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Welsh Government

## Consultation Document

# A Strategic Monitoring Framework for the Planning System

Measuring progress towards a sustainable Wales

Date of issue: **4 November 2011**

Action required: Responses by **27 January 2012**

## Overview

The purpose of this consultation is to consult on an approach to measure the contribution the planning system makes to our vision of a sustainable Wales.

## How to respond

The closing date for replies is **27 January 2012**.

Responses should be provided in writing or electronically using the consultation form set out in Appendix H.

You can reply in any of the following ways:

### E-mail:

Please complete the consultation response form Annex B and send it to:

[planconsultations-E@wales.gsi.gov.uk](mailto:planconsultations-E@wales.gsi.gov.uk)

[Please include "Strategic Monitoring Framework Consultation- in the subject line.]

### Post:

Please complete the consultation response form at Annex H and send it to the address provided under the "Contact Details" section.

## Further information and related documents

Large print, Braille and alternate language versions of this document are available on request.

Further related information can be found here:

Research: A Strategic Monitoring Framework for the Planning System, Welsh Government (October 2011)  
<http://wales.gov.uk/topics/planning/planningresearch>

Planning Policy Wales (Edition 4, February 2011)  
Chapter 4 Planning for Sustainability paragraphs 4.12.1-4.12.3  
<http://wales.gov.uk/topics/planning/policy/ppw2010>

One Wales: One Planet, The Sustainable Development Scheme of the Welsh Assembly Government, Welsh Government (2009)  
<http://wales.gov.uk/topics/sustainabledevelopment/publications/onewalesoneplanet>

Sustainable Development Indicators (2011)  
<http://wales.gov.uk/topics/statistics/headlines/sustaindev/110830>

Local Development Plan Wales (2005)  
<http://wales.gov.uk/topics/planning/policy/developplans/LDPWales>

Local Development Plan Manual (2006)  
[http://wales.gov.uk/topics/planning/policy/developplans/ldp\\_manual](http://wales.gov.uk/topics/planning/policy/developplans/ldp_manual)

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## Data protection

**How the views and information you give us will be used.**

Any response you send us will be seen in full by Welsh Government staff dealing with the issues which this consultation is about. It may also be seen by other Welsh Government staff to help them plan future consultations.

The Welsh Government intends to publish a summary of the responses to this document. We may also publish responses in full. Normally, the name and address (or part of the address) of the person or organisation who sent the response are published with the response. This helps to show that the consultation was carried out properly. If you do not want your name or address published, please tell us this in writing when you send your response. We will then blank them out.

Names or addresses we blank out might still get published later, though we do not think this would happen very often. The Freedom of Information Act 2000 and the Environmental Information Regulations 2004 allow the public to ask to see information held by many public bodies, including the Welsh Government. This includes information which has not been published. However, the law also allows us to withhold information in some circumstances. If anyone asks to see information we have withheld, we will have to decide whether to release it or not. If someone has asked for their name and address not to be published, that is an important fact we would take into account. However, there might sometimes be important reasons why we would have to reveal someone's name and address, even though they have asked for them not to be published. We would get in touch with the person and ask their views before we finally decided to reveal the information.

## Introduction

We want to measure the contribution the planning system makes to our vision of a sustainable Wales.

We said we would do this in our Sustainable Development Scheme.

We commissioned research to help us decide on how we could do this. The research has completed and we are now consulting with you on a **Strategic Monitoring Framework** which we feel is the most appropriate way to measure the contribution the planning system makes to sustainable development.

It is a fundamental purpose of the planning system to help facilitate sustainable development. Since devolution we have introduced legislation, policy and guidance to further this aim.

We already measure our progress towards sustainable development and measure the performance of the planning system in Wales but we do not think that we have the right information to help us to understand its role in delivering sustainable development.

We are therefore consulting on new measures to be collected annually to help us do this.

The role of the planning system is two-fold. Firstly, it can promote and guide the right development to the most sustainable location – by preparing a plan for an area (**plan making** process). Secondly, it can enable development by granting permission for development to occur or prevent development by refusing permission (**decision taking** process). Both responsibilities are taken with a view to promoting sustainable development.

We have found through the research that it is very difficult to measure the specific sustainable development **outcomes** of the planning system because the planning system is not the mechanism by which development is built – this is the role of other parties or actors. We have instead decided to measure the **processes** and **outputs** of the planning system as they can help show the contribution the planning system makes to our vision of a sustainable Wales.

## What do we want to change?

We want a **Strategic Monitoring Framework** where, every year, we can publish information to show:

- the preparation of sound local evidence on key sustainable development planning objectives (plan making process);
- the progress being made on the adoption of local development plans (plan making outputs);
- the time taken to determine applications (decision taking process);
- the planning decisions made on key sustainable development objectives (decision taking outputs); and
- contextual information on key sustainable development objectives (outcomes).

This information will help us:-

- measure the contribution the planning system makes to our vision of a sustainable Wales.

It will also help us:-

- measure the progress against national planning sustainability objectives set out in Planning Policy Wales;
- demonstrate to our stakeholders the role and scope of the planning system in delivering wider objectives;
- report on the progress on the preparation and adoption of local development plans; and
- when appraising proposals for grant support through the Planning Improvement Fund.

This information may also be useful to local planning authorities, stakeholders, other Government departments and the wider industry to understand more about the planning system and help make more informed decisions.

We want to hear your views on our proposed approach.

## Contents

Introduction.....	1
What are the main issues? .....	4
What do we currently measure?.....	5
What approach has been taken? .....	9
What do we want to measure? .....	15
How will the data be collected? .....	22
What will happen next? .....	23
Consultation Questions .....	24
Annex A – Planning Policy Wales – Key Policy Objectives .....	25
Annex B – Proposed new measures .....	27
Annex C – Further information .....	47
Annex D - Analysis of data users .....	48
Annex E - List of bodies / organisations informed of the consultation.....	47
Annex F - Consultation Form [Separate document]	

## What are the main issues?

### Sustainable Development

1. We have a legal obligation to have a scheme setting out how we will promote Sustainable Development, and we have embarked on an ambitious and long-term programme of cross cutting policy initiatives to address this. This commitment is based upon a duty under Section 79 of the Government of Wales Act 2006.
2. In 2009 we published our Sustainable Development Scheme *One Wales: One Planet*. This set out our vision of a sustainable Wales; the commitments we will make towards sustainable development, the principles we will observe and some of the processes we will apply in promoting sustainable development in all our work.
3. Here we define sustainable development as “*enhancing the economic, social and environmental wellbeing of people and communities, achieving a better quality of life for our own and future generations, in ways which:*
  - a. *Promote social justice and equality of opportunity, and*
  - b. *Enhance the natural and cultural; environment and respect its limits – using only our fair share of the earth’s resources and sustaining our cultural legacy*”.
4. The global goal for sustainable development is to enable all people throughout the world to satisfy their basic needs and enjoy a better quality of life without compromising the quality of life for future generations. It is an internationally adopted principle where social, economic and environmental issues should be considered at the same time when plans are being drawn up and decisions are being taken for the future.
5. Our *Sustainable Development Scheme* identifies the planning system as one of four key themes that underpin the approach to reducing our ecological footprint and delivering sustainable development. The overall aim of the planning system within the scheme is to provide for homes, infrastructure, investment and jobs in a way that helps reduce our ecological footprint. As part of a suite of specific actions deriving from the scheme, Action 5 states that:

“We will initiate, in consultation with local government, a strategic monitoring framework to measure key sustainable development outcomes delivered by the planning system”.
6. *One Wales: One Planet* (2009) can be found here  
<http://wales.gov.uk/topics/sustainabledevelopment/publications/onewalesoneplanet>

7. In January 2011 the National Assembly for Wales Sustainability Committee reported on its Inquiry into Planning in Wales. It recommended that the Welsh Government should

“...provide specific evidence of the contribution that the planning process is making to sustainable development in the annual report on delivering the Sustainable Development Scheme that the Welsh Ministers are required to lay before the Assembly.”

8. The Sustainability Committee’s report can be found here:  
<http://www.assemblywales.org/index.htm>

### The role of planning

9. The purpose of the land-use planning system in Wales is to set the framework and regulate the development and use of land in the public interest, taking full account of economic, social and environmental issues. It should contribute to the strategies and priorities of the Welsh Government which relate to the sustainable use and development of land.
10. Our national objectives on how we will do this are set out in *Planning Policy Wales (PPW)* and *Minerals Planning Policy Wales (MPPW)*. PPW sets out the overarching framework for the land use planning system in Wales. Here we set out 19 broad policy objectives for delivering sustainable development through the planning system. These objectives cover a range of issues including flood risk, economic development, minimising travel demand, environmental protection and renewable resources. A full list of the key policy objectives can be found in Annex A
11. Delivery of these objectives will help us achieve our vision of a sustainable Wales. We need to measure this relationship so that we can know whether these objectives are being achieved.

## What do we currently measure?

### Welsh Government – Sustainable Development

12. We measure our progress towards sustainable development through indicators of everyday concern including health, housing, jobs, crime, education and our environment. Every year we publish Sustainable Development Indicators and the ‘In Your Pocket’ booklet. We report on 44 indicators including five headline indicators of sustainable development. Our latest indicators were released in August 2011.

The latest information can be found here  
<http://wales.gov.uk/topics/sustainabledevelopment>

### Welsh Government – Wales Spatial Plan

13. Our *Wales Spatial Plan* sets a strategic framework to guide future development and policy interventions. It integrates the spatial aspects of national strategies for translating the Government's sustainable development duty into practice.
14. Every year we publish a statistical profile for the six sub-regions identified in the plan. Information is published on areas such as demographics, economy and labour market, education, health and well-being, natural environment, housing and transport.

The latest information can be found here  
<http://wales.gov.uk/location/strategy/spatial>.

#### Welsh Government – Other data

15. We also collect information on a range of other topics such as agriculture, community safety, economy, health, housing, population, education, tourism, deprivation and transport indicators.

The latest information can be found here  
<http://wales.gov.uk/topics/statistics>.

#### Welsh Government - Planning

16. We currently collect a range of information on the delivery of the planning system in Wales. This includes:

##### A. Development Control Quarterly Survey (DCQS)

Every quarter we ask local planning authorities to complete a survey on how they are carrying out their development control function. The survey provides us with information on the number of applications received and decided, major developments, minor developments, minerals, householder applications, advertisements, departures and the time taken to determine planning applications.

We reviewed the survey approach in 2008 which recommended a number of new quarterly and annual indicators. We are currently liaising with local planning authorities on how these changes will be taken forward and we will be conducting pilot studies with a number of authorities with a view to rolling out the revised *Development Monitoring Quarterly Statistics* data collection process from April 2012.

The latest data can be found here:  
<http://wales.gov.uk/topics/planning/planningstats/devcontrolquarterlysurvey>

##### B. National Performance Indicators

Local authorities in Wales are required to provide statistical information to us to demonstrate their achievements against agreed targets. There are six indicators collected as part of the National

Performance Indicator framework that relate to planning which uses the information collected as part of the DCQS and Joint Housing Land Availability Studies (see below).

The latest data can be found here:

<http://www.dataunitwales.gov.uk>

#### C. Joint Housing Land Availability Studies

As part of local planning authorities' role in the provision of new housing in Wales we require them to ensure that sufficient land is genuinely available to provide a five year supply of land for housing. We ask them to demonstrate this by preparing an annual Joint Housing Land Availability Study (JHLAS) with house-builders' representatives, statutory undertakers, infrastructure providers and other bodies such as local housing associations.

We have recently carried out research to examine the usefulness of the JHLAS and the process of preparing them, with the aim of improving their timeliness, the usefulness of their outputs and data handling. The research report can be found on our website at <http://wales.gov.uk/topics/planning/planningresearch/publishedresearch>

The latest JHLAS' can be found here:

<http://wales.gov.uk/topics/businessandeconomy/property>

#### D. Technical Advice Note (TAN) 8 Review of wind farm developer interest.

Technical Advice Note 8: Planning for Renewable Energy (2005) provides guidance to local planning authorities and development on the delivery of renewable energy through the planning system. TAN8 sets out seven strategic areas (Strategic Search Areas) for large scale wind energy development.

This data collection comprises a compilation of onshore wind farm data both within and outside the Strategic Search Areas defined in TAN8. It provides a summary of applications for wind energy development which have been approved or are being considered by the UK Government (for projects of 50 megawatts and over) or by LPAs in Wales.

The latest data can be found here

<http://wales.gov.uk/topics/planning/planningstats/windfarminterest>

#### E. Technical Advice Note (TAN) 6 – Rural enterprise dwellings

PPW and TAN6 contain the policy and advice on rural enterprise dwellings. LPAs are expected to maintain a register of these properties and undertake monitoring for policy compliance on a regular basis. We monitor rural enterprise dwellings granted

planning consent by seeking this information from LPAs on an annual basis.

#### F. Development Plans

While there is no formal arrangement we monitor local planning authorities' progress in developing and adopting their Local Development Plan by publishing a *Development Plans Map* to show the current coverage of adopted development plans in Wales.

The latest map can be found here:

<http://wales.gov.uk/topics/planning/devplan>.

#### Local Planning Authorities

17. In addition to the data that we collect from Local Planning Authorities (LPAs) they are also developing their own local monitoring frameworks to measure the delivery of their local development plan, once adopted (plan making). These will result in the publication of an Annual Monitoring Report (AMR). Our guidance in *Local Development Plans Wales* (2005) advises that authorities should focus on output indicators to assess the performance of the LDP and a number of core output indicators to assess the implementation of national policy.
18. There are two indicators prescribed in regulations that concern housing land supply and dwellings, these are supplemented by 10 suggested core output indicators covering a range of areas such as employment land supply, density, amount of new development, renewable energy, aggregates and waste. These indicators measure the decisions taken by LPAs in these areas.

#### Conclusions

19. At present, information collected through the mechanisms set out above cannot provide a representative picture of the contribution the planning system makes to our vision of a sustainable Wales. These only provide:
  - A. indicators of wider change which could be the result of a number of actions and interactions, of which planning may be just one;
  - B. information on the speed to which planning applications are processed (Development Control Quarterly Survey); and
  - C. information on specific but limited policy areas (e.g. TAN8 and TAN6).
20. In addition, while local monitoring frameworks will provide useful information, until we have full coverage of adopted local development plans it cannot be used to provide a full and consistent representative picture of the contribution of the planning system to sustainable development at a national level.

21. We think it would be difficult to use the information gathered through these mechanisms to understand the role the planning system plays in delivering sustainable development.

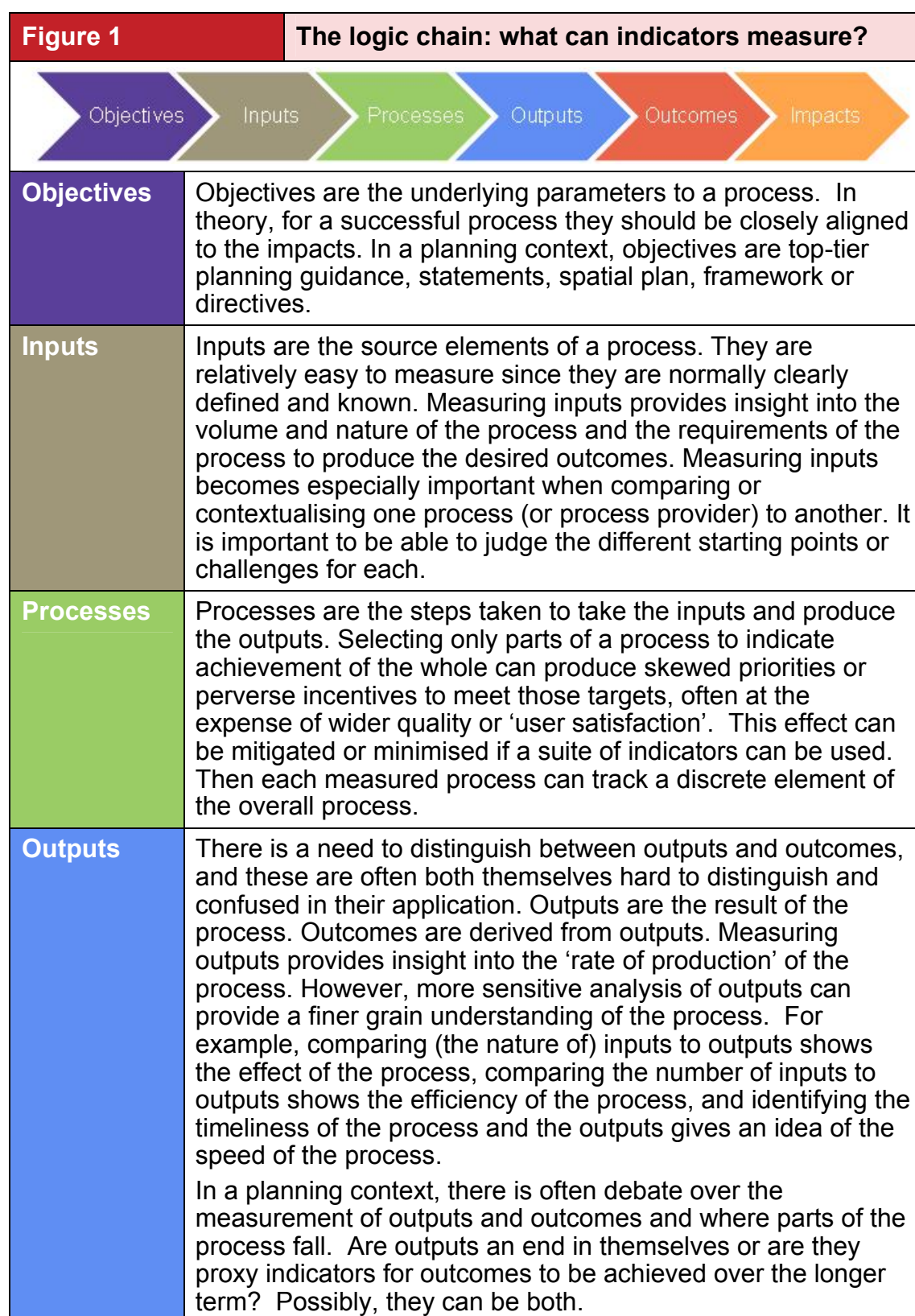
### Question 1

Do you agree with our conclusion that the current information is not sufficient for us measure the contribution of the planning system to our vision of a sustainable Wales?

## What approach has been taken?

22. We commissioned research to find the most appropriate way of measuring the sustainable development outcomes of the planning system. The research engaged with a wide number of stakeholders through interviews and two seminar-based focus groups in Swansea and Llandudno in February 2011. The final research report has been published alongside this consultation paper and can be found on our website at [www.wales.gov.uk/planning](http://www.wales.gov.uk/planning). We have used the findings of the research to form the basis of this consultation.
23. The research found that attempting to define and identify the ways in which planning directly influences sustainable development **outcomes** is challenging. While it found that the planning system has a clear potential to assist in delivering sustainable development in line with our vision of a sustainable Wales, there are a number of aspects which limit the planning systems direct influence on sustainable development outcomes. These include,
- A. varied sustainability – the challenge of balancing all aspects of sustainability;
  - B. limited direct contact – planning can only influence *new* development which limits its ability to influence wider sustainability inherent in existing development;
  - C. market factors – development requires a desirable and viable economic position in order to be proposed and implemented;
  - D. enabling framework – it provides a framework for which decisions can be made but does not implement development in so far as it does not build new homes or places; and
  - E. individual choices – while planning enables development to happen it cannot influence how development is used.
24. Further discussion on these limitations can be found in Chapter 2 of the research report. These limiting factors therefore influence what can be measured.
25. The consultants commissioned to research these indicators proposed the use of a **logic chain** approach that seeks to identify what other 'states' exist within the planning system in order to understand and potentially measure how it influences sustainable development

outcomes. Figure 1 below provides an explanation of how the logic chain can be used to generate measurements.

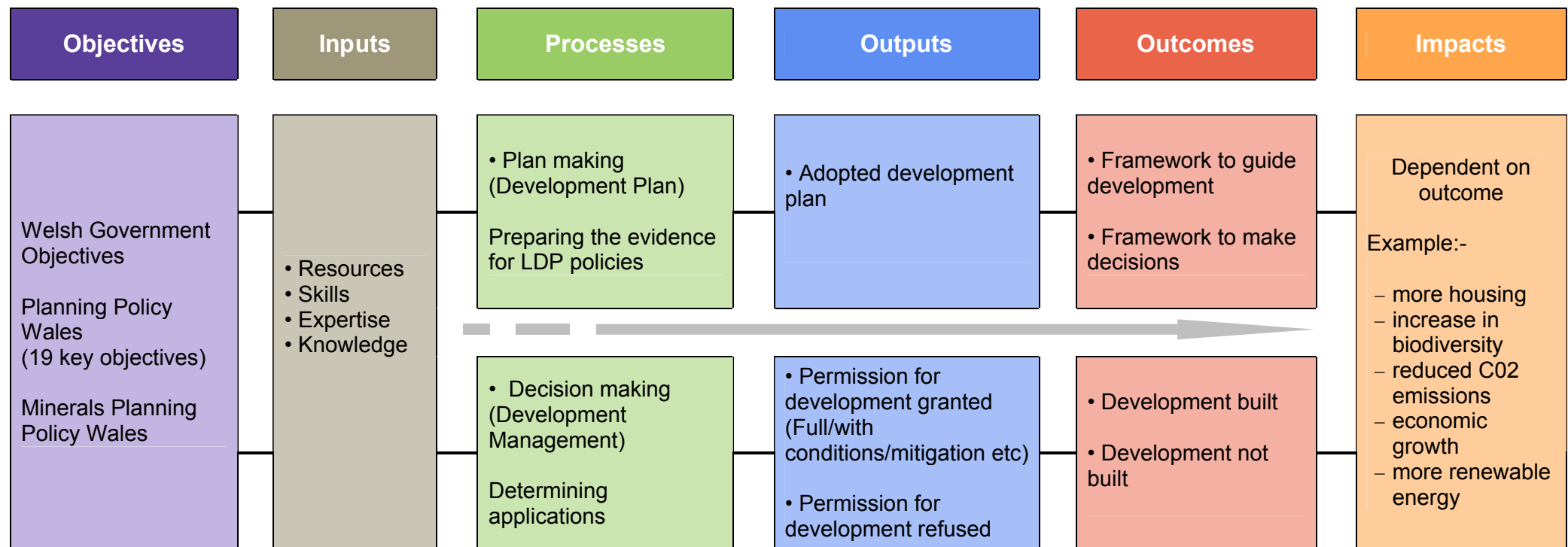


<b>Outcomes</b>	<p>As outlined above when discussing outputs, outcomes are that which results from outputs. They are the end result of a process as it is interpreted or played out. Outcomes lead to impacts. In a planning context, an outcome might be a development completed, a permission implemented or (in the case of enforcement action) another (retrospective) planning application to consider or removal of development.</p> <p>Outcome indicators need to be designed carefully to ensure that information relevant to the analysis of performance against them is sufficient and relevant. That is to say, outcomes need to be measured independently of outputs, and recognised that the link between the two may be complex or opaque. Establishing and understanding the link between housing consents and housing completions is the most often cited example.</p>
<b>Impacts</b>	<p>Impacts are based on outcomes, as those outcomes filter throughout the 'system' – i.e. they are often 'global' in nature. For planning, they might include a community being satisfied or a job being safeguarded. Significantly, an increase in overall sustainability, or a reduction in the national carbon footprint should also be considered impacts of planning. Even with a strong and robust logic chain, it can be very challenging to 'track back' to the source of an impact.</p>
<p>Source : Research - A Strategic Monitoring Framework for the Planning System (2011)</p>	

26. It is possible to identify indicators to represent each stage of the logic chain above; however this is not always appropriate. By 'mapping' or considering the other parts of the logic chain besides that which is of the most interest, it is more likely that the most appropriate indicator set will be derived. In this way it is possible to move 'up' or 'down' the logic chain matching what is important and what can be measured. If the logic chain holds true, then (all other things being equal) if the 'inputs' and 'processes' can be observed, then the measured 'outputs' and 'outcomes' can be attributed accordingly.
27. The logic chain approach was used in the research to develop a 'theory of change' for planning to enable measures to be devised. This would understand the cause and effect of the planning system on sustainable development. Figure 2 below shows how the logic chain can be applied to identify the various states that exist within the planning system. While this may be a simplification of these states it does enable a high level framework to be established and measurements to be generated.

**Figure 2**

**Applying the logic chain to the planning system**



28. This approach also helps us understand the relationship between the planning system and sustainable development. In the wider chain of events that deliver sustainable development the planning system becomes the one of the processes that helps to facilitate sustainable development outputs and outcomes.
29. There is a close relationship between the objectives of the planning system which arrive from our sustainable development objectives set out in our sustainable development scheme. The outputs of the planning system can become the inputs to sustainable development at a national level.
30. As we already monitor our progress towards sustainable development through our Sustainable Development Indicators we can make causal links between the processes, outputs and outcomes of the planning system and sustainable development.

## Question 2

Do you agree with the proposed approach to use the 'logic-chain' to identify appropriate measures of the planning system?

## Developing new measures

31. In taking this forward to devising new measures, the approach taken by the research was to root the structure against the key planning for sustainability **objectives** set out in *Planning Policy Wales*. Multiplying each of the 19 objectives across the component stages of the logic chain would result in an excessive number of indicators. Instead the research looked to group these objectives in order to simplify the list of measures and focus on the output stage of the logic chain.
32. The matrix below shows the suggested categorisation of the key objectives into 5 strategic categories. Against each is the opportunity to record information relating to the process, output or outcome of the planning system as related to sustainable development.

Table 1 Categorisation of key policy objectives	
Category	Area
Overarching	
A) Strategic Location - Where development happens (e.g. sites and locations)	Urban shape
	Minimising the need to travel
	Flood risk adaptation

<b>Table 1</b> Categorisation of key policy objectives	
<b>Category</b>	<b>Area</b>
<b>B) Design</b> - <i>What development comprises (e.g. materials, building standards, construction)</i>	Zero carbon building standards
	Renewable materials and re-use
<b>C) Facilitating Infrastructure and its Use</b> - <i>What links development (e.g. hubs, spokes, networks)</i>	Low carbon infrastructure
	Infrastructure for communities
	Minimise waste and pollution
	Accessibility and integration
<b>D) Conservation and Enhancement</b> - <i>What precedes and surrounds (and is endured by) development (e.g. conservation, heritage, biodiversity)</i>	Ecosystems, conservation and enhancement
	Historic and cultural heritage
<b>E) Social, Cultural and Economic Wellbeing</b> - <i>What happens, in/on a place or development (e.g. housing, jobs, pastimes, services)</i>	Housing, safe neighbourhoods
	Employment, services, spaces
	Social inclusion
	Quality employment
	Initiative and innovation
	Economic diversity
	Green/social economy
	Health and wellbeing

### Question 3

Do you agree with the strategic groupings of the 19 *Planning Policy Wales* objectives into five categories for the purpose of developing a set of new measures?

## What do we want to measure?

33. We are proposing to measure the contribution the planning system makes to our vision of a sustainable Wales by setting up a new Strategic Monitoring Framework. The framework will identify new measures and consolidate existing mechanisms.

### New measures of planning output and processes

34. We want to measure some of the key **outputs** of the planning system through the use of a limited set of new high level strategic indicators. These are set out in Table 2 with a full description of each indicator. Commentary and rationale for each suggested indicator can be found in Annex B.
35. Indicators 1 – 5 repeat the five headline indicators for the sustainable development scheme that are already collected elsewhere. Indicator 6 is a quantitative look at the status of adopted development plans. The remainder of the indicators (7 – 18) are new quantitative indicators to measure the **outputs** of the development management function (decision taking).

Table 2		Proposed new measures	
Category		Measure	
<b>Overarching – Contextual information to understand the wider impact of the planning system in delivering sustainable development</b>	1	Wales' Ecological Footprint	
	2	% of Biodiversity Action Plan habitats and species recorded as stable or increasing	
	3	Gross Value Added (GVA) and GVA per head	
	4	% of the population in low-income households	
	5	Wellbeing in Wales	
	6	Proportion of LPAs with an up to date adopted LDP	
<b>A) Strategic Location - Where development happens (e.g. sites and locations)</b>	7	Net change in open space and playing fields	
	8	Total floor space granted/refused (by type) on greenfield and brownfield land	
	9	Number of applications submitted with Transport Assessments	
	10	Number of applications granted/refused (by type) on the flood plain (by flood risk category)	

Table 2		Proposed new measures	
Category		Measure	
<b>B) Design</b> - What development comprises (e.g. materials, building standards, construction)	11	Number of buildings receiving BREEAM and/or Code for Sustainable Homes certification	
	12	The proportion of local or recycled materials used in new developments	
<b>C) Facilitating Infrastructure and its Use</b> - What links development (e.g. hubs, spokes, networks)	13	Renewable energy generation (mW) granted/refused by type and capacity	
<b>D) Conservation and Enhancement</b> - What precedes and surrounds (and is endured by) development (e.g. conservation, heritage, biodiversity)	14	Total area of granted/refused development in protected areas (European and national designations)	
	15	Number of Listed Building and Conservation Area Consents granted/refused	
<b>E) Social, Cultural and Economic Wellbeing</b> - What happens, in/on a place or development (e.g. housing, jobs, pastimes, services)	16	Number of new homes (by type) granted permission	
	17	Employment land bank (years provided)	
	18	Total floor space granted/refused (by type) (combining greenfield and brownfield land) (offices/industry/retail/distribution)	

36. For the majority of the measures we have suggested some possible **outcome** measures that are already collected which provide useful background and context to the **outputs** of the planning system in that specific grouping.

#### Question 4.1 - 4.18

Do you agree with the proposed indicator?

Note: You will be able to make your comments on each indicator separately on the consultation form. Please see Annex F.

#### Interpreting the measures

37. The proposed measures presented above do not, and cannot measure all the actions the planning system takes in support of sustainable development – they represent a limited number of areas where

information can be collected to demonstrate support for sustainable development.

38. We recognise that there are many limits to the use of these measures. The research discussed these at length. The measures cannot provide a full and complete picture of all the actions for change within the planning system. There may be areas which remain integral to facilitating sustainable development which are not reflected here, but through the research it was difficult to find an appropriate indicator. These headline indicators when considered collectively, are intended to give a high level view of the contribution the planning system makes to the progress towards a sustainable Wales.
39. We have been mindful of the additional burden placed on local planning authorities who will be responsible for collecting and reporting on the new measures we have proposed. The reuse of existing (or planned) data has been prioritised, and only in instances where this data is not sufficient or correctly focused on the role of planning in delivering sustainable development, has new data been suggested.
40. It is important that we do not interpret these measures as finite. There will be instances where an output for example through planning permission may provide a positive social and economic benefit at the expense of the environment, but that through the planning system the local planning authority has determined that on balance that development is sustainable and has therefore granted permission. The reverse could also be true and permission may be refused. It would not be possible or appropriate to develop measurements at this detailed level.
41. What the measures do attempt to do is to provide a useful narrative of the cause and effect of the processes and outputs of the planning system on sustainable development outcomes.

### **Question 5**

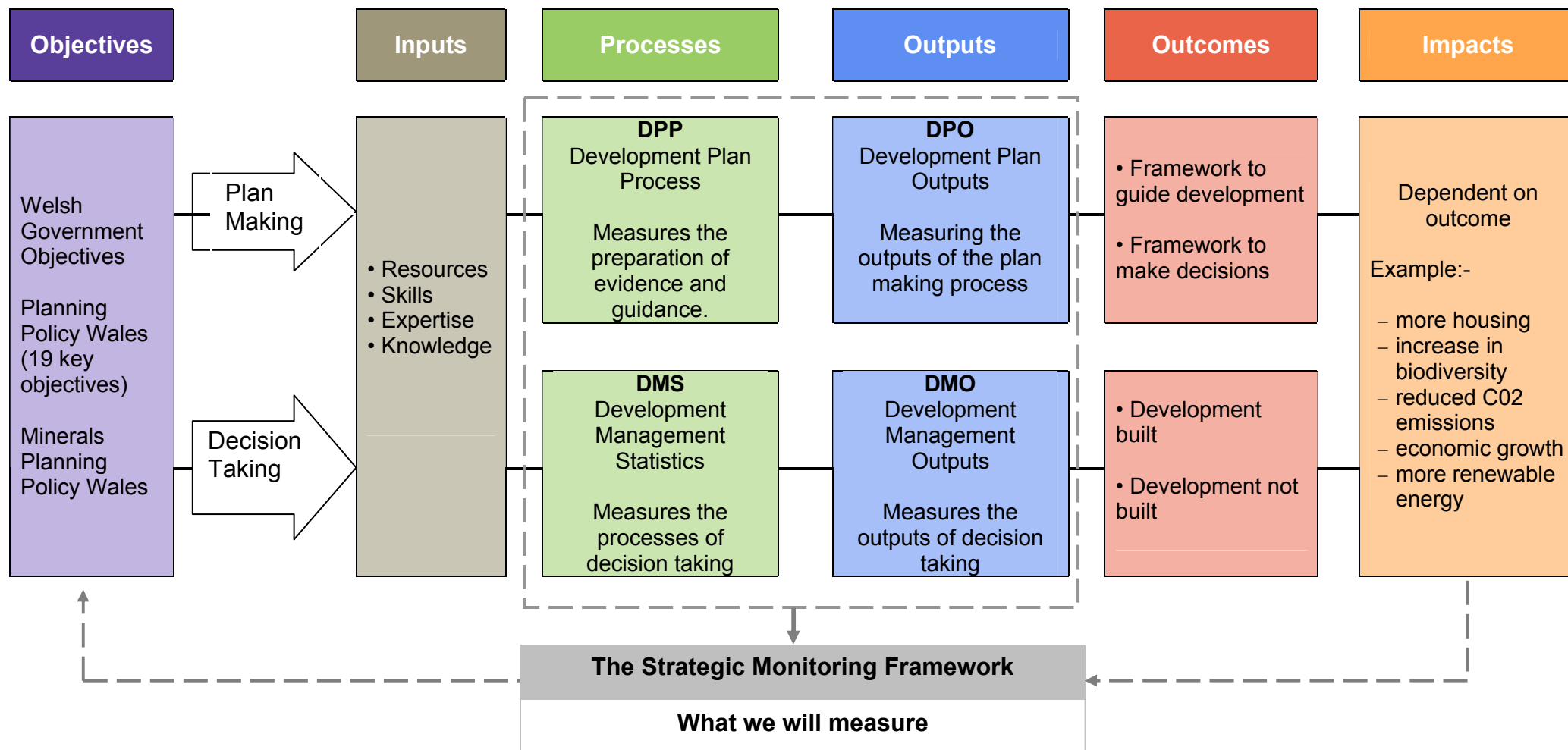
Do you agree that these measures should not be taken as representing the full picture of the influence of the planning system on sustainable development but represent an appropriate high level framework?

## Consolidate existing mechanisms into a new Strategic Monitoring Framework

42. While the research looked at measuring the contribution of the planning system to our vision of a sustainable Wales it was clear from the planning system logic chain that there was an opportunity to ensure that any new framework could consolidate and consider how existing measurements such as the *Development Control Quarterly Survey* (DCQS) could feature.
43. When we look at the planning system logic chain we can see how a wider monitoring framework can emerge. For instance our strategic **objectives** are set out in Planning Policy Wales (see Annex A). We can therefore identify measures of the **outputs** and **processes** of the planning system and use information already collected on the **outcomes** to show how the planning system is implementing our planning for sustainability **objectives** and contributing to a sustainable Wales.
44. Taking flood risk as an example we can see the following:
- A. One of our **objectives** in PPW is to “*minimise the risks posed by, or to, development on, or adjacent to land liable to flooding.*”
  - B. In terms of the ‘plan-making; **process** local planning authorities are expected to carry out a broad level assessment (e.g. strategic flood risk consequence assessment) in order to assist them in writing appropriate and sound policies in their LDP.
  - C. The **output** from this process is an appropriate policy/allocation in an adopted LDP.
  - D. This should then lead to the ‘decision-making’ **process** enabling the LPA to take a decision on applications against the adopted policy.
  - E. The **outputs** of this would be either planning permission, planning permission with mitigation or planning refusal.
  - F. The physical **outcomes** will then depend on whether that development gets built.
  - G. A positive **impact** would be that any new development would be at minimal risk of flooding.
  - H. The **outcomes** and **impact** should therefore tally with the original **objective**.
45. By using the logic chain we can see where there are opportunities above to measure and record actions that can provide for a positive or negative outcome. Our proposal is to use information on **outputs** (C & E) and **processes** (B & D), as well as existing information on wider **outcomes** (F) to measure how well we are delivering our planning for sustainability objectives (A).

46. We are therefore proposing that the **Strategic Monitoring Framework** measures the process and outputs from both the plan making and decision taking role of the planning system. Figure 4 below illustrates how we can use the logic chain to identify where these measures could arise.

**Figure 4** A Strategic Monitoring Framework for the Planning System



47. The proposed **Strategic Monitoring Framework** for the planning system will consist of four types of information in order to measure the **process** and **outputs** of the planning system whilst using **outcome** data to provide the context. This is explained further in Table 3.

<b>Table 3</b>		<b>Strategic Monitoring Framework</b>
<b>Measure group</b>		<b>Proposal</b>
<b>DPP</b> Development Plan Process		<b>Measuring the preparation of evidence and guidance.</b> For the majority of the outputs indicators 7-18 in Annex B 'process' measures have been suggested. These could focus on recording when evidence and guidance documents supporting development plan policies are published.
<b>DPO</b> Development Plan Outputs		<b>Measuring the outputs of the plan making process</b> This would continue to be the <i>Development Plans Map</i> but in addition we are proposing to publish this in a qualitative 'Yes/No' or 'date' form through the new overarching indicator.
<b>DMS</b> Development Management Statistics		<b>Measuring the processes of decision taking</b> This would use the data collected through the quarterly DMS survey (formerly Development Control Quarterly Survey) but extrapolate the data to report annually.
<b>DMO</b> Development Management Outputs		<b>Measuring the outputs of the decision taking process</b> These are the new proposed annual measures of the outputs of planning as set out in Table 1.
<b>Question 6</b>		
Do you agree with the proposed Strategic Monitoring Framework structure and measurement of each of the four stages identified above?		

## How will the data be collected?

48. The research considered how the data needed for the proposed measures above could be collected. It suggested that the new output measures should be collected by the Welsh Government in a similar vein to the Development Control Quarterly Survey returns.
49. We are therefore proposing to set up an online return for local planning authorities to submit the required information to the Welsh Government on an annual basis. This would be through the same mechanism as that established under the Development Monitoring Statistics Survey. LPAs will still be expected to complete the Development Monitoring Survey on a quarterly basis.

### Phasing

50. We propose that the first collection period for the **output** measures is the 2012/13 financial year. LPAs will need to put in place mechanisms to record and report this information annually to us through the online return.
51. We would like to hear your views on whether the proposed framework should be phased in to allow local authorities time to collect the appropriate information. Phasing could include
  - collecting a limited number of measures from the list set out in table 2;
  - collect the measures of the development process at a later date; and
  - collect the development management output indicators only.

### Question 7

What are your views on whether the proposed framework should be phased?

### Local monitoring frameworks

52. Given the close relationship between the suggested new output measures and those expected as part of the local development plan monitoring framework we would like your views on whether the Other Output indicators set out in section 9.5.4 of the Local Development Plan Manual (2006) should be replaced and/or revised by indicators 4 – 18 in Table 2 above. LPAs will still be expected to include this information in their AMRs. We will however retain the indicators on waste management capacity and primary land-won aggregates as part of the new framework.
53. We think that by making these national indicators we can ensure that the data collected is consistent across the whole of Wales and avoid the

situation where different interpretations may emerge at the local level. It may also assist local authorities in preparing their LDP evidence base.

#### Question 8

Do you agree that we should consolidate/revise the existing other output indicators set out in LDP Manual (2006) with the proposed new indicators to measure the outputs of the planning system?

54. We understand that if these measures were to be requested by the Welsh Government then costs may be incurred by local authorities in amending and updating their back office systems and training of officers to enable this data to be recorded and then reported.
55. The Welsh Government is considering ways to minimise this burden and we are keen to hear the views of local authorities on how these impacts can be reduced.

#### Question 9 (local planning authorities)

What would be the impacts on your authority from the new Strategic Monitoring Framework?

### How will we use the information?

56. We will use the information gathered as part of the Strategic Monitoring Framework to
  - measure the contribution the planning system makes to our vision of a sustainable Wales (Sustainable Development Scheme); and
  - provide specific evidence of the contribution the planning process is making to sustainable development.
57. We are proposing to publish an annual report to show the contribution the planning system makes to *sustainable resource use, a sustainable economy, sustaining the environment, a sustainable society and the wellbeing of Wales*.
58. We will also use information collected to assist in measuring the implementation of national planning policy and guidance. This will provide further evidence when we review national planning policy and guidance. We aim to publish our first set of information under the **Strategic Monitoring Framework** for the period 2012-13 in the spring of 2013.
59. We would like to hear your views on the best approach to report this information on an annual basis.

### Reporting levels

60. The data collected from the Strategic Monitoring Framework will provide information that can be reported on a national and local level. We are considering how best to report this information and would like to hear your views.

#### Question 10

Do you agree with our proposed approach to reporting the Strategic Monitoring Framework?

### What will happen next?

61. Following the consultation we will review and analyse all consultation responses received. We will publish all responses on our website and publish a consultation summary report. We may consult directly with stakeholders, and use our current mechanisms for engagement with stakeholders to discuss any further issues.
62. Depending on the findings of the consultation it is our aim to publish our final Strategic Monitoring Framework in early 2012. This should allow time for local authorities to set up their systems to measure the annual indicators for the period 2012-2013.
63. We will work with local authorities to help them understand the new data collection requirements in order to minimise any financial burden.

### Consultation Questions

64. We have set out above a number of consultation questions that relate to specific proposals for our Strategic Monitoring Framework. These have been set out in the consultation paper and are contained on the consultation form at Annex F.
65. If you wish to make any comments please complete the consultation form.

## Annex A – Planning Policy Wales – Key Policy Objectives

Chapter 4 of Planning Policy Wales sets out the key planning policy objectives of the Welsh Government. These derive from the Welsh Government priorities in delivering sustainable development.

### Planning Policy Wales Key Policy Objectives

Promote resource-efficient and climate change resilient settlement patterns that minimise land-take (and especially extensions to the area of impermeable surfaces) and urban sprawl, especially through preference for the re-use of suitable previously developed land and buildings, wherever possible avoiding development on greenfield sites.

Locate developments so as to minimise the demand for travel, especially by private car.

Support the need to tackle the causes of climate change by moving towards a low carbon economy. This includes facilitating development that reduces emissions of greenhouse gases in a sustainable manner, provides for renewable and low carbon energy sources at all scales and facilitates low and zero carbon developments.

Minimise the risks posed by, or to, development on, or adjacent to, unstable or contaminated land and land liable to flooding. This includes managing and seeking to mitigate the consequences of climate change by building resilience into the natural and built environment.

Play an appropriate role to facilitate sustainable building standards (including zero carbon) that seek to minimise the sustainability and environmental impacts of buildings.

Play an appropriate role in securing the provision of infrastructure to form the physical basis for sustainable communities (including water supplies, sewerage and associated waste water treatment facilities, waste management facilities, energy supplies and distribution networks and telecommunications), while ensuring proper assessment of their sustainability impacts.

Contribute to the protection and improvement of the environment, so as to improve the quality of life, and protect local and global ecosystems. In particular, planning should seek to ensure that development does not produce irreversible harmful effects on the natural environment and support measures that allow the natural heritage to adapt to the effects of climate change. The conservation and enhancement of statutorily designated areas and of the countryside and undeveloped coast; the conservation of biodiversity, habitats, and landscapes; the conservation of the best and most versatile agricultural land; and enhancement of the urban environment all need to be promoted.

Help to ensure the conservation of the historic environment and cultural heritage, acknowledging and fostering local diversity.

Maximise the use of renewable resources, including sustainable materials (recycled and renewable materials and those with a lower embodied energy). Where it is judged necessary to use non-renewable resources they should be used as efficiently as possible. The use of renewable resources and of sustainably produced materials from local sources should be encouraged and recycling and re-use levels arising from demolition and construction maximised and waste minimised.

Encourage opportunities to reduce waste and all forms of pollution and promote good environmental management and best environmental practice. Waste arising from demolition and construction should be minimised, and opportunities to recycle and re-use this waste promoted.

Ensure that all local communities - both urban and rural - have sufficient good quality housing for their needs, including affordable housing for local needs and for special needs where appropriate, in safe neighbourhoods.

Promote access to employment, shopping, education, health, community, leisure and sports facilities and open and green space, maximising opportunities for community development and social welfare.

Foster improvements to transport facilities and services which maintain or improve accessibility to services and facilities, secure employment, economic and environmental objectives, and improve safety and amenity. In general, developments likely to support the achievement of an integrated transport system should be encouraged.

Foster social inclusion by ensuring that full advantage is taken of the opportunities to secure a more accessible environment for everyone that the development of land and buildings provides. This includes helping to ensure that development is accessible by means other than the private car.

Promote quality, lasting, environmentally-sound and flexible employment opportunities.

Support initiative and innovation and avoid placing unnecessary burdens on enterprises (especially small and medium sized firms) so as to enhance the economic success of both urban and rural areas, helping businesses to maximise their competitiveness.

Respect and encourage diversity in the local economy.

Promote a greener economy and social enterprises.

Contribute to the protection and, where possible, the improvement of people's health and well-being as a core component of sustainable development and responding to climate change. Consideration of the possible impacts of developments - positive and/or negative - on people's health at an early stage will help to clarify the relevance of health and the extent to which it needs to be taken into account.

## Annex B – Proposed new measures

**01-5**

Headline measure	
Output	Wales' Ecological Footprint
	% of Biodiversity Action Plan habitats and species recorded as stable or increasing
	Gross Value Added (GVA) and GVA per head
	% of the population in low-income households
	Wellbeing in Wales
Type	Overarching
Rationale / Objective	To align the new measures with the Sustainable Development Scheme.
Data source	Sustainable Development Indicators
Frequency	Annual
Commentary	<p>We measure our progress towards sustainable development through indicators of everyday concern including health, housing, jobs, crime, education and our environment. Every year we publish Sustainable Development Indicators and the 'In Your Pocket' booklet. We report on 44 indicators including five headline indicators of sustainable development. Our latest indicators were released in August 2011.</p> <p>The latest information can be found here  <a href="http://wales.gov.uk/topics/sustainabledevelopment">http://wales.gov.uk/topics/sustainabledevelopment</a></p>

06

**Headline measure**

Output	Proportion of LPAs with an up to date adopted LDP
Type	Overarching
Rationale / Objective	Local Planning Authorities are required by the Planning and Compulsory Purchase Act 2004 to produce a Local Development Plan
Data source	Local Planning Authority
Frequency	Annual
Commentary	<p>Local Development Plans sit at the centre of the planning system. The drafting and successful adoption of an LDP requires a Sustainability Appraisal to ensure that sustainability is central to LDP policies. These are also guided and informed by Planning Policy Wales and the range of Technical Advice Notes.</p> <p>Each LDP will have a designated 'plan period' which the plan is designed to cover, typically a 15-year period from its inception.</p> <p>This indicator will monitor both the initial uptake of LDPs by local planning authorities and also the 'renewal' of those plans as they reach the end of their planned lifespan. Monitoring the 'up to date' nature of LDPs will ensure that they do not become 'stale' and that they continue to reflect national policy and priorities. A higher proportion of plans 'in date' would represent a positive measure. Given that the transition from Unitary Development Plans included the ability to continue plans to adoption a low initial proportion of adopted LDPs would not in itself constitute a negative measure.</p>

07

## Headline measure

<b>Output</b>	<b>Net change in open space and playing fields</b>
<b>Type</b>	Strategic Location
<b>Rationale / Objective</b>	Technical Advice Note 16: Sport Recreation and Open Space (January 2009) Space recommends that local planning authorities should undertake Open Space Assessments.
<b>Data source</b>	Local Planning Authority
<b>Frequency</b>	Annual
<b>Commentary</b>	<p>TAN 16: Sport, Recreation and Open Space recommends that local planning authorities should undertake Open Space Assessments to provide consistent information to enable community needs for sport, recreation and open space to be addressed. Such assessments should be designed to ensure that adequate sport, recreation and leisure facilities are available which are sensitive to the needs of users, attractive, well designed, well maintained, safe and accessible to all. This indicator is designed to promote the use of such assessments in achieving these outcomes.</p> <p>The Development Control Statistics Review noted that the loss of playing fields and open space 'remains a Ministerial priority' and that 'any measurement needs to record the net change so that loss or gain is clearly identified'. Measuring the actual change in land use (rather than applications determined) ensures that the indicator is focused on the actual quantum of open space provision. Using a net measure ensures that losses are also taken into account alongside gains.</p> <p>Clearly, a positive measure of this indicator would be a net gain in open space and playing fields. However, looking at a single year in isolation could provide an inaccurate picture – often larger development schemes are phased in their consents and delivery. In this way, open space provision (and thus loss/gain) can be 'lumpy' and vary or be influenced by larger schemes. Observing net change will provide an ongoing indication of the 'direction of travel' for open space and playing field provision.</p>

## Supporting Measures

<b>Process</b>	Proportion of LPAs with an up to date open space assessment
<b>Outcome</b>	Proportion of LPAs which meet or exceed benchmark standards for access to open space or, where set, meet or exceed local targets for access to open space.

08

Headline measure	
<b>Output</b>	<b>Total floor space granted/refused (by type) on greenfield and brownfield land</b>
<b>Type</b>	Strategic Location
<b>Rationale / Objective</b>	PPW recommends that previously developed (or brownfield) land should, wherever possible, be used in preference to greenfield sites.
<b>Data source</b>	Local Planning Authority
<b>Frequency</b>	Annual
<b>Commentary</b>	<p>Planning Policy Wales recommends that previously developed (or brownfield) land should, wherever possible, be used in preference to greenfield sites, particularly those of high agricultural or ecological value. Local authorities should work with landowners to ensure that suitable sites are brought forward for development. This indicator is designed to encourage brownfield development by assessing the total floorspace approved and refused in hectares on both brown and greenfield land. With the assumption that the approved developments are implemented, the indicator facilitates a direct year on year comparison of available land by type. However, it should be noted that not all previously developed land is suitable for development due to a range of issues including location, the presence of protected species, valuable habitats, industrial heritage, or contamination.</p> <p>A typically positive measure would be for a higher proportion of brownfield application to be approved, although the factors outlined above make a standard benchmark difficult. Development on greenfield sites would be more complex and might be used in conjunction with other intelligence (such as the overall consent rate obtained through the Quarterly Development Control Return) to infer if greenfield development is being discouraged. In reality, there will continue to be some level of greenfield development in cases where alternative sites are not appropriate or as dictated by other mitigating factors.</p>

09

**Headline measure**

Output	Number of applications submitted with Transport Assessments
Type	Strategic Location
Rationale / Objective	Technical Advice Note 18: Transport
Data source	Local Planning Authority
Frequency	Annual
Commentary	<p><b>Assessment Summary</b></p> <p>TAN 18: Transport recommends that local planning authorities should require developers to submit transport assessments to accompany planning applications for developments that are likely to result in significant trip generation. Transport assessments should provide information on the likely modal split of journeys to and from a site, together with details of measures proposed to improve access by public transport, walking and cycling and reduce the number and impacts of motorised journeys associated within the proposal. This indicator is designed to promote and monitor the use of transport assessments in achieving these outcomes/outputs. However, it should be noted that planning applications will not require a transport assessment if they do not result in significant trip generation.</p> <p>Monitoring of the National Transport Plan is undertaken through a composite indicator set. An indicator set was published as part of the baseline report which can be found online at <a href="http://wales.gov.uk/topics/statistics/headlines/transport2011/110329/?lang=en">http://wales.gov.uk/topics/statistics/headlines/transport2011/110329/?lang=en</a>.</p> <p>Overall, the relationship between the planning system and transport infrastructure provision is complex. The provision and decision-making for core transport infrastructure takes place largely outside the planning system, with a range of legislative tools to expedite planning controls. However, transport provision and accessibility has significant influence on the acceptability of some planning proposals and at the 'next tier' planning is part of the joined-up multidisciplinary approach taken by local authorities. In making decisions, planners will consult with transport professionals where appropriate. Further, whilst planners do not control public transport provision, they can influence aspects such as cycle routes and encourage development which facilitates walking or live-work arrangements.</p>

	<p>It is acknowledged, that on the basis of this complex relationship, this indicator is comparatively weaker when compared to other indicators in the proposed set. It does not by itself fit within the logic chain of transport provision and decision-making. However, the emphasis has been to establish an indicator which captures the role and influence of planning and the way in which it interacts with transport to deliver sustainable outcomes.</p> <p>This indicator is an absolute measure and so in isolation it is difficult to assign a positive or negative result against the data it will yield. However, it will give a strong indication of the 'pipeline' of transport-related issues that are progressing through the planning system and so in turn the 'sphere of influence' of planning as it pertains to sustainable transport provision. Thus, as with other suggested indicators, this indicator would provide strong 'direction of travel' information.</p>
<b>Supporting measures</b>	
<b>Process</b>	Proportion of LPAs covered by an up to date Regional Transport Plan.
<b>Outcome</b>	A number of indicators could be selected from the emerging Transport Monitoring Framework which includes a number of accessibility contour measures for accessing centres and services.

10

**Headline measure**

Output	Number of applications granted/refused (by type) on the flood plain (by flood risk category)
Type	Strategic Location
Rationale / Objective	Technical Advice Note 15: Development and Flood Risk (July 2004) sets out the role of Flood Consequence Assessments in the determination of development proposals with regards to their impact on flood risk. It also identifies the flood risks associated with permitting new development on the flood plain.
Data source	Local Planning Authority
Frequency	Annual
Commentary	<p>The indicator would provide a measure of the exposure of planning policy and decision making to flood risk. It would be a compound indicator containing several related pieces of information. It would look at applications granted and refused on the various flood plain risk categorisations. It would also split the data by application type. The current typology used in the Development Control Statistics returns is: dwellings, offices, industry, retail/distribution, waste/disposal, renewable energy and other.</p> <p>The closest currently collected indicator is gathered through the 'State of the Environment' sustainable development dataset, which measures 'the percentage of new development permitted in the flood plain'. However, this information is derived from the Environment Agency Wales's involvement in planning applications, does not always robustly record the planning decision made (EA Wales are not always informed of decisions) and it does not distinguish between the type of development.</p> <p>The type of development is, in planning terms, an influential factor in determining planning applications which have an element of flood risk associated with them. For example, residential uses in areas prone to flood risk is discouraged. However, a number of commercial or industrial uses can require access to water and so are more often located in such areas. Recording both approvals and refusals will allow a finer grain of analysis which is more sensitive in its appreciation of this context.</p> <p>Although flood risk is not the sole factor in the determination of a planning application it is often in tension with the need to provide for adequate new development. On this basis it was included as a recommendation in the Development Control</p>

	<p>Statistics Review.</p> <p>Interpreting this data will need to be done in the round, for the 'land use' reasons outlined above. Generally, a high proportion of development in the flood plain would represent a negative measure, but the data split by use will be able to enable a greater appreciation of what the data is indicating. It will also be possible to look at the overall approval rate (as a proportion of all decisions) and to compare this to non-floodplain development to further contextualise the indicator.</p>
<b>Supporting Measures</b>	
<b>Process</b>	Number of applications submitted with Flood Consequence Assessments
<b>Outcome</b>	Number of completions on flood risk sites

# 11

## Headline measure

<b>Output</b>	<b>Number of buildings receiving BREEAM and/or Code for Sustainable Homes certification</b>
<b>Type</b>	Design
<b>Rationale / Objective</b>	PPW sets out the planning for sustainable buildings national planning policy which expects most new buildings to achieve a minimum sustainable building standard. This is supported by Technical Advice Note 22: Sustainable Buildings (2010).
<b>Data source</b>	Local Planning Authority
<b>Frequency</b>	Annual
<b>Commentary</b>	<p>This would be a compound indicator containing several related pieces of information. Data on the Code for Sustainable Homes is currently published by the Department for Communities and Local Government. Data on BREEAM certifications in Wales is not currently reported but data is available.</p> <p>A higher number of buildings or homes receiving certification would indicate a positive measure. This could be reviewed as part of time-series analysis to see the longer-term direction of travel and as part of a similarly longer-term transition towards more sustainable residential provision.</p>

## Supporting measures

<b>Outcome</b>	<b>Average energy efficiency ratings for new dwellings (Standard Assessment Procedure)</b>
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# 12

## Headline measure

<b>Output</b>	<b>The proportion of local or recycled materials used in new developments</b>
<b>Type</b>	Design
<b>Rationale / Objective</b>	PPW recommends that planning should maximise the use of sustainable materials, including those produced from local sources and encouraging recycling and re-use.
<b>Data source</b>	Local Planning Authority
<b>Frequency</b>	Annual
<b>Commentary</b>	<p>This indicator is based on a recommendation contained within the Welsh Local Government Association (WLGA) report “Shaping the Way We Work, Live and Play – Practical Guidance on Delivering Sustainable Development Through the Planning System” (available online from <a href="http://www.wlga.gov.uk/english/sustainable-development/shaping-the-way-we-work-live-and-play/">http://www.wlga.gov.uk/english/sustainable-development/shaping-the-way-we-work-live-and-play/</a>).</p> <p>It would be a compound indicator containing several related pieces of information. The indicator would separately record information on local and recycled materials. The indicator would require applicants to provide information on the amount of local and recycled materials to be used. This could most conveniently be provided using ‘bands’ such as 0-25%, 25-50% and so on.</p> <p>Whilst the actual construction techniques and materials used are controlled through building regulations, planning, in trying to achieve sensitive and sympathetic designs often requires applicants to submit details of the materials and finished to be used on development. This indicator extends this to include not only a ‘similar’ finish, but a ‘sustainable’ one.</p> <p>The WLGA report noted that the desired monitoring outcome would be a year-on-year increase in the proportion of local or recycled materials.</p>

## Supporting measures

<b>Process</b>	Proportion of LPAs with SPGs in place that require use of recycled or reclaimed materials where possible in new construction
<b>Outcome</b>	Proportion of construction and demolition waste reused and recycled.

13

Headline measure

Output	Renewable energy generation (mW) granted/refused by type and capacity
Type	Facilitating Infrastructure and its Use
Rationale / Objective	PPW sets out the Government's commitment to using the planning system to facilitate renewable and low carbon generation to support wider renewable energy targets and aspiration. This is supported by Technical Advice Note 8: Renewable Energy.
Data source	Local Planning Authority
Frequency	Annual
Commentary	<p>This would be a compound indicator to include information on both granted and refused application, and would split this by source/energy type such as biomass, heat, hydro, wind and solar/photovoltaic generation. This indicator would also provide information in relation to the potential generating capacity (in megawatts).</p> <p>The Development Control Statistics Review noted that this indicator would not capture information on microgeneration since this is often permitted development and so not subject to a planning application. However, the Review noted that it would help monitor the effectiveness of implementation of climate change policy. It is also likely that this indicator could omit those larger schemes covered by primary legislation and so also not subject to planning control or decision-making by the local authority. However, it would provide a <i>de facto</i> measure of the role in which planning has had in delivering renewable energy capacity.</p> <p>The 'outcome' information, namely the renewable energy generation by renewable energy source/type is monitored as part of the Sustainable Development dataset. As with other development delivered through the planning system, capturing the 'consented' element relates more directly to the local planning authority element rather than the 'completed' element which is also influenced by economic cycle, phasing, viability, land acquisition and so on.</p> <p>A positive measure would be indicated by a sound level of approvals overall, and in a configuration (of generating source or type) which is in keeping with the LPA context and national policy. This would relate not only to approved application numbers but also to the approved generating capacity itself. Similarly, the indicator could also provide insight in relation to applications and capacity which is being applied for and being refused, again split by generating</p>

	source or type. This is likely to be quite a 'lumpy' indicator with significant year-on-year variation at a local authority level as major schemes progress through the system.
<b>Supporting measures</b>	
<b>Process</b>	Proportion of LPAs with an up to date renewable energy assessment.
<b>Outcome</b>	Renewable energy generation (mW) by type (capacity installed)

14

### Headline measure

<b>Output</b>	<b>Total area of granted/refused development in protected areas (European and national designations)</b>
<b>Type</b>	Conservation and Enhancement
<b>Rationale / Objective</b>	PPW (Conserving and Improving Natural Heritage and the Coast) notes that Wales must meet its international responsibilities and obligations for the natural environment which includes areas covered by European and National statutory designations. PPW also stresses that the natural heritage of Wales is not confined to designated areas.
<b>Data source</b>	Local Planning Authority
<b>Frequency</b>	Annual
<b>Commentary</b>	<p>Information on the area affected by consented development would be recorded across a range of protections including Special Protection Area, Special Area of Conservation, RAMSAR sites, Areas of Outstanding Natural Beauty and Site of Special Scientific Interest. It is not felt necessary to split the data by designation type, but information should be split according to grant or refusal of planning permission. Data should not be double-counted where a site has multiple designations. Information is already recorded (through the Development Control Return) on the volume and nature of development in National Parks.</p> <p>Whilst PPW is clear that conservation of the natural environment is not purely related to planning for areas covered by statutory designations, their clear designation makes monitoring easier and serves as a proxy indicator for the natural environment as a whole.</p> <p>This information would need to be sensitively interpreted. One might consider a high figure to be a negative measure, but it is likely that (given the low numbers of applications in such areas) that those applications submitted represent development which has been negotiated upon, included mitigation measures and which passes the stringent 'precautionary principle' tests. Again, given the low numbers of applications involved, it is likely that this indicator would serve more as a 'flag' than a quantitative measure. It could be a starting point for investigation, support or review of policies, proposals or designations.</p>

### Supporting measures

<b>Process</b>	Proportion of LPAs which have an Environmental Capacity Study in place.
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<b>Outcome</b>	Sustainable Development Headline Indicator 3 – Biodiversity Conservation
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15

**Headline measure**

Output	Number of Listed Building and Conservation Area Consents granted/refused
Type	Conservation and Enhancement
Rationale / Objective	Section 6 of Planning Policy Wales, Edition 4 (February 2011) (Conserving the Historic Environment) stresses the importance of protecting historic places and assets. It covers Conservation Areas and Listed Buildings as well as other designations such as World Heritage Sites, Landscapes, Parks and Gardens and Ancient Monuments.
Data source	Local Planning Authority – DC Quarterly Study
Frequency	Annual
Commentary	<p>PPW makes a clear distinction between those designations for which planning permission is ‘sufficient’ and those for which greater (Welsh Government) consent is required. This indicator focuses on the main elements which LPAs are involved, namely Listed Buildings and Conservation Areas.</p> <p>Would be a compound indicator containing several related pieces of information. It would consider planning applications granted and refused planning application for both Listed Building Consent and Conservation Area Consent.</p> <p>The Development Control Statistics Review originally rejected the recording of this information on the basis that ‘the review has not revealed concern among authorities or in WAG about the workload consequences of heritage applications’. The Review was principally concerned with performance and throughput assessment, and was not concerned with identifying the impact of the planning system on the delivery of sustainable development. It is understood that both Listed Building Consents and Conservation Area Consents are currently being considered for inclusion within the revised Development Control returns. This would not only bring Wales into line with similar monitoring regimes within the United Kingdom, but would enable the capture of significant information in relation to the way in which planning is promoting, managing and safeguarding heritage interests in line with sustainable development principles.</p> <p>Perhaps more so than any other indicator within the suggested Strategic Monitoring Framework, it is difficult to consistently identify a ‘high’ or a ‘low’ figure as a positive or negative measure. For example, a high number of Listed Building Consents might relate only to the incidence of Listed Buildings within an authority. However, it might positively relate to management programmes and active promotion of</p>

	<p>conservation. Conversely, it might also represent a 'crack down' in less desirable maintenance practices which has resulted in a number of retrospective applications.</p> <p>For this reason, the inclusion also of refusals in addition to approvals is important as one way of providing an overall 'sense check' on the data, and a means of helping achieve a more sensitive analysis.</p>
<b>Supporting measures</b>	
<b>Process</b>	Proportion of Conservation Areas with an up to date appraisal in place,
<b>Outcome</b>	Number of Listed Buildings on the 'Buildings at Risk' Register

# 16

Headline measure	
<b>Output</b>	<b>Number of new homes (by type) granted permission</b>
<b>Type</b>	Social, Cultural and Economic Wellbeing
<b>Rationale / Objective</b>	PPW (Housing) outlines that the Welsh Government will ensure that there is a mix of affordable and market housing. This is supported by Technical Advice Note 2: Planning and Affordable Housing (2006) which includes the requirement for housing and planning authorities to undertake local housing market assessments in participation with key stakeholders.
<b>Data source</b>	Local Planning Authority
<b>Frequency</b>	Annual
<b>Commentary</b>	<p>In addition to a Local Housing Market Assessment referred to in TAN 2, LPAs also undertake Joint Housing Land Availability (JHLA) studies which provide detail on housing completions and the supply of land. There is, therefore, a 'gap' in the planning process between compiling an evidence base and monitoring completions. This is the grant of consent for housing, and forms the basis for this indicator.</p> <p>This would be a compound indicator containing several related pieces of information. Information would be recorded for all housing units granted planning permission, split by the type of housing covered, e.g. affordable or market, as a minimum but it could be split further into supported, shared ownership etc.</p> <p>The Development Control Statistics Review did recommend recording the number of dwellings granted and refused (split by outline, full and reserved matter application to avoid issues around potential double-counting). This could potentially be split between affordable and market housing and integrated within a revised return.</p> <p>A positive measure would be a sound level of housing provision which is relatively consistent year-on-year and which includes a reasonable proportion of affordable housing that is consistent with the underlying planning policy.</p>
Supporting measures	
<b>Process</b>	Proportion of LPAs with an up to date Local Housing Market Assessment.
<b>Outcome</b>	New House Building and Social Housing Sales (completions)

17

**Headline measure**

Output	Employment land bank (years provided)
<b>Type</b>	Social, Cultural and Economic Wellbeing
<b>Rationale / Objective</b>	PPW (Supporting the Economy) outlines the need to designate land for employment needs. This includes promoting the green economy and social enterprises. Rural areas are covered under Technical Advice Note 6: Planning for Sustainable Rural Communities (2010).
<b>Data source</b>	Local Planning Authority
<b>Frequency</b>	Annual
<b>Commentary</b>	<p>Local Planning Authorities are currently required to demonstrate an appropriate housing trajectory, including a 5-year housing land supply (or 'bank'). Whilst many authorities consider their employment land supply in similar terms, this information is not currently collected. Collecting this information would fill the logic chain 'gap' between the 'process' elements (the Employment Land Review and resulting plan allocations) and the 'outcome' element (namely, employment levels). Critically, this indicator would illustrate the exact role of planning in delivering a sustainable supply of employment land/sites. Whilst the planning system cannot by itself compel developers to submit applications/develop employment sites, and accepting this take up is subject to wider economic factors, this indicator would demonstrate that the planning system in prioritising and setting aside sufficient land for employment uses. This is consistent with the findings of the "Planning for Sustainable Economic Renewal" report.</p> <p>A positive measure would be a reasonable employment land bank that does not potentially under- or over-supply. A lower figure might imply an under-supply which could be restricting economic development and employment opportunities, whilst a higher figure might imply an over-supply which could indicate that an excessive number of sites are being held back from other forms of development compared to the underlying demand. As with a number of these indicators, the absolute level will vary over time and between authorities, but the use of the indicator will be in observing the direction of travel and relative change year-on-year.</p>
<b>Supporting measures</b>	
<b>Process</b>	Proportion of LPAs with an up to date Employment Land Review

<b>Outcome</b>	Gross Value Added (GVA) per capita
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18

## Headline measure

<b>Output</b>	<b>Total floor space granted/refused (by type) (combining greenfield and brownfield land) (offices/industry/retail/distribution)</b>
<b>Type</b>	Social, Cultural and Economic Wellbeing
<b>Rationale / Objective</b>	PPW (Supporting the Economy) sets out the Government's planning policy on economic development.
<b>Data source</b>	Local Planning Authority
<b>Frequency</b>	Annual
<b>Commentary</b>	<p>The recent research report "Planning for Sustainable Economic Renewal" refers to the need to understand the distribution of traditional 'B-class' uses, for the regeneration and reuse of suitable sites, and the need to understand the gross and net change in stock of employment land</p> <p>This proposed indicator would be a compound indicator containing several related pieces of information. The indicator would seek to record the amount of floorspace both granted and refused planning permission, combining both greenfield and brownfield land but split by the use type. The use split recommended by the Development Control Statistics Review included dwellings, offices, industry, retail/distribution, waste disposal, renewable energy, travellers sites and other. The indicator would need to confirm that it was measuring floorspace provision rather than site area, and would need to reach consistency between the use of gross or net floorspace measures. Either measure would be acceptable for this purpose and so, accordingly, gross floorspace is likely to be easier to obtain and use based on information submitted by applicants.</p> <p>Whilst conceptually a different indicator to the earlier 'Total floor space granted/refused (by type) on greenfield and brownfield land' this would utilise the same underlying dataset suggested in the revised Development Control Statistics return.</p> <p>Given the multi-faceted nature of the data, there is unlikely to be a single overall 'positive' or 'negative' measure, but rather this indicator will give a summary feel for the mix and scale of employment and development coming forward by its approximate use. It will also show if there are any variations in the approval 'success rate' of one particular use compared to others.</p>
<b>Supporting measures</b>	
<b>Outcome</b>	Employee jobs by industry.

## **Annex C – Further information**

Research: A Strategic Monitoring Framework for the Planning System (2011)

<http://wales.gov.uk/topics/planning/planningresearch/publishedresearch>

One Planet: One Wales (2009)

<http://wales.gov.uk/topics/sustainabledevelopment/publications/onewalesoneplanet/?lang=en>

Planning Policy Wales (2011)

<http://wales.gov.uk/topics/planning/policy/ppw2010/?lang=en>

Review of Land Use Planning Indicators: Wales planning research programme (2002)

<http://wales.gov.uk/topics/planning/planningresearch/publishedresearch/1847099/?lang=en>

Review and Evaluation of the Development Control Monitoring Process

<http://wales.gov.uk/topics/planning/planningresearch/publishedresearch/dcstatsresearch/?lang=en>

Sustainable Development Indicators (2009)

<http://wales.gov.uk/topics/statistics/theme/sustain-develop/?lang=en>

Wales' Ecological Footprint – Scenarios to 2020 (2008)

<http://wales.gov.uk/topics/sustainabledevelopment/publications/onewalesoneplanet/?lang=en>

Statistical Directorate [www.wales.gov.uk/statistics](http://www.wales.gov.uk/statistics) and

<http://wales.gov.uk/topics/statistics/about/standards/?lang=en>

State of the Environment Report (2011)

<http://wales.gov.uk/topics/statistics/theme/environment/stateenv>

Sustainable Development Indicators

<http://wales.gov.uk/topics/statistics/theme/sustain-develop>

Research: Joint Housing Land Availability Studies Process Review (2011)

<http://wales.gov.uk/topics/planning/planningresearch/publishedresearch/jhlasresearch>

## Annex D - Analysis of potential data users

Users	Uses
Officials in the Welsh Government	<p>The statistics proposed may be used internally for</p> <ul style="list-style-type: none"> <li>- the formulation and monitoring of national planning policy and guidance;</li> <li>- allocating resources;</li> <li>- performance monitoring; and</li> <li>- demonstrating the benefit of the planning system.</li> </ul>
Local government	<p>It may be used by local government to:</p> <ul style="list-style-type: none"> <li>- assist the preparation of local planning policy (evidence base);</li> <li>- assist in the decision making process for planning applications;</li> <li>- benchmarking;</li> <li>- allocating resources; and</li> <li>- monitoring of the Local Development Plan.</li> </ul>
Environment Agency Wales	Monitoring land use changes in flood risk areas
CADW	Land use change in protected areas
Business	Evaluation of trends in development activity in specific areas of land use.
Professional institutes and academia	Analysis of planning and land use; academic research.
Third sector	Land use change in areas of specific interest.
Media	To provide accurate statistics for articles in the trade press

## **Annex E – List of bodies/organisations invited to respond to this consultation**

All Local Planning Authorities

All Wales Ethnic Minority Association (AWEMA)

Architecture Verte Ltd.

Arup

Association of National Park Authorities

Bartlett School of Planning

BRE Global Ltd

British Waterways

Bwrdd yr Iaith - Welsh Language Board

Cadw

Campaign for National Parks

Campaign for the Protection of Rural Wales

Capita Symonds

CBI Wales

Chartered Institute of Housing

Cheshire West and Chester Council

Children's Commissioner for Wales

Citizens Advice Bureaux

Civic Trust for Wales

Coal Authority

Community Enterprise Wales

Community Housing Cymru

Commissioner for Sustainable Futures

Country Land & Business Association

Countryside Council for Wales

Crown Estate Commissioners

Cynnal Cymru

Department for Economy and Transport – Roads and Projects WAG

Department for Rural Affairs WAG

Department of City and Regional Planning Cardiff University

Department of Energy and Climate Change

Department of Law Cardiff University

Design Commission for Wales

Development Planning Partnership

Disability Wales

Disabled Persons Transport Advisory Committee

DTZ

Energy Savings Trust

Entec UK Ltd.

Environment Agency Wales

Federation of Small Businesses

Farmers Union of Wales

Federation of Master Builders

Friends of the Earth Cymru

Forestry Commission Wales

Geldards  
GMB  
Greenpeace UK  
Gwent Association of Voluntary Organisations (GAVO)  
Health and Safety Executive  
Herefordshire Voluntary Action  
Home Builders Federation  
IoD Wales  
Land Registry Wales Office  
Land Use Consultants  
Landscape Institute Wales  
Law Society Wales  
Ministry of Defence  
National Air Traffic Services  
National House Building Council  
National Trust  
Network Rail  
NFU Cymru  
Older People's Commissioner for Wales  
One Voice Wales  
Operator of Cardiff Airport  
Planning & Environment Bar Association  
Planning Aid Wales  
Planning Inspectorate Wales  
Planning Officers' Society Wales  
Police Liaison Officer  
Public Services Ombudsman for Wales  
Race Equality First  
RNIB Cymru  
RNID Cymru  
Royal Institution of Chartered Surveyors Wales  
Royal Society of Architects in Wales  
Royal Town Planning Institute in Wales  
RPS Planning and Development  
RSPB Welsh Headquarters  
Sports Council for Wales  
Stroma Accreditation  
Sustainable Wales  
TGWU  
The Centre for Sustainable Planning and Environments  
The Equality and Human Rights Commission  
The Guide Dogs for the Blind Association  
The Outdoor Media Centre Ltd  
The Outdoor Advertising Council  
Theatres Trust  
Town and Country Planning Association  
Town and Country Planning Services (Conwy)  
Turley Associates  
Unite  
Wales Council for the Blind

Wales Council for the Deaf  
Wales Council for Voluntary Action  
Wales Disability Rights Commission  
Wales Environment Link  
Wales Tourist Board (Visit Wales)  
Wales TUC  
Wales YFC  
Wales Zero Carbon Hub  
Welsh Local Government Association  
Welsh School of Architecture Cardiff University  
WWF Cymru