance. This is expected to take into account influences on housing delivery including market trends. The managed delivery target aligns with the emerging Core Strategy's trajectory, but is shown in net format.

4.1.14 This managed scenario builds upon the recently published 'Preferred Approach' consultation document for the emerging Core Strategy. This document sets out the need to achieve 73,900 gross units over the period 2009 – 2026. The figure anticipates a clearance rate of 250 units per annum. Over the lifetime of the plan, the trajectory rises from below the annual average net additions figure of 4300 in the RSS, to above it. This is in keeping with Table 12.2 of the RSS. The figures reflect the current housing market as well as current and emerging policy.

4.1.15 The H2 trajectory highlights that there is enough supply to meet the total RSS net additions figure. The figures are representative of emerging Core Strategy housing policy and have been sieved to take out all elements that initially appear to be at odds with policy. However these sites, alongside the sizeable pool of remaining SHLAA sites will be further investigated for consideration further through the Allocations DPD.

4.1.16 This table identifies potential net 5 year land supplies sufficient for 14,792 dwellings in 2010 – 2015. Set against the residual requirement averaged evenly over the entire period (H2c(c)) the supply meets the managed delivery rate. Consistent with RSS, the Council have already secured Government approval for the managed delivery approach, stepping up the

output over time, through its Local Area Agreement Targets (3400 units until 2012). This approach is developed further through the emerging Core Strategy which now outlines a different delivery pattern. It is noted that other authorities within the region have set their own stepping up figures in their emerging Core Strategy work and this appears to have been accepted as an appropriate approach and reflection of RSS policy by both Government Office and the Regional Planning Body. Therefore using the Core Strategy figures, a five year managed supply target has been established at 13, 650 units net.

- 4.1.17 Returning to indicators H2(c) and (d) in Table 4, it can be seen that deliverability is expected to improve in the years after 2015. This is in large part because allocations in phases 2/3 of the UDP and the changing policy picture will be assumed to begin to deliver housing. This is because the approach to land supply and release will have been established through the Core Strategy which is due to be adopted in 2011.

Leeds City Council: LDF Annual Monitoring Report 2008 – 2009

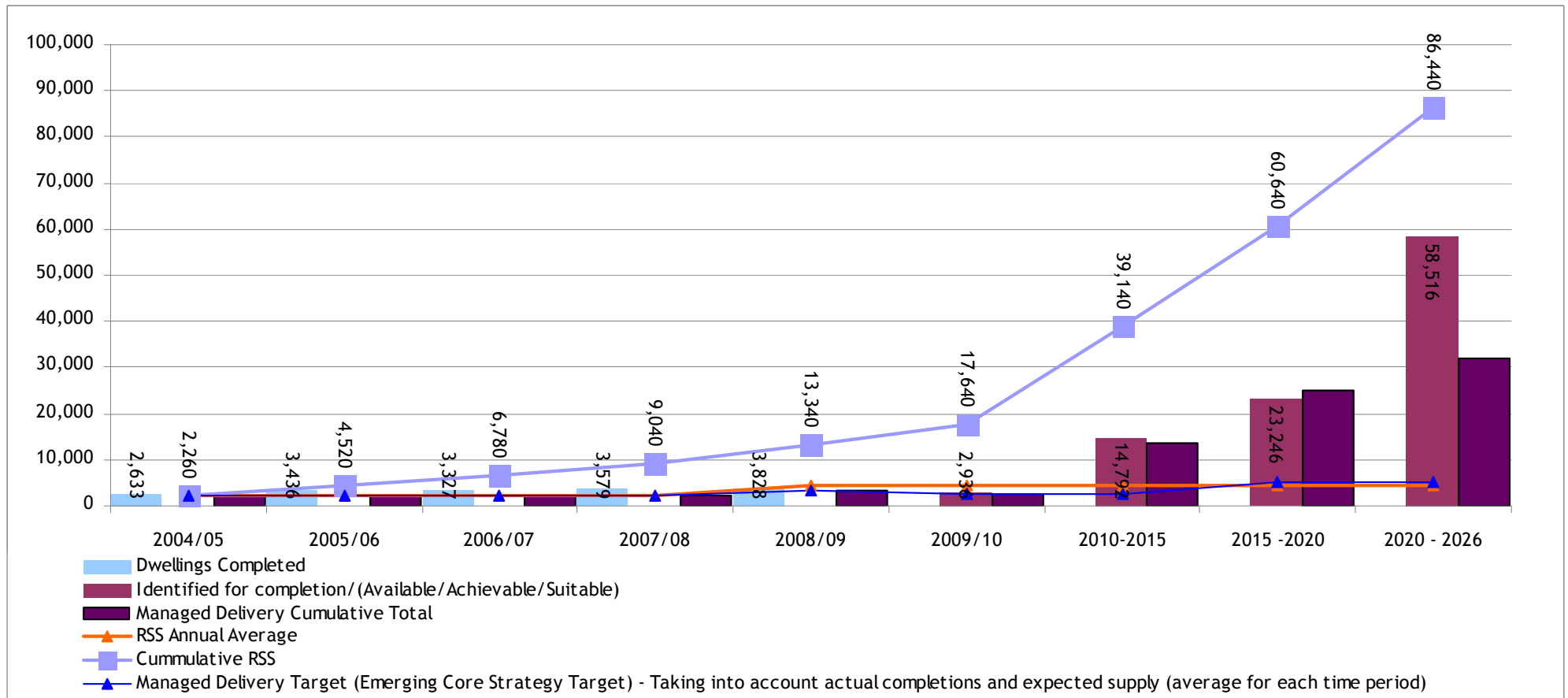
**Table 4 Housing Trajectory**

	2004/05	2005/06	2006/07	2007/08	2008/09	2009/10	2010-2015	2015 - 2020	2020 - 2026
H2 (a) Dwellings Completed	2,633	3,436	3,327	3,579	3,828				
H2 ( c) Identified for completion/(Available/Achievable/Suitable)						2,936	14,792	23,246	58,516
Cumulative Completions/(Available/Achievable/Suitable)	2,633	6,069	9,396	12,975	16,803	19,739	34,531	57,777	116,293
H2 (c ) (ii) RSS Annual Average	2,260	2,260	2,260	2,260	4,300	4,300	4,300	4,300	4,300
Managed Delivery Cumulative Total	2,260	2,260	2,260	2,260	3,400	2,500	13,650	25,000	31,900
Cumulative RSS	2,260	4,520	6,780	9,040	13,340	17,640	39,140	60,640	86,440
Monitor - No. dwellings above or below cumulative development average requirement (RSS) (at end of each time period)	373	1,549	2,616	3,935	3,463	2,099	-4,609	-2,863	29,853
H2 (d) Managed Delivery Target (Emerging Core Strategy Target) - Taking into account actual completions and expected supply (average for each time period)	2,260	2,260	2,260	2,260	3,400	2,500	2,730	5,000	5,317

H2 (b) Net Housing completions in current year – N/A; Gross housing completions 01/04/09 – 31/10/09 = 1831

H2 ( c) Net area of sites not available

Figure 1: Housing Trajectory



\*This graph shows that the cumulative total of the units identified for completion will more than meet the RSS requirement of 86,440 units.

4.4 Indicator H3 (Table 6 below) shows the volumes and percentages of gross housebuilding on previously developed land. Over the last 5 years, the average rate of brownfield development has been 95%, and this proportion was also reached in the latest reporting year. The Council continues to attach considerable importance to maintaining these high rates of brownfield development, which is a prime objective of UDP policy. This is also a priority for RSS, which has a regional target of 65% - and if this is to be achieved it will require considerably higher rates in urban areas like Leeds where there is most scope for brownfield delivery.

<b>Table 6: H3 New &amp; converted dwellings on previously developed land (PDL)</b>			
	Gross new dwellings	Number PDL	% PDL
2004-9	17965	16989	95
2008-9	3976	3787	95

4.1.19 Indicator H4 reports changes in the net supply of gypsy and traveller pitches. There was no change over the last year.

4.1.20 Gross affordable housing completions (Indicator H5) are summarised below, using data from the Housing Strategy Statistical Appendix. 410 units were provided in 2008-9. Like last year, this figure is above the 5 year average which currently stands at 314 units a year. Affordable housing is provided both via direct Government or Local Authority funding, and by means of planning agreements with private developers. The Council has set up an Affordable Housing Strategic Partnership to take advantage of enhanced state funding for affordable housing over coming years. Affordable provision of 500 units is planned for this year, rising to 850 the year after.

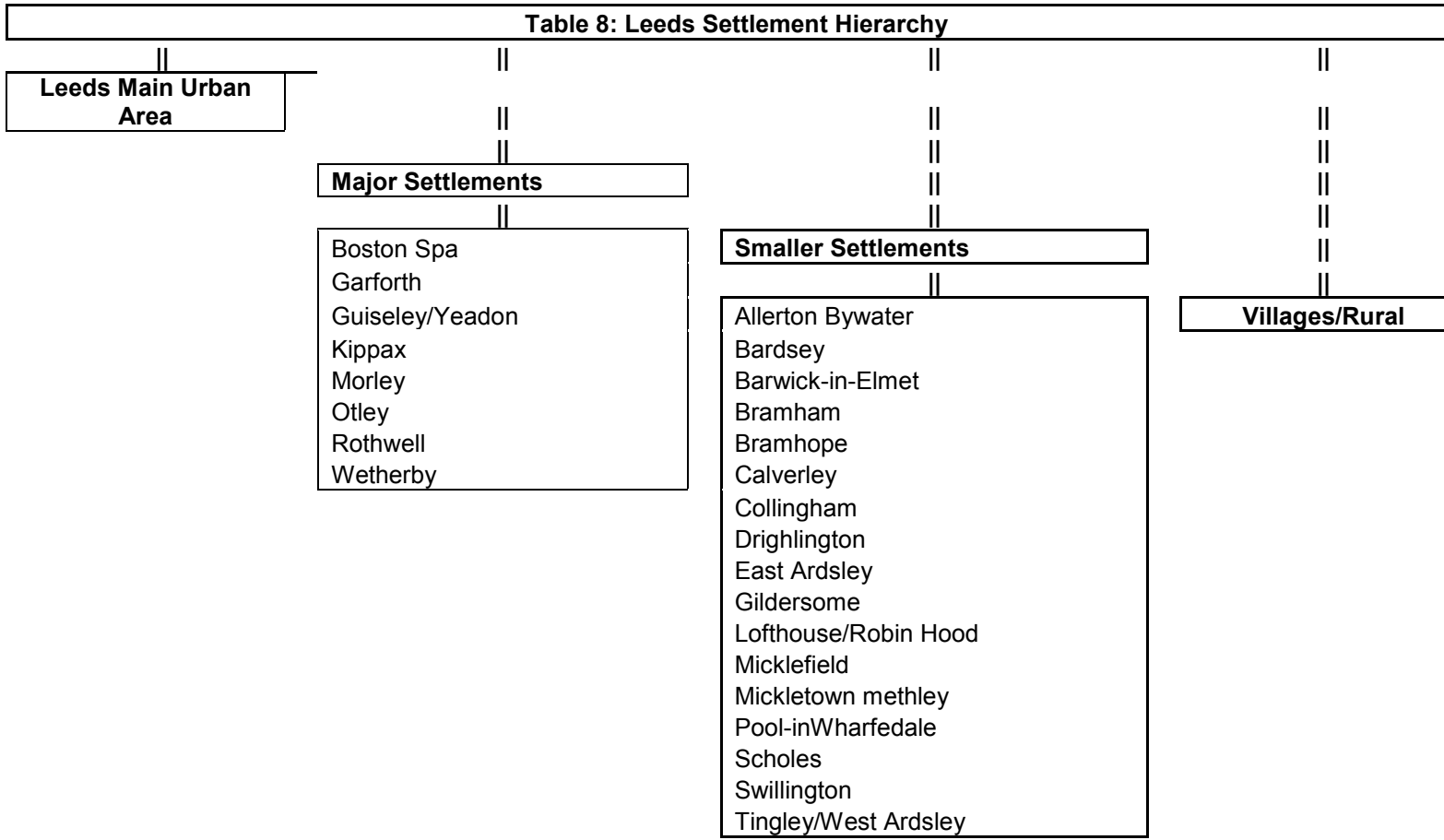
<b>Table 7: H5 Gross Affordable Housing completions 2008-9</b>			
	Social rented	Intermediate	Total
2004-9	600	972	1572
2008-9	157	253	410

4.1.21 Despite improved performance this year and last, the provision of affordable housing still lags well behind the theoretical need for 1889 units a year identified in the 2007 Strategic Housing Market Assessment. Nor is provision keeping pace with stock depletion as a result of Right to Buy sales and demolition, which affects the Local Authority stock disproportionately.

HSSA figures indicate that the affordable stock has declined by 6000 units in the last five years. The gap between gains and losses has been narrowing recently, largely because Right to Buy sales are grinding to a halt (only 77 Council dwellings were sold under this scheme last year), but even with enhanced public investment in new provision, there is no certainty that the long-run decline in the affordable housing stock is about to be reversed. Further demolition associated with regeneration projects will continue to be a drain, while in the short term, the recession will severely curtail the contribution of new supply through planning agreements.

- 4.1.22 H6 introduces indicators related to housing quality “Building for Life” assessments, but no arrangements are yet in place to monitor these.
- 4.1.23 The direction and quantum of growth is a key consideration for the future of Leeds. As noted earlier, the level of growth outlined in RSS is unprecedented, and is a key consideration for the future development of Leeds. Delivering the high level of growth will require the use of plan, monitor and manage techniques to ensure that the development of housing is delivered alongside all the other elements that make up a sustainable and inclusive community.
- 4.1.24 To help shape the direction of growth, the emerging Core Strategy has identified a ‘Settlement Hierarchy’ (**See Table 8**). The Settlement Hierarchy, and its related policies, directs different forms of growth into various settlements. RSS Policy YH7 informed the development of the emerging Core Strategy Policy H1: Sequential Preferences for Housing Location. Policy H1 sets out the preferred pattern for housing development:
1. Locations within the City Centre and main urban area
  2. Locations within the major settlements
  3. Extensions to the main urban area
  4. Extensions to the major settlements
  5. A new or greatly expanded settlement if 1,2,3 and 4 prove insufficient
  6. Extensions to the smaller settlements

**Table 8: Leeds Settlement Hierarchy**



4.1.25 Table 9 highlights the changes to the housing stock that has occurred within each of the settlements of the Hierarchy. As the Core Strategy moves towards adoption it is intended that monitoring of this policy will be expanded to also consider the other parameters which will help to direct housing development.

<b>Table 9: Change to housing stock within the Emerging Core Strategy Settlement Hierarchy, 2008-2009</b>				
<b>Location</b>	<b>Total Housing Gain (Gross)</b>	<b>Demolished and/or Lost Units</b>	<b>Total Change within District (Net)</b>	<b>% of Total Change within District (Net)</b>
<b>Leeds the Regional City (Main Urban Area)</b>	3014	145	2869	75%
<b>Major Settlements</b>				
<b>Garforth</b>	15	0	15	*
<b>Kippax</b>	15	1	14	*
<b>Morley</b>	108	1	107	3%
<b>Otley</b>	48	0	48	1%
<b>Rothwell</b>	89	0	89	2%
<b>Wetherby</b>	4	1	3	*
<b>Yeadon</b>	113	4	109	2%
<b>Major Settlement Total</b>	<b>392</b>	<b>7</b>	<b>385</b>	<b>10%</b>
<b>Smaller Settlements</b>	<b>197</b>	<b>42</b>	<b>155</b>	<b>4%</b>
<b>Villages/Rural</b>	<b>428</b>	<b>9</b>	<b>419</b>	<b>11%</b>
<b>Total</b>	<b>4031</b>	<b>203</b>	<b>3828</b>	<b>100%</b>

Percentages are rounded



## 4.2 The Supply of Employment Land

### Development Levels

- 4.2.1 The decline in development levels reported in last year's (2007/08) AMR, has continued this year. Both floorspace and land-take indicators are reduced further, reflecting the very low level of starts on site in 2007/08. Approximately 63,400 sqm of floorspace, on 10.4 ha, were completed in 2008/09 across all employment sectors.
- 4.2.2 The floorspace completed during the 2008/09 monitoring period was dominated again by the office sector, which at 51,500 sqm accounted for over 80% of the space completed. Within the office sector, about 35,000 sqm were completed in city centre schemes, where the developments at Latitude Red on Whitehall Road (17,200 sqm gross) and The Mint on Sweet Street (12,100 sqm gross) are the most notable examples.
- 4.2.3 Completions in the industrial and warehouse sectors showed a slight recovery compared with last year, but generally remain among the lowest recorded in these sectors since the AMRs began in 2003/04.
- 4.2.4 Agents report that speculative development has reduced to almost nothing in the current economic circumstances, the result of severe downward pressure on rentals and the lack of availability of development funding. Unsurprisingly, land taken up during the year was also the lowest recorded in the series to date.
- 4.2.5 The pattern of office developments this year is broadly similar to last, which saw an emphasis on city centre schemes. For the current year, 68% of new office floorspace completed was in city-centre schemes.
- 4.2.6 Despite the city centre emphasis, out-of-centre schemes were still notable including:
- Turnberry Park (Final Phase) Wakefield Road Gildersome (3150 Sqm Gross)
  - Tomlinson House At Capitol Park West Capitol Boulevard Tingley (1250 Sqm)
  - Units A-D Cromwell Park York Road Wetherby Ls22 (1530 Sqm)
  - Plot 4600 Thorpe Park Century Way LS15 (1810 sqm)
  - Ph2 Carrwood Park Swillington Common LS15 (1290 sqm)
- In all, out of centre schemes amounted to 16,520 sqm on 4.3 ha.
- 4.2.7 Industrial developments this year have been few and small in scale. These include:
- 2 units at Stourton Haigh, Pontefract Road (5,660 sqm) and

- 2 units adjacent Westfield Mills Yeadon (for Don Controls) (1890 sqm)

Development Sector	2004/05		2005/06		2006/07		2007/08		2008/09	
	Area (ha.)	Floor-space (m <sup>2</sup> )	Area (ha.)	Floor-space (m <sup>2</sup> )	Area (ha.)	Floor-space (m <sup>2</sup> )	Area (ha.)	Floor-space (m <sup>2</sup> )	Area (ha.)	Floor-space (m <sup>2</sup> )
B1 Office	8.02	26090	6.27	59390	16.44	85600	9.51	66670	6.24	51475
B1 Other	1.36	3680	1.25	3660	0.47	1730			0.11	190
B2 Industrial	8.58	30745	3.60	18950	7.92	28820	1.78	6060	2.17	7550
B8 Warehousing	1.21	4850	6.74	15890	13.08	48095	2.13	5580	1.86	4200
<b>Total</b>	19.17	65365	17.87	97890	37.91	164245	13.42	78310	10.38	63415

*Note: Extensions not included; floorspace figures are gross internal area.*

4.2.8 Again, this year we are able to report the amount of development completed in “within-curtilage” schemes. This term is used to describe extensions to existing premises, minor changes of use which result in additional employment space and new-build premises that are within the curtilages of existing buildings.

4.2.9 Overall, ‘within-curtilage’ development accounted for just over 25% of all new employment floorspace completed this year. With the contraction in the amount of new-build since last year, within-curtilage schemes accounted for a higher proportion of all development – a quarter as opposed to a fifth in 2007/08. Clearly, this is a substantial element, representing a measure of essential on-site adjustments of property to business needs. However, it is doubtful whether such schemes can be associated with an equivalent land area and for this reason we continue to monitor and present results for new and redevelopment sites separately.

<b>Table 11: LDF Core Indicator BD1 – Additional employment floorspace by sector &amp; type</b>			
<b>Apr08-March 09</b>	<b>New &amp; redeveloped sites</b>	<b>Within-curtilage developments</b>	<b>Total</b>
<b>Development Sector</b>	Floorspace ( m <sup>2</sup> )	Floorspace ( m <sup>2</sup> )	Floorspace ( m <sup>2</sup> )
B1 Office	51475	2160	53635
B1 Other	190	120	310
B2 Industrial	7550	6440	13990
B8 Warehousing	4200	14000	18200
<b>Total 2008/09</b>	63415	22720	86135
<b>Percentage 2008/09</b>	73.62	26.38	100
<i>Total 2007/08</i>	<i>78310</i>	<i>18430</i>	<i>96740</i>
<i>Percentage 2007/08</i>	<i>80.9</i>	<i>19.1</i>	<i>100</i>

## Regeneration Areas

4.2.10 Compared with last year, new employment developments in the city's designated regeneration areas showed a slight recovery during 2008/09. In total 10,940 sqm on 2.5 ha. were completed during the year, compared with 5610 sqm on 1.8 ha last year. Broadly speaking, offices and industrial schemes accounted for equal shares of development in the regeneration areas. Notable among the office/business space provided is the "Shine" complex in the former Harehills Middle School on Harehills Road, within EASEL.

4.2.11 Given the patchy nature of development in regeneration areas, it is better to look back over the 6 years of monitoring development in regeneration areas, to see any patterns that might be emerging. Table 12 below gives the position for the six-year period 2003-2009. This reveals that just under 40% (38.9%) of the city's land take has been in designated Regeneration Areas, accounting for about a third (32.7%) of new floorspace in the city. Aire Valley's contribution dominates, accounting for 72% of both land take and floorspace added over the past six years. Developments in Aire Valley have mainly been of industrial property – over 75% of new floorspace has been in these sectors and this stands in marked contrast to the sectoral pattern in the rest of the city, where office development accounts for over 70% of new floorspace completed.

<b>Table 12: Leeds LDF Indicator- Land developed for employment by sector in Regeneration Areas</b>						
<b>Apr04 – Mar09</b>						
	<b>Regeneration Areas</b>				<b>MD Total</b>	
	<b>In</b>		<b>Out</b>			
<b>Development Sector</b>	ha. Developed	m <sup>2</sup> complete	ha. Developed	m <sup>2</sup> complete	ha. Developed	m <sup>2</sup> complete
B1 Office	15.65	47520	51.10	299395	66.75	346915
B1 Other	1.37	4200	3.68	11200	5.05	15400
B2 Industrial	24.21	102200	15.32	55105	39.54	157305
B8 Warehousing	15.78	51140	19.39	55545	35.17	106685
<b>Total</b>	57.01	205060	89.49	421245	146.50	626305
<b>% of MD Total</b>	38.91	32.74	61.09	67.26	100	100

*Regeneration Areas: as defined in Leeds UDP Review 2006 plus EASEL & WLG AAPs*

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

4.2.12 Overall, the proportion of development on Previously Developed Land (PDL) in 2008/09 fell slightly compared with last year (65% vs 69%). In terms of floorspace, the completion of three large city centre office schemes, gives a very similar result to 2007/08 – 82% vs 81% - in the percentage of floorspace completed on PDL.

4.2.13 Industrial and warehousing schemes continue to be develop mainly on PDL sites. However, the smaller level of completions this year means that the percentage figures should be treated with caution.

4.2.14 Although there is no target for the proportion of employment schemes that should be on PDL, there is nevertheless a policy preference, re-iterated in Policy EC4.1(3) of the draft PPS4 issued in May 2009, to “prioritise previously developed land which is suitable for re-use”. As recorded in Indicator BD2, almost two-thirds of employment development was on PDL and so the city’s performance would appear to be consistent with such a policy ambition.

<b>Table 13: LDF Core Indicator BD2 – Land developed for employment by type Analysis by Previously Developed Land (PDL)</b>								
<b>Apr08 – Mar09</b>								
	<b>PDL</b>		<b>Not PDL</b>		<b>Total Land</b>		<b>Total Floorsp</b>	
<b>Development Sector</b>	Area (ha)	Floorspace m <sup>2</sup>	Area (ha)	Floorspace m <sup>2</sup>	Area (ha)	% PDL	m <sup>2</sup>	% PDL
B1 Office	3.43	42025	2.812	9450	6.242	54.95	51475	81.64
B1 Other	0.11	190			0.11	100.00	190	100.00
B2 Industrial	1.35	5660	0.82	1890	2.17	62.21	7550	74.97
B8 Warehousing	1.86	4200			1.86	100.00	4200	100.00
<b>Total 2008/09</b>	6.75	52075	3.63	11340	10.38	65.02	63415	82.12
2007/08	9.29	63590	4.13	14720	13.42	69.19	78310	81.20
2006/07	22.33	102555	15.58	61690	37.91	58.9	164245	62.4

4.2.15 It is clear from past AMRs that indicator BD2 (previously named 1c) is subject to marked year-to-year fluctuations. Again, with the benefit of six years of data we can see some longer term patterns emerging.

4.2.16 Table 14 below shows that for the years 2003-2009 the proportions of new employment development on PDL are 69% and 74% for land and floorspace, respectively.

<b>Table 14: LDF Core Indicator BD2 – Land developed for employment by sector 2003-2009 Analysis by Previously Developed Land (PDL)</b>								
<b>Apr03 – Mar09</b>								
	<b>PDL</b>		<b>Not PDL</b>		<b>Total Land</b>		<b>Total Floorsp</b>	
<b>Development Sector</b>	Area (ha)	Floorspace m <sup>2</sup>	Area (ha)	Floorspace m <sup>2</sup>	Area (ha)	% PDL	m <sup>2</sup>	% PDL
B1 Office	30.94	220835	35.80	126080	66.75	46.36	346915	63.66
B1 Other	4.58	13670	0.47	1730	5.05	90.69	15400	88.77
B2 Industrial	34.81	140075	4.73	17230	39.54	88.03	157305	89.05
B8 Warehousing	30.44	91535	4.73	15150	35.17	86.54	106685	85.80
<b>Total 2003-09</b>	100.76	466115	45.74	160190	146.50	68.78	626305	74.42

4.2.17 However, these figures mask the considerable differences between office developments and other types of employment scheme as shown in the extract below (Table 15). Industrial and warehousing developments have mainly been on PDL, at almost 90%. In contrast, the office sector has favoured a far higher proportion of green field locations, resulting in less than half the land take being previously used. While larger city centre office schemes has tended to boost the floorspace proportion to over 60% on previously developed land, it is clear that the weight of policy at national and regional levels will discourage out-of-centre Greenfield office schemes in the future.

<b>Table 15: Development on PDL by sector – the emerging pattern</b>		
<b>2003-09</b>	<b>Land</b>	<b>Floorspace</b>
<b>Development Sector</b>	<b>% PDL</b>	<b>% PDL</b>
B1 Office	46.36	63.66
B1 Other	90.69	88.77
B2 Industrial	88.03	89.05
B8 Warehousing	86.54	85.80
Total 2003-09	68.78	74.42

### **Employment Land Available by Type**

4.2.18 Table 16 indicates that the allocated supply which still has potential for employment development amounts to about 614 ha. – effectively a position of no change since last year. This reflects the current economic conditions where very little employment development has been started.

4.2.19 For allocations, while the overall total has remained static, the categorization of sites by type shows significant change from last year – principally the rise in “B1 Office” and “B2 & Related” sites, with a matched reduction in “B1 Other” sites. This reflects the re-alignment of UDP site designations to fit better the categories emerging in the LDF Core Strategy. Broadly, UDP Business Parks – previously dubbed “B1 Other” – have been included within the B1 Office category; sites with no specific commitment to office use have been included as “B2 & related”.

4.2.20 Over the course of the UDP plan period, take-up of employment allocations has been of modest scale, owing in large measure to infrastructure constraints in the Aire Valley area. Completed employment schemes on allocated land across the city amounted to about 85 ha. in the six years since 2003, compared with about 73 ha. on windfall sites. Over 200 ha of allocations in Aire Valley depend on the opening of the East

Leeds Link from Cross Green to Junction 45 of M1, which was opened in February 2009. Clearly, it is unfortunate that the opening of this long-awaited link road occurred at a time of the deepest economic recession since 1991-2. Previous records indicate that it took about five years for development rates to recover to pre-recession levels, so it is likely that the development effects of the new link road will be deferred for several more years.

- 4.2.21 For allocated land, the amounts that are Previously Developed (“brownfield”) and Greenfield (Not PDL) are broadly balanced at 320 ha vs 294 ha, but the □Greenfield supply is more concentrated upon providing for the B1 Office sector (only 18% PDL) rather than the B2/B8 industrial sectors (69% PDL).
- 4.2.22 While this reflects one of the objectives of the UDP in providing market opportunities for high quality peripheral office parks, this objective is now recognized as increasingly out-of-step with national planning guidance in PPS6 and with the Regional Spatial Strategy, which call for office developments to be focused on town and city centres.
- 4.2.23 In contrast the provision for B2/B8 sectors is dominated by brownfield sites, particularly the site of the former Skelton Grange Power Station and the land adjacent to the filter beds at Knostrop WWTW – now available following the opening of the link road - which account for almost 150 ha.

<b>31-Mar-09</b>	Allocations		Windfalls		Total	
<b>Sector</b>	ha.	No. sites	ha.	No. sites	ha.	No. Sites
B1 Office	205.20	38	69.57	99	274.78	137
B1 Other	20.51	8	3.24	11	23.74	19
B2 & related	271.78	61	11.84	24	283.62	85
B8 & related	116.95	19	51.82	14	168.77	33
<b>Total</b>	614.44	126	136.47	148	750.91	274
<i>31-Mar-08</i>	<i>615.62</i>	<i>125</i>	<i>132.78</i>	<i>138</i>	<i>748.40</i>	<i>263</i>

4.2.24 As in previous years, windfall supply is almost entirely on Previously Developed Land – 97% at March 2009 – and shows a preponderance of small sites. However, this is a variable source of supply and its type, location and timing are uncertain. It provides a bonus rather than a supply that can be set against known sectors of demand.

<b>31 Mar 09</b>							
<b>Sector</b>	<b>PDL</b>		<b>Not PDL</b>		<b>Total</b>		
	ha.	No. sites	ha.	No. sites	ha.	% PDL	No. sites
B1 Office	37.61	18	167.59	20	205.20	18.33	38
B1 Other	13.33	5	7.18	3	20.51	64.99	8
B2 & Related	159.71	40	112.07	21	271.78	58.77	61
B8 & Related	109.52	13	7.43	6	116.95	93.65	19
<b>Total</b>	320.17	76	294.27	50	614.44	52.11	126

### **Loss of Employment Land to Non-employment Uses**

4.2.25 Like last year, table 18 below shows that losses of employment land are much reduced compared with 2006/07. Losses in the current year are at the same levels as last: 14.3 ha as opposed to 15 ha. in 2007/08. As in previous years, the largest land take was for housing, but with reduced activity in this sector losses from employment sectors were less than 10 ha (9.4 ha), the lowest figure in the last five years and well under the average for 2004-09 (c14 ha).

4.2.26 Gains of employment land have increased slightly, due mainly to brownfield developments; in contrast, gains from □Greenfield have slowed to a trickle. The overall position for 2008/09 shows a net loss of just over 5.0 ha.



<b>Table 18: Leeds LDF Indicator- Loss of Employment Land to non-employment uses in Leeds MD and Regeneration Areas (1) 2008/09</b>				
<b>Apr08-Mar09</b>				
	<b>Leeds MD</b>		<b>Of which: Regen Areas</b>	
<b>Loss to</b>	<b>ha</b>	<b>No. sites</b>	<b>ha</b>	<b>No. sites</b>
Housing	9.42	22	0	0
Retail/other commercial	2.26	8	0.16	1
Other	2.62	8	0	0
<b>Total Loss 2008/09</b>	<b>14.3</b>	<b>38</b>	<b>0.16</b>	<b>1</b>
<i>2007/08</i>	<i>15.1</i>	<i>43</i>	<i>4.0</i>	<i>16</i>
<b>Gain from</b>	<b>ha</b>	<b>No. sites</b>	<b>ha</b>	<b>No. sites</b>
Greenfield Sites	1.55	2	0	0
PDL not in empt use (2)	7.42	16	1.85	2
<b>Total Gain 2008/09</b>	<b>8.97</b>	<b>18</b>	<b>1.85</b>	<b>2</b>
<i>2007/08</i>	<i>6.8</i>	<i>16</i>	<i>2.4</i>	<i>3</i>
<b>Net Loss (Gain) 2008/09</b>	<b>5.33</b>		<b>(1.69)</b>	
<i>Net Loss (Gain) 2007 / 08</i>	<i>8.3</i>		<i>(1.7)</i>	

Note: Losses/Gains are based on the start of development

(1) *Regeneration Areas: as defined in Leeds UDP Review 2006 plus EASEL & WLG AAPs*

(2) *Empt Land re-used for empt purposes: 3.4 ha on 10 sites of which 0 ha in Regen Areas*

Some key features of the 2008/09 outturn are

- The largest site where work started this year was at the former Brook Crompton works at Netherfield Road in Guiseley, where the first phase on the 5.4 ha site got under way in July 2008.
- The development with the largest number of units was in Woodhouse at the site of Perseverance Mills (160 student flats).
- The number of dwellings started on former employment land in the year amounted to about 440 units – a contribution of about 10% of the current revised RSS annual housing requirement – with capacity for a further 200 units.

4.2.27 Table 19 below shows the cumulative values for this indicator for the past five years.

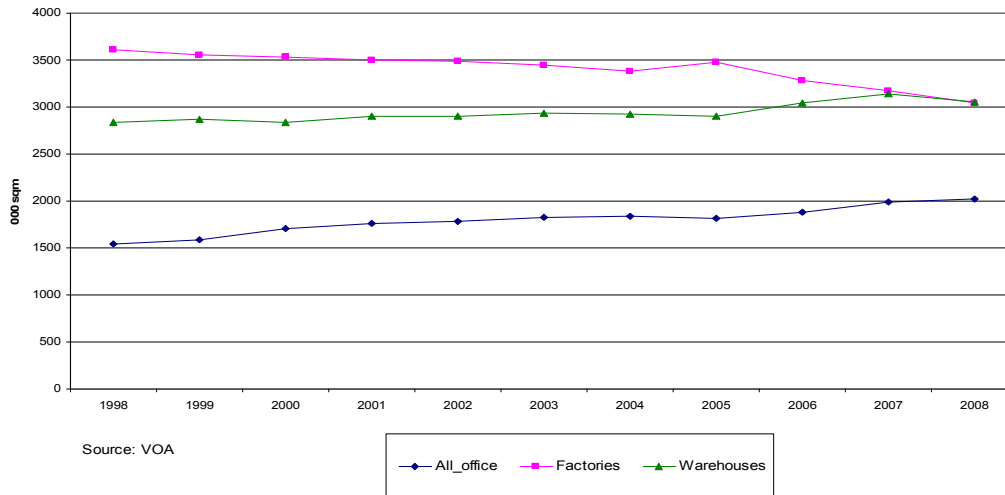
<b>Table 19: Leeds LDF Indicator - Loss of Employment Land to non-employment uses in Leeds MD and Regeneration Areas (1) 2004-09</b>				
<b>Consolidated data</b>				
	<b>Leeds MD</b>		<b>Of which: Regen Areas</b>	
<b>Losses to</b>	<b>ha</b>	<b>No. sites</b>	<b>ha</b>	<b>No. sites</b>
Housing	69	180	8.41	19
Retail/other commercial	6.78	23	0.43	4
Other	7.59	32	9	9
<b>Total Loss 2004-09</b>	<b>83.37</b>	<b>235</b>	<b>17.84</b>	<b>32</b>
<b>Gains from</b>	<b>ha</b>	<b>No. sites</b>	<b>Ha</b>	<b>No. sites</b>
Greenfield sites	29.64	33	4.51	2
Brownfield sites not in empty use	26.24	61	8.5	11
<b>Total Gain 2004-09</b>	<b>55.88</b>	<b>94</b>	<b>13.01</b>	<b>13</b>
<b>Net Loss (Gain) 2004-09</b>	<b>27.49</b>		<b>4.83</b>	
Note: Losses/Gains based on start of development				

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

4.2.28 Over the period since 2004, when AMRs were required, the overall result has been a net loss of employment land of almost 30 ha. For Regeneration Areas the result is more balanced, but still a net loss of about 5 ha. However, the most striking aspect is the take-up for housing, which has averaged about 14 ha. a year. So far, gains have not compensated for this.

4.2.29 Our in-house monitoring systems tend to focus on changes in land, rather than floorspace. This reflects to some extent the technical challenges involved in identifying and measuring floorspace lost or replaced in redevelopment. Consequently, direct recording of net floorspace change requested in Core Indicator BD1 has not been feasible to date.

**Figure 2 : Leeds MD: Floorspace Change 1998-2008**



However, floorspace statistics are published annually, derived from records held by the Valuation Office Agency (VOA) used in assessing rateable values for commercial properties. These are published a year in arrears of the AMR, so the latest available figures are for April 2008.

4.2.30 There are some differences of definition between the VOA’s land use classes and those used in the AMR, which means that direct comparison is not possible. But, the VOA data series does give a valuable indicator of the overall trends against which the AMR figures are set. For that reason we include this year Chart showing the trends in floorspace as captured by VOA.

4.2.31 The consistent long-run upward trend in office floorspace is evident, as is the long-term drift downwards of factory space. Warehousing shows a gentle drift upwards. The apparent acceleration in the loss of factory space since 2005 is also visible in the graph, a feature that is broadly consistent with AMR records on the loss of employment land shown above.

### **Employment Development and the Emerging Settlement Hierarchy**

4.2.32 As noted in paragraph 4.1.24 above, a hierarchy of settlements is being established in the Core Strategy, with the aim of guiding the overall pattern of development across the District for the period up to 2026. While initial concern is with the location of housing development, the hierarchy is also intended to guide the pattern of complementary activities such as employment.

4.2.33 Although the hierarchy is still at draft stage, it is important to begin monitoring the pattern of employment development within the hierarchy. RSS monitoring already involves a breaking down of the District's figures – separating out Wetherby as a Principal Town within the Regional Settlement Hierarchy.

4.2.34 In this year's AMR we outline the locational pattern of employment development in the hierarchy for 2008/09, recognizing that the recession will have had a distorting effect, giving prominence to a small number of developments.

4.2.35 Table 20 below show the outturn for the current year.

**Table 20: Employment Development within the Emerging Core Strategy Settlement Hierarchy, 2008-2009**

Settlement	Type of Development	No. of Developments	Size of Developments	
			(ha)	(sq m)
<b>Leeds – the Regional City (Main Urban Area)</b>	B1 Office	17	5.917	49,900
	B2 Industrial	1	1.35	5,660
	B8 Warehousing	2	1.86	4200
<b>Total – Leeds, the Regional City (Main Urban Area)</b>		<b>20</b>	<b>9.127</b>	<b>59,760</b>
<b>Percentage of District</b>		<b>83.3%</b>	<b>87.9%</b>	<b>94.2%</b>
<b>Major Settlements</b>				
Wetherby	B1 Office	1	0.32	1530
Yeadon	B1 Office	1	0.005	45
	B2 Industrial	1	0.82	1890
<b>Total – Major Settlements</b>		<b>3</b>	<b>1.145</b>	<b>3465</b>
<b>Total – Smaller Settlements</b>		<b>1</b>	<b>0.11</b>	<b>190</b>
<b>Total – Leeds District</b>		<b>24</b>	<b>10.382</b>	<b>63,415</b>

4.2.36 Low levels of activity this year, coupled with the dominance of major city centre office schemes, has resulted in a high percentage of employment development within the Main Urban Area – 94% of floorspace completed and 88% of land taken up.

### 4.3 Retail, Office & Leisure Developments(2008/09)

4.3.1 Core Output Indicator BD4 calls for the amount of retail, office and leisure floorspace completed in the year and asks for details of the percentage of this development located in town centres and out of town centres. Information on completed retail and leisure floorspace has been collated from planning application and Building Control records, supplemented by information from VOA and the Council's own record of new and extended properties added to the Non-Domestic Rating list.

Table 21 below presents Indicator BD4 for the city as a whole.

<b>Table 21: LDF Core Indicator BD4 – development completed in retail, office and leisure schemes</b>			
<b>Town Centre Uses</b>	<b>Apr 08 – Mar 09</b>	<b>Apr07 – Mar08</b>	<b>Apr06 – Mar07</b>
<b>Use Class</b>	Floorspace (Sqm Gross)	Floorspace (Sqm Gross)	Floorspace (Sqm Gross)
<b>A1 Retail</b>	37968	7210	13600
<b>A2 Office</b>	110	1010	<i>n.a.</i>
<b>B1a Office</b>	53635	71360	85600
<b>D2 Leisure</b>	11327	11750	4520
<b>Total Completed Floorspace</b>	103040	91330	103720

4.3.2 New development in the retail sector features strongly this year with several large schemes coming to completion. Among these the following can be noted:

- Broad Gate, The Headrow, Leeds: refurbishment of the former Alders store to create 11,400 sqm of retail space
- Rothwell: replacement of Morrisons store (7910 sqm)
- Otley: new store for Sainsburys (3640 sqm)
- Rothwell: Jail Yard Parade (1540 sqm)
- Clarence Dock: 10 new units completed (2580 sqm)

An important feature of these developments is the extent to which they replace and upgrade existing retail space. Of those listed above, only at Clarence Dock and Otley could it be said that the shops are additional to the retail stock.

- 4.3.3 Core indicator BD4 also seeks to monitor the extent to which new retail, office and leisure development – the main town centre commercial uses – are located within identified town centres. For this year's AMR the outcome is shown in Tables 22 and 23 below. The term "Centres" refers to any of the retail centres shown on the UDP Proposals Map.

Locations	Floorspace completed A1 (m <sup>2</sup> gross)		
	sites less than 2500m <sup>2</sup>	sites 2500m <sup>2</sup> or more	All sites
Leeds City Centre	2700	13933	16633
Town & District Centres	5155	11060	16215
Out-of-centre	2250	2870	5120
<b>Total</b>	10105	27863	37968
<b>% in centres 2008/09</b>	77.7	89.7	86.5
<b>% in centres 2007/08</b>	80.6	..	80.6

Locations	Floorspace completed (m2 gross)		
	A2	B1a	D2
Leeds City Centre	100	34960	5762
Town & District Centres	10	250	0
Out-of-centre	0	18425	5565
<b>Total</b>	110	53635	11327
<b>% in centres 2008/09</b>	100.0	65.6	50.9
<b>% in centres 2007/08</b>	74.3	61.5	5.1

- 4.3.4 For leisure developments, the most significant completion this year has been the casino at Clarence Dock (5680 sqm gross). Although not strictly a D2 development in terms of the Use Classes Order, the scheme is clearly a major new element of the commercial leisure facilities in the city and too large to go unreported.

4.3.5 Year to year fluctuations in these indicators tend to be large, which makes it difficult to assess their contribution to monitoring policies so far. However, the out-turn for 2008/09 follows the pattern of last year in that most new retail provision (87%) has been in locations that are in the city centre or in town and district centres designated within the UDP. This reflects the high proportion of schemes this year that are replacements and upgrades of existing retail facilities.

4.3.6 As noted last year, this indicator needs more time to “mature”. We shall continue to report it annually, but further analysis will not be meaningful until we have at least five years of data.

## Transport

### Accessibility

4.2.10 Revisions to the Core Output Indicators issued in July 2008 resulted in the removal of two indicators relating to transport issues – the accessibility of new homes to various facilities and the level of compliance with non-residential car parking standards. Nevertheless, the Council is encouraged to continue monitoring these indicators where they are relevant to the implementation of spatial strategy. As accessibility is a key element of the sustainability assessment of new development, monitoring will continue.

4.2.11 The accessibility indicator involves calculating the percentage of new residential development within a range of times by scheduled **public** transport services from a GP, hospital, primary and secondary school, employment and a major health centre.

4.2.12 Values for the indicators we have measured this year are set out below. The tables give the numbers of new dwellings completed in the year that are located within 15, 30, 45 or 60 minutes of a service or community facility. Where available the comparable indicator for last year is given. The figures from the 2006/07 analysis are not comparable with the more recent years due to changes in the network and methodology. As such, the 2006/07 figures have not been included in this AMR.

4.2.13 The results for 2008/09 show that new dwellings completed have a higher accessibility profile than for those completed in 2006/07. Using the benchmark formerly used by CLG (30 minutes), we can see that cumulative percentage figures are significantly higher across all the facility types.

**Table 24.1 Accessibility of New Dwellings to Hospitals 2007 – 2009**

Criterion	2008/09		2007/08	
	No. Units	%	No. Units	%
<b>Not accessible</b>	449	11.14	583	16.97
<b>&lt;=60 mins</b>	3580	88.86	2852	83.03
<b>&lt;=45 mins</b>	3500	86.87	2745	79.91
<b>&lt;=30 mins</b>	3281	81.43	2169	63.14
<b>&lt;=15 mins</b>	1972	48.95	583	16.97
<b>Total Units</b>	<b>4029</b>	<b>100.00</b>	<b>3435</b>	<b>100.00</b>

**Table 24.2 Accessibility of New Dwellings to GP Surgeries 2007 – 2009**

Criterion	2008/09		2007/08	
	No. Units	%	No. Units	%
<b>Not accessible</b>	428	10.62	573	16.68
<b>&lt;=60 mins</b>	3601	89.38	2862	83.32
<b>&lt;=45 mins</b>	3601	89.38	2862	83.32
<b>&lt;=30 mins</b>	3600	89.35	2862	83.32
<b>&lt;=15 mins</b>	3589	89.08	2652	77.21
<b>Total Units</b>	<b>4029</b>	<b>100.00</b>	3435	100.00

**Table 24.3 Accessibility of New Dwellings to Primary Schools 2007 – 2009**

Criterion	2008/09		2007/08	
	No. Units	%	No. Units	%
<b>Not accessible</b>	427	10.60	569	16.56
<b>&lt;=60 mins</b>	3602	89.40	2866	83.44
<b>&lt;=45 mins</b>	3602	89.40	2866	83.44
<b>&lt;=30 mins</b>	3602	89.40	2866	83.44
<b>&lt;=15 mins</b>	3596	89.25	2628	76.51
<b>Total Units</b>	<b>4029</b>	<b>100.00</b>	3435	100.00

**Table 24.4 Accessibility of New Dwellings to High Schools 2007 – 2009**

Criterion	2008/09		2007/08	
	No. Units	%	No. Units	%
<b>Not accessible</b>	448	11.12	577	16.80
<b>&lt;=60 mins</b>	3581	88.88	2858	83.20
<b>&lt;=45 mins</b>	3580	88.86	2858	83.20
<b>&lt;=30 mins</b>	3576	88.76	2854	83.09
<b>&lt;=15 mins</b>	2465	61.18	1800	52.40
<b>Total Units</b>	<b>4029</b>	<b>100.00</b>	3435	100.00

**Table 24.5 Accessibility of New Dwellings to Tertiary Education 2007 – 2009**

Criterion	2008/09		2007/08	
	No. Units	%	No. Units	%
<b>Not accessible</b>	452	11.22	577	16.80
<b>&lt;=60 mins</b>	3577	88.78	2855	83.11
<b>&lt;=45 mins</b>	3460	85.88	2743	79.85
<b>&lt;=30 mins</b>	3004	74.56	2365	68.85
<b>&lt;=15 mins</b>	2123	52.69	1370	39.88
<b>Total Units</b>	<b>4029</b>	<b>100.00</b>	3435	100.00



4.2.14 Previous Annual Monitoring Reports have examined the accessibility work undertaken by the West Yorkshire Local Transport Plan (LTP), which uses the Department for Transport (DfT) core accessibility indicators. However their methodology differs from that used within the Council, and therefore work was not undertaken this year to compare the figures to the differing methodology.

4.2.15 As LDF policies are developed different local accessibility standards will be considered more appropriate to support local aspirations such as those contained in the Vision for Leeds. Accessibility to a range of facilities is one of the objectives in the Sustainability Appraisal framework against which every LDF policy option is assessed.

## Environmental Issues

### Minerals

4.5.1 Indicator M1 relates to the amount of land won aggregates produced in the city. There are currently 8 producers capable of producing crushed rock, although not all have produced aggregates in the past year. There is only one sand and gravel extraction site within Leeds. Due to reasons of confidentiality we are not able to report the sand and gravel figures although it would be expected to have decreased in the past year. The figures presented for 2008/09 are for calendar year.

	Sand & Gravel	Crushed rock	Total
2007-08	140,000	759000	899000
2008-09	Not Available for publication	531,000	531,000 +

4.5.2 Indicator M2 covers the production of secondary and recycled aggregates. No secondary aggregates were produced in Leeds. There is still no process for obtaining accurate production figures.

### Waste Management

4.5.3 Indicator W1 seeks information about new waste management facilities. One new facility received planning permission in 2008 – 09, but it did not become operational during the year.

<b>Table 26: Core Indicator W1 – New Waste Management Facilities</b>			
Reference	Location	Capacity (tonnes p.a.)	Type
07/07482/FU	Ring Road – Beeston	50,000	Recycling Site

- 4.5.4 Turning to **municipal waste**, the Integrated Waste Strategy for Leeds was adopted in October 2006. It covers the period from 2005 to 2035. The strategy outlines the context for and principles of the Council’s strategic vision for waste management over the next 30 years and informs the action plan that accompanies it. The action plan which is updated each year is based around 9 key themes which cover the following issues: Education & Awareness, Waste Prevention, Market Development & Procurement, Recycling & Composting, Medium & Long Term Recovery, Enforcement, Limiting Landfill, Planning and Commercial & Industrial Waste.
- 4.5.5 Key principles of the strategy are sustainability, partnership and being realistic and responsive. The key themes in the action plan will take these principles and policies forward to ensure that the City Council delivers sustainable waste management.
- 4.5.6 The strategy will inform the procurement of an integrated waste management contract for the Council, which will span the life of the strategy. In March 2008 Leeds City Council were successful in being awarded £68.7 million of PFI (Public Finance Initiative) Credits from DEFRA for a Residual Waste Treatment Facility. The Council has advertised the contract and has reduced the number of bidders. It is anticipated that the number of bidders will be further reduced to two by late 2009, with a preferred bidder announced in Spring 2010. This will enable a planning application to be submitted with plans for the plant to be operational by April 2014. It is anticipated that the facility will operate for a 25 year period.
- 4.5.7 Ensuring sustainable development forms part of a city-wide response to the concern to achieve a better balance between economic prosperity, social equity and environmental protection – making sure that sustainable development takes place in the context of living today with tomorrow in mind. This links into the work of the Leeds Initiative and the Vision for Leeds II. Concern over growing environmental damage has led to international targets to reduce greenhouse gas emissions and other environmentally harmful effects. Through the strategy the City Council is working to further reduce the amount of biodegradable waste being sent to landfill and reduce Leeds’ impact on climate change. The aim is to stimulate new and emerging businesses across Leeds whose primary purpose is to re-use items or reprocess materials. This will move waste management up the waste hierarchy with particular focus on reduction.

4.5.8 The key waste strategy targets set by Leeds are:

- Reduce the annual growth in waste per household to 0.5% by 2010 and to eliminate growth per household by 2020
- Achieve a combined recycling and composting rate of greater than 50% of household waste by 2020
- Recover value from 90% of all household waste by 2020.

4.5.9 *Tables 27 and 28 below show amounts and percentages of **household waste** arising for 2008/09 compared with recent years. Overall waste arisings continue to decrease. Moreover, management methods of recycling and composting are increasing their share of total management. This is also encouraging as it means less waste is being diverted to landfill.*

4.5.10 The Landfill Allowance Trading Scheme (LATS) and a wide range of Council led waste prevention initiatives have brought about a decrease in the amount of waste being landfilled. Recycled tonnages continue to grow due to the implementation of kerbside garden waste collections and increased participation in kerbside recycling.

<b>Management Type</b>	<b>2004-5</b>	<b>2005-6</b>	<b>2006-7</b>	<b>2007-8</b>	<b>2008-09</b>
Green (Compost)	12914	14046	15820	19960	34584
Other Composted	3686	9772	9021	8061	8690
<i>Other Recycling</i>	52417	50850	54541	58987	57469
<i>Reuse</i>	3013	2687	2322	2148	1385
<b>Total (Compost/Recycle Reuse)</b>	<b>72030</b>	<b>77355</b>	<b>78704</b>	<b>89156</b>	<b>99128</b>
Inert Waste Including landfill	17365	20378	20161	18172	17304
Incinerated	100	87	1795	1160	183
Landfilled	284933	268293	266550	247399	228497
<b>Total (all)</b>	<b>374428</b>	<b>366113</b>	<b>367210</b>	<b>355887</b>	<b>345112</b>

<b>Management Type</b>	<b>2004-5</b>	<b>2005-6</b>	<b>2006-7</b>	<b>2007-8</b>	<b>2008-09</b>
Green (Compost)	3%	4%	4%	6%	9%
Other Composted	1%	3%	2%	2%	3%
<i>Other Recycling</i>	14%	14%	14%	17%	17%
<i>Reuse</i>	1%	1%	1%	1%	0%
<b>Total (Compost/Recycle Reuse)</b>	<b>19%</b>	<b>21%</b>	<b>21%</b>	<b>25%</b>	<b>29%</b>
Inert Waste Including landfill	5%	6%	5%	5%	5%
Incinerated	0%	0%	0%	0%	0%
Landfilled	76%	73%	73%	70%	66%
<b>Total (all)</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>

### **Flooding / Water Quality**

4.5.14 Indicator E1 records the number of planning permissions granted contrary to the advice of the Environment Agency that approval would have adverse consequences for flood risk or water quality.

<b>Year</b>	<b>Flood risk</b>	<b>Water quality</b>	<b>Total</b>
2007/08	1	0	1
2008/09	0	1	1

4.5.15 This information is derived from the EA's own list of planning applications to which it had objected in 2008-09. Their schedule of initial objections identifies 3 applications on the grounds of water quality and 24 initial objections on the grounds of flood risk. Of these cases, four applications are still pending a decision. These applications will be reviewed for the next AMR.

4.5.16 At the time of publication of the AMR 2008, 4 applications were pending. Of the four, one was withdrawn and two met the EA requirements and were approved. One application is still pending and will be reported on in next year's AMR.

4.5.17 The sole application approved against EA advice was for the construction of additional storage bays to an existing aggregate storage facility (08/04662). The objection was raised as the EA felt that there wasn't enough information provided on how surface waters would be controlled on site. Additional information meeting the EA's request was submitted, but the EA did not make any further comment on the application. Therefore it was not formally withdrawn, but no further issues were raised once requests by the EA were satisfied.

### **Biodiversity**

4.5.18 Indicator E2 relates to information about losses or gains to areas of biodiversity importance, which are considered to be: Sites of Special Scientific Interest, Ramsar Sites, Special Areas for Conservation (SACs), Special Protection Areas (SPAs), National Nature Reserves, Local Nature Reserves, Sites of Ecological and Geological Importance, Leeds Nature Areas and other sites of significant nature value. During the past year there were no net changes to areas of biodiversity importance.

4.5.19 In terms of improved local biodiversity – proportion of local sites where positive conservation has been or is being implemented (as measured through National Indicator 197), 48% of sites are in positive conservation management. This figure is based upon the number of SEGI (Sites of Ecological or Geological Importance) and RIGS (Regionally Important Geological Sites) within the council area where positive conservation management can be evidenced

### **Core Indicator E3: Renewable Energy Generation**

4.5.20 CLG Core Indicator E3 covers data on renewable energy capacity installed by type, such as bio fuels, onshore wind, water, solar energy and geothermal energy. The Council's monitoring systems for this topic are still evolving, but it is possible to show some basic data under E3 this year.

4.5.21 The context for monitoring renewable energy generation capacity in Leeds is provided by the Yorkshire & Humber Plan (RSS) in policy ENV5. This policy sets out Regional and Sub-regional targets for capacity in 2010 and 2021. These are complemented by indicative local targets for LDF authorities. These are summarised in the following table.

<b>Area</b>	<b>2010</b>	<b>2021</b>
Regional: Yorkshire & the Humber	708 MW	1862 MW
Sub-region: West Yorkshire	88 MW	295 MW
Local: Leeds	11MW	75 MW

4.5.22 There were no permitted installed or completed installed developments which provided renewable energy generation during the monitoring year. Installed grid-connected capacity in Leeds currently stands at 9.14 MW comprising the following sites, all of which are landfill gas installations.

<b>Location</b>	<b>Type of Installation</b>	<b>MW generated</b>
Skelton Grange	Landfill Gas	3.00
Peckfield Quarry	Landfill Gas	3.09
Howden Clough	Landfill Gas	1.82
Gamblethorpe Landfill	Landfill Gas	1.00
Morley Greaseworks	Landfill Gas	0.23
<b>Total Grid Connected</b>		9.14

4.5.23 Alongside grid connected energy, there is another 0.279MW of non grid connected energy and 15 MW of combined heat power at Leeds General Infirmary/Leeds University.

## **5. Statement of Community Involvement**

### **5.1 The Statement of Community Involvement Adoption**

5.1.1 The Statement of Community Involvement was formally adopted on 27 February 2007. The 2007 – 08 Monitoring year was the first year that the document could be monitored and assessed. Over the monitoring year,

four documents will have been subject to the practices set out in the adopted Statement of Community Involvement.

- 5.1.2 While the Statement of Community Involvement did not set out a monitoring framework, Section 3 of the SCI identifies that monitoring will be included within the AMR. PPS12 (Para 3.13) states that the SCI will only be revised if significant changes occur in the types of groups with which the authority wishes to engage with, or if different consultation techniques are to be employed.

## **5.2. The Statement of Community Involvement in the Consultation Process**

- 5.2.1 The Public Transport Improvements and Developer's Contributions DPD was published for formal consultation between May and June, 2008. During that time, 31 parties responded to the consultation. Their responses were addressed and published in the Supporting Documents which accompanied the SPD as it was submitted for adoption. Changes were made on the recommendation of many of the consultation responses. The Supporting Documents are available on the Council's website.
- 5.2.2 The Affordable Housing SPD went to formal consultation in November 2008. In total, notice of the consultation was sent to 206 bodies. It is expected that the SPD will be subject to further consultation.
- 5.2.3 The West Leeds Gateway Area Action Plan (Preferred Options) consultation began in the previous monitoring year but ended in April 2008. There was a wide range of consultees sent notice, which included the Statutory Consultees, libraries, MPs, Councillors, adjacent Local Authorities, 18 Consultancies, 110 individuals, 28 societies/groups and 171 'Other bodies'.
- 5.2.4 The Natural Resources and Waste DPD was subject to a wide ranging public consultation exercise, including stakeholder workshops, exhibitions at supermarkets, questionnaires and targeted consultation meetings. A full summary of the consultation is found in the Natural Resources and Waste DPD Consultation Report (January 2009), which is found on the Leeds City Council website.
- 5.2.5 It is clear that a uniform approach to undertaking and evaluating consultation has not been applied over the past year. However the wide range of activities and responses indicates that the SCI has been implemented appropriately. It will be important that further work is undertaken to monitor the types of effective consultation, whether socially excluded groups and people are participating and whether new means and methods of consultation are necessary.

## **6. Progress Since the Last AMR**

- 6.1.1 Since the inception of Annual Monitoring Reports in 2003/04, the Council has sought to extend its monitoring capability, focussing mainly on the Core Indicators. The process has been an evolutionary one, adapting existing

systems and sources to meet the needs of the AMR and the growing requirements of the Regional Planning Body.

- 6.1.2 Following a review of experience over the early stages of AMRs, DCLG issued revisions to its Core Indicators, seeking to consolidate indicators into one consistent set across regional and local planning authorities. Some of the resulting indicators are presenting a challenge to monitor, either due to a need to change processes when granting applications or needing to capture information (such as demolitions or conversions from) that has not been captured in the past
- 6.1.3 Considerable effort continues to be channelled into linking information from planning applications and building control records with data from the Non-Domestic Rates register and the Valuation Office Agency (VOA). This has provided enhancements in the flow of information on starts and completions of developments in the key sectors of commercial activity, especially retail and leisure schemes.
- 6.1.4 However, this has been a difficult and uncertain process, reflecting the different priorities of the agencies involved. Our concern continues at the paucity of information available about developments where Approved Building Inspectors are appointed. These concerns are shared by many other local authorities across the region, especially those that have no in-house building control service. This is an issue about which representation at regional and national levels will be necessary as the importance of development monitoring grows.
- 6.1.5 The revision of Core Indicator BD1 to require net change in floorspace to be monitored could provide the opportunity for LDF authorities to access VOA's floorspace data. Without this, the burden on monitoring teams is likely to be too great to allow a consistent full return of indicator BD1. In order to move towards a fuller completion of BD1 we have used VOA's summary floorspace statistics up to and including April 2008 to give an indication of the overall trends in employment space. These provide a broad context for the detailed monitoring indicators generated from the Council's own records.
- 6.1.6 Work is being undertaken across several Council services to better capture Renewable Energy installations and sustainable construction. It is hoped that this information can be initially captured at the application stage, and then followed up through monitoring and GIS analysis.
- 6.1.7 Issues relating to the spatial organisation of evidence are being addressed as part of the work being done to establish a corporate Land & Property Gazetteer. This is designed to hold records of every address in Leeds and their map locations. Eventually the Gazetteer will be used as a common source of reference for all address-based City Council records. Great improvements in Gazetteer data quality have been made and this work continues. The increase in staff has contributed greatly to this work. Since the last AMR upgrades to the Gazetteer have enabled land-use information to be attached directly to property records, allowing more focussed LDF-relevant queries. In addition, across the Council work on reconciling



various City Council databases to the Gazetteer has continued, with complete integration of Council Tax and ALMO property records being achieved. Over the last AMR period we have nearly completed a full match with the Non-Domestic Rates database and the Refuse database. We also have a legal requirement to be fully integrated with Register of Electors and this must be achieved by December 2009. We completed the matching process during the last AMR period and will be looking to complete the integration process over the next AMR period. As well as providing a more consistent flow of information on the completion of new properties, this will provide opportunities to analyse and present information on new housing and commercial development at a variety of scales e.g. AAP and other special policy areas such as town centres and regeneration areas. The Gazetteer will form the basis of the 2011 Census and work will continue over the next AMR period to ensure that the best possible residential coverage is achieved to provide the most accurate statistics. A new Street Naming and Numbering Officer has been appointed recently and we are looking to improve, modernize and streamline the Street Naming and Numbering process over the next AMR period.

## **7 Summary**

- 7.1.1 The current recession has dramatically changed the pace and direction of development in Leeds. The restrictions on lending have meant that there has been a substantial drop in the number of planning applications and development starts.
- 7.1.2 Housing delivery in Leeds was at an all time high for the period ending 31 March 2009, with 3828 net units built. This figure is based on the number of developments that had already started before the current recession, and is not expected to be maintained in the upcoming years. Currently housing starts are averaging at about 80 per month, which tallies to potential completion figures running at less than 1000 per annum in future years, falling well short of the 4,300 average net annual completions outlined in the Regional Spatial Strategy. This is a concern for the Council as housing delivery is expected to meet the targets set out in the RSS over the plan period. Any under-delivery against the target will need to be made up for in future years. However, overdelivery against the target for the first four years of the RSS has meant that Leeds has a surplus of 3460 dwellings to date.
- 7.1.3 In the wake of the deep economic recession affecting the national economy, development activity in the employment sectors has remained at the low levels reported in last year's AMR. At just over 10 ha, the amount of land developed was one of the lowest on record. Activity in the industrial sectors has slowed to a trickle – some agents are reporting that speculative development is not viable at present, given the low levels of rent per square metre that can be achieved. Completions in the office sector accounted for 80% of the floorspace finished this year, featuring two major speculative city centre schemes at Latitude Red (Whitehall Road) and The Mint (Sweet Street). These comprise over half the space completed. Slack demand over the past two years means that the city's employment land supply

remains unchanged from last year. However, the opening of the East Leeds Link road to J45 of M1 in Feb2009 has removed one of the major constraints that has held back the release of over 200 ha. of land in the Aire Valley.

- 7.1.4 In the retail and leisure sectors, there have been several notable schemes completed this year. In the city centre, the largest developments include the reconstruction and remodelling of the former Alders/Lewis's store on The Headrow and the latest phase of new shops plus the casino at Clarence Dock. In other town and district centres the first two phases of the redevelopment of Rothwell town centre have finished, including the replacement of Morrison's store. In Otley, Sainsbury have developed a new supermarket. These developments are in accordance with the strong policy emphasis in RSS (Yorkshire and Humber Plan) that new retail and leisure schemes should be concentrated within existing city, town and district centres. For this year's AMR, the proportion of new floorspace in such centres reached 87%.
- 7.1.5 Waste arisings have increased significantly over the past year, which counters the trends from previous years. Of the waste arisings, over 30% of it was managed through recycling or composting, which is up from previous years.
- 7.1.6 The Statement of Community Intent is the only development plan document to have been formally adopted. Through monitoring the implementation of the document, it has become apparent that further work is needed to gauge whether consultation exercises are effective in ensuring that normally excluded groups are participating in the consultation process
- 7.1.7 It is anticipated that the effects of the recession will be more strongly displayed in the development figures presented in AMR 2010. By then the number of completions will no longer reflect developments which had started before the start of the recession.
- 7.1.8 It is also anticipated that progress on the Core Strategy will be a key component of the upcoming Annual Monitoring Reports. As the Core Strategy progresses towards adoption, the implementation and monitoring of its policies will be a key challenge.

## Appendix 1 – DCLG Core Output Indicators

### Business Development and Town Centres

<b>BD1: Total Amount Additional Employment Floorspace - by type, Apr07 to Mar08</b>		
<b>Development Type</b>	<b>Gross ( m<sup>2</sup>)</b>	<b>Net ( m<sup>2</sup>)</b>
B1a Office	53635	Not available
B1 b&c Other	310	Not available
B2 Industrial	13990	Not available
B8 Warehousing	18200	Not available
<b>Total</b>	<b>86135</b>	<b>Not available</b>

<b>BD2: Total Amount Additional Employment Floorspace on Previously Developed Land (PDL) - by type, 2008-09</b>		
<b>Development Type</b>	<b>Gross ( m<sup>2</sup>)</b>	<b>% PDL</b>
B1a Office	44185	82.38
B1 b&c Other	310	100.00
B2 Industrial	12100	86.49
B8 Warehousing	18200	100.00
<b>Total</b>	<b>74795</b>	<b>86.83</b>

<b>BD3: Employment land available by type, March 2009</b>			
<b>Sector</b>	<b>Allocations ha.</b>	<b>Windfalls ha.</b>	<b>Total ha.</b>
B1 Office	205.20	69.57	274.78
B1 Other	20.51	3.24	23.74
B2 & related	271.78	11.84	283.62
B8 & related	116.95	51.82	168.77
<b>Total</b>	<b>614.44</b>	<b>136.47</b>	<b>750.91</b>

<b>BD4: Floorspace completed in retail, office and leisure schemes ('town centre uses'), 2008-09</b>		
<b>Town Centre Use</b>	<b>Sqm (gross)</b>	<b>Sqm (net)</b>
<b>A1 Retail</b>	37968	Not available
<b>A2 Office</b>	110	Not available
<b>B1a Office</b>	53635	Not available
<b>D2 Leisure</b>	11327	Not available
<b>Total Completed Floorspace</b>	103040	Not available

## Housing

<b>H1: Plan period and net housing targets</b>			
Start of period	End of period	Total housing required	Source of requirement
1/4/2004	31/3/2026	86440	RSS – The Yorkshire & Humber Plan May 2008

<b>H2a &amp; b: Actual net additional dwellings</b>					
2003-4	2004-5	2005-6	2006-7	2007-8	2008-9
2991	2633	3436	3327	3576	3828

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H2: Housing Trajectory 2004 - 2026									
	2004/05	2005/06	2006/07	2007/08	2008/09	2009/10	2010-2015	2015 - 2020	2020 - 2026
H2 (a) Dwellings Completed	2,633	3,436	3,327	3,579	3,828				
H2 ( c ) Identified for completion/(Available/Achievable/Suitable)						2,936	14,792	23,246	58,516
Cumulative Completions/(Available/Achievable/Suitable)	2,633	6,069	9,396	12,975	16,803	19,739	34,531	57,777	116,293
H2 ( c ) (ii) RSS Annual Average	2,260	2,260	2,260	2,260	4,300	4,300	4,300	4,300	4,300
Managed Delivery Cumulative Total	2,260	2,260	2,260	2,260	3,400	2,500	13,650	25,000	31,900
Cumulative RSS	2,260	4,520	6,780	9,040	13,340	17,640	39,140	60,640	86,440
Monitor - No. dwellings above or below cumulative development average requirement (RSS) (at end of each time period)	373	1,549	2,616	3,935	3,463	2,099	-4,609	-2,863	29,853
H2 (d) Managed Delivery Target (Emerging Core Strategy Target) - Taking into account actual completions and expected supply (average for each time period)	2,260	2,260	2,260	2,260	3,400	2,500	2,730	5,000	5,317

H2 (b) Net Housing completions in current year – N/A; Gross housing completions 01/04/09 – 31/10/09 = 1831

H2 ( c ) Net area of sites not available

<b>H3: New &amp; converted dwellings on previously developed land (PDL)</b>			
	Gross new dwellings	Number PDL	% PDL
2004-9	17965	16989	95
2008-9	3976	3787	95

<b>H4: Net additional pitches (Gypsy &amp; Traveller) 2008-9</b>		
Permanent	Transit	Total
0	0	0

<b>H5 Gross Affordable Housing completions 2008-9</b>			
	Social rented	Intermediate	Total
2004-9	600	972	1572
2008-9	157	253	410

<b>H6: Housing Quality – Building for Life Assessments 2008-9</b>
No data available

## Environmental Quality

<b>E1: No. of planning permissions granted contrary to Environment Agency advice 2008-09</b>		
Flood risk	Water quality	Total
0	1	1

<b>E2: Change in areas of biodiversity importance 2008-09</b>		
<b>Core Indicator E2: Change in areas of biodiversity importance</b>		
<b>Areas of Biodiversity Importance</b>		
<b>Loss</b>	<b>Addition</b>	<b>Total</b>
0	0	0
<b>Improved Local Biodiversity</b>		
<b>Number of Sites</b>	<b>Sites in Positive Management</b>	<b>% in Positive Management</b>
44	21	48%

<b>E3: Renewable Energy Generation 2008-09</b>									
<b>Grid-connected capacity only</b>	Wind Onshore	Solar Photovoltaics	Hydro	Landfill Gas	Sewage Sludge Digestion	Municipal (and industrial) solid waste combustion	Co-firing of biomass with fossil fuels	Bio-mass	
								Animal	Plant
Permitted installed capacity (MW) 2008-09	0	0	0	0	0	0	0	0	0
Completed installed capacity (MW) 2008-09	0	0	0	0	0	0	0	0	0

## Minerals

<b>M1: Primary land-won aggregate production 2008-9 (tonnes)</b>		
Sand & Gravel	Crushed rock	Total
Not available	531,000	531,000+

<b>M2: Secondary &amp; recycled aggregate production 2008-9 (tonnes)</b>		
Secondary	Recycled	Total
0	0	0

## Waste

<b>W1 - New Waste Management Facilities, 2008-9</b>			
Reference	Location	Capacity (tonnes p.a.)	Type
07/07482/FU*	Ring Road - Beeston	50,000	Recycling Site

*\*The facility received planning permission during the 2008/09 year but did not become operational during that same time period*



<b>Table 32: Core Indicator W2 - Municipal Waste Arising (tonnes)</b>					
<b>Management Type</b>	<b>2004-5</b>	<b>2005-6</b>	<b>2006-7</b>	<b>2007-8</b>	<b>2008-09</b>
Green (Compost)	12914	14046	15820	19960	34584
Other Composted	3686	9772	9021	8061	8690
<i>Other Recycling</i>	52417	50850	54541	58987	57469
<i>Reuse</i>	3013	2687	2322	2148	1385
<b>Total (Compost/Recycle Reuse)</b>	<b>72030</b>	<b>77355</b>	<b>78704</b>	<b>89156</b>	<b>99128</b>
Inert Waste Including landfill	17365	20378	20161	18172	17304
Incinerated	100	87	1795	1160	183
Landfilled	284933	268293	266550	247399	228497
<b>Total (all)</b>	<b>374428</b>	<b>366113</b>	<b>367210</b>	<b>355887</b>	<b>345112</b>