

Report of Director of City Development

Report to Executive Board

Date: 9th October 2013

Subject: East Leeds Extension and East Leeds Orbital Road – Outcome of Feasibility

Capital Scheme Number:- 16747 / 000 / 000

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

Summary of main issues

1. The East Leeds Extension (ELE) is the single largest area of allocated green field housing land in the city. Together with adjacent land with planning permissions and emerging proposals for residential development the area has potential to accommodate up to 7000 new homes as a significant contribution to the city's housing growth targets for 2028, as set out in the Core Strategy. The ELE represents an opportunity for the Council to work with partners in embedding the Best City ambitions, delivering critical infrastructure and ensuring the creation of 'liveable places' in an area of major growth, from the outset.
2. Development of the ELE will require the co-ordinated provision of significant social and physical infrastructure across a large area, working with a range of land and development interests. Work is underway on a transport strategy that will set out how the travel and movement needs through and around the area should be met across a range of transport modes. A critical element of this will be the delivery of a new East Leeds Orbital Road (ELOR) to support development and offer strategic transport and movement benefits for this part of the city.
3. Following a report to Executive Board in January 2013, the Council identified the need to take a leading role in planning and co-ordinating the ELOR and commissioned a feasibility study in March. This work has now been completed and recommends that

the ELOR should be a dual carriageway of a 50mph design speed with junctions limited to the existing main routes through the area. An indicative preferred route of the road has been set out in Appendices 2 - 6, though it should be noted that this is a pre-design feasibility alignment only and further detailed work will be required to validate and fix the exact position of the junctions and inter-linking sections.

4. There are a number of constraints to the delivery of the road as a single project – differing site development programmes for land owners/housing developers across the area, impact of costs on commercial viability, availability of public funding and potential requirement for land assembly. These require consideration of a practical phasing of construction alongside separate sections of housing development.
5. It will also be vital to engage all landowners and local people in the work and it is proposed that discussions with all land interests take place by the end of 2013 and that public consultation on the outcomes of the feasibility and delivery considerations is undertaken in the Spring of 2014.
6. The Council is in a position to continue to take a leading role in setting the conditions for a co-ordinated delivery of ELOR and related infrastructure as part of the development of the East Leeds Extension. As well as agreeing and delivering other elements of the wider transport strategy for the area, technical work on ELOR will be progressed by accessing project development resources from the West Yorkshire Transport Fund, using the outcome of the feasibility work as a basis to validate and check the preferred route through environmental and site surveys to inform further detailed design and to move towards a fixed position for the route.
7. The Council will also continue to lead on discussions to establish an appropriate and mechanism for funding the road that provides clarity and certainty for land owners and developers on how they will be expected to contribute to the costs of delivering the full route of ELOR.

Recommendations

Executive Board is asked to:

- i. Note and support the work to establish an East Leeds Transport Strategy embracing the needs of pedestrians, cyclists, public transport and cars, which is being led by the Chief Officer Highways & Transportation (as set out in paragraphs 3.7 - 3.11);
- ii. Note the outcome of the East Leeds Orbital Road feasibility study, as set out in the report and at Appendices 2 - 6
- iii. Approve the Chief Asset Management & Regeneration Officer to undertake communications and consultation on the indicative alignment of the East Leeds Orbital Road with land owners, local residents and stakeholders by the end of 2013 (as set out in paragraph 4.1.7);
- iv. Note and support the submission by the Chief Officer Highways & Transportation on behalf of the Council of a mandate for £1.31m of project development resources through the West Yorkshire Transport Fund, to move

the scheme from feasibility through validation and scoping stages, incorporating consideration of a practical and deliverable phasing for construction that meets strategic highways objectives and supports the viable delivery of residential development, with a view to being in a position to submit a planning application (as set out in paragraph 3.78);

- v. Approve an injection by the Chief Officer Highways & Transportation of £1.31m into the Capital Programme and give Authority to Spend £1.16m on the further feasibility, validation and scoping work set out in in paragraph 3.77, subject to approval by METRO of the mandate for West Yorkshire Transport Funding, with further reports to made to Executive Board on this work;
- vi. Request that in parallel to recommendation (iv) above, the Chief Planning Officer continues work to establish funding for ELOR, including the exploration of a suitable means of establishing appropriate contributions from developers (as set out in paragraph 3.65).

1. Purpose of this report

- 1.1 This report provides details of work undertaken on the Council's behalf to set out an approach to the design and delivery of a new East Leeds Orbital Road as part of a wider transport strategy to support the development of land for new housing in the East Leeds Extension.
- 1.2 It also sets out proposed next steps for Executive Board to consider how the Council could take forward further design and specification of the road and play a further role in the co-ordinated provision of infrastructure and development across the area.

2 Background information

- 2.1 The East Leeds Extension (ELE) is an area of UDP-allocated green field housing land covering some 215ha at the edge of the city. Together with adjacent sites that have planning permissions at Grymes Dyke and at Manston Lane the area has the potential to accommodate up to 7000 new homes and make a significant contribution to the Core Strategy housing growth target of 70,000 new homes by 2028.
- 2.2 The ELE is the single largest opportunity in the city to deliver new high quality residential neighbourhoods on allocated green field housing land. It offers a spatial focus for the delivery of the Best City ambition, building in from the very earliest planning stages the aspirations to create a Child Friendly city, meet the needs of older people, enable positive public health outcomes and to deliver attractive and sustainable travel choices and ensure that development is achieved in a way that meets the growth needs of the city whilst complementing and improving the amenity of existing neighbourhoods.
- 2.3 The process of 'place-making' for the ELE will embrace the planning and delivery of new homes, schools, retail and community facilities, green spaces, sports and leisure facilities, transport and movement infrastructure. It will require co-ordination with a range of development interests across a number of land ownerships and over a period likely to span several years.
- 2.4 The Council itself has land in the ELE - Red Hall was the subject of a report to Executive Board in September 2013. Members approved the principles to inform drafting of an Informal Planning Statement for the site that would guide future development of around 375 new homes and set out the provision of local infrastructure and facilities to support both the development and surrounding neighbourhoods. There are other Council land holdings in the southern part of the East Leeds Extension allocation.
- 2.5 At its meeting in January 2013 Executive Board noted the critical importance of delivering a new East Leeds Orbital Road (ELOR), which is required as part of the policy associated with the original ELE UDP allocation, to join the Outer Ring Road at Red Hall around the east side of Leeds to Thorpe Park, joining a new Manston Lane Link Road (MLLR) where it would connect into the existing highway infrastructure and link to the M1 motorway.

- 2.6 The ELOR would effectively become a new 4.3 mile (7km) route to support all allocated and approved development in the East Leeds Extension and to achieve the strategic highway objective to provide an upgrade in orbital capacity, enhance links from north Leeds and beyond to the M1, with the benefit of reducing traffic in urban Leeds and relieving congestion on the existing road network. It would be part of a wider transport and movement strategy for the area, with new public transport connections, the provision of Park and Ride and bus services, new pedestrian and cycle routes and released capacity on existing networks.
- 2.7 Development proposals for land in and around the ELE are already being progressed. An outline planning application for 2,000 new homes has been submitted for part of the area at the Northern Quadrant between the A58 and A64, with proposals for the route of ELOR across this site. This application has yet to be determined. A separate outline planning application has been submitted for a revised mix of uses to continue the development of Thorpe Park to the south of the ELE, with related detailed applications for road infrastructure to connect the M1 to Manston Lane, where the ELOR would join up.
- 2.8 City Plans Panel considered the Thorpe Park applications at its meetings of 19th and 26th September 2013, with approval given in principle, to refer to the Secretary of State for the Department of Communities and Local Government as a departure application and to delegate approval to the Chief Planning officer subject to conditions and the completion of a Section 106 Agreement.
- 2.9 It was reported to Executive Board in January that there is a risk that development of the ELE could be approached in an incremental way with individual landowners and developers seeking planning permissions in isolation from a wider strategic view of the infrastructure requirements to support growth and how these should be delivered in a co-ordinated way across the whole area.
- 2.10 Executive Board therefore agreed to:
- (i) support funding of £150,000 for the Council to undertake feasibility work on the East Leeds Orbital Road;
 - (ii) approve the principle of the Council taking a leading role in the delivery of the East Leeds Orbital Road and other infrastructure requirements and to formally engage with the landowners about the delivery process;
 - (iii) note the potential for the Council to use its CPO powers in the event that land requirements for the East Leeds Orbital Road cannot be secured via negotiation;
 - (iv) receive a further report on the outcome of the Feasibility Study;
 - (v) request that the Director of City Development liaises with appropriate government departments to identify the support that could be made available to facilitate the delivery of infrastructure in the East Leeds Extension to support housing growth.

- 2.11 The main body of this report sets out work underway to plan for critical infrastructure to support housing development in East Leeds; work to establish an East Leeds Transport Strategy; the outcome of the ELOR feasibility work; and delivery considerations and proposals for next steps in supporting delivery of ELOR and development of the East Leeds Extension.

3 Main issues

Planning for East Leeds' Infrastructure

- 3.1 The development of the East Leeds Extension will make a significant contribution to the city's housing growth and in meeting housing needs. However to do so it will need to provide critical local enabling infrastructure and deliver high quality new places as part of a balanced approach to the needs of both new and existing local communities. The development will need to be sustainable, attractive and have a positive social and economic impact for East Leeds as well as the city as a whole.
- 3.2 A range of 'soft' and 'hard' infrastructure will need to be provided to make new liveable and successful places. The impacts of such development will also need to be understood, mitigated and managed. As such, whilst the planning and delivery of ELOR and other road infrastructure will be critical to the development of the area it is only one of a number of considerations in ensuring proper planning and 'place-making' for the new neighbourhoods that will emerge. Such considerations, set out below, are already being factored into development proposals for the Northern Quadrant and the Council's emerging thinking on the Red Hall site.
- 3.3 The development and occupation of large new areas of family housing will require the provision of well-located additional school places to ensure no additional pressure is placed on existing schools and that all children have access to school provision. It is anticipated that the equivalent of four 2 forms of entry primary schools and one 8 forms of entry secondary school will be required to support the full build out of the East Leeds Extension, the costs of which will require contributions from the developments and school locations to be included as development proposals emerge.
- 3.4 New community facilities in the form of shops, community buildings, GP/primary health care will also need to form part of development proposals coming forward so that new communities have good access to the every-day services that sustain successful neighbourhoods and so that existing facilities do not become over-burdened.
- 3.5 Access for new and existing communities to green, open spaces and to the open countryside will be essential to ensuring high quality, attractive, liveable neighbourhoods and to helping residents achieve and maintain healthy lifestyles. Green infrastructure will be a fundamental part of master planning the area to ensure connections within and beyond East Leeds to new and existing parks and informal and formal amenity spaces. This will also offer environmental and ecology benefits.

- 3.6 A framework is emerging that sets out principles for green space provision, its relationship with travel and movement infrastructure, the role of landscaping and connectivity with existing public rights of way. Green space will be expected to make connections with the countryside to the north and east, Roundhay Park, the new Green Park in the south of the area at Austhorpe/Cross Gates and through to the Wyke Beck Valley running through the existing built-up area of East Leeds.
- 3.7 The travel and movement needs of existing and new neighbourhoods need to be fully considered in planning and setting out green infrastructure. ELOR needs to be part of a wider multi-modal and integrated approach to travel in East Leeds.
- 3.8 In progressing development in the area there needs to be a balanced approach to providing attractive infrastructure and efficient services for pedestrians, cyclists, public transport (bus and train) and cars. It is also important to recognise that these considerations will apply to travel through the area (strategic routes and transport services), travel to and from the area (district routes, services and facilities) and movement within the area (neighbourhood connections, services and facilities).
- 3.9 An East Leeds Transport Strategy is being developed in parallel with discussions on the current planning application for the Northern Quadrant and the Council is ensuring that the developer's proposals and any other requirements arising for transport and movement are integral to and co-ordinated with proposals for the wider area. It will in due course help guide and shape future development proposals as these come forward.
- 3.10 The strategy will also need to recognise that the transport needs and ways in which these can be met will change and evolve over time, reflecting the scale of potential development across the area and the timescale over which this will take place. As such the Council is proposing a short, medium and long term view of the transport strategy that takes a flexible approach to meeting needs over time.
- 3.11 Appendix 1 sets out a summary of the projects and interventions that will shape the strategy over the next 20 years. In summary these will comprise:
- Support for 'active modes' of transport including new cycle ways (local and strategic connections) and cycle parking facilities, improvements to pedestrian facilities;
 - Public transport improvements such as new bus services and facilities, park and ride facilities, rail improvements;
 - Highway improvements comprising the ELOR, Manston Lane Link Road and local junction improvements;
 - Complementary measures comprising smart bus ticketing.
- 3.12 It is in this wider infrastructure and service delivery and place-making context that the Council has undertaken the feasibility work detailed below on the ELOR.

Feasibility Study

- 3.13 Following the Executive Board approval in January, a brief for the ELOR feasibility work was agreed with input from the East Leeds Regeneration Board and from the principal house builders and developers with land interests in the area.
- 3.14 In March the Council engaged Mouchel, an international multi-disciplinary engineering consultant, to undertake the feasibility work. Mouchel is on an existing procured strategic framework for highways advice and as such the work was not separately tendered.
- 3.15 In broad terms the brief required a challenge to the Council's initial assumptions regarding the need for a dual carriageway at any section along the route of ELOR, the proposed design speed of 50mph and the strategy of limiting junctions along ELOR to existing radial routes. The consultant was asked to apply the outcome of this challenge and consider the Department for Transport's 'Design Manual for Roads & Bridges' (DMRB) to provide a suitable engineering highway alignment between the A6120 outer ring road and Manston Lane to tie in with the road infrastructure proposed within the Thorpe Park master plan.
- 3.16 In more detail the work required consideration of:
- how a green buffer could be accommodated to the outer edge of the highway so that ELOR defines the outer edge of any new development;
 - how pedestrian and cycle access would be facilitated across the road to access any public rights of way or green space;
 - how the road would align with the routes proposed in current planning applications or where there would be a divergence from these;
 - the delivery risks for each segment of the route including reference to topography and physical features, highway structures, presence of utilities infrastructure, existing tracks, footways, vehicular accesses and any other constraints evident through assessment of plans or visual inspection of site;
 - an outline of works and junction changes on the existing outer ring road that may be required as part of the implementation of ELOR to downgrade the road and help to prioritise public transport;
 - options for construction phasing to offer the most effective solution for the transport network as a whole whilst enabling development of adjoining land in individual sections of the development area;
 - any benefits for phased construction from initial single carriageway to future dual carriageway over any part or all of the route.

- 3.17 It should be noted that the study was limited to ‘pre-design’ feasibility and as such does not result in a detailed highways scheme capable in itself of supporting a planning application or of developing tender documentation. It does though provide an independent view of the overall scope, outline cost estimate and the technical matters to be considered in taking forward a detailed scheme, the next steps for which are set out later in this report.
- 3.18 The Council and consultant developed ELOR objectives to guide the feasibility exercise:
- a) To contribute to the regeneration of East Leeds through facilitation of the East Leeds Extension, as identified in the Unitary Development Plan;
 - b) To improve the connectivity of East Leeds and provide access to the key East Leeds employment areas;
 - c) Contribute to the overall management of strategic traffic in order to reduce congestion on the A6120;
 - d) To enable a co-ordinated and commercially deliverable release of the whole East Leeds Extension and to minimise the impact of traffic arising from new homes on existing neighbourhoods, at all stages of development;
 - e) To improve quality of life for East Leeds residents and visitors through improvements to air quality along existing transport corridors.
- 3.19 Stage 1 of the study confirmed the base principles on which any subsequent design should be developed. Modelling of the forecast development and traffic growth in the ELE and wider area confirmed the need for ELOR to be a dual carriageway, designed at a 50mph speed limit, with junctions limited to roundabouts where the route would cross the existing main roads at the A6120 outer ring road, A58 Wetherby Road, Skelton’s Lane, A64 York Road, Barwick Road and Manston Lane.
- 3.20 Stage 2 of the study provided an analysis of the route options based on the application of these principles and DMRB guidance. It sets out an indicative overall route of 7.33 km (4.6 miles) as shown in the overview plan at Appendix 2
- 3.21 The route was broken down into five separate segments as follows and shown on the overview plan, with further details set out in the following sections of this report:
- | | |
|-----------|---|
| Section 1 | Red Hall, A6120 Ring Road to A58 Wetherby Road |
| Section 2 | ‘Northern Quadrant’, A58 Wetherby Road to A64 York Road |
| Section 3 | Middle Section, A64 York Road to Barwick Road |
| Section 4 | Southern Section, Barwick Road to Manston Lane; and |

Section 1 – Red Hall, A6120 Ring Road to A58 Wetherby Road

- 3.22 Executive Board considered a report on the Red Hall site at its September 2013 meeting and agreed broad principles for the redevelopment of the site to support further work on an Informal Planning Statement. Included in this was the indicative route of ELOR through the site, which reflected the preferred position set out in the feasibility study.
- 3.23 Key considerations in establishing an indicative route for this section of ELOR included:
- ensuring that the junction location and arrangements on the outer ring road provide for an obvious and attractive diversion for strategic traffic movements from west to east, thereby reducing stress and releasing capacity on the ring road through Seacroft and Cross Gates;
 - environmental constraints of mature areas of woodland, planting and habitats, the main Red Hall listed buildings, an outlying listed dovecote and retention of some playing fields;
 - land take from the green belt and potential requirement for land acquisitions;
 - enabling viable development on the Red Hall site itself.
- 3.24 The indicative preferred route arising from the feasibility work is that shown in Appendix 3. This is a 0.75 km (0.47 miles) length of road commencing from a three arm roundabout on the A6120 outer ring road, taking an eastwards route within the northern edge of the UDP allocated site. This skirts the southern extent of Red Hall Wood and then into the 5 acre field taking in around 0.8 ha of green belt land before joining a new roundabout on the A58 in Section 2. It is assumed that access into Red Hall would be taken from the existing highway network, subject to junction and traffic management improvements. Pedestrian and cycle movements across ELOR would be provided through at-grade crossings (with potential for these to be signal controlled) at each of the roundabouts, allowing for connection into local green spaces and leisure routes linking green spaces through and around the East Leeds Extension with those in the wider area of North and East Leeds.
- 3.25 Further detailed design work will be required to confirm the position of the A6120 roundabout and to identify whether there is a strategic highways case for its location further to the north-west. Further details will need to be presented to Executive Board to consider this against other issues such as the potential need for land acquisitions and prevailing planning policies relating to the green belt, so that a fully informed decision can be made as the work moves from feasibility to more detailed proposals.

- 3.26 The estimated cost for this Section 1 of ELOR, as currently shown in the feasibility study (up to but not including the A58 roundabout) is £4.75m.

Section 2 – ‘Northern Quadrant’, A58 Wetherby Road to A64 York Road

- 3.27 A detailed proposal for this section of ELOR forms part of the outline planning application submitted by the Northern Quadrant consortium. The proposed junctions on the A58 and A64 have been designed entirely within the red line land ownership of the applicant. The location and design of these roundabouts and the connection into them of the interlinking section of ELOR remain the subject of discussion with the Local Planning Authority and Local Highway Authority with a view to establishing the most appropriate position in both planning and highways safety terms prior to determination of the planning application.
- 3.28 The alignment proposed by the Council’s consultant takes a different approach to the junction locations and represents the Council’s preferred position of providing the most effective alignment of both ELOR and the existing arterial road. The consultant has not included the A64 roundabout within its analysis for this section.
- 3.29 The indicative preferred route arising from the feasibility work is that shown in Appendices 3 & 4. This section would be 2.475 km (1.54 miles) in length, starting from a new five arm roundabout positioned on the A58 providing for east-west orbital and north-south arterial traffic movements, together with a link into the northern quadrant development area. The location of the roundabout would require a small area of land from the Red Hall site which is in the ownership and control of the Council.
- 3.30 The road then takes an eastward route set back from the edge of the UDP allocation, crossing Coal Road and requiring careful consideration and consultation regarding the separated sections and how these should be treated and managed, including any potential for stopping-up.
- 3.31 ELOR would continue further eastwards bisecting Skeltons Lane before joining a new roundabout that provides for a slight rerouting of Skeltons Lane to the south of its current axis, enabling access into the southern part of the Northern Quadrant site. ELOR would then progress southwards to a new roundabout in Section 3 on the A64. The consultant’s application of the ELOR design principles on the squared-off boundaries of the UDP allocation results in two areas of allocated housing land outside of the road in the north east and north-west corners, which are potentially sterilised for residential development if the principle that ELOR forms the outer edge of urban development is to be maintained. These could accommodate a landscaped area providing for part of a green space buffer around the area, within the UDP allocation.
- 3.32 The estimated cost for this Section 2 of ELOR, as currently shown in the feasibility study (up to but not including the A64 roundabout) is £16.2m.

Section 3 Middle Section, A64 York Road to Barwick Road

- 3.33 The UDP boundary around the Middle Section of the East Leeds Extension generally comprises a smooth curve offering a line that can be mirrored in the alignment of the road.
- 3.34 The indicative preferred route arising from the feasibility work is that shown in Appendices 4 & 5. This section would be 1.755 km (1.09 miles) in length, starting from a new five arm roundabout positioned centrally on the A64 providing for east-west orbital and north-south arterial traffic movements, together with a direct link into the southern part of the Northern Quadrant development area. The road then takes a southward route set back from the edge of the UDP allocation, bisecting the former Leeds-Wetherby rail line, before meeting Barwick Road in a new four arm roundabout in Section 4. The former rail line has potential to facilitate strategic cycle links as part of the national Sustrans network and further detailed assessment will be required to establish whether an over-bridge for ELOR would be an appropriate and cost-effective solution here, allowing ease of movement along the national cycle network and to enable an attractive connection into local routes.
- 3.35 There is currently no direct access shown from the A64 roundabout into the Middle Section development site. Further detailed design work will be required to identify how this would be accommodated as residential development proposals and details of potential traffic flows come forward for the land.
- 3.36 The estimated cost for this Section 3 of ELOR, as currently shown in the feasibility study (up to but not including the Barwick Road roundabout) is £12.3m.

Section 4 Southern Section, Barwick Road to Manston Lane

- 3.37 As with the Middle Section, the UDP boundary provides a ready reference point for the alignment of ELOR through the Southern Section.
- 3.38 The indicative preferred route arising from the feasibility work is that shown in Appendices 5 & 6. This section would be 1.71 km (1.06 miles) in length, starting from the new Barwick Road roundabout the route continues in a southward direction set back from the UDP boundary, crossing the Cock Beck with culverting and watercourse diversions required. The topography in this section would require significantly more cut and fill than in other sections to manage a response to side-long ground, the general fall towards a low point at Cock Beck and to meet an elevated roundabout and rail bridge at Manston Lane.
- 3.39 As with the A64 roundabout in Section 3 there is currently no direct access shown from the Barwick Road roundabout into the adjoining development sites. Again further detailed design work will be required to identify whether this could be accommodated to serve residential development proposals or whether access should be taken directly from Barwick Road itself.
- 3.40 The estimated cost for this Section 4 of ELOR, as currently shown in the feasibility study (up to but not including the Manston Lane roundabout) is £15.6m.

Sections 5 & 6 'Manston Lane Link Road' & Manston Lane to the M1

- 3.41 At its meetings on 19th and 26th September 2013, City Plans Panel approved the alignment in principle of a new dual carriageway route linking Manston Lane with the M1 as submitted in a detailed planning application by the owners of Thorpe Park, subject to conditions to be agreed on the number and positioning of roundabouts. This route is shown in Appendix 6.
- 3.42 This road through Thorpe Park would effectively become the final 0.64 km (0.47 miles) section of ELOR, starting from a new four arm roundabout in an elevated position centred on Manston Lane, passing southwards to a new bridge over the Leeds-York main rail line. South of the rail line the developer has proposed two new four arm roundabouts, offering access into future development areas of Thorpe Park, connecting over a short stretch to an existing roundabout before continuing onto Junction 46 of the M1. This part of the route also includes a 'land bridge' providing for pedestrian and cycle movements between the proposed Green Park to the west of Thorpe Park, through new landscaped areas to countryside to the east.
- 3.43 The feasibility work notes that this section is designed as an extension to Thorpe Park to provide access to existing and new development areas via several roundabouts. It also notes that in order to accommodate the traffic flows arising from the eventual full build out of the East Leeds Extension, three lanes in each direction may ultimately be required. Land for this expansion is provided for in the masterplan layout proposals for Thorpe Park and is secured through s106 agreement and conditions.
- 3.44 Careful consideration needs to be given to the design of this section in ensuring it can meet the development needs of the Thorpe Park proposals whilst also performing well as the southern section of the ELOR route and meeting objectives for the strategic highway network. An alternative more direct highway alignment was considered by the consultant, though it was noted that this would not meet the needs of the Thorpe Park scheme. It will be important to achieve a balance in the access needs for adjoining development and offering an attractive and efficient route for through traffic and as such the number and positioning of the roundabouts on this section will be key.
- 3.45 The consultant's estimated cost for this section of ELOR, as currently shown in the feasibility study is £20.7m.

Outer Ring Road Downgrading Proposals

- 3.46 The feasibility study also assessed the potential benefits that would arise from construction of ELOR to the existing highway network and what complementary improvements could be made to reinforce the new road hierarchy, ensure amenity and minimise impact of traffic on existing neighbourhoods, and to improve the local environment along the existing A6120 outer ring road corridor between the M1 and Red Hall.

- 3.47 A range of improvements have been suggested including changes to speed limits, new cycle lanes, bus lanes/priority measures and pedestrian facilities, traffic calming measures and gateway treatments, revised signage and lane narrowing.
- 3.48 A preferred package of works together with a cost and programme for delivery will only be developed in detail following further work to establish the detailed design and delivery of the ELOR scheme.

Programme & Costs

- 3.49 The feasibility work gives a total estimated cost of £74.5m for construction of the preferred route from the outer ring road at Red Hall to the M1. This is based on 2013 prices and would be subject to assumed inflation of 3% per annum up to construction date. It includes an 'optimism bias' of 45% on top of unit costs – equating to £23m of the estimate – to reflect risks associated with matters that may be unknown at this stage such as site conditions, detailed design, agreed procurement route, phasing or programme.
- 3.50 The estimate is also based upon the assumption that the road would be constructed as a single project by a single agency and therefore incorporates some economies of scale. The consultant sets out the following indicative programme to progress beyond the feasibility study:
- Sept 2014 – Stage 2 scheme validation
 - March 2016 – Stage 3 scheme assessment
 - May 2016 – Planning application
 - Dec 2016 – Statutory Orders published
 - March 2018 – Works start on site
 - Early 2020 – Scheme opening
- 3.51 The effect of the assumed inflation rate would however increase the estimated out-turn cost at that date to around £91.5m, though it would be expected that the optimism bias and its impact on the estimate could be reduced over time as greater scheme certainty is achieved and areas of risk can be closed or mitigated.

Delivery Considerations

- 3.52 Undertaking ELOR as a single construction project as early as possible remains an aspiration as a means of meeting the overall strategic highway objectives for ELOR and priming the development of the ELE. However the ability to do this will be constrained by a number of factors, summarised below and set out in more detail in the following sections:
- differences in the pace at which separate landowners would be able or willing to bring forward proposals for development;

- the ability or willingness of developers to obtain private finance and the costs of borrowing in advance of any commercial returns on their housing investments in the area;
- the availability and scale of any public funding and the costs of borrowing;
- the potential requirement for land assembly.

Site Development Programmes

- 3.53 The Council would ordinarily expect road infrastructure to be directly delivered as part of any related residential development. However the different times at which development in each section is likely to come forward could result in sections of the road being delivered in disjointed phases that would not be considered good highways planning or deliver the required improvements to highways capacity and traffic movement across the area.
- 3.54 The Council's land at Red Hall will not be available for housing development and construction of Section 1 of ELOR until at least 2016, subject to further consultations and approvals from Executive Board to the nursery relocation, Informal Planning Statement, disposal programme and any subsequent sale and planning permission.
- 3.55 The developers of the Northern Quadrant currently propose that subject to planning approvals, they will construct the A58 and A64 roundabouts as per the designs in their planning application within Section 2 of ELOR as early development works to provide access to their housing land. However construction of the inter-linking dual carriageway would only take place once a substantial number of the 2000 homes proposed on site have been completed. In the consortium's view the traffic arising from the development would not require the road until this quantum of development is in place, indicating a commencement of the main carriageway works on this section of ELOR around 10 years from start on the housing site. This position has yet to be agreed by the Local Highways and Planning Authorities.
- 3.56 There are currently no development proposals for the Southern and Middle quadrants of the ELE, though it is likely that these parts of the allocation may be some years away from being brought forward due to outstanding land assembly requirements and uncertainty of overall development viability, in part arising from the lack of clarity on how ELOR itself would be funded or delivered.
- 3.57 The route of ELOR through Section 5 Manston Lane to the M1 is likely to be built in the short term as a consequence of its requirement as early works by the developer to support the delivery of the revised masterplan for Thorpe Park.

Availability of Private Finance

- 3.58 It would ordinarily be anticipated that the costs of the road infrastructure would be met directly by the related housing schemes, enabling construction either up front or in tandem with development. However, the scale of costs mitigates against developments being in a position to fund ELOR in this way, with any private finance only likely to be available later in each site's development period as cashflows become positive
- 3.59 Land owners and developers will be unwilling to commit significant funds to ELOR infrastructure works on top of other planning and development costs, years in advance of securing any commercial return on investments through house sales. The longer term costs of borrowing to fund major road infrastructure up-front will be prohibitive and would fundamentally challenge the viability of developing the land.
- 3.60 This has proven to be the case with the Northern Quadrant where the consortium has previously sought a development trigger point some 1400 houses into the 2000 house scheme before ELOR works are undertaken. For those parts of the ELE that may be further away from realising any start to development and subsequent income through housing sales this commercial concern will be even more acute.

Availability of Public Funds

- 3.61 The Council does not have significant funds in its highways or capital programmes through which ELOR could be constructed in its entirety as a public works scheme. A case could be considered for prudential borrowing though the estimated total project costs would preclude this being the full funding solution – the loan amount and interest costs would need to be recouped in some way.
- 3.62 The Council is exploring two other possible sources of public finance through the Homes and Communities Agency (HCA) and the West Yorkshire Transport Fund (WYTF).
- 3.63 In April 2013 an Expression of Interest was submitted by the Council, with the support of the principal development interests in the ELE, to the HCA's Local Infrastructure Fund for up to £16m of potential loan funds towards the costs of ELOR. This bid was not successful in competition against schemes elsewhere in the country that are much further advanced in their ability to deliver, but it has been given reserve project status should further funds become available from government during the current Comprehensive Spending Review period to 2015/16.
- 3.64 Following the agreement of the Leeds City Region local authorities this year, work is now underway to establish a new Combined Authority, through which the WYTF will become operational later in 2014. The ELOR has been established as a key project for the WYTF and 50% of an assumed £100m cost has been earmarked to assist delivery, assuming match funding from other sources.

- 3.65 Initial discussions have been held with the main development interests around the principles of a funding mechanism for the road and how developers should contribute to this. This would be a means through which ELOR might be delivered up front using available public funds, but paid back by the developments based on an appropriate pro rata division of costs according to the number of houses built in each section and an 'equalisation factor' that ensured no developer would be commercially advantaged or disadvantaged by the timing or technical complexity of delivery in their particular section of the road. It is possible that the s106 agreements would be the way in which these payments could be secured, though further consideration will need to be given to the additional impact of the Community Infrastructure Levy together with other planning and infrastructure costs on development viability.
- 3.66 Any funding arrangement will need to factor in the costs of borrowing and the payback requirements of the public sector funding sources used. As such the same constraints to delivering ELOR as a single project as with private financing would apply and a practical phasing alongside development in each section may need to be considered.

Potential Need for Land Assembly

- 3.67 The route of ELOR has not yet been fixed in detail and further design work will be required to establish the preferred feasibility alignment and junctions in a final agreed position. As and when plans are approved by resolution of the Council showing land on which the road is to be constructed then this will give rise to the potential for blight notices to be served.
- 3.68 Nevertheless it is clear from the feasibility study that the dual carriageway design and alignment of the road will require land from third parties to enable its full delivery. In some cases the landowner may be willing to contribute the necessary land as a way of opening up development potential and realising the value of their remaining interests.
- 3.69 However it may be reasonably expected that not all land could be acquired on a *quid pro quo* basis in exchange for release of development potential and a commercial consideration will need to be offered.
- 3.70 To deliver the road as a single project all relevant land interests will need to be brought in, meaning that a design and construction programme could only progress with certainty at a rate dictated by the timing of the last acquisition. Executive Board has previously noted the potential to consider the use of compulsory purchase powers in delivering a scheme.

Project Development – Next Steps

- 3.71 The delivery considerations set out above reinforce the need for the Council to play a leading role in co-ordinating the approach to ELOR and in securing an agreed way forward with all interested parties on the design, phasing and implementation of both ELOR and the related housing developments.

- 3.72 Whilst the aspiration to deliver ELOR as a single project is recognised it is more likely that there will be a need to identify a realistic phased approach to its construction that:
- allows much needed housing development to commence;
 - delivers sections of the road that offer strategic highways benefit in themselves and reduce stress on the local highway network;
 - accounts for the potential need to acquire third party land;
 - responds to the availability and cost of public or private finance/borrowing and;
 - assists in the effective operation of a funding mechanism for the road without impacting on the viability of development.
- 3.73 It is proposed that the Council now progresses further work to move forward from this feasibility stage towards greater certainty for the ELOR. This would include technical validation of the indicative preferred route, site checks, more detailed work to confirm the precise alignment, junction locations and design specification and discussions with all landowners. This work would be undertaken with and on behalf of all land and development interests in the ELE with a view to agreeing the basis of a planning application and possibly a procurement and delivery approach.
- 3.74 It would not necessarily be the case that the Council would lead on procurement or delivery of any or all sections of ELOR, but that it puts in place the conditions under which the sections of the agreed route and design can be implemented by the appropriate parties at the appropriate time, without compromising the overall strategic highways objectives, amenity of existing neighbourhoods and viability of new housing development. As such it may be a requirement for the Council to lead on a planning application for the road, with the delivery arrangements in each section to be agreed with land owners or as and when development comes forward in each case.
- 3.75 If the Council does not take this approach, there is a risk as previously highlighted that planning and delivery of the ELOR is brought forward in a piecemeal fashion leading to uncertainty for all stakeholders.
- 3.76 Under the provisional WYTF arrangements, a project development fund has been made available to local authorities by METRO to enable key strategic projects to be brought forward to a position where a full funding case can be made to the Combined Authority, when established.
- 3.77 A mandate has been put together and submitted to METRO by the Council to draw down £1.31m of these funds to undertake further validation, scoping, preliminary design and other work necessary to submit a planning application for an eventual agreed route for the ELOR scheme. This will include environmental desk-top assessments and full Environmental Impact Assessment, scoping and initial surveys, scoping & commissioning of ground investigations, full topographical surveys, further traffic and transport modelling, consultation,

detailed design and preparation of all technical reports. The mandate will also include related ring road improvements further west at the A61 and King Lane junctions.

- 3.78 It is anticipated that this work project development could take place over the next two years, enabling submission of an ELOR planning application, no later than early 2016, subject to further reporting to Executive Board.
- 3.79 Alongside this technical project development work, further discussions will take place to establish the basis of a funding mechanism for the road and to ensure all land owners are engaged and have a clear understanding of the overall development context and infrastructure requirements for the East Leeds Extension and how the Council will be involved in co-ordinating the delivery of these. Where necessary site access will be sought to enable appropriate ground investigations.
- 3.80 As per the Executive Board's approval in September, the Council will also continue progress work on an Informal Planning Statement for Red Hall, to include final requirements for the alignment of ELOR through the site and to inform discussions with potential developers on the design and delivery arrangements for the road in this section.

4 Corporate Considerations

4.1 Consultation and Engagement

- 4.1.1 The East Leeds Regeneration Board, a sub-group of the Housing & Regeneration City Priority Board has had extensive discussions about the ELOR and ELE issues since its establishment in January 2012.
- 4.1.2 A Member from each East Leeds Ward has a seat on the East Leeds Regeneration Board, alongside a seat for representation from each of the Conservative and Liberal Democrat Groups. The Board is chaired by the Executive Member for Neighbourhoods, Planning & Support Services.
- 4.1.3 Members of the Board have expressed clear views that there is a need for the ELOR to be provided in its entirety in advance of any development in the ELE and Thorpe Park.
- 4.1.4 Ward Members have been consulted directly on the early proposals for Red Hall and will continue to be engaged as the planning principles are progressed.
- 4.1.5 A consultative forum has been established and has met regularly to inform the planning process for the Northern Quadrant proposals. Chaired by Cllr Pauleen Grahame the forum comprises representatives of local communities and interest groups and members from Cross Gates & Whinmoor and Harewood wards. A public engagement event was held by the Council on 10th December 2012 in relation to these initial proposals and the wider context of development in the ELE. Further consultation and feedback events will be held locally prior to the determination of the planning application. Ward Members, local residents and

other interest groups have therefore been widely consulted on the planning application for the Northern Quadrant.

- 4.1.6 Ward members for Temple Newsam, Crossgates & Whinmoor and Garforth & Swillington have been consulted by both the developer and the Local Planning Authority regarding the revised masterplan proposals for Thorpe Park and the detailed highways proposals relating to this. Public consultation events have also been held.
- 4.1.7 The Council has contacted all landowners in the ELE with a view to starting dialogue on the issues raised in this report and progressing the ELOR scheme. Subject to the views of Executive Board it is proposed that wider public consultation on the preferred route takes place in the remainder of 2013 to raise awareness of the objectives and proposals for ELOR and to offer some clarity locally on a matter of major importance to the future of this part of the city. The outcomes of this would inform the next stages of more detailed design and project development.

4.2 Equality and Diversity / Cohesion and Integration

- 4.2.1 The ELOR and development of the ELE are long term considerations and will be potentially delivered by a range of landowners and developers. The report presents the outcome of a technical feasibility study and next steps in progressing this work and as such there are no immediate delivery implications.
- 4.2.2 An Equality Impact Screening has been completed in relation to the Feasibility Study and is appended to the report. This has been reviewed since the original screening was undertaken in January 2013. The equality and diversity/cohesion and integration issues identified are very high level though the screening indicates that there is no need for a full assessment at this stage. This will be reviewed, refined and re-screened at each stage of the project and a full assessment will be undertaken in due course.

4.3 Council policies and City Priorities

- 4.3.1 The ELE and ELOR are included within the allocations and policies of the Unitary Development Plan. The ELE will be retained as a housing allocation in the Local Development Framework.
- 4.3.2 The Vision for Leeds to 2030 states that the city will be prosperous and sustainable, with a strong local economy driving sustainable economic growth and sufficient housing to meet the needs of the community. The resolution of issues set out in this report will make a significant contribution to this vision.
- 4.3.3 The Leeds City Council Business Plan to 2015 includes the aspiration to provide clear, accountable civic leadership that unites public, private and third sector partners to deliver better outcomes for people in Leeds. This report sets out further details on how the Council can play this role in relation to delivery of the ELE. The Business Plan also has specific priorities for City Development to create the environment for partnership working, to identify strategies to support

the delivery of new housing and to create a safe and efficient transport network, all of which would be progressed through the ELE/ELOR. The approaches set out in this report will also assist in delivering the Council's Child Friendly City aspirations by enabling a co-ordinated approach to the provision of new homes, open spaces, schools, transport and traffic to ensure the needs of children and young people are considered in the very early stages of planning.

4.4 Resources and value for money

- 4.4.1 Executive Board previously approved £150,000 to undertake the feasibility work the results of which are set out in this report.
- 4.4.2 The project development proposals summarised in para. 3.77 will inform a mandate to be submitted to the Combined Authority for £1.31m of WYTF funds, which will enable the Council to develop scheme proposals sufficient to enable submission of a planning application. The £150,000 feasibility costs already incurred will be included in this application for funding.
- 4.4.3 An injection into the Capital Programme of £1.31m and authority to spend, subject to the amount being fully funded by the WYTF, will be required to enable the next steps in project design to be taken. This will incorporate and replace the previous injection of £150,000.
- 4.4.4 Work on the project is being lead from within existing officer resources of the City Development Directorate, with support where relevant from other services.
- 4.4.5 The Capital Table (Funding Approval Capital Section Reference X0029) is set out below:

4.5 Legal Implications, Access to Information and Call In

- 4.5.1 There are no specific legal implications arising from completion of the feasibility study. Statutory blight arises in circumstances where land is shown on plans approved by resolution of the Council as land comprised in the site of a proposed highway. However, there is only an indicative preferred alignment and Executive Board is not being asked to approve an alignment at this stage.
- 4.5.2 The proposed next steps of project development will provide further detail to indicate any implications for third party land acquisitions and statutory processes that may need to be invoked to enable scheme delivery, subject to further consideration by Executive Board.

4.6 Risk Management

- 4.6.1 The feasibility study includes an initial risk register setting out the main areas of uncertainty relating to policy, technical, financial, statutory and programme issues. This will be adopted by the Council and taken on through further iterations as detailed work progresses.
- 4.6.2 The internal Project Board established to oversee matters relating to the ELE and ELOR and chaired by the Director of City Development will receive regular updates on these risks. If and when the ELOR work becomes a formal project, these will be managed through the Council's project management processes.

5 Conclusions

- 5.1 The East Leeds Extension is a large area of allocated housing development land that provides a major opportunity to contribute to the city's housing growth needs. It also represents an area of place making opportunity where key Best City ambitions can be designed in to plans and proposals from an early stage.
- 5.2 The ELOR is a critical element of transport infrastructure that will be required to support development and contribute to strategic objectives for travel in and around this part of the city. ELOR forms a key part of an emerging transport strategy for East Leeds, which will set out how both strategic and local highway improvements will be complemented by improvements to active modes of travel and public transport to enable and support the development of the East Leeds Extension.
- 5.3 The completion of the ELOR feasibility study provides an up to date and objective assessment of the scope, cost and alignment of a major element of highway infrastructure of city-region significance, the delivery of which will be instrumental in determining the pace and viability of residential development in a key area of allocated housing growth. ELOR will also have a major impact locally and complementary works have been highlighted that would ensure the existing local highway network would provide for safe and attractive local journeys across different modes of travel.

- 5.4 The outcomes of the study do not give a fixed design for ELOR but offer a basis for the Council to undertake further work with and on behalf of other land owners across the East Leeds Extension, to establish clarity and certainty in the development and infrastructure context for all parties.
- 5.5 There remain some challenges to the delivery of ELOR as a single project and a need for the Council to continue a co-ordinating role in drawing together development and land interests, accessing funding opportunities and to establish a realistic programme for the scheme that does not impact negatively on the viability of housing development. This will require consideration of delivery of the road in individual sections.
- 5.6 The costs and funding arrangements will be further informed by the next stages of technical work – subject to a mandate for support through the West Yorkshire Transport Fund – and further discussions with relevant land interests to establish the principles for a funding mechanism as a means of supporting delivery of the road.

5 Recommendations

Executive Board is asked to:

- i. Note and support the work to establish an East Leeds Transport Strategy embracing the needs of pedestrians, cyclists, public transport and cars, which is being led by the Chief Officer Highways & Transportation (as set out in paragraphs 3.7 - 3.11);
- ii. Note the outcome of the East Leeds Orbital Road feasibility study, as set out in the report and at Appendices 2 - 6
- iii. Approve the Chief Asset Management & Regeneration Officer to undertake communications and consultation on the indicative alignment of the East Leeds Orbital Road with land owners, local residents and stakeholders by the end of 2013 (as set out in paragraph 4.1.7);
- iv. Note and support the submission by the Chief Officer Highways & Transportation on behalf of the Council of a mandate for £1.31m of project development resources through the West Yorkshire Transport Fund, to move the scheme from feasibility through validation and scoping stages, incorporating consideration of a practical and deliverable phasing for construction that meets strategic highways objectives and supports the viable delivery of residential development, with a view to being in a position to submit a planning application (as set out in paragraph 3.78);
- v. Approve an injection by the Chief Officer Highways & Transportation of £1.31m into the Capital Programme and give Authority to Spend £1.16m on the further feasibility, validation and scoping work set out in in paragraph 3.77, subject to approval by METRO of the mandate for West Yorkshire Transport Funding, with further reports to made to Executive Board on this work;

- vi. Request that in parallel to recommendation (iv) above, the Chief Planning Officer continues work to establish funding for ELOR, including the exploration of a suitable means of establishing appropriate contributions from developers (as set out in paragraph 3.65).

6 Background documents¹

6.1 N/A

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