



PRE-DRAFT



**REGIONAL SPATIAL STRATEGY
(RSS)**



TOPIC PAPER 18:

MONITORING



**Consultation
Winter 2004/05**



Foreword

The Yorkshire and Humber Assembly has reached another crucial stage in the development of 'PLANet Yorkshire and Humber' - the new Regional Spatial Strategy (RSS). A draft of the new RSS is to be submitted to Government by the end of April 2005.

In preparing the new draft RSS the Assembly is committed to involving as wide a range of organisations and individuals as possible. The preparation process for the new draft RSS therefore provides for two specific periods of public consultation *before* a new draft RSS is prepared and submitted to Government. This is in addition to the continual involvement of many partners in the technical work for the new RSS.

The first consultation document - 'Draft Spatial Vision and Strategic Approach' (July 2004) - considered the overall approach that should guide the preparation of the new RSS (particularly the role of sub-areas), key issues facing different parts of the region and possible responses to these issues.

We have now reached the second stage of consultation. This is based on the need to consider in more detail how we can develop a clear spatial strategy for the region that takes into account all of the issues identified in the RSS Project Plan ('Shaping the Future', January 2004). This second stage of consultation is therefore structured around a series of 'topic papers', of which this is one. The full list of topic papers is:

Topic paper 1:	Introduction to Pre-Draft RSS
Topic paper 2:	Spatial Options
Topic paper 3:	Housing
Topic paper 4:	Economy
Topic paper 5a:	Freight
Topic paper 5b:	Strategic Public Transport
Topic paper 5c:	Public Transport Accessibility
Topic paper 5d:	Demand Management
Topic paper 5e:	Aviation
Topic paper 5f:	Transport Investment Priorities
Topic paper 6:	CAP reform
Topic paper 7:	Energy
Topic paper 8:	Water
Topic paper 9:	Sustainable Tourism
Topic paper 10:	Forestry
Topic paper 11:	Biodiversity
Topic paper 12:	Culture
Topic paper 13:	Health
Topic paper 14:	Education
Topic paper 15:	Minerals
Topic paper 16:	Sustainable Waste Management
Topic paper 17:	Retail and Leisure
Topic paper 18:	Monitoring

Please bear in mind that these topic papers are raising many challenges that policies in the new RSS will need to address. The topic papers do not include draft policies and there will need to be a great deal of integration across topic areas before the policies are drafted. The purpose of this stage of consultation is to receive feedback on what direction you think RSS policy should take.

Please note that these topic papers have not been endorsed by the Assembly, or its advisory body the Regional Planning and Infrastructure Commission. They do not represent Assembly policy but give an important opportunity for a wide range of stakeholders to feed in to the further development of the new RSS for the Yorkshire and Humber region.

Your comments

We would like your comments on these topic papers. You can answer the questions that we ask in the papers or you can send us your general comments.

We need to hear from you by **Friday 25 February 2005** so that your views and ideas can be taken into account as we prepare the new draft RSS to submit to Government.

Please send your comments to

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Or email them to: emma.hunt@yhassembly.gov.uk

All the topic papers and accompanying documents can be found at www.yhassembly.gov.uk

Strategic Environmental Assessment/Sustainability Appraisal

At each stage of the development of the new RSS, a Strategic Environmental Assessment/Sustainability Appraisal (SEA/SA) is being carried out. At this stage, this appraisal has particularly concentrated on Topic Paper 2 – Spatial Options. The report of this appraisal is also available from the Assembly.

Any queries

If you have any queries about the topic papers, or any aspect of RSS, please call the Regional Planning and Transport team on 01924 331590.

Topic Paper 18 - Monitoring

Introduction

1. The regular monitoring of RSS is essential to keep a check on whether the strategy is working and if any changes are necessary to it. RSS will be implemented through local development documents (LDDs), local transport plans (LTPs) and a range of other strategies and decisions. How it is impacting on other plans and strategies and real world outputs therefore needs to be monitored. This in turn should lead to revisions in policy if necessary. It is the responsibility of the Assembly to carry out this monitoring and review in liaison with GOYH and other stakeholders.
2. A greater emphasis has been placed on the need to monitor through the Planning and Compulsory Purchase Act 2004. Regulation 5 of the Town and Country Planning (Regional Planning) (England) Regulations 2004 *requires* that the Assembly (as Regional Planning Body - RPB) submit an Annual Monitoring Report to the Secretary of State. The Act makes clear that the main purpose of the Annual Monitoring Report is to consider whether implementation of the RSS is being achieved in line with the purposes of the RSS.
3. The new RSS will therefore need to include a clear monitoring and implementation framework which makes provisions for the annual production of a Monitoring and Implementation report.

Background

4. RPG12 (Regional Planning Guidance for Yorkshire and the Humber, published in October 2001) set out the initial framework of indicators and targets against which the progress towards achieving regional planning policy objectives have been measured. The Assembly has produced two Annual Monitoring Reports on the basis of this framework.
5. Chapter 11 of the recently published Regional Spatial Strategy for Yorkshire and Humber (published in December 2004 and based on the Selective Review of RPG) focuses on 'Monitoring, Implementation and Review' and gives the general philosophy and approach and details of the monitoring machinery and procedures that will be used. This chapter has been revised from RPG12 to incorporate the requirements of the Planning and Compulsory Purchase Act 2004 in relation to monitoring, implementation and review.
6. The whole suite of indicators and targets and the monitoring framework as a whole were not reconsidered as part of the Selective Review of RPG. However, changes to a number of individual indicators were made to ensure that they reflected any changes that were being made to the policies to which the indicators related.

7. In addition, significant revisions were made to the transport indicators found in the Regional Transport Strategy chapter of the document. Policy T4 of the RPG12 (issued in October 2001) required that an audit of available data sources and existing local transport plan indicators should be undertaken in order to establish common data sets and baselines on which a focused set of regional indicators and targets could be based. Accordingly, the Assembly commissioned a study in 2003 to review these indicators and to develop a new monitoring framework for the RTS. The resulting revised transport indicators were considered as part of the Selective Review of RPG and are included in the final published RSS (based on that Selective Review).

Process

8. Within the last year, a regional monitoring group has been formed (with sub-regional representation from local authorities) and through this links with local authority monitoring officers throughout the region have been strengthened. The regional monitoring group initially met to consider the Assembly's annual data request to local authorities, gathering information for the production of the Annual Monitoring Report. This has allowed the local authorities to influence the content of the data request, what data is requested and the definitions of this data. Links with monitoring officers through the region have been maintained since this initial meeting. The Assembly has made frequent contact with officers to update on progress in areas such as Local Development Framework (LDF) Monitoring and core output indicators, and to feed comment on these areas from the local authorities back up to the Office of the Deputy Prime Minister (ODPM). Also, the South Yorkshire Monitoring Group has been reconvened on the back of the regional monitoring group.
9. Work has also been undertaken to develop the application of Geographic Information Systems (GIS) and other mapping technologies into RSS Monitoring.

Content

Key Issues

10. Current RSS provides an up to date picture of the general approach to monitoring, implementation and review (taking on board the requirements of the Planning and Compulsory Purchase Act 2004). These aspects may therefore not require significant alteration in drafting the new RSS, but they should nevertheless be re-examined in light of how they sit within the overall context and presentation of the new RSS. New Government Guidance on Regional Spatial Strategies (PPS11, paragraph 3.10) states that the Assembly (as Regional Planning Body) should provide the Secretary of State with details of the proposed monitoring arrangements where they are not set out in the RSS itself.

11. Government guidance also emphasizes the need to make certain that there are clear arrangements to ensure close linkages between the production of regional and local annual monitoring reports. Appropriate monitoring protocols need to be agreed with regional partners (including Yorkshire Futures - the Regional Intelligence Network) to ensure that monitoring becomes routine and effective. These aspects will need consideration in the development of the 'new' RSS.
12. In drafting the new RSS the Assembly will also need to give consideration to the specific indicators and targets that will provide the framework for monitoring. Clearly as policies for the new RSS are developed, the existing suite of indicators and targets will be necessary to ensure consistency with the emergent policies.
13. In reviewing the monitoring and implementation framework and suite of indicators/ targets, the Assembly will need to consider the following, which are presented in no order of priority:
 - **Has the policy changed to such a degree as to require a new indicator?:** in some cases, it may be that existing indicators do not require amendment and fit the purpose of the policy to which they relate. However, RSS may include additional policy or significantly reworded policies which require new indicators.
 - **Should indicators be presented in the RPG style?:** RPG indicators were assigned to specific topic areas, such as housing, economy, transport. Is it appropriate to continue this method of presentation or should indicators from a range of topic areas be "bundled" together to provide a better picture of how the broader and more 'cross-cutting' RSS objectives are being implemented?
 - **Is there a need to reduce the number of indicators found in existing RSS:** at the moment there are more than 100 indicators in RSS. Should we approach a review of the suite of indicators with the aim of reducing numbers (this would enable monitoring to be better focused) or should the aim be to ensure they are fit for the purpose regardless of number?
 - **The need to draw upon latest monitoring developments** such as ODPM's proposed national output indicators for RSS and Local Development Frameworks and the Department for Transport's proposed mandatory LTP indicators. ODPM are soon to publish detailed guidance on how to monitor regional plans, which applies to RSSs, in the revised guide 'Monitoring Regional Spatial Strategies: Good Practice Guidance on Targets and Indicators'. This will contain the core output indicators which should be monitored by all RPBs. Similar guidance is being prepared for LDD monitoring. These core indicators will need to be incorporated into the monitoring framework.
 - **how we make best use of existing intelligence:** data, information and indicators should be drawn from existing datasets (e.g. public service agreements, best value, sustainable communities, quality of life, regional competitiveness Indicators etc) to avoid unnecessary duplication. 'Progress in the Region' (an annual report

on regional performance, prepared by Yorkshire Futures) already reports on a range of broad regional indicators (economic, social and environmental etc) that could be considered to set the 'context' within which RSS works. Should the approach be to use 'Progress in the Region' as the means of reporting on these 'contextual' indicators, thereby allowing annual monitoring of RSS monitoring to focus on 'output' indicators (i.e. indicators that measure direct impacts of specific policies)?

- **The need for the monitoring framework to flexible:** The increasing emphasis on monitoring is likely to result in improved datasets and resources. A number of current and ongoing statistical initiatives (e.g. neighbourhood statistics, national land use database etc) indicate that more comprehensive datasets are likely to emerge and the monitoring framework needs to be flexible enough to make use of these in the future. The framework should also ensure that it is possible to build in experiences gained through the preparation of each AMR over time.
- **choice of suitable timescales for reporting against indicators:** some aspects of spatial planning may not be capable of assessment in the short term. The assessment of policy implementation is complex and it may be some time before the policies in RSS begin to have tangible benefits within the region. Timescales for reporting against indicators need to reflect this complexity and the monitoring framework should be clear about its expectations for monitoring timescales.
- ensuring consistency across national, regional and local monitoring frameworks: for instance, in terms of data source, definitions, phraseology, timebands.

Questions for Consultation

1. *Are the key issues identified above the right issues for reviewing and developing the monitoring and implementation framework and suite of indicators?*
2. *Are there any other key areas that need to be considered in reviewing the suite of indicators in addition to those listed above?*
3. *How can RSS ensure that links between local and regional monitoring are developed to the extent that monitoring becomes routine and effective and avoids duplication of work?*
4. *How might the suite of indicators be used to greatest effect in demonstrating progress towards the achievement of RSS objectives? Might "bundles" of indicators (related to objectives, rather than individual policies) be more appropriate? Would sub-area indicators be appropriate in some cases, as well as data for local authority areas?*
5. *Should it be an aim to reduce the number of indicators found in existing RSS?*
6. *Should the annual publication 'Progress in the Region' become the 'contextual' tier for the monitoring of RSS, allowing the RSS Annual Monitoring Report (AMR) to concentrate on the monitoring of output indicators (i.e. those areas on which RSS policy has a specific impact?)*

References and Source Documents

Regional Spatial Strategy for Yorkshire and the Humber to 2016 (based on the Selective Review of RPG12) is available through a link from the Assembly's web-site at www.yhassembly.gov.uk

Annual Monitoring Reports for RPG for 2002 and 2003 are available on the Assembly's web-site at www.yhassembly.gov.uk.

Government Guidance on Regional Spatial Strategies (PPS11) is available on the ODPM web-site at www.odpm.gov.uk

(when published) – ODPM Good Practice Guides to RSS and LDF Monitoring.