

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

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1 Introduction

1.0.1 This report is the first of an annual series of reports monitoring the Leeds Local Development Framework (LDF). It describes progress in starting work on the new LDF, presents monitoring data for the year from 1 April 2004 to 31 March 2005 and details ways in which the City Council's monitoring work will be developed and expanded. Annual Monitoring Reports (AMRs) will always report on events during the preceding Local Government Year and will be published at the end of December each year.

1.1 *Monitoring Context*

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

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

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

1.2 *The Annual Monitoring Report*

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

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

² Local Development Framework Monitoring: A Good Practice Guide, ODPM, March 2005, http://www.odpm.gov.uk/embedded_object.asp?id=1143906

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

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

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

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

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

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

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

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

- There are currently no LDF policies and the policy context monitored consists of the saved UDP policies. These are listed in the Local Development Scheme.
 - While some monitoring has been undertaken over the last few years this has concentrated on certain key areas, principally relating to the major land demands for housing and employment. With available resources it has not been practical to put into place comprehensive monitoring of the wide range of UDP policies.
- 1.2.7 However, the Council's computing environment is undergoing considerable change. This will produce a new system for processing planning and Building Regulation applications (key sources of monitoring information) and enhanced Geographic Information System capabilities that should bear fruit in future years. It is intended to develop the Council's monitoring capability to take advantage of these improvements in parallel with development of the first LDF policies. These developments are described in more detail in Section 5.
- 1.2.8 The remainder of this report covers:
2. **the Leeds policy context** - a summary of the broader planning framework within which policy monitoring will be done.
 3. **the Local Development Scheme** - a review of progress against the milestones in the Scheme and suggested amendments.
 4. **monitoring information** relating to 2004 / 5 concentrating on, wherever possible, the ODPM and Regional Assembly key indicators.
 5. **future directions for monitoring** - a description of how it is proposed to develop the LDF monitoring capability within Leeds to best serve the new development plan system. Reference is also made to ongoing technical work that will underpin policy development and monitoring.
 6. **key indicator data** - an appendix containing, for convenience, the indicator data required by ODPM and the Regional Assembly.

2 The Leeds Policy Context

2.1 *The Wider Region*

- 2.1.1 There is growing recognition that Yorkshire and Humberside's longer term economic prosperity and sustainable development is best achieved in working with a range of partners at a regional level. The concept of the "Leeds city-region" is therefore being developed, consisting of Leeds, Bradford, Calderdale, Kirklees, Wakefield, Barnsley, Craven, Harrogate, Selby and York. This idea is also emerging as part of the preparation of the new Regional Spatial Strategy, which identifies a series of 'sub' areas across the region, including the Leeds city-region.
- 2.1.2 The Leeds city-region has the potential to develop relatively quickly into a competitive city region, competing successfully with other European cities and contributing to improved economic performance. Stakeholders in the

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

2.2 The Vision for Leeds

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

2.2.2 The Vision has the following aims:

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

2.3 The Leeds Unitary Development Plan

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

3 The Local Development Scheme

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

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

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

the LDS emphasises the need for the Development Plan system in Leeds to provide a continuity of planning policy whilst developing new policy approaches to deal with current and emerging issues. This is reflected in the schedule of UDP saved policies. In the preparation of the LDF, it was initially anticipated that adopted UDP policies would be saved for three years. Within the context of progress against LDS milestones, the City Council intends to update the schedule of Local Development Documents and individual profiles where necessary. A consequence of this will be the need to review the schedule of saved policies, with a view to saving specific policies beyond the initial three year period – subject to the production timetable for Development Plan Documents. Consequently, the City Council intends to submit an updated LDS to the Secretary of State by 31 March 2006.

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

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

- pre-production work is well underway for a range of other SPD including the Waterfront Biodiversity Guide, Tall Buildings and Advertising Design Guide, with a view to formal consultation being undertaken early in 2006,
- associated with the preparation of Local Development Documents has been the development of and application of a Sustainability Appraisal methodology required of the new system and consultation with stakeholders, to support the preparation of the various planning documents through the different production stages.

- 3.5 Whilst overall the LDS programme is moving forward positively, following confirmation from the Government Office for Yorkshire & the Humber (GOYH), it will be necessary to update the LDS for submission to the Secretary of State by 31 March 2006. This is necessary to adjust the production timetables for a number of the Local Development Documents to make them more deliverable to reflect the need to complete further work and consultation on initial Area Action Plan options (following further clarification from GOYH), to more fully integrate work streams in relation to regeneration and the LDF (to comply with the LDF regulations) and to take into account the implications of the RSS for the preparation of the LDF Core Strategy. Adjustments will also be needed to the production timetable for outstanding SPDs to take into account resourcing and capacity issues.
- 3.6 A key challenge of the new planning system, is the need to co-ordinate a wide range of work areas within a broader partnership context and to facilitate early consultation and engagement. Within this context also it is necessary, to combine processes for statutory spatial and land use planning with regeneration activity, in ensuring compliance with the LDF regulations and in maintaining overall project momentum. For example, in progressing the EASEL initiative, the City Council has taken forward a major procurement exercise with a view to identifying a preferred partner. Consequently, whilst it has been possible to undertake early engagement activity as part of the LDF, the development of options and Preferred Options will need to be informed by further debate with stakeholders and the preferred partner once agreed. In another instance (the West Leeds Gateway AAP), programme slippage is a consequence of the need to consult on work on a 'regeneration framework' (consistent with LDF Regulation 25), prior to taking emerging issues forward to the Preferred Options stage.
- 3.7 An important challenge for the next AMR reporting period, will be the need to progress the Leeds UDP Review process through the anticipated Modification (and subsequent public consultation) and adoption stages, whilst maintaining the overall momentum behind the production programme for Local Development Documents.

4 Monitoring Information

- 4.0.1 This section sets out information available from what is being monitored currently. This year's AMR concentrates on material required by ODPM

and the Yorkshire & Humber Assembly. Although some of it is discussed in this part of the report for convenience the required information is also grouped in the Appendix. For many of these topics / indicators either no information or incomplete counts exist. The monitoring work programme over the next year or so will have to address this.

- 4.0.2 This part of the AMR will be expanded each year as LDF policies and their related monitoring sources are developed. It is intended that the monitoring range will be expanded to include matters of local interest reflected in LDF policies. There are, however, three concerns that affect the way in which this monitor will develop.
- 4.0.3 Firstly, the usability of data on any particular topic sent to the Regional Assembly and ODPM depends a lot on whether or not all authorities make returns or whether returns are made using consistent definitions. This is proving difficult at present and it may take some years for practices to converge.
- 4.0.4 Secondly, the Good Practice Guide points out that there can be adverse effects from supporting too many indicators, often leading to information overload and confusion. The Guide recommends that initial monitoring frameworks should have a maximum of 50 indicators. The combined requirement of the Regional Assembly and ODPM this year is 39 indicators and other items of information. During development of the LDF the number and range of indicators will have to be closely watched although an arbitrary limit of 50 will not be used.
- 4.0.5 Thirdly, it is felt that some of the national indicators are not as well framed as they might be. While it is the intention to try to produce information for each of these indicators the issue of redrafting a few of them will be taken up at regional and national level. The nature of policy development and monitoring requirements is dynamic and, therefore, ODPM will update their guidance on a regular basis. The first update was published in October 2005.⁵ This includes definitional changes to indicators in the Business Development, Transport and Local Services categories. The current AMR was largely drafted before this update was received and it has not been practicable to incorporate changes in this year's report.
- 4.0.6 Topics covered in this AMR include:
- housebuilding performance
 - the supply of employment land
 - significant changes in retail, office and leisure developments in Leeds and in the City Centre and town centres together with vacancy rates
 - transport - levels of compliance with car parking standards in non-residential developments and the accessibility of new residential developments to a range of facilities

⁵ http://www.odpm.gov.uk/stellent/groups/odpm_planning/documents/page/odpm_plan_609973.pdf

- various aspects of green space provision
 - various matters relating to mineral aggregate production, waste management and other environmental concerns
- 4.0.7 There are other documents that include information which helps monitor the development of Leeds, chiefly the City Centre Audit⁶, the Leeds Economy Handbook⁷ and the Local Transport Plan⁸. The relationship of these to the LDF monitoring effort will evolve and be tightened as work on the LDF develops. Different production objectives mean that it is not practical to incorporate them entirely into the AMR. To do so would also make the AMR unwieldy and less focused. In future years it will prove useful to partially merge or cross-link these reports.

4.1 Housing Trajectory

- 4.1.1 The core housing indicators are summarised in the Appendix.
- 4.1.2 In the absence of relevant LDF policies, Regional Spatial Strategy (RSS) targets are used to assess housebuilding performance. Five year historical averages are also quoted where appropriate. The RSS requires the completion of 1930 dwellings a year and sets a provisional brownfield target of 66% for Leeds. The RSS provision target is gross (that is, it includes an allowance for replacement housing) so is not strictly comparable to the net housing figures, which are the focus of AMR reporting.
- 4.1.3 Over the last 5 years, output has exceeded the RSS target by 36% gross and 10% net, and in 2004 - 5 these surpluses rose to 52% and 36% respectively. The prime reason for these trends is the brownfield priority introduced by PPG3⁹ in March 2000, which has created a presumption in favour of residential development on many brownfield sites. In a large city like Leeds, the effect has been to liberalise the land release process. Socio-economic trends, such as the vogue for city centre living and the strong market for flats, have reinforced the impact of this policy change.
- 4.1.4 The net housing trajectory, illustrated in Figure 1, suggests that these surpluses could continue over 2005 - 16.

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

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

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

⁹ http://www.odpm.gov.uk/stellent/groups/odpm_planning/documents/downloadable/odpm_plan_606934 PPG3

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

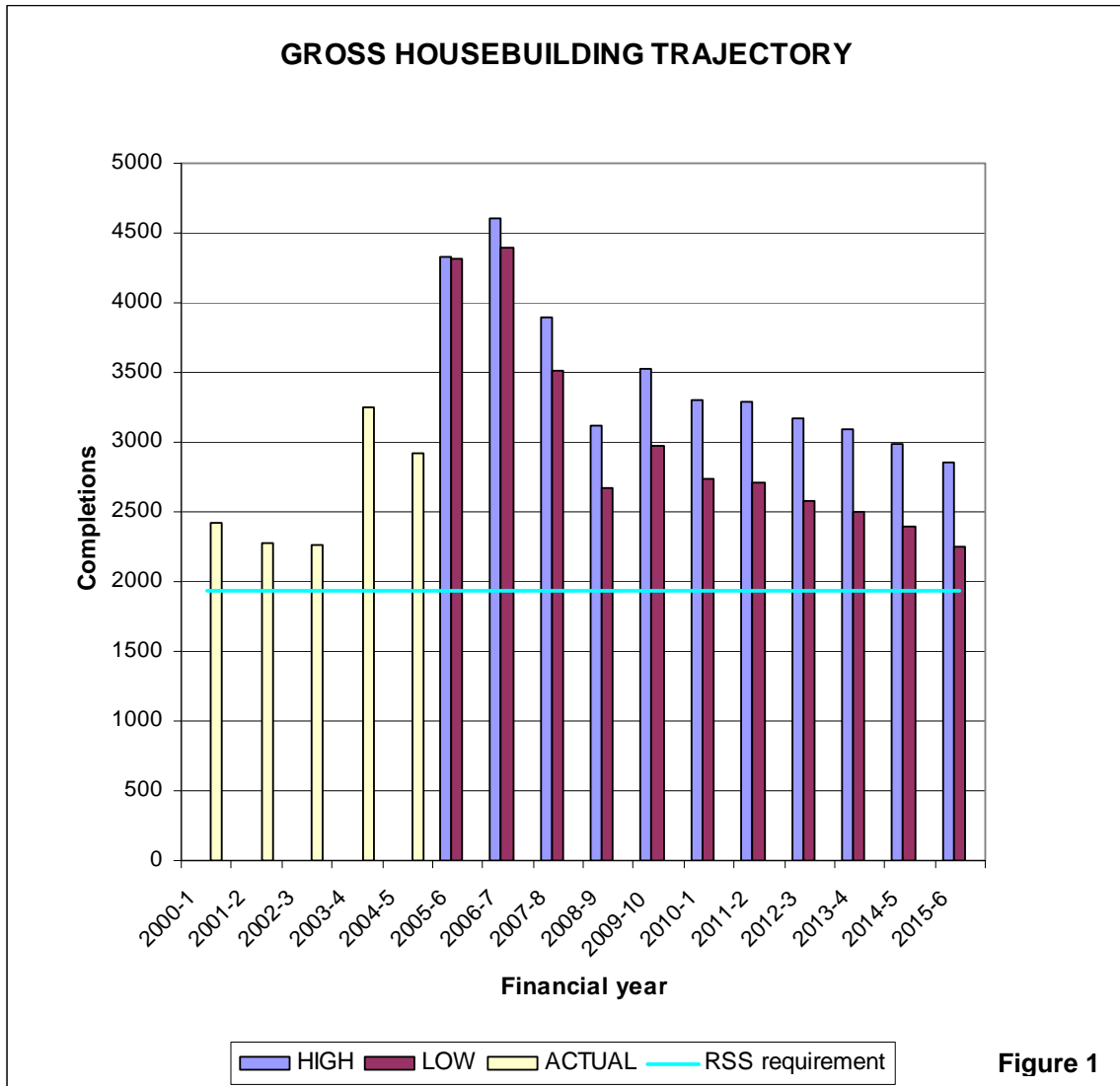


Figure 1

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

4.1.6 The proportion of development on brownfield land has risen from an average of 84% over the last 5 years to 92% in 2004 - 5. This increase is again a consequence of the PPG3 reforms. Although well in excess of the

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

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

4.2 The Supply of Employment Land

Development Levels

- 4.2.1 Completions have been lower for 2004 / 05 compared with 2003 / 04. This reflects lower levels of starts in 2004 compared to the recent peak year of 2001 and above-average take-up in 2002 and 2003. To a large extent this is a familiar cyclical pattern: previous low points in the cycle occurred in 1992 and 1996. However, the average for the past 2 years is almost 28 ha, which is close to the long-run average take-up for the city.
- 4.2.2 The sectoral pattern of developments has been similar this year compared to last. In terms of both land and floorspace, office schemes accounted for just over 40% of developments, with industrial and distribution schemes accounting for about 55% of floorspace completed.
- 4.2.3 The major developments show a concentration in the eastern parts of the District and include:
- The Robertsmart development at Thornes Farm Way Cross Green LS9: an 11,800 m² manufacturing & distribution facility;
 - Building 1 White Rose Office Park Ring Road Millshaw LS11: HQ building of 4150 m² for DePuy;
 - Whitehall Cross Whitehall Road Leeds 12: a speculative scheme of industrial warehouse units (4550 m²);
 - Ph1 Plot 361 Avenue E Thorp Arch Trading Estate Wetherby LS23: small industrial units totalling 2970 m² as part of the refurbishment of the Trading Estate;
 - Plot 509 Street 5 Thorp Arch Trading Estate Wetherby LS23: office and business units (4460 m²), again a part of the regeneration of the industrial estate.

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

Note: Extensions not included

Table 1

Regeneration Areas

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

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

Regeneration Areas: as defined in the UDP Review

Table 2

Development on Previously Developed Land

- 4.2.5 Although amounts are far smaller, a greater proportion of the land take was on Previously Developed Land (PDL) in 2004 / 05 compared with 2003 / 04. This was despite some significant greenfield developments at Thornes Farm and at White Rose Office Park, noted previously. Office developments were more prevalent on PDL than industrial – this can be explained to some extent by the quantity of office schemes in the city centre and for the preference of industrial / warehousing developments to be located on large sites in the motorway corridors.
- 4.2.6 Unlike housing development, there is no target for the proportion of employment schemes that should be on PDL. Nevertheless there is a policy preference to use PDL before greenfield land. As depicted in Indicator 1c, which shows that 76% of employment development was on PDL, the City's performance would appear to be consistent with such an ambition.
- 4.2.7 The allocated supply which is still available for employment uses amounts to almost 700 ha. (Table 4). Take-up of this has been restricted, owing in large measure to infrastructure constraints in the Aire Valley area, notably the East Leeds Link to J45 of M1. Approx 200 ha. in allocated and other sites await the completion of the link road and associated highway works.
- 4.2.8 The quantities of Previously Developed Land ("brownfield") and greenfield land are balanced at 53% vs 47%, but the greenfield supply is more concentrated upon providing for the B1 office sector rather than the B2 / B8 industrial sectors. This reflects the objectives of the UDP in providing market opportunities for sites for high quality peripheral office parks. In contrast the provision for B2/B8 sectors is dominated by PDL sites, particularly the site of the former Skelton Grange Power Station and the land adjacent to the filter beds at Knostrop, which account for almost 150 ha.

LDF Core Indicator 1c: Land developed for employment by type Analysis by Previously Developed Land (PDL)								
Apr04 - Mar05								
Development Type	PDL		Not PDL		Total Land		Total Floorsp	
	Area (ha)	Floorspace m ²	Area (ha)	Floorspace m ²	Area (ha)	% PDL	m ²	% PDL
B1 Office	6.24	17630	1.78	8460	8.02	77.8	26090	67.6
B1 Other	1.36	3680	..	..	1.36	100.0	3680	100.0
B2 Industrial	5.701	18945	2.88	11800	8.581	66.4	30745	61.6
B8 Warehousing	1.213	4850			1.213	100.0	4850	100.0
Total	14.514	45105	4.66	20260	19.174	75.7	65365	69.0
2003/04	32.801	114430	13.69	37860	46.491	70.6	152290	75.1

Table 3

4.2.9 As might be expected, windfall supply is almost entirely on Previously Developed Land (PDL), almost equally balanced between the B1 and B2/B8 sectors. However, this is a variable supply and its type, location and timing are uncertain. It provides a bonus rather than a supply that can be set against known sectors of demand.

LDF Core Indicator: 1d Allocated Employment Land Supply by Type Analysis by Previously Developed Land (PDL)									
31-Mar-05									
Type	PDL			Not PDL			Total Land		
	ha.	%	No. sites	ha.	%	No. sites	ha.	%	No. sites
B1 Office	29.7	8.26	14	170.0	52.71	18	199.6	29.29	32
B1 Other	19.7	5.49	7	51.1	15.84	8	70.8	10.39	15
B2 & related	285.8	79.59	48	94.7	29.35	23	380.5	55.82	71
B8 & related	23.9	6.66	11	6.8	2.10	6	30.7	4.50	17
Total	359.1	100.00	80	322.5	100.00	55	681.6	100.00	135

Table 4

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

Table 5

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

Table 6

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

Table 7

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

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

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

Notes: Losses/Gains based on start of development

Table 8

Regeneration Areas as defined in the UDP Review

4.3 Retail, Office & Leisure Developments

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

Classification of Monitored Uses

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

¹⁰ http://www.opsi.gov.uk/si/si1987/Uksi_19870764_en_2.htm

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

more volatile: the changes that occur in the former are large in number but relatively small in aggregate floorspace. The quantity of new construction specifically intended for A2 use is thought to be very small or at least is rarely declared in the original planning applications. It more often arises by changing the use of existing shops on the High Street.

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

Measurement of Floorspace

- 4.3.7 In previous years gross retail floorspace has been collected. Gross leisure and A2 floorspace has not been collected. The expectation of the AMR is now to present the floorspace data as 'gross internal' (i.e. excluding the thickness of external walls) and 'net internal floorspace'. In the case of 'gross internal', that implies a level of precision which is not apparent in the data when it has been previously collected and is a measurement that is not usually recorded. The net internal floorspace, equating to the retail sales area, is calculated for major supermarkets and calculated for most other major retail outlets but is not often measured. In reality 'net internal floorspace' is constantly changing and can be only reliably measured by internally surveying each property individually. In the case of new build, the net internal floorspace can be estimated but again it would have to be individually measured. Further thought needs to be given to the data needs of these indicators and the issue will be explored with both the Regional Assembly and ODPM.
- 4.3.8 Work is underway nationally on exploiting an alternative source of floorspace data. ODPM published in July 2005 the results of an experiment to extract retail data as an adjunct to its Areas of Town Centre Activity data sets¹². The analysis uses the most comprehensive retail floorspace datasets available, which is supplied by the VOA to the ODPM. The work done so far is aggregated to represent a national picture of the scale of retail development that has occurred in town centres as opposed to that retail development that has been completed within 300 metres of such centres. There is the prospect that further work in this area may help to inform the quantity of retail development occurring in and outside particular large town centres as a nationally consistent data set.

¹² 'Technical Report: Using town centre statistics to indicate the broad location of retail development – initial analysis' - http://www.odpm.gov.uk/embedded_object.asp?id=1146083

Town centre vacancies

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

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

Note: Surveys before 2003 in italics

Table 9

4.4 Transport

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

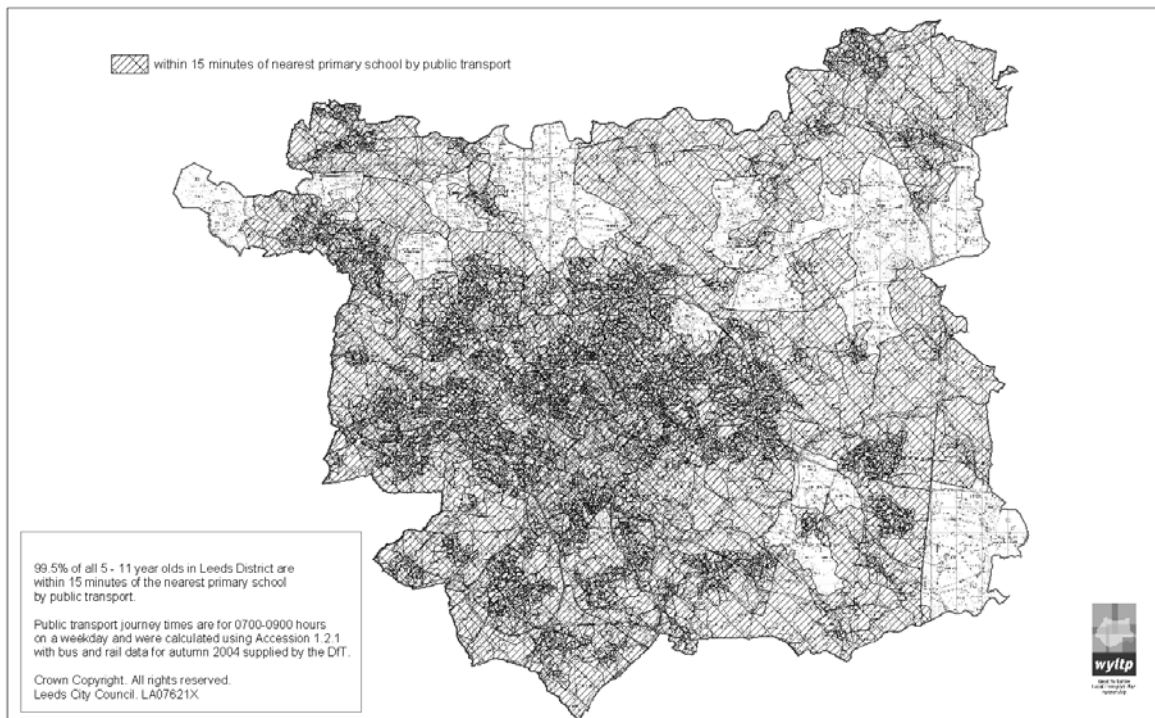


Figure 2

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

4.5 Green Space

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

4.5.2 The City Council's Parks and Countryside Division (Department of Learning & Leisure) manage about 150 sites that would be eligible for Green Flag assessment¹³. There is a programme in place to assess about 50 of these sites a year. An assessment of 46 sites was conducted in 2004 against the Green Flag standard, and a further batch of assessments has been carried out in 2005 (analysis awaited). There is also planned assessment for 2006. A performance indicator has been developed and in 2004 10.8% of sites assessed met the standard for the *field based* assessment only, against a target of 10%. For the full Green Flag assessment the site must have a management plan. This is a time consuming process to develop and given the number of eligible sites it is not a practical proposition at this time.

4.5.3 Quantitative information on green space and countryside character is not currently available. Planning Policy Guidance Note 17¹⁴ requires local authorities to carry out an audit of open space, sport and recreation facilities and to assess existing and future needs of local communities. This work has not yet been done but a scoping exercise is currently underway to assess the size of an audit for Leeds, when it could be done and the most appropriate way to deliver it. As part of this work non-Council owned sites could be identified that might be eligible to be managed in accordance with the Green Flag scheme. Only then could this core output indicator be measured fully.

4.5.4 In appropriate cases the City Council has an active programme of seeking commuted sums under Section 106 of the Town & Country Planning Act 1990. The payments arise for various reasons. Some have related to areas closely affected by the Supertram Scheme. Others are to help fund affordable housing or greenspace not provided in full or part on the sites of planning applications or where residential schemes are located in areas of

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

¹⁴

http://www.odpm.gov.uk/stellent/groups/odpm_planning/documents/page/odpm_plan_606902.hcsp

greenspace deficiency as measured against Policy N2 of the Adopted UDP. Table 10 gives an indication of the scale of this programme in 2004 / 5. The largest proportion of this is used to secure new or improved green space and recreational facilities in those locations which are in close proximity (ie. same community area) as the developments that generated the funding. Apart from on residential schemes themselves, the opportunity to create new greenspace is rare and the majority of greenspace S.106 receipts is invested in raising the quality of existing greenspace. This balance may change in the light of future policy directions.

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

Money in £1,000s

Table 10

- 4.5.5 Although over £1.1 million was received for greenspace in 2004 / 2005, only half this amount (around £634,000) was committed to projects. Efforts are underway to reduce the levels of under-commitment but it is inherent in the system that it will usually be significant. For example, the small size of many contributions makes it difficult to commit them to schemes without a degree of consolidation into larger sums.
- 4.5.6 Information on these monies is held in disparate ways. The capability of monitoring the effect of this work in detail is under development and it is intended to incorporate more information in future AMRs. It is intended to design a database to better coordinate the handling of Section 106 monies. The recent appointment of a Planning Agreement Manager is intended to coordinate the Section 106 process and to implement lasting process management improvements.
- 4.5.7 As part of its work the Regional Assembly is bringing together information on the scale of Landscape Character Assessments within the Region. The UDP contains areas designated as Special Landscape Areas but no Landscape Character Assessment has been carried out in Leeds since these were defined in the early 1990s and currently there is no intention to do another one.

4.6 Environmental Issues

Minerals

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

Waste Management

- 4.6.4 The first integrated waste management strategy for Leeds was adopted in 2003 and was intended to guide the Council through to a review in 2006. That review has now taken place particularly in relation to the recovery of waste. Subject to stakeholder consultation, once adopted this updated strategy will be used to inform the procurement of an integrated waste management contract for Leeds City Council.
- 4.6.5 There are two ODPM Core Indicators relating to waste management. Indicator 6a covers the capacity of new waste management facilities, by type. Recent studies commissioned by the North East Environment Agency will, when completed, establish a baseline position against which new facilities can be related.
- 4.6.6 Indicator 6b seeks information on the amount of municipal waste arising, and managed by management type, and the percentage each management type represents of the waste managed. Table 11 sets out this information, with comparable figures for five previous years. This shows the steady rise in the total amount of waste dealt with over the last few years and also the increase in the amount recycled, which has risen from 8% in 1999 – 2000 to 20% last year.

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

Table 11

Flooding / Water Quality

- 4.6.7 ODPM's Core Indicator 7 consists of the number of planning permissions granted contrary to the advice of the Environment Agency (EA) on either flood defence grounds or water quality grounds. This indicator is intended as a proxy measure both of inappropriate development in flood plains and development that could adversely affect water quality.
- 4.6.8 It is considered that while this indicator may be adequate at national and regional levels as giving a broad picture of development pressures affected by flood and water quality issues it is unhelpful at detailed local level. In Leeds during the monitoring period there were 23 planning applications that the EA objected to. One major minerals application was objected to on water quality grounds and this was subsequently refused. However, in 21 of the remaining 22 cases the objection was because a Flood Risk Assessment had not been supplied and in one case the Agency felt the Assessment was not adequate. The position at the end of November is shown in Table 12.

Status	% of all	Major application	Minor application
Approved	68	5	10
Refused	10	1	1
Withdrawn	10	1	1
Undecided	14	1	2
Total	100	8	14

Table 12

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

Biodiversity

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

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

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

Renewable Energy

4.6.13 ODPM Core Indicator 9 covers data on renewable energy capacity installed by type, such as bio fuels, onshore wind, water, solar energy and geothermal energy. No information is currently available for Leeds. This issue will form part of the new Regional Spatial Strategy currently being drafted. The RSS will probably include suggested targets for each local authority in the Region and the establishment of appropriate monitoring arrangements will have to be considered in the light of the agreed new RSS.

5 Developing the Monitoring System

5.1 Overall Approach

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

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

Policy Testing Mechanism

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

Data Pool

- 5.1.6 Monitoring information can be an expensive resource. There will be a premium on making the best use of any information collected. It will often be possible to use the same information in different contexts and to avoid cases where essentially the same information is collected for different purpose using slightly different definitions.
- 5.1.7 To ensure that people can easily find out what data is being collected the concept of a data pool is being proposed. Because of the likely differing nature of the material collected the pool will consist essentially of a web-based metadata system. Ways of providing links to the information via this system will be investigated. The data pool will not be confined to information collated by the City Council. There are many agencies generating information relevant to Leeds and its LDF such as the Environment Agency¹⁵ ¹⁶, the Audit Commission¹⁷ and the Office for National Statistics (ONS). In particular, ONS is developing a statistical

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

¹⁶ <http://www.magic.gov.uk/>

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

facility called Neighbourhood Statistics¹⁸ which contains an increasing volume of data on small areas such as electoral wards.

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

Sustainability Appraisals

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

Accessing the Evidence

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

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

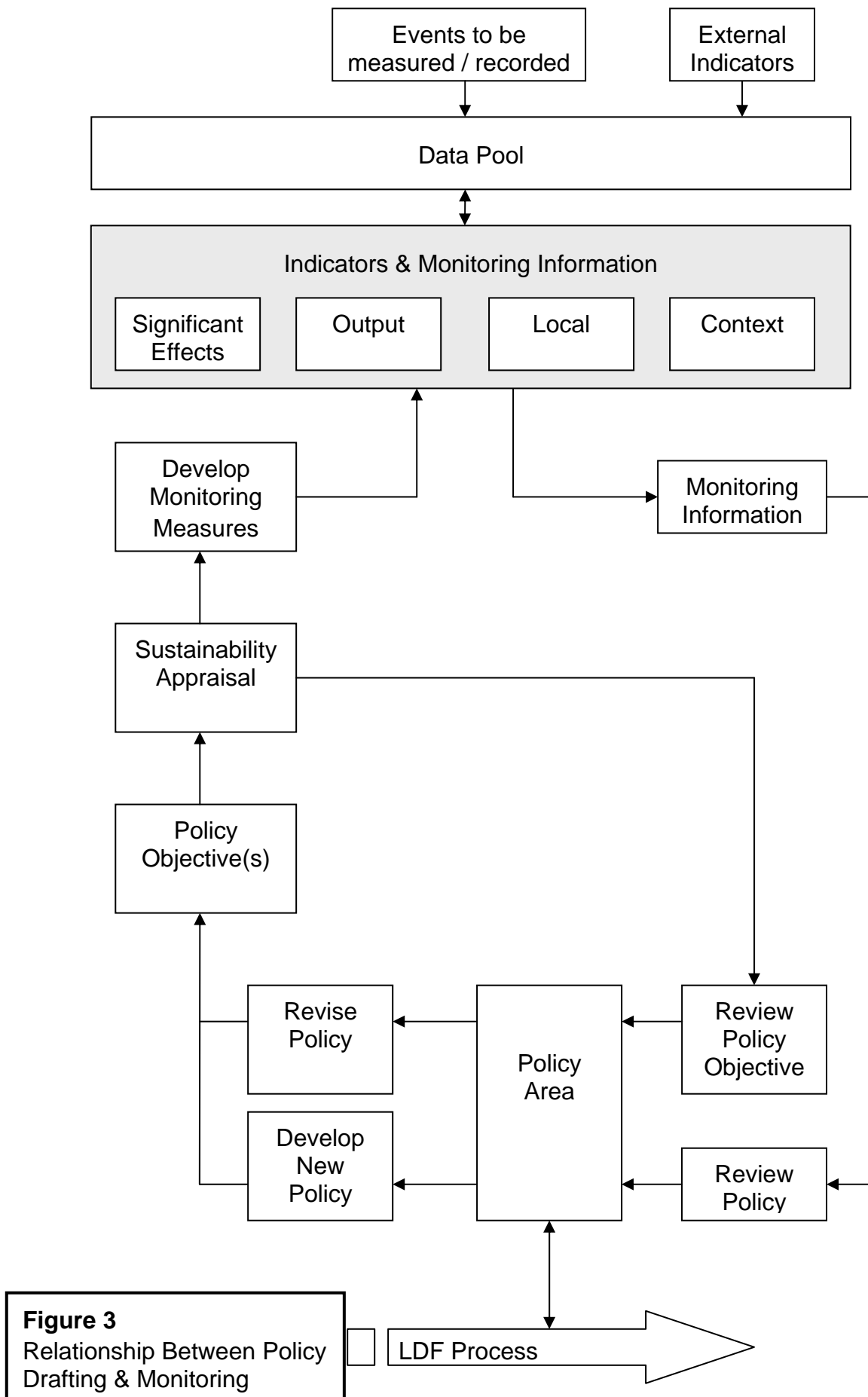


Figure 3
Relationship Between Policy Drafting & Monitoring

Stakeholder Involvement

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

5.2 Monitoring Issues

5.2.1 There are many issues that relate to data collection. Some of these were identified many years ago but have so far proved resistant to solution. Certain key ones are discussed next as they significantly influence any work programme designed to improve the range and depth of future Annual Monitoring Reports. This work will be carried out in cooperation with the Regional Assembly and with advice from ODPM. Any decisions taken on developing the Council's monitoring system will have to ensure that the information requirements of these two bodies can be met as far as is practicable.

Data Definition

5.2.2 Definitional issues become particularly problematic when transferring information between authorities, in particular between a local authority and regional or national bodies who have a wider monitoring remit. As has already been noted the AMR has sought to provide information to satisfy the needs of ODPM and the Regional Assembly, not always successfully.

5.2.3 Data definition issues are being investigated as part of the Government supported Planning & Regulatory Services Online (PARSOL) project¹⁹. PARSOL seeks to develop a common way of transferring data online but the scope of the project is being widened to include issues of data definition. There is little point in agreeing a common computer standard for data transfer if there is no agreement on what information should be collected and how it should be defined. The City Council will attempt to adapt its monitoring work to any consensus that emerges from the PARSOL project.

Spatial Differentiation

5.2.4 There is a need to use monitoring information in various contexts. It is recognised that monitoring will need to be done for a variety of areas of Leeds as well as for the city as a whole. For example:

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

- LDF policies will often relate to specific Local Development Documents (LDDs) or Supplementary Planning Documents (SPDs). These sometimes relate to sub-areas of Leeds such as Area Action Plans and town centres.
 - Individual wards and groups of wards such as those covered by an Area Committee.
 - Zones with particular levels of accessibility to specified facilities. Accessibility will be an important measure of spatial strategies and measuring it will be an important area of monitoring development.
- 5.2.5 Existing monitoring systems are not capable of providing data with sufficiently flexible ways of grouping the information spatially. The City Council is committed to improving the quality of its Local Land & Property Gazetteer (LLPG), which will form the central point of reference for the City Council's address-based information. Work is underway to link such Council information to specific addresses including, most importantly for LDF monitoring, the new business system that processes planning and Building Regulation applications. This is the principal source of information on new development. It is used to provide data on housing stock and commercial land-use commitments, employment land development and provision of leisure facilities.
- 5.2.6 By referencing individual planning commitments at land parcel / property level the ability to monitor development over a range of spatial areas of interest will be significantly enhanced. In addition to this improvement an investigation has been started into how the use of GIS can be harnessed to handle these improvements in data referencing.

Accessibility Within Leeds

- 5.2.7 One of the key tests for any developing spatial strategy will be the level of accessibility to various types of land use. There is only one explicit accessibility indicator in the current ODPM Core Indicator list. Indicator 3b requires information on the percentage of new residential development within 30 minutes public transport time of a GP, hospital, primary and secondary school, employment and a major health centre. There is currently no effective way of measuring this in Leeds.
- 5.2.8 The need for such indicators locally is high. Within the LDF it is anticipated that accessibility issues will be important and will relate to various modes of transport. Currently some work is done in West Yorkshire on accessibility by public transport as part of preparing and monitoring the Local Transport Plan. Examples of measures for Leeds residents include:
- **access to school** – 99.5% and 99.9% of primary school pupils respectively within 15 minutes and 30 minutes access by public transport to the nearest primary school
 - **access to a hospital** – 87.1% of households are within 30 minutes by public transport
- 5.2.9 Figures are calculated by West Yorkshire PTE (Metro) in conjunction with the Metropolitan Districts using a relatively simple model to measure public

transport accessibility. The residential end of trip calculations uses Census Output Areas. Any development work will need to include other modes of travel, including walking and cycling. This will be a major item in the work programme.

Resources

- 5.2.10 A major issue in the development of LDF monitoring will be the cost and availability of resources to do the work. In a city as large and dynamic as Leeds there is a large volume of material to be collected, collated and analysed. The City processes 8000 planning applications and 5000 Building Regulation applications each year. Some monitoring uses attributes of these applications, not always collected during the processing of the applications to produce decisions.
- 5.2.11 An example is floorspace. This is expensive in staff time to measure. Because proposals can change between being submitted and being approved it is not best practice to measure the plans in detail when they are submitted. This inevitably leads to a degree of double handling of plans.
- 5.2.12 ODPM recognises the resource issue in its Good Practice Guide. One element of the work programme described below will be to assess the resources needed to monitor policies and, where these are considered excessive, to agree a way of costing the work and of determining priorities. Additionally, the development of a data pool should encourage the use of material for a variety of purposes thus lowering its effective cost.

Appendix - Key Indicators

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

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

Development Type	Area (ha.)	Floorspace (m ²)
B1 Office	8.02	26090
B1 Other	1.36	3680
B2 Industrial	8.581	30745
B8 Warehousing	1.213	4850
Total	19.174	65365

Note: Extensions not included

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

Development Type	ha. Developed	m ² complete
B1 Office	2.36	4460
B1 Other	1.11	2970
B2 Industrial	3.8	14960
B8 Warehousing	0.45	3030
Total	7.72	25420

Regeneration Areas: as defined in the UDP Review

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

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

1d: Employment land supply by type.

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

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

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

Notes: Losses/Gains based on start of development

Regeneration Areas as defined in the UDP Review

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

14.52 ha.

2a: Housing Trajectory

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

Net additional dwellings for the current year

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

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

Indicator 2A (iii) Output 2005-16

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

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

Indicator 2A (iv) Annual average development plan requirement

1930 dwellings per annum 1998-2016

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

Indicator 2A (v) Residual annual development plan requirement

1589 dwellings per annum 2005-2016

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

2000 – 2005	84%
2004 – 2005	92%

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

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

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

New build and conversion

2000 – 2005	240 annual average
2004 – 2005	216

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

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

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

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

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

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

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

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

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

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

5a: Production of primary land won aggregates

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

5b: Production of secondary / recycled aggregates

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

6a: Capacity of new waste management facilities by type

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

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

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

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

15, but see commentary in para. 4.6.8 of AMR

8: Change in areas and populations of biodiversity importance

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

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

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

No changes in 2004 - 5

9: Renewable energy capacity installed by type

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