Leeds CITY COUNCIL

Originator: Andrew Crates

Report of the Chief Planning Officer

CITY PLANS PANEL

Date: 10th March 2015

Subject: Planning Application 12/02571/OT – Outline application for means of access and erection of residential development (circa 2000 dwellings), retail, health centre, community centre and primary school development, with associated drainage and landscaping on land between Wetherby Road, Skeltons Lane and York Road, Leeds, LS14.

APPLICANT	**DATE VALID**	**TARGET DATE**
East Leeds Extension North Quadrant Consortium	8th June 2012	7th September 2012

Electoral Wards Affected:
Crossgates and Whinmoor

Harewood

Roundhay

Yes Ward Members consulted

Specific Implications For:

Equality and Diversity ☐

Community Cohesion ☐

Narrowing the Gap ☐

RECOMMENDATION:
DEFER and DELEGATE to the Chief Planning Officer for approval subject to conditions to cover those matters outlined below (and any others which he might consider appropriate) and the completion of a Section 106 agreement to cover the following:
- Affordable Housing – 12% guaranteed on site (with a 60% submarket and 40% social rent split), with provision for further Affordable Housing to be paid for from surplus roof tax payments.
- Public open space on site of the size and locations set out within the Design and Access Statement Addendum (laying out costs of £2,188,816, plus 10 years maintenance costs of £1,660,642). On site play facilities in three locations at a cost of £1,209,099, plus a fixed play maintenance cost of £28,693. Provision is also made to offer the transfer of Skeltons Woods to the Friends of Skeltons Wood at nil cost.
- Provision of land for a country park at nil cost, together with a financial contribution of £1,402,078 for laying out and maintenance. The S106 will include a requirement for a planning application to be submitted for the enlarged park, as indicated on the revised masterplan. Provision will also be made for the country park to be developed through the Parks and Countryside apprenticeship scheme.

- Provision of an area not less than 0.86 hectares for the development of a local centre in the location identified in the Design and Access Statement Addendum. The centre will make provision for retail, health and community facilities, as well as older peoples housing in close proximity.
- Education provision – Provision of 2 hectares of land at nil cost in the revised location shown in the Design and Access Statement Addendum, together with a financial contribution of £5,935,375 to deliver a new two form entry primary school and one form of entry of primary provision off-site. A secondary education contribution of £3,582,986 is also to be made.
- Roof tax payments to cover the agreed cost of delivering the Northern Quadrant section of ELOR (land for ELOR to be transferred, plus land indemnity agreement to be delivered). Payments to be made at six monthly intervals to follow the build out rate of new dwellings.
- Requirement to submit a planning application for a roundabout at the A58/ ELOR junction in the optimum position and to implement it. Requirement will also be made to safeguard land for the eventual 6 arm A64 / ELOR junction and to close the south end of Thorner Lane at the A64 on completion of the Northern Quadrant section of ELOR. Provisions are also required relating to the timing of the A58 and A64 ELOR junctions relative to the Council's ELOR programme.
- Provision of £200,000 to be used for additional local traffic management measures.
- Extension of bus services through the development. Service 16 to be extended to terminate in the Northern Quadrant (north of Skeltons Lane) to provide high frequency services to the city centre. One additional bus required for a period of up to 2 years at an indicative cost of £150,000 per year. Service 4 will then replace this extension once the spine road through the site is completed. Two additional buses will be required for a period of up to 3 years at an indicative cost of £150,000 per year per bus. The maximum bus subsidy will be £1,200,000. Provision of all related bus stop infrastructure and Real Time information.
- Travel Plans for the residential and primary school elements of the development, including a Travel Plan monitoring fee of £14,500. The Travel Plan co-ordinator to have an annual Travel Plan budget of £12,000 per year for a period of 16 years.
- Employment and training initiatives.

In the circumstances where the Section 106 has not been completed by 5th April 2015, the final determination of the application shall be delegated to the Chief Planning Officer.

Conditions:
1. Ten year time limit for commencement and reserved matters submission deadlines
2. Outline relates to Access only. All other matters Reserved.
3. Plans to be approved.
4. Maximum units to be 2000.
5. Off-site highway improvement works to outer ring road junctions with A58, A64 and Barwick Road to be completed prior to first occupation
6. Full detailed design of Northern Quadrant section of ELOR to be approved, including provision of pedestrian and cycle routes in accordance with the masterplan.
7. New ELOR roundabout junctions on A58 and A64 to form the sole points of construction access, subject to agreement.
8. Final details of the spine road to be submitted and agreed (including details of closures on Skeltons Lane), including spine road connection through to Grimes Dyke.
9. Vehicular connection to Grimes Dyke development to be capable of accommodating buses.

10. Pedestrian and cycle improvements to section of Skeltons Lane between ELOR and Thorner Lane to be implemented within one year of the completion of the Northern Quadrant section of ELOR.
11. Southern end of Thorner Lane (at junction with A64) to be closed at a time coincidental to the opening of the Northern Quadrant section of ELOR.
12. Provision of a bridge carrying footway / cycleway to the country park.
13. Tie in of footways / cycleways along the A58 and A64.
14. Details of re-located bus stops on A58 and A64 to be submitted and agreed.
15. Full surface water drainage strategy for Northern Quadrant section of ELOR to be submitted and approved.
16. Full details of ELOR buffer landscaping scheme and a timetable for its implementation to be submitted and approved.
17. Pre-start 25 year landscape management plan for buffer landscaping scheme.
18. Pre-start arboricultural method statement for Northern Quadrant section of ELOR.
19. Details of biodiversity mitigation and enhancement to be approved and implemented in accordance with an agreed timetable.
20. Closure of Red Hall Lane at junction with A58 to to be agreed.
21. Full details of country park landscaping scheme and a timetable for its implementation to be submitted and approved in order that works shall commence following the construction of the Northern Quadrant section of ELOR.
22. Pre-start 25 year landscape management plan for country park.
23. Programme of archaeological recording for each phase of development, where the Northern Quadrant section of ELOR is included as a phase.
24. Samples of walls, roofing and surfacing material to be approved for each reserved matters phase.
25. Details of means of enclosure including for each reserved matters phase.
26. Details of bin stores for each reserved matters phase.
27. Phasing plan for the delivery of development and associated greenspaces to be submitted.
28. Landscape scheme for each reserved matters phase.
29. Implementation of landscape schemes.
30. Pre-start 25 year landscape management plan for each reserved matters phase.
31.Tree protection on each reserved matters phase.
32.Tree replacement conditions.
33.Biodiversity enhancement on each reserved matters phase.
34.Access roads and car parking to be complete prior to first occupation of each phase of development.
35.Drainage details for each reserved matters phase.
36.Cycle/motorcycle provision for each reserved matters phase.
37.Construction Management Plan to include interim drainage measures, arrangements for construction traffic including access routes, on site provision for contractors during construction, location of compounds, measures to prevent mud on road and dust suppression, for each reserved matters phase.
38.Contamination reports for each reserved matters phase.
39.Unexpected contamination on each reserved matters phase.
40.Verification reports for each reserved matters phase.
41.Electric vehicle charging points.
42.20mph speed limit throughout the site.
43.Adherence to the design principles as set out within the Design and Access Statement and supplement.
44. Restriction on development where owners have not entered into the s106, until an agreement is entered into to bind the relevant land in its entirety by the same planning obligations.
45. Details of housing mix to be submitted for each Reserved Matters application.

1.0 INTRODUCTION:

1.1 This application is presented to Plans Panel due to the scale and sensitivity of the proposals. A pre-application presentation was made by the developers to Plans Panel East in May 2012 and position statement reports were presented to City Plans Panel in March and December 2013 and most recently on 29th January 2015. Minutes of the previous Plans Panel meetings are attached at **Appendices 1, 2 and 3 (Draft Minutes)**.

1.2 Since the December 2013 City Plans Panel meeting, a further report to Executive Board on 22nd January 2014 resolved that the Council should take a leading role in the earlier delivery of the East Leeds Orbital Road (ELOR). The timely provision of the ELOR is critical to the delivery of housing on the Northern Quadrant and the East Leeds Extension (ELE) as a whole. Good progress has been made on the early feasibility work, discussed later in the report, such that it is currently anticipated that the whole of ELOR will be complete and open for public use by 2021.

1.3 Over the last year or so, officers have sought to resolve a number of issues, including the traffic impact of the proposals, consideration of the submitted viability appraisals in order to obtain a full understanding of the S106 package and the undertaking of Bat surveys. The application has subsequently been re-advertised (following the submission of a further EIA Addendum) and has been the subject of further public consultation. The application was brought back before Members on 29th January 2015 to provide an update prior to determination. The feedback from Members at the last meeting has enabled officers to make further progress with the application, such that it can now be brought back to Members with a recommendation to defer and delegate approval to the Chief Planning Officer. Officers have already had detailed meetings with the Consortium to make progress on the drafting of the S106 agreement and further meetings are scheduled.

1.4 Members should be aware that consideration of this application is to be accompanied by a separate report relating to the scheme's overall viability, to follow. The information contained within the separate report is confidential as it relates to the financial and business affairs of the applicant. It is considered that it is not in the public interest to disclose this information as it would be likely to prejudice the applicant's commercial position. It is therefore considered that the viability report, when issued, should be treated as exempt under Schedule 12A Local Government Act 1972 and Access to Information procedure Rule 10.4(3).

2.0 PROPOSAL:

2.1 The planning application for housing development follows the decision of the Executive Board to support the principle of releasing Phase 2 and 3 housing allocations. The outline planning application seeks approval for residential development of circa 2,000 dwellings, retail, health centre, community centre and primary school development, with associated drainage and landscaping together with the approval of means of access to the site.

2.2 The scale and nature of the development proposed means that it is Environmental Impact Assessment (EIA) development, so is accompanied by an Environmental Statement (ES), as well as a planning development framework for the land to address relationships with east Leeds and nearby villages and to show how the ELOR can be delivered.

3.0 SITE AND SURROUNDINGS:

3.1 The development site area is on land between A58 Wetherby Road and A64 York Road, north of Skeltons Lane, to the north / east of Whinmoor. The land on the northern half rises towards Shadwell, whereas the eastern half of the site comprises a ridge, with a westward fall towards Grimes Dyke, as well as a gradual fall to the east, towards Thorner Lane. The site currently has a rural appearance, containing the basis of field layouts and clusters of existing trees. The Bramley Grange farm complex exists on the edge of the housing allocation (accessed from Skeltons Lane) and a small residential institution, Bramley Gardens, exists on the opposite side of the road.

3.2 The existing urban area, to the south of the site, comprises a wide mixture of housing types and ages, predominantly in brick and/or render. There is an urban morphology, even though this varies between tree lined early C20th development, 'Radburn' layouts and 1980s housing developments. To the north and east of the site, the character is different and distinctly more rural. The villages of Shadwell, Thorner and Scholes each have a distinct character, using a variety of materials.

4.0 UPDATE SINCE LAST PLANS PANEL MEETING

4.1 The application was discussed at the City Plans Panel meeting of 29th January 2015. The draft minutes indicate the following responses from Members to the issues raised in the report:

- that Members were content on the approach to the funding and delivery of ELOR but required a letter of comfort from the Chief Executive of Leeds City Council
- on the S106 package and the provisions to enhance the level of affordable housing through the use of potential surplus roof tax, there were concerns that the level of affordable housing did not comply with policy and that over the development period of 15 years, it was difficult to explain to residents why the full amount of affordable housing was not being provided. It was accepted that this matter would be discussed in greater detail once the financial information was provided to Panel when the application was considered for determination, but the strong view of the Panel was that more affordable housing should be sought than was currently being offered
- to note that Ward Members were content for the funding for Metro Cards to be diverted to increase the level of affordable housing; that provision of improved bus services was a higher priority than subsidised travel and whilst there might be some flexibility, ultimately Panel was being asked to consider a lesser package of benefits
- that Members were satisfied on the proposal to use potential surplus roof tax to refund other parts of the S106 package in the future, such as the Integrated Public Transport Strategy
- that the provision of additional affordable housing should be provided on-site
- the need to understand the extent of the older people's housing provision and the community facilities on the land being provided, i.e. what was included and who would build and finance these
- the need to address the issue of construction methodology and to ensure mitigation measures were in place to protect the amenity of existing residents close to the site and as development progressed, on site
- the need for further information to be provided on pupil numbers in the schools closest to the site
- that water butts should be a requirement for all homes within the scheme, rather than offered as an option to residents

4.2 Following the above responses, officers have sought to work with the applicant to make further progress on the development proposals and the matters raised previously, as follows:

Certainty of delivery of ELOR

4.3 A letter from the Council's Chief Executive setting out the commitment to deliver ELOR will be provided to the Chair, prior to the meeting of the Panel, with copies to be made available to Members.

S106 package – Affordable Housing

4.4 Members were concerned that the 10% guaranteed level of Affordable Housing was insufficient, given the policy requirement for 15%. Members did acknowledge that the funding for MetroCards could be diverted to Affordable Housing and that there was potentially some flexibility elsewhere in the S106, though this would need to be explored once information on viability was available for consideration. In the discussions with the Consortium that have taken place since January, flexibility in the S106 package, a correction in the agreed cost of ELOR and extra funding have enabled a new proposal. It is now proposed that an additional 2% of Affordable Housing can be achieved (at a cost to the developer of £1.8m per 1%), as follows:

Correction in ELOR cost	£1,142,629
Re-directed funding from MetroCards	£1,000,000
Re-directed funding from off-site public transport contribution	£900,000
Additional Consortium funding	£557,371
Total	£3,600,000

The 12% guaranteed Affordable Housing would be provided across the whole development, within each reserved matters application that comes forward.

4.5 As noted previously, there is the ability to gain further funding for Affordable Housing if the cost of ELOR in the Northern Quadrant is less than expected, i.e. the committed programme of roof tax payments are not all required as a contribution to the road, with excess payments to be diverted to affordable housing. The cost allowance for the Northern Quadrant section of ELOR is just over £24m, including contingency and inflation. The cost estimate is based on the construction of the Northern Quadrant section of the ELOR being undertaken as a standalone scheme; although the junction works at the A64 and A58 will be undertaken separately to provide for early site access, the Council will incorporate the remainder of the works into its wider project for the delivery of ELOR. This is therefore a robust estimate and at this stage of the ELOR project there is a good level of confidence that cost savings could be achieved against it. When this section of ELOR is complete the difference between the actual and estimated costs on which the roof tax is based will be known and any savings translated into affordable housing contributions once the developers have met the Northern Quadrant ELOR cost through the cumulative roof tax payments.

4.6 To offer an indication of how this may take effect, if the Northern Quadrant ELOR works required only half of the contingency built into the estimate, this saving and the accompanying reduced inflationary impact on cost, would equate to a further 2% of affordable housing contribution.

4.7 It is noted that the cost of the Northern Quadrant section of ELOR, at £24m is in itself equivalent to 13.4% Affordable Housing.

4.8 At the last Plans Panel, Members stated they would prefer any additional Affordable Housing achieved through savings in the cost of ELOR, to be delivered on site. In considering the point further, once ELOR is built and the true cost is known, it should be possible to plan for the potential surplus and provide for this on the form of Affordable Housing on site. However, officers do also note that given the roof tax is tied to the development of new dwellings, any later 'surplus' that may be available from the roof tax payments will not be realised until the latter stages of development, once enough dwellings have been completed for the roof tax to have paid the actual costs of ELOR through the Northern Quadrant. If this were the case, it could prove difficult to reuse these savings and translate them into Affordable Housing to be delivered on site. It is therefore suggested that additional Affordable Housing is delivered on site in the first instance, but if that is unachievable, the money could be used to deliver Affordable Housing off-site. This can be dealt with through the wording of the s106 agreement.

S106 package – Older people's housing and community facilities

4.9 Officers have sought to ensure that older people's housing is incorporated into the housing mix developed across the site. This provision could take different forms, from bungalows through to extra care facilities. The Consortium has noted that specialist providers are constantly seeking new sites for development and so is willing to market land to allow the provision of housing for the elderly.

4.10 The method of provision would be similar to that used for local centre provision and which is well used elsewhere, whereby land is marketed at a trigger point agreed with the Council and if there is demand and the value is not below the open market residential value, the land will be sold to the specialist housing provider.

4.11 Similarly, the 0.86 hectares of land for the local centre will be marketed in accordance with dwelling triggers to be agreed with the Council. The Environmental Statement noted that the local centre shall include 780m2 of A1 retail, 650m2 of health centre uses and 275m2 of community centre uses, though the centre could also be supported by other appropriate uses. It is noted that the local centre will be a responsibility for the whole Consortium, rather than rest with one of the Consortium members. Ultimately, the Consortium will be responsible for leading on and delivering the local centre, including the community facilities element of the scheme.

Phasing of construction

4.12 If planning permission is granted, a condition will be imposed requiring a robust 'Statement of Construction Practice' for each phase of the development. This will ensure that the potential impact of noise, disturbance and HGV movements on local residents is minimised as much as possible. As presented at the last Plans Panel, the developers would need to construct the ELOR roundabout junctions on the A58 and A64 in order to achieve access to the development area. These would effectively become the site accesses and would result in two separate parcels of development taking place at each end of the site. Over time, the development would work towards the centre of the site. It is noted that there is benefit in phasing construction such that development occurs closest to existing houses and then moves further back into the site over time. This will mitigate against the potential for existing residents to have construction work happening in close proximity to them for a protracted period of time. Given the size of the overall site, development is likely to come forward in much smaller parcels of land for the purposes of submitting Reserved Matters applications. Therefore, aside from the strategic phasing, there will there will also be an opportunity to agree the very detailed phasing on each Reserved Matters application.

Education provision

4.13 The approach to the education provision requirements has been agreed with Children's Services, following consideration of the pressures on local schools and their catchment areas. These catchments will clearly change as a result of the Northern Quadrant development, hence this has informed the revised location of the 2 form entry primary school on site. In order to allow for the appropriate phasing of education provision, one form of entry at primary level will also be provided off-site in the vicinity of the development. The closest primary schools to the site are Fieldhead Carr, Whinmoor St Paul's and White Laith. Grimes Dyke is also close by, but is south of York Road. A secondary education contribution will also be paid.

Water Butts

4.14 Members' desire for properties to benefit from water butts is noted. Given the outline nature of the application, it is suggested that this matter is dealt with as an informative to the applicant at this stage. Thereafter, an assessment can be made about the nature and type of development, when the layout and design of buildings is known on each reserved matters phase and conditions attached accordingly if Members desire.

5.0 IMPLICATIONS OF THE COMMUNITY INFRASTRUCTURE LEVY (CIL)

5.1 At the last Plans Panel, it was noted that CIL will come into effect from 6th April 2015 which will have implications for this application if a planning permission has not been issued by that date. Members requested a summary of how the application would fare under CIL, relative to the current S106 regime. Officers have considered this aspect, which will be dealt with in the separate confidential report.

6.0 SUMMARY OF PROGRESS TO DATE

6.1 As outlined at the City Plans Panel in January, good progress has been made over the last year or so (since the discussion at the December 2013 Plans Panel) in securing the early delivery of ELOR and this is summarised below.

Early delivery of ELOR

6.2 Since December 2013, consideration has been given to both the viability appraisal prepared by the applicant and strategies to enable the Council to take a leading role in the procurement and delivery of ELOR. The Council has been successful in attracting public sector support and funding for the whole of ELOR from the West Yorkshire Transport Fund. As part of the process, the Council has commissioned feasibility work to be undertaken by Mouchel and a detailed programme has been produced which would enable the whole of ELOR to be constructed and opened to the public in early 2021. This would enable the Northern Quadrant section of ELOR to open at an earlier point in time than had been originally set out in the applicant's proposal reported to Members in December 2013. The Northern Quadrant developers would pay for their section of ELOR through a series of 'roof tax' payments back to the Council, based on an agreed cost, allowing for contingency and inflation. The roof tax is simply calculated by dividing the total agreed estimate for the Northern Quadrant section of ELOR by 2,000 houses.

6.3 The Consortium have reviewed the likely build out rates downwards from 200 dwellings per year to 150 dwellings per year, which is considered to be more realistic. Additionally, the stepping up to build out rate of 150 units per will be a gradual

process. Given the need for land owners to sell land, where relevant, and the need to submit and receive approval for detailed reserved matters and condition discharge applications, the timetable for the delivery of housing has slipped. Following technical highways approvals, there will be a requirement to undertake a number of off-site highway improvements to the existing outer ring road, as well as the construction of the A58 and A64 ELOR roundabouts and other ground works on site. The Consortium therefore anticipates a start on building and selling houses in 2018, with a phased build up to 150 dwellings per year. By 2021, the Consortium expect to have sold around 250 dwellings in total over the whole development.

6.4 In a parallel exercise, highways officers have worked through the revised traffic modelling to consider the effects of the proposed development over time, accounting for committed development and future background traffic growth. In planning terms, the National Planning Policy Framework (NPPF) advises that 'development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe'. The term 'severe' is not expressly defined, but officers have considered a number of factors at key junctions in order to form a view as to when such an impact would occur, in the absence of the Northern Quadrant section of ELOR. It is considered that a severe impact would start to occur at about 500 dwellings being occupied on the development. Given the programmed opening of full ELOR, with the Council taking a leading role, as set out in the paragraphs above, it is considered that the 'severe' impact would be avoided. It is acknowledged that there are current pressures on the local highway network and in order to further mitigate the effects of some early house building, it is suggested that house building is split between the A58 and A64 end of the site, with a greater concentration at the A64 end where there is greater capacity. In summary, it is considered that with likely timescales for both the delivery of ELOR and build out rates on the Northern Quadrant development, house building can occur without causing a traffic impact that could be classified as severe.

S106 package

6.5 As discussed above, the cost of ELOR is significant and would be paid back to the Council via a roof tax mechanism. The cost of the Northern Quadrant section of ELOR has been well defined and it is proposed that when house building starts, developers start to pay back a roof tax on each property developed. The roof tax is calculated by dividing the total agreed estimate for the Northern Quadrant section of ELOR by 2,000 houses. However, given the proposed programme, the Council will have delivered the whole of ELOR by 2021. It will therefore be known what the actual cost of the Northern Quadrant section of ELOR is at that time. It is noted that at this stage, the estimated total cost of the Northern Quadrant section of ELOR has been through a robust costing process and allows for contingency and inflation. It is therefore anticipated that the Northern Quadrant section of ELOR is very likely to cost less than the agreed estimate of £24m. Given the agreed base cost of £19m, there is an overall contingency of £5m to be received through the roof tax. The Consortium has agreed that roof tax payments would continue to be paid, even after the real cost of the Northern Quadrant section of ELOR has been paid off. In these circumstances, the potential surplus roof tax can come back into the S106 package, such that it can be used for additional Affordable Housing, over and above that guaranteed at the current time. This sum could alternatively be used to fund other agreed obligations in the s106 package.

6.6 The Consortium's position is that they are able to provide the following:

- Affordable Housing – 12% guaranteed on site (with a 60% submarket and 40% social rent split, with provision for further Affordable Housing to be paid for from surplus roof tax payments.
- Public open space on site of the size and locations set out within the Design and Access Statement Addendum (laying out costs of £2,188,816, plus 10 years maintenance costs of £1,660,642). On site play facilities in three locations at a cost of £1,209,099, plus a fixed play maintenance cost of £28,693. Provision is also made to offer the transfer of Skeltons Woods to the Friends of Skeltons Wood at nil cost.
- Provision of land for a country park at nil cost, together with a financial contribution of £1,402,078 for laying out and maintenance. The S106 will include a requirement for a planning application to be submitted for the enlarged park, as indicated on the revised masterplan. Provision will also be made for the country park to be developed through the Parks and Countryside apprenticeship scheme.
- Provision of an area not less than 0.86 hectares for the development of a local centre in the location identified in the Design and Access Statement Addendum. The centre will make provision for retail, health and community facilities, as well as older peoples housing in close proximity.
- Education provision – Provision of 2 hectares of land at nil cost in the revised location shown in the Design and Access Statement Addendum, together with a financial contribution of £5,953,375 to deliver a new two form entry primary school and one form of entry of primary provision off-site. A secondary education contribution of £3,582,986 is also to be made.
- Roof tax payments to cover the agreed cost of delivering the Northern Quadrant section of ELOR (land for ELOR to be transferred, plus land indemnity agreement to be delivered) Payments to be made at six monthly intervals to follow the build out rate of new dwellings.
- Requirement to submit a planning application for a roundabout at the A58/ ELOR junction in the optimum position and to implement it. Requirement will also be made to safeguard land for the eventual 6 arm A64 / ELOR junction and to close the south end of Thorner Lane at the A64 on completion of the Northern Quadrant section of ELOR. Provisions are also required relating to the timing of the A58 and A64 ELOR junctions relative to the Council's ELOR programme.
- Provision of £200,000 to be used for additional local traffic management measures.
- Extension of bus services through the development. Service 16 to be extended to terminate in the Northern Quadrant (north of Skeltons Lane) to provide high frequency services to the city centre. One additional bus required for a period of up to 2 years at an indicative cost of £150,000 per year. Service 4 will then replace this extension once the spine road through the site is completed. Two additional buses will be required for a period of up to 3 years at an indicative cost of £150,000 per year per bus. The maximum bus subsidy will be £1,200,000. Provision of all related bus stop infrastructure and Real Time information.
- Travel Plans for the residential and primary school elements of the development, including a Travel Plan monitoring fee of £14,500. The Travel Plan co-ordinator to have an annual Travel Plan budget of £12,000 per year for a period of 16 years.
- Employment and training initiatives.

6.7 The overall S106 package described above is compliant with policy, save for the provision of Affordable Housing where the policy requires 15% provision, rather than the 12% set out in the above proposal. The proposal is the result of viability discussions between the Council and the Consortium. Payment of the roof tax will be

fixed – essentially the agreed estimated cost divided by 2,000 houses. However, it is noted that the total agreed cost of ELOR provides for contingency and inflation. It is therefore possible that the cost of the Northern Quadrant section of ELOR is in fact less than that planned for. This will become clear when ELOR is completed, in 2021. In the event that this section of ELOR costs less than expected, the S106 will provide for a mechanism which will allow any potential surplus roof tax to be spent on delivering further Affordable Housing, potentially getting towards 15%.

6.8 Further detail on the issues summarised above is provided in the remainder of the report.

Public consultation

6.9 As reported at the last City Plans Panel, since the December 2013 City Plans Panel meeting, further public consultation has taken place through statutory procedures (re-advertisement of EIA Addenda), as well as through the Consultative Forum and drop in sessions held by officers. At the most recent meeting of the Consultative Forum, the benefit of the Council taking a leading role in delivering ELOR was acknowledged and welcomed, though concerns were raised about any potential risks to the funding. The form of the proposed S106 package was also noted. Concerns continue to be expressed around rat running and the closure of Red Hall Lane at the junction with Wetherby Road, though it was noted that the measure could be reversed if it did not work. A sum of £200,000 is provided for within the S106 to allow measures to be put in place to deal with any unforeseen highway impacts, such as those discussed.

6.10 Officers held three further consultation 'drop in' events on 15th, 17th and 20th January in order to update residents on the alignment of ELOR and its roundabouts, the traffic impacts and mitigation proposals and the contents of the proposed S106 package. As with previous events, the sessions were well attended with 66 people signing in on 15th January, 57 people signing in on 17th January and 52 signing in on 20th January, though there were likely to be additional attendees who did not sign in.

6.11 In terms of the content of the comments forms received, 46 were completed and the following issues raised:

1. Support for the more positive position that has been reached regarding the delivery of ELOR.
2. Support for more housing, integrated with ELOR.
3. No objection to housing, but it is essential that ELOR is constructed ahead of future development and that any highway impact is not pushed onto other smaller roads .
4. ELOR should be designed with a flyover over the A64.
5. Would like to see dual carriageway plans for the remainder of the Outer Ring Road.
6. Concern about the visual impact and noise from ELOR. Detailed planning should include effective barriers to noise and vulnerable pedestrians.
7. Speed limit on Wetherby Road should be no more than 30mph.
8. Would not want to see ‘traffic humps’ as a means of traffic calming.
9. Contractors should not be allowed to access the sites from the residential areas or park on Red Hall Lane.
10. More consideration should be given to the environment of houses along the existing Outer Ring Road, west of the A58.
11. Before Red Hall Lane is closed, car parking at Whinmoor St Paul’s Primary School needs to be addressed, along with rat running along Whinmoor Crescent. The existing crossroads should be improved.
12. Concern about accidents on Kingsmead Drive if it is one of the few roads

remaining open and providing access to the existing housing.

13. The Red Hall Lane / Wetherby Road junction should be kept open as long as possible. Alternative routes into the Red Hall estate are either lengthy or dangerous.
14. Concern that the 770 bus route is retained, as it provides a good service.
15. Concern about the speed and weight of traffic currently, which may be improved.
16. There is a longstanding agreement that no new roads of paths will cross the hedge on Red Hall Lane / Skeltons Lane. Needs to ensure retention of as much of the hedgerow and mature trees as possible.
17. Concern about loss of greenspace.
18. Concern that wildlife within Skeltons Wood will be surrounded by development.
19. Concern about drainage of the site, given its already boggy nature.
20. The country park should be a lot bigger than that proposed.
21. Social housing should be scattered across the development.
22. The development should include a secondary school.
23. Concern about the impact on historic and well use Red Hall playing fields.
24. The proposals will cause significant disruption to existing residents for many years.
25. Would like to see more pedestrian and cycle connections to the north.
26. Concern about a detrimental impact on house price values.
27. Question whether a survey has been done of existing residents to see if they are in favour.
28. Question whether there will be a public meeting before planning permission is granted.
29. Question how much the Council will receive for selling the land.

6.12 Broadly speaking, there is support for the Council taking a leading role in the delivery of ELOR and it is acknowledged that the earlier delivery is a significant improvement on the proposal that has been consulted on previously where the Northern Quadrant section of ELOR was to be delivered only by the Consortium. It is also recognised that the benefit of full ELOR being implemented is significantly greater than just the Northern Quadrant section being completed. For many, the need for further housing is understood, but specific concerns relate to rat-running and the closure of the junction of Red Hall Lane, to the east of Wetherby Road. It is noted that some of the issues referred to include current parking problems and the future of existing bus services, which could be addressed outside of the application in the short term. It is noted a sum of £200,000 is provided for within the S106 to allow measures to be put in place to deal with any unforeseen highway impacts, which could include any rat running issues not already identified. It is recognised that some residents will lose their current outlook over open countryside as a result of the new development. However, residents who attended were keen to ensure as many features, such as trees and the existing hedgerow along Skeltons Lane, are retained as possible. It was noted that the country park has enlarged since the submission of the original application and the wider greenspace linkages are welcomed. However, some felt that the country park ought to have a larger area. Concern was also expressed about the potential loss of Red Hall playing fields, though it is noted that there are no current proposals for that site.

7.0 RELEVANT PLANNING HISTORY:

7.1 None relevant to the application site.

Relevant Thorpe Park applications:

7.2 32/199/94/OT – Outline application to layout business park, Green Park and access roads - Granted 04/10/95. This relates to the original outline permission and allows for up to 1.2million ft² (111,500m²).of office floorspace.

7.3 32/9/96/FU – Full permission for the Manston Lane Link Road, approved 20/05/96 and renewed in 13/11/01 by application 32/66/01/RE.

7.4 32/140/96/FU – Variation of condition application to allow up to 1.8m ft² (167,225m²) of office floorspace to be provided – Granted 31/03/04 4.3 Connected to the above permissions is a Section 106 agreement which requires the applicant to undertake various off-site highway improvement works to achieve satisfactory points of access from the A63 and M1 motorway (these works have been completed), to provide Green Park (via a series of trigger points) and the delivery of the MLLR which is triggered following occupation of 1million ft² of office accommodation.

7.5 06/05310/FU – Application to vary various conditions attached to the MLLR scheme so as to allow details to be agreed as and when phases come forward rather than everything at the outset – Granted 21/11/06.

7.6 12/03886/OT: Outline application for major mixed use development, approved 20/03/14.

7.7 12/03887/FU, 12/03888/FU, 12/05382/FU: Application for the north-south and east-west links of the MLLR, approved 28/10/13.

7.8 12/05150/LA - Formation of public park, playing pitches, park and changing rooms on land to west of Thorpe Park, approved 26/02/14.

7.9 14/01216/FU - Detailed application for the Manston Lane Link Road (North - South Route), approved 14.07.14.

7.10 14/02406/COND – Revised Masterplan relating to the approved application (12/03886/OT) for a major mixed use development at Thorpe Park – approved 27/06/14.

7.11 14/02488/FU – B1 Office building at Thorpe Park (Surgical Innovations Building) – approved 04/07/14.

Relevant Manston Lane applications:

7.12 08/00298/OT – Outline application for residential development of up to 256 units at Optare, Manston Lane, Crossgates – approved 15/11/12. A section 106 agreement requires the development to be phased with only the first of two phases permitted to be delivered prior to the upgrading of the MLLR. The reserved matters application for 204 units, 13/00288/RM, was approved 19/06/13. The first phase of development is under construction.

7.13 08/03440/OT – Outline application for mainly residential development of up to 151 units at former Barnbow site – approved as a phased development subject to a Section 106 agreement linked that restricts the construction of no more than 122 units until the MLLR is constructed. The reserved matters application for 129 houses and 19 flats, 11/02315/RM, was approved 28/11/11. The first phase is nearing completion.

7.14 O9/04999/OT – Outline application for residential, employment, health centre, retail and ancillary uses and community building at the Barnbow site – Undetermined and not being progressed (as essentially superseded by 14/02514/OT below).

7.15 14/02514/OT – Outline application for 385 dwellings and retail and full application for 100 houses at the Barnbow site – Under consideration.

7.16 14/05481/OT - Outline application for residential development (maximum 300 units) together with other uses and revised landscaping – Under consideration.

7.17 14/05483/FU - Variation of Condition 4 (floor space) of approval 12/03886/OT to read 'The development hereby permitted shall not exceed the total quantum of developments as listed below (all Gross External Area) B1 - 83,615sqm, A1 (food store) - 9,000sqm, A1 not within the food store - 9,000sqm, A2, A3, A4 abd A5 - 4,200sqm, C1, D1 and D2 - 16,340sqm. Of which no more than 14,050sqm shall be in the C1 hotel use and 2,290sqm shall be in D2 gym use' – Under consideration.

8.0 HISTORY OF NEGOTIATIONS:

8.1 The applicant engaged in pre-application discussions with officers in July 2011, submitting an outline planning application in June 2012. A pre-application presentation was made to Plans Panel East in May 2012 and position statements on the current application were presented to City Plans Panel on 26th March 2013 and 10th December 2013.

8.2 At the City Plans Panel meeting of 29th January 2015, Members discussed the issues and made a number of comments (see full text at **Appendix 1**)

8.3 Prior to this, at theCity Plans Panel meeting of 10th December 2013, Members discussed the issues and made a number of comments (see full text at **Appendix 2**)

8.4 Prior to this, at the Plans Panel meeting of 26th March 2013, Members discussed the issues and made a number of comments (see full text at **Appendix 3**)

9.0 EAST LEEDS REGENERATION BOARD

9.1 The East Leeds Regeneration Board was established as part of the Housing and Regeneration City Priority Board to offer a strategic overview of regeneration issues in this part of the city. It has focussed on the wider implications of development in the East Leeds Extension and has discussed these over the course of several meetings since its formal establishment in January 2012 and will continue to focus on these issues. The Board has received presentations on the development proposals for the Northern Quadrant and Thorpe Park from the respective planning applicants and offered views to officers on issues arising for the area as a whole. The Board has also been regularly briefed on progress in bringing forward the project for delivery of the East Leeds Orbital Road.

9.2 The Board has expressed the clear view that development of the East Leeds Extension, including the Northern Quadrant proposals provide a significant opportunity to deliver much needed infrastructure, including ELOR, public transport, environmental improvements, housing, including affordable housing, new schools, greenspaces and employment and training initiatives, all of which have a potential to assist in delivering regeneration objectives for east Leeds.

9.3 The Board has highlighted a number of key ‘asks’ that would help shape the

requirements of development in the area:

1. Highway infrastructure should be provided upfront and construction of the full East Leeds Orbital Road should be completed before any development takes place;
2. That all funding sources for new road infrastructure are explored and that developers contribute a fair amount to this;
3. That the East Leeds Orbital Road should represent the outer edge of any urban development;
4. Ensure clarity in how the education requirements arising from development should be planned and funded across all developments, including both the provision of new schools on-site and the potential for expansion of existing schools in the area;
5. Integrate a proper response to the needs of elderly people in the type and tenure of housing being developed;
6. Consider timing and phasing of development and whether the affordable housing requirements can be revised to reflect market conditions at later phases;
7. Consider whether affordable housing should be provided off-site;
8. That proposals for Red Hall development need to be looked at in more detail.

9.4 It is considered that these points will be helpful to Plans Panel Members in informing their thinking on the proposals for the Northern Quadrant. Of particular note is that since this time, progress has been made on the Council playing a leading role in the delivery of ELOR. Proposals for development of Red Hall and the route of ELOR through the site were considered by the Council's Executive Board on 9th September 2013 and the outcome of feasibility work on the full route of ELOR was reported to the Council's Executive Board in October 2013. A further report on the delivery of ELOR was presented to Executive Board on 22nd January 2014.

10.0 PUBLIC/LOCAL RESPONSE:

10.1 Public consultation on the application has taken the form of formal statutory consultation, as well as the creation of a Consultative Forum and the holding of a number of public exhibitions by officers.

10.2 In terms of the statutory consultation process, 21 site notices were displayed, posted 29th June 2012. The application was also advertised in a local newspaper, published 12th July 2012.

10.3 Further to the initial statutory consultation process, an EIA Addendum was submitted and advertised by site notices, posted 20th December 2013 and advertised in a local newspaper, published on the same day. More recently, a further EIA Addendum has been submitted, resulting in a further statutory consultation process, involving site notices, posted 31st October 2014 and advertised in a local newspaper, published 24th October 2014.

10.4 One letter of representation has been received from Barwick in Elmet and Scholes Parish Council stating that they do not object to the proposals, but ask that consideration is given to:

- The importance of landscaping and open space and the need for a strong green buffer to the outer edge of the scheme, which will set the tone for the remainder of

the development and particularly for the strategic gap between the East Leeds Extension and Scholes.

- The effect of the proposals on drainage. It is noted that there are regular flooding problems along Barwick Road.
- The effect of the proposals on the highway network, both strategically in terms of queuing and on local minor roads in terms of additional rat-running, particularly in the short term before the completion of ELOR. It is asserted and requested that the construction of ELOR should be brought forward to an earlier date.

10.5 One letter of representation has been received from Thorner Parish Council commenting that the proposals are well thought out, but listing the following concerns:

1. Adequate landscaping is required to soften the visual impact of ELOR and to assist in creating a green buffer between the development and the surrounding rural area.
2. To ensure that as the work commences, adequate steps are taken to minimise the disruption caused by the construction process, particularly with regard to traffic and rat runs along Skeltons Lane.
3. The adequate infrastructure is provided in order to prevent adverse impact in the village in terms of education and medical facilities.

10.6 One letter of representation has been received from planning consultants acting on behalf of Taylor Wimpey (who have land interests in parts of the East Leeds Extension south of York Road). The letter supports the principle of development, but lists the following issues:

(i) A fair and equitable approach to the S106 packages is required for all the main quadrant developments.

(ii) ELOR must be delivered to a consistent design standard, avoiding any cost or time penalties on any individual component which has a responsibility for its delivery.

(iii) The scheme must be progressed with the most cost beneficial and appropriate public transport strategy for the ELE and east Leeds as a whole. Concern is expressed that the submitted proposals do not achieve this and require a more strategic and visionary approach. Again, a fair and equitable costings and contributions approach must be agreed prior to determination. It is also stated that all the main landowners should be party to early discussions with the Council and West Yorkshire Passenger Transport Executive (WYPTE).

(iv) The development framework is very broad brush in its approach and does not go far enough in setting design principles to be followed by all developments. A comprehensive and integrated design approach across the whole of ELE is needed.

In addition to the above strategic points, the letter contains a number of detailed transport related comments on the submission, many of which seek clarification.

10.7 One letter of representation has been received from Leeds Local Access Forum, who have commented on the proposals as part of a wider consultation and urge that paths should offer safe and pleasant environments, ginnels should be avoided, support a parallel route for walkers, cyclists and horseriders, suitably distanced and screened from ELOR, stresses the need for cycleway linkages, welcomes the retention of current levels of playing pitch provision, welcomes the provision of a country park to the west of Whinmoor Grange and asks to be consulted on future reserved matters applications.

10.8 33 letters of objection have been received from local residents commenting that:

1. The new development will result in additional traffic.

2. The major roads and roundabouts must be built first. Some letters state that ELOR must be built in its entirety before any development occurs.
3. York Road (A64) should be dual carriageway all the way out to ELOR.
4. Further clarification is required in respect of the Transport Assessment and detailed drawings and calculations are needed.
5. Transport contributions should be used to build a new train station at Thorpe Park.
6. Consideration should be given to the provision of land for future tram / train links.
7. Views are expressed for an against the closure of Red Hall Lane at its junction with Wetherby Road in respect of whether this will improve or worsen rat running.
8. The Ringwoods are too narrow to take bus services and there are already adequate bus services.
9. Concern is expressed about increased traffic on Coal Road.
10. Objection to loss of green belt and the intrusion of 2000 new homes.
11. The proposals represent urban encroachment into the countryside having a detrimental impact on wildlife. This cannot be mitigated by the creation of new greenspaces.
12. The proposals to build 2, 3, 4 and 5 bedroom houses in a prime site location will do little to address current housing problems. The development would be better placed on brownfield sites.
13. The development is not necessary to meet housing requirements.
14. Some greenspaces may give rise to anti-social behaviour.
15. Trees should only be planted in parks to avoid problems associated with leaf litter and the lifting of footways resulting in health and safety issues.
16. The proposals will cause irreparable harm to the archaeology and cultural heritage of the locality.
17. The proposed sustainable drainage systems, including the balancing pond, raise safety issues for children.
18. It has not been satisfactorily determined that there is sufficient capacity in the existing sewerage system to cope with the additional foul drainage discharge.
19. The school and medical centre will give rise to further traffic.
20. The hedge along Red Hall Lane must be retained to act as a landscaped buffer and to retain biodiversity.
21. Concern about the impact on Red Hall playing fields.
22. Loss of access to the countryside in the north for existing residents – the landscape buffer could have unintended consequences.
23. Concern that the northern end of Coal Road will become a ‘ghost road’.
24. Concern that a bottle neck will be created where ELOR meets this existing outer ring road heading west.
25. Concern about the adequacy of consultation on the planning application.

10.9 A Consultative Forum has been set up and is currently chaired by Cllr Pauleen Grahame (Crossgates and Whinmoor Ward). The forum comprises representatives from local groups, including the Parish Councils, Ward Members from each of the Wards most directly affected by the proposals and members of the developer’s team. It has met eight times and will continue to meet for the duration of the project. The key concerns raised at the forum meetings (to date) include:

- Highway impact - Concern that the proposal must be considered in the round, taking into account the overall allocation, as well as sites which already have planning permission. There is also concern about the impact on rat-running in the adjacent residential areas and nearby villages. Additionally, this is pertinent to the phasing of development and the phasing / opening of the orbital road. Concern has been raised about the possible closure of some roads at Red Hall Lane and Coal Road, although it is noted that there have been mixed responses to this in the developer's consultation exercise.

- Education – A new primary school (of at least 2 form entry) will be required within the site. Some debate has taken place as to where the best location for a primary school would be within the northern quadrant, but a location adjacent to Skeltons Lane in the north-western part of the site has been encouraged, given the location of existing primary schools. Secondary school provision is more complex, although it is noted that Children's Services are undertaking further discussions on this.

- Landscaping - The landscaping outside of ELOR needs to act as a significant buffer. In particular, the landscaping needs to appear more natural than on the plans originally circulated.

- Drainage - Concern has been raised about the poor drainage on parts of the site and the impact on Cock Beck. It is noted that the developer will be proposing a number of attenuation basins to deal with surface water run off. Some discussion has also been had about the importance of ecology links through and around the site, taking into account water features, trees and hedgerows.

- Phasing - There is concern about which parts of the site are delivered in which order and what the implications are for the delivery of local services, such as the primary school. As above, there is a clear link to the off site highway impact of the development and the potential for highway capacity, accessibility and rat running.

- Health - There is concern that the proposals may put undue pressure on existing medical services.

- Local Centre - Discussion has been had about the location and nature of the proposed local centre. It is considered important that any retail provision is of the right size and quality and is viable in order to avoid having empty units in the future.

10.10 At the most recent meeting, the benefit of the Council taking a leading role in delivering ELOR was acknowledged, though concerns were raised about any potential risks to the funding. The form of the proposed S106 package was also noted. Concerns continue to be expressed around rat running and the closure of Red Hall Lane at the junction with Wetherby Road, though it was noted that the measure could be reversed if it did not work.

10.11 In addition to the statutory requirement to advertise the planning application, the Council also held a public exhibition for local residents on 10th December 2012, at which Officers representing planning, Regeneration, Highways, Metro, Children's Services, Flood Risk Management and Parks and Countryside were present. The session was well attended and attendance sheets show that 59 people signed in, although the number was perhaps nearer 100 as many people went straight to the boards when the session was busiest. Those attending were also offered the opportunity of completing a comments form. Analysis of the comments forms that were completed and left at the venue show that:

Letters of support - 0
Letters of comment - 13
Letters of objection - 5
Total - 18

10.12 In terms of the content of the comments forms, the following issues were raised:

- ELOR must be built first before any housing is erected. Concern that the interim measures if the development is phased will be inadequate.
- Concern about noise and pollution from ELOR and the impact on health.
- Concern about the traffic impact on Coal Road, Skeltons Lane and Red Hall Lane and scepticism about the traffic data submitted by the developer. Residents have offered to undertake their own traffic counts.
- Coal Road should have a 20mph speed limit and chicanes.
- No development construction traffic should use Coal Road.
- Buses should not use Coal Road / Skeltons Lane, particularly the mini roundabout due to highway safety issues.
- Quiet road surfaces are required within the development.
- Concern about loss of Green Belt.
- Concern about the loss of the gap between Leeds and Scholes.
- Concern about the impact on flora and fauna.
- Concern about loss of agricultural land, given world food supply and food cost issues.
- Concern about the loss of greenspace needed for children.
- Existing hedgerows should be retained.
- The size of the development is overpowering and will have a detrimental impact on the surrounding area.
- Concern that proposals will not meet housing need if only large houses are built - there is a need for older persons accommodation.
- Single storey houses should be located adjacent to existing properties.
- There needs to be a commitment to expand local facilities.
- The local centre is inadequate and should also include a leisure centre
- Playgrounds need to be in safe areas.
- The primary school is welcomed but consideration needs to be given to child safety in relation to traffic.
- Surface water drainage needs significant improvement.
- Although planning has tried to assist, there are a lot of unknowns and further information is needed in order to make a judgement.

10.13 Notwithstanding the above written comments, additional points of discussion with the various Officers present at the event included:

1. The effect of road closures at Red Hall Lane and the severance of Coal Road and the inconvenience that would be caused to existing residents.
2. The effect of existing speeding and rat-running issues. Although these issues were raised, it is felt that concerns on the whole were reduced when the proposals were explained. It is also felt that the general concern about interim traffic impact (until the Northern Quadrant section of the ELOR is built), applies as much to exacerbated rat-running/speeding as it does congestion on the strategic routes. A lot a residents could see the potential benefits of the completed scheme but were concerned about the intervening period.
3. Particular concerns were noted in relation to the poor drainage of some parts of the site and a photograph subsequently supplied.
4. With regard to secondary school provision, a view was expressed that a new school in the area might reduce some of the drift from local primary schools to secondary provision in Wetherby and North Yorkshire.

10.14 Subsequently, officers organised further consultation ‘drop in’ exhibition sessions, held on Saturday 28th and Monday 30th September 2013. The attendance sheets showed that 66 residents signed in at the event held on 28th September (where 34 comments sheets were completed) and 54 residents signed in at the event held on 30th September (where 31 comments sheets were completed). As with the event in December 2012, they were very well attended and the actual number of residents attending was higher than this for both events.

10.15 In terms of the content of the comments forms, the following issues were raised:

1. ELOR must be built first before the Council approves any development.
2. Whilst some benefit may be sought from the whole of ELOR, this proposal does not achieve that and does not overcome existing problems on radial routes into the city.
3. Concern about traffic noise from ELOR.
4. Concern that public money may be used to fund ELOR and assist private developers to make more profit.
5. Traffic heading north will have to use Coal Road (and the existing mini roundabout) in order to get to the spine road and ELOR.
6. The location of the school is unsafe and inappropriate as it will be too close to the traffic.
7. The closure of Red Hall Lane will lead to access problems into and out of the Red Hall estate and increase rat running.
8. Existing local roads already suffer from too much traffic and cannot cope with the additional pressure of the development.
9. The severance of Coal Road and Red Hall Lane will cause rat running through the Whinmoor estate, which is already a problem.
10. No effort has been made to enforce the 30mph speed limit on Skeltons Lane.
11. Support for closing Skeltons Lane to through traffic other than buses, cyclists and pedestrians.
12. Suitable provision must be made for cyclists.
13. Greater investment in public transport should be made, such as a new rail link.
14. Concern that changes to bus services may affect elderly people in the bungalows on Red Hall Lane, who will be further away from bus stops.
15. Adequate off-street parking provision must be made for new houses, to avoid parking problems found on other new developments.
16. All road signage must be clear and direct HGVs appropriately.
17. Provision must be made to ensure that disabled people can get around the area and access the new facilities, including public transport.
18. The park and ride should be developed as quickly as possible.
19. Development should not be taking place on greenfield sites and brownfield sites should be used first.
20. Concern about loss of green belt land.
21. The area is poorly drained and historical maps show a pond near the Shell garage. Development will exacerbate flooding issues.
22. Concern about construction traffic passing through residential areas.
23. Provision should be made for young people - leisure centre, indoor facilities.
24. Concern about lack of any meaningful greenspace within the proposals.
25. Concern about the field, woods and walkways behind Hornbeam Way being lost.
26. Confirmation is sought that Skeltons Woods are not to be developed as it is unclear from the plans.
27. Concern regarding loss of wildlife habitat.
28. Thought should be given to the provision of wildlife corridors, particularly under ELOR.
29. The proposals appear to be over-development and lack the necessary

infrastructure, which is already inadequate (including impact on emergency services in future).

30. Provision must be made for elderly people downsizing.
31. Low cost affordable housing is needed, much more than the 15% proposed.
32. Concern that the plans are out of date and do not show the new housing on the former Strikes garden centre site.

10.16 Most recently, officers have held three further consultation 'drop in' events on 15th, 17th and 20th January, in order to update residents on the alignment of ELOR and its roundabouts, the traffic impacts and mitigation proposals and the contents of the proposed S106 package. A summary of the events and the responses received is covered at para. 6.11.

10.17 The delivery of ELOR was also discussed at the Housing and Regeneration Scrutiny Board on 9th December 2014. Members requested further progress updates on the delivery of ELOR in 3 months time, together with details of current housing consents in the area, any applications under consideration and the implications of these for the highway network in the interim period. Members were clear that they do not want to see permission granted for any further house building until ELOR is constructed.

11.0 CONSULTATION RESPONSES:

11.1 **Statutory:**

Highways: - Significant work has been undertaken to understand the impacts of development of the site and ELOR, including the extent of off-site works and issues relating to the phasing of development and mitigation measures in advance of ELOR. Officers have considered the revised Transport Assessment and further supporting information and are now content that they have sufficient information in order to be clear about what the nature and quantum of the traffic impacts are likely to be. In terms of testing the scheme against the NPPF threshold of when a 'severe' impact is likely to occur, on balance, it is considered that no more than 500 dwellings (split between the A58 and A64 ends of the site) can be developed without the Northern Quadrant section of ELOR being constructed and open to the public. Officers are also mindful of the existing traffic pressures and concerns about rat-running, but are content with the nature of the mitigation proposals. The scale of public transport provision is also considered to be reasonable given the size of the development.

Highways Agency: - No objections, subject to the final agreed Travel Plan being secured in the S106 agreement.

Environment Agency: - The development is acceptable provided that it is carried out in accordance with the Flood Risk Assessment. Conditions are recommended to ensure the development is carried out in accordance with the Flood Risk Assessment.

Natural England: - Initial objection to the development as submitted, as further information was required regarding the impact on Bats. A Bat survey of Bramley Grange Farm has now been completed and is included in the latest EIA Addendum. Natural England have now confirmed no objection to the proposals, subject to the implementation of mitigation measures.

English Heritage: - The application does not need to be considered by English Heritage.

11.2 **Non-statutory:**

Combined Authority (formerly Metro): - Initial comments stated no objections in principle, subject to the agreement and clarification of the interventions set out in the Transport Assessment and S106 Heads of Terms. Further discussions and agreement is needed with regard to the wider public transport strategy, bus service diversion (including the feeder service), phasing of development, on site infrastructure, Metrocards, Grimes Dyke park and ride and bus priority measures on the A64 corridor. These matters have subsequently been resolved such that they can feed into the S106 package.

TravelWise Team: - Further advice has been provided on the necessary content of the Travel Plan for the proposed primary school - a Travel Plan Monitoring and Evaluation fee of £2,500 is required. Negotiation has also been ongoing with regard to the residential element of the development and a Travel Plan Monitoring and Evaluation fee of £12,000 is required (in addition to a Travel Plan Co-ordinators budget of £12,000 per annum for 16 years). It is anticipated that revised Travel Plans will be finalised in due course.

Transport Development Services (Public Transport): - Funding for local measures and funding towards the wider East Leeds Extension public transport strategy is required.

Education: - A two-form entry primary school is required on site and is proposed (inclusive of a primary education contribution of £5,935,375). A secondary education contribution of £3,582,986 is also required. It is requested that the developer use part of the primary contribution to deliver one primary form of entry off-site in the early years of development.

Yorkshire Water: - Initial consultation noted that the submitted Flood Risk Assessment suggested that surface water will be connected to the public sewer which would not be acceptable and clarification was sought. Drainage conditions were otherwise recommended. Following dialogue between the Consortium and Yorkshire Water, it is noted that the intention is to discharge surface water to infiltration systems and/or watercourses at a restricted rate. However, it is noted that Yorkshire Water has no sewer capacity available for the discharge of surface water.

Flood Risk Management Team: - The submitted Flood Risk Assessment and subsequent technical notes are considered acceptable, though it is noted that further detailed work will be required for each of the future reserved matters applications in order to ascertain the size requirements of attenuation areas. The conditions proposed by the EA are also supported and conditions are also suggested to consider the feasibility of infiltration drainage methods, restrictions on surface water flow, an additional 3,500 cubic metres of flood storage to be provided above that required for flow balancing and details of surface water drainage schemes to be submitted and implemented.

Sport England: - No part of the site constitutes a playing field. However, a non-statutory objection is raised as Sport England is not assured that the development makes appropriate contributions sports provision.

Public Rights of Way: - There are no claimed or definitive rights of way crossing the site. However, a non-definitive path runs adjacent to the playing fields and Skeltons Wood, off site. Suggestions are made for new paths crossing the site.

Environmental Studies Team: - It is not anticipated that air quality will be a significant concern during the operational phase of the development. At detailed design stage, suitable distances will need to be maintained between the ELOR and the proposed properties in order to safeguard against emissions from traffic growth when the ELOR is complete.

Housing: - A preference for on-site provision of Affordable Housing is stated. The contents of the Housing Market and Needs Assessment are noted and the evidence base considered appropriate for influencing the type and mix of Affordable Housing to be delivered. Advice is provided in respect of the demand for older people's and smaller sized accommodation.

Contaminated Land: - No objections in principle, although it is recommended that further information is sought prior to determination. Conditions are otherwise recommended to deal with further investigation, unexpected contamination and verification of remedation works carried out.

West Yorkshire Archaeology Service: - Records show that there are significant undesignated archaeological remains adjacent to the proposed development site. It is recommended that determination of the application is deferred until a further evaluation report is carried out. If the application is determined, it is recommended that a condition is imposed to require a programme of archaeological recording to be approved.

Public Health: - It is not considered that existing primary healthcare services would be placed under any significant additional pressure as a result of the development and so it is not necessary to procure additional provision at the current time. It is suggested that clarity is sought on how the development provides for a positive impact on public health, through the use of greenspaces and accessibility etc. Suggestions have also been made in respect of the accessibility of greenspaces, i.e. a variety of environments and equipment that suit a wide range of abilities.

12.0 PLANNING POLICIES:

12.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that planning applications are determined in accordance with the Development Plan unless material considerations indicate otherwise. The Development Plan for Leeds currently comprises the Core Strategy (2014), saved policies within the Leeds Unitary Development Plan (Review 2006) and the Natural Resources and Waste Development Plan Document (2013).

Local Planning Policy

12.2 The Core Strategy is the development plan for the whole of the Leeds district. The following core strategy policies are relevant:

Spatial policy 1	Location of development
Spatial policy 6	Housing requirement and allocation of housing land
Spatial policy 7	Distribution of housing land and allocations
Spatial policy 10	Green Belt
Spatial policy 11	Transport infrastructure investment priorities
Policy H1	Managed release of sites
Policy H3	Density of residential development
Policy H4	Housing mix

Policy H5	Affordable housing
Policy P8	Sequential and impact assessments for town centre uses
Policy P9	Community facilities and other services
Policy P10	Design
Policy P12	Landscape
Policy T1	Transport Management
Policy T2	Accessibility requirements and new development
Policy G4	New Greenspace provision
Policy G8	Protection of species and habitats
Policy G9	Biodiversity improvements
Policy EN2	Sustainable design and construction
Policy EN5	Managing flood risk
Policy ID2	Planning obligations and developer contributions

12.3 The Core Strategy sets out a need for 70,000 new homes up to 2028 and identifies the main urban area as the prime focus for these homes alongside sustainable urban extensions and delivery in major and smaller settlements. It also advises that the provision will include existing undelivered allocations (para. 4.6.13). It is noted that the application site falls mainly within the East and partly within the Outer North East Housing Market Characteristic Areas identified in the Core Strategy. In terms of distribution, 11,400 houses are anticipated in the East area and 5,000 in the Outer North East Area.

12.4 The Northern Quadrant is part of a wider housing allocation for the East Leeds Extension (ELE) in the adopted Leeds Unitary Development Plan (UDP) Review (2006).

12.5 The UDP establishes the land use allocation and planning policy for the East Leeds Extension (ELE). Under Policy H3-3A.33 the whole of the ELE is identified for housing under Phase 3 of the Review, together with employment uses, greenspace and other ancillary facilities subject to:

1. Preparation of a ***development framework*** which will determine the phasing, mix and location of uses, density of development and location of access points;

2. Assessment of the need for an ***orbital relief road*** and if required, funding by the development;

3. The provision of appropriate ***highway infrastructure*** incorporating the facility for public transport to serve the development;

4. An assessment of the appropriateness of an extension of the proposed supertram line;

5. Financial support for ***enhanced public transport*** routes, provision and services;

6. Provision of local, ***community and education*** facilities;

7. Provision of an appropriate level of ***affordable housing***;

8. Establishment of a significant overall ***landscape structure*** including substantial planting to site boundaries and main highway and footpath corridors;

9. Retention of existing ***footpaths*** and creation of additional links to existing communities, local facilities and the countryside;

10. Submission of a ***sustainability appraisal***;

11. Submission of a satisfactory ***flood risk assessment*** incorporating an appropriate drainage strategy.

12.6 The ELE allocation will be brought forward for development only if:

i. Monitoring indicates the need for further land to be released to meet the RSS annual average housing requirement;

ii. The assessment of the need for an orbital road demonstrates that such a road would both serve the proposed development satisfactorily and produce clear public benefits to users of the highway system; and

iii. Sustainability appraisal demonstrates that there are no preferable, more sustainable sites; and that the detailed proposals for the extension are intrinsically sustainable.

12.7 The UDP Review goes on to say that development will need to be planned in an integrated way, which links to adjacent residential communities and employment areas. New highway infrastructure will be required at an appropriate level based upon an assessment of the need for a new orbital relief road which would not only serve the development but offer an alternative to the existing A6120 Ring Road and could relieve the main built up area from congestion.

12.8 Other UDP Policies of relevance are listed, as follows:
GP5: General planning considerations.
N23/N25: Landscape design and boundary treatment.
N24: Development proposals abutting the Green Belt.
N29: Archaeology.
N37: Special Landscape Area (to the north east of the site)
BD5: Design considerations for new build.
T7A: Cycle parking.
T24: Parking guidelines.
H3: Delivery of housing on allocated sites.
LD1: Landscape schemes.

12.9 Supplementary Planning Guidance / Documents:
SPG4 Greenspace relating to new housing development (adopted).
Interim Affordable Housing Policy.
SPG10 Sustainable Development Design Guide (adopted).
SPG11 Section 106 Contributions for School Provision (adopted).
SPG13 Neighbourhoods for Living (adopted).
SPG22 Sustainable Urban Drainage (adopted).
SPD Street Design Guide (adopted).
SPD Public Transport Improvements and Developer Contributions (adopted).
SPD Designing for Community Safety (adopted).
SPD Travel Plans (draft).
SPD Sustainable Design and Construction (adopted).

Natural Resources and Waste Local Plan (adopted).

12.10 National Planning Guidance:
National Planning Policy Framework (NPPF): Paragraph 49 requires that housing

applications be considered in the context of the presumption in favour of sustainable development. Relevant policies for the supply of housing should not be considered up to date if the local planning authority cannot demonstrate a five year supply of deliverable housing sites.

12.11 Other relevant documents
East Leeds Orbital Road Feasibility Study – July 2013.

13.0 MAIN ISSUES

1. Principle of development
2. Urban Design and liveability
3. Landscape and Greenspace issues
4. Drainage issues
5. Highway issues
6. Housing issues
7. Education and provision for children
8. Neighbourhood facilities
9. Health
10. Employment and training
11. Equality issues
12. Programme for development
13. S106 package
14. Other matters

14.0 APPRAISAL

Principle of development

14.1 Residential developments and the creation of new liveable neighbourhoods on the outer edge of East Leeds will play a major role in helping the city meet its housing growth needs. Paragraph 47 of the NPPF sets out what Local Planning Authorities must do to ensure that they are able to significantly boost the supply of housing. In particular, the NPPF sets out the requirement for a 5 year supply of housing land. This translates into the need for new homes identified in the Core Strategy. The proposed development of 2,000 houses would therefore make a significant contribution to achieving this.

14.2 The site is a phase 3 housing site which was released for development in 2011 following a series of appeals which confirmed that the release of such sites at that time was appropriate.

14.3 UDPR Policy H3-3A.33 does not preclude applications for separate parcels of the East Leeds Extension being submitted, approved and implemented in their own right. However, this is subject to any proposals having due regard to the deliverability of the remainder of the East Leeds Extension, including the provision of an orbital relief road and its relationship to Thorpe Park. Officers have received legal advice that, in itself, the policy does not require the whole orbital relief road to be in situ or have planning permission before any development takes place, but proposals will need to give certainty that the whole route will be delivered. However, consideration of the need for an orbital relief road and funding by development is a fundamental component of policy, together with an evaluation of the impact of developments on the capacity of the local networks, nearby junctions and rat-running. It is important that proposals demonstrate not merely that development does not prejudice delivery, but that it positively contributes to the ultimate solution and does not exacerbate existing traffic

problems.

14.4 As a consequence of the above, the principle of residential development of the site at this time is considered to be acceptable.

Urban Design and liveability

14.5 The aim of the proposals are to create a new liveable and sustainable neighbourhood in the east of Leeds, and consequently a great deal of time has been taken to work up a number of key urban design principles. Policy P10 of the Core Strategy states that new development will be expected to deliver high quality innovative design that has evolved, where appropriate, through community consultation and which respects and enhances the variety of existing landscapes, streets, spaces and buildings according to the particular local distinctiveness and wider setting of the place, contributing positively towards place making and quality of life and be accessible to all. The submitted Design and Access Statement contains a thorough analysis of the landforms and views, the urban grain of existing developed areas and existing assets in the form of trees, hedgerows and spaces.

14.6 The character analysis notes that the site straddles the boundary between the city and surrounding countryside. It is also noted that the area adjoining the north-eastern edge of the site is designated as a Special Landscape Area in the UDP. The local building typologies and block structure of the existing adjacent housing areas in Whinmoor and the nearby villages of Scholes, Shadwell and Thorner are considered. The landscape character analysis identifies the site as falling within an area of arable fringe farmland which wraps itself around the east of Leeds and falling within the Nottinghamshire, Derbyshire and Yorkshire Coalfield national character area, as classified by Natural England. The area broadly to the north and, in parts, touching the northern boundaries of the site is identified as small scale farmed ridges and valleys, falling within the Pennine Dales fringe national character area. In order to mitigate the potential effects of the proposed development on the landscape character, the Design and Access Statement recommends the following measures to be considered in the design approach:

- Creation of an appropriate interface between the proposed development and the existing townscape;
- Retention and enhancement of existing vegetation along Cock Beck (Grimes Dyke) to provide a landscape buffer between the development to the south west;
- Creation of open space both within the development and at the edge of the development to break up the mass of built form and create an appropriate edge to the development;
- Retention and enhancement of existing vegetation adjacent to the northern site boundary, through native tree and shrub planting;
- Taller elements of built development will be located at key nodes and within local centres, away from the rural edge of the development site to minimise visual prominence in more sensitive locations.

14.7 The evolution of the masterplan has been borne out of the understanding of the site and its surroundings and influenced by feedback from the developers consultation events, meetings with Parish Councils, Members, Officers and also discussion at the Consultative Forum.

14.8 The principle was established that the ELOR would have to define the outer edge of the housing allocation. From a highways perspective, the location of ELOR was due

to the desire for a high capacity and relatively high speed road with no direct access, required to relieve congestion on the existing Ring Road. Other aspects of the masterplan include the location of the local centre at the intersection of the internal spine road, with a connection through to the approved Grimes Dyke development. This is intended to provide a focus for the residential area south of Skeltons Lane. To the north of Skeltons Lane, the proposals are intended to provide for improved linkages to the existing built up area and local facilities. Following discussion with Children's Services and the Consultative Forum, the location of the new 2 form entry primary school has shifted to the north-western part of the site, adjacent to Skeltons Lane. This has been revised to better relate to the proposed development, existing primary school provision and the potential for any residential development at the Red Hall site. In terms of the indicative detail of the street layout, the designers have tried to develop a block structure that responds to the topography of the site and the existing built up area, working with the steeper gradient adjacent to Grimes Dyke and reinforcing existing connections in order to try and stitch old with new.

14.9 Following the developers public consultation events, the masterplan has evolved to take account of the following issues.

- The relationship of new dwellings to existing houses has been carefully considered to ensure the security and privacy of existing residents is maintained.
- Cross sections have been submitted showing the relationship of the proposed development to Red Hall Lane and Hornbeam Way to demonstrate the arrangement of blocks of two-storey houses fronting onto Red Hall Lane, facing the existing at appropriate distances.
- The stopping up of Red Hall Lane at the eastern side of the junction with Wetherby Road is intended for safety reasons and to assist in reducing rat-running through neighbouring streets, which would only happen when alternative routes are available. However, as discussed elsewhere in this report, representatives at the Consultative Forum have expressed concern that this may have unforeseen consequences and create rat-running issues elsewhere.
- It is also intended to create a new public right of way network that will link into the existing network to provide greater public access to the surrounding countryside.
- New copses and a network of open spaces are proposed to provide an extension of the existing landscape character and provide for wildlife connectivity through and around the site. The developers have undertaken some initial discussion with the local Skelton Woods Environment Group, regarding the potential management and maintenance of the existing woodland in the southern part of the site, for the benefit of the natural environment and the wider community.

14.10 The Design and Access Statement notes that the development will provide a mix of dwellings in terms of size and tenure, ranging from 2 bed apartments to 5 bedroom houses. Given the period over which development is likely to occur, the mix will inevitably respond to factors such as market demand and location within the site. It is anticipated that the breakdown will be as follows:

- 2 bed dwellings (including apartments) – 25%
- 3 bed houses – 35%
- 4 bed houses – 35%
- 5 bed houses – 5%

14.11 The density of development has been divided into two bands, responding to the alignment of the internal spine road through the site and the transition to the Green Belt to the north and east and the existing development to the south and west. The

density strategy is therefore intended to provide legibility within the site and provide a sensitive response to both the existing suburban area and rural landscape beyond the site. Densities along the spine road, including around the local centre, are suggested as being up to 35 dwellings per hectare, whereas the remaining lower density areas are suggested as being up to 30 dwellings per hectare.

14.12 The proposed scale and massing is to follow a similar pattern to the densities described above. The rural landscape beyond the allocation lies within the Green Belt and part lies within a Special Landscape Area, therefore demanding a sensitive design response, predominantly two storey, to help assimilate the development into the wider landscape. Building heights within the development are planned to take into account views into the site and the potential impact on the wider landscape. Landmark buildings are intended to act as focal points and may be of a larger scale than the surrounding development to aid legibility and way-finding, i.e. in the local centre. The development edge adjacent to Red Hall Lane, Skeltons Lane and Hornbeam Way are intended to be respectful of the prevailing two storey building heights.

14.13 Whilst the application is in outline and there are no detailed plans or elevations of the buildings and places proposed, the Design and Access Statement goes into great detail in terms of establishing urban design principles for particular areas within the site, according to location, types of space, orientation, building types, densities, materials, roof forms and boundary treatments, as well as the approach to street hierarchies and car parking. It is suggested that, if approved, conditions are imposed requiring any subsequent reserved matters applications to accord with the urban design principles established at this early stage. It is anticipated that the residential streets within the development will be designed for 20mph vehicle speeds, which will assist in ensuring the development is 'child friendly' and is as accessible as possible to a wide range of users. The local character study referred to earlier is intended to assist in informing the building form, architectural details and external materials to be used in the development.

Landscape and Greenspace issues

14.14 Landscaping and vegetation should play a major role in ensuring the development does not have a negative visual impact on the retained Green Belt to the north and east and in offering soft buffering and separation where necessary to protect the character and identity of existing and new neighbourhoods.

14.15 The developers will be required to provide greenspace on-site to meet the local amenity and recreational needs of the new neighbourhoods. However there will be more strategic leisure needs that are affected by the growth in population.

14.16 At pre-application stage, it was noted that there are existing playing pitch facilities at Red Hall, Skeltons Lane and Naburn Approach, all in Council ownership. Red Hall is allocated for development in the UDP, though its release from current uses has yet to be formally determined by the Council. A report was presented to the Executive Board meeting of 4th September 2013, where it was agreed that feasibility work be undertaken to inform the development of the Red Hall site, including the key development principles, involving the retention of two pitches on site and that approval be given to the process and timetable for the production of a draft Informal Planning Statement to guide future planning applications, disposal and development of the site for housing and related infrastructure, to include requirements for greenspace, scale and type of development, highways, pedestrian and cycle movement, as well as more detailed design guidance. Both Red Hall and Skeltons Lane have issues with drainage that prevent the playing pitches being used to their

full capacity and could otherwise be upgraded through financial contributions from new development.

14.17 In addition to on-site greenspace, there is an opportunity to provide a new East Leeds Country Park along the outer edge of the ELE (both inside and outside ELOR as a strategic network of greenspaces) and connecting to the proposed 108 acre Green Park (at Thorpe Park), approved at City Plans Panel in September 2013. This country park could also act as a strategic buffer between the ELE and the nearby communities (especially Scholes) and in the case of this application, would fall within the Green Belt. Whilst the proposed housing development falls within the housing allocation, the creation of a Country Park within the Green Belt is appropriate and acceptable in planning policy terms. The developers have indicated an area that could form part of the country park at the eastern end of the Northern Quadrant, outside of ELOR, between Skeltons Lane and York Road. One of the key issues is how the country park could be accessed where it falls outside of ELOR. Following negotiations, the developers have now provided a bridge between the development area and the country park. The latest drawings show how a bridge could be incorporated into a landscaping solution, rather than a purely engineering solution. Crossing points for pedestrians and cyclists at the roundabout junctions of ELOR, will also help to facilitate access. The Country Park now proposed is larger than that submitted with the application and so part of it falls outside the red line boundary of the planning application. The S106 will require the submission of a planning application for the enlarged Country Park, as shown on the current masterplans.

14.18 Whilst there are no public rights of way crossing the site, such routes do exist further north, crossing and accessible from Coal Road. Clearly, the current proposals are to sever Coal Road in order to construct ELOR. However, pedestrians and cyclists will be able to use crossing points at the A58 junction with ELOR in order to access the leisure routes outside the development area. More widely, linear routes are proposed along the inside edge of ELOR and outside of ELOR between the A58 and Coal Road. The networks of routes will assist in facilitating access to the public rights of way networks to the north, as well as to local playing fields, which have benefits in terms of leisure, recreation and health.

14.19 In addition to the above, the developers are offering the transfer of the woodland to the south of the site to the Friends of Skeltons Wood at nil cost. This is an area where the developers had pursued discussions with the group at pre-application stage, following public consultation events. However, if agreement cannot be reached, the woodland can be included in the management of the overall public open space.

Drainage issues

14.20 Green infrastructure will also be required to play a significant role in the development. It is important that developments consider sustainable drainage methods in the first instance, i.e. infiltration drainage / attenuation basins. However, these will not always be suitable due to ground conditions in which case other methods may need to be used to manage surface water run-off and increased domestic water usage ensuring that the off-site impacts of drainage are understood and fully mitigated in the design of the developments. Concerns were initially raised by the East Leeds Regeneration Board about permeability of soil in the area around the site and the implications for sustainable drainage solutions.

14.21 The approach to drainage and mitigation of its impact on surrounding areas needs to be considered as a whole so that the cumulative impact across all of the development is considered. Concerns around ground conditions and drainage have been noted by the Consultative Forum and residents who attended the public exhibitions led by the Council. The developer's proposal is to utilise the topography of the land to drain the

site to attenuation areas, where surface water can then be released at greenfield rates of run-off. In summary, the proposal is that the northern half of the site drains to attenuation areas within greenspaces to the north of Skeltons Lane. The southern half of the Northern Quadrant is located over a ridge of land and so the eastern half will drain to attenuation areas within the country park, whereas the western half will drain to attenuation areas within greenspaces adjacent to the western boundary with Cock Beck and the Grimes Dyke site. One of the aims of the strategy is to put in place a surface water management system which will have a positive impact on the surrounding habitats and ecosystems.

14.22 With regard to the inclusion of attenuation areas within four areas of greenspace within the residential development, the strategy is that 40% of the space is public open space only, 30% of the space acts as public open space plus potential flood attenuation and a further 30% of the space if flood attenuation only (therefore unusable and not counting as greenspace provision). Accordingly, 70% of the area available within these four areas of public open space is usable and is counted by the developers as greenspace. Other attenuation areas exist in other parts of the site which are not counted as greenspace, such as the landscaped areas outside of ELOR. However, consideration will need to be given to how such features may be included within the detailed design of the country park proposal.

Sustainability

14.23 The proposals for the site must fully address sustainability issues including quality design, public transport penetration and sustainable drainage. The submitted Design and Access Statement contains a chapter on climate change mitigation and assesses the proposals in detail against the Council's Sustainable Construction and Design SPD – Building for Tomorrow Today. It is asserted that one of the best ways to build homes that are sustainable is to ensure that the building fabric is as efficient as possible. It is also noted that sustainable methods of recycling rainwater, such as the provision of water butts will be considered where appropriate. Given the significant span of the build out period, it is likely that the proposals must meet at least Code Level 4 or above of the Code for Sustainable Homes. However, recent government announcements have inferred that the Code may be set aside in favour of a more holistic approach to sustainable design and construction.

Highway issues

14.24 The cumulative impact of all development on the outer Leeds urban edge will require investment in transport infrastructure to mitigate the effect of increased vehicular traffic on the existing strategic and local road network. The starting point for this discussion is the requirement that this would be provided through a new ELOR as a dual carriageway to accommodate the scale of development, connecting all phases of the ELE with developments at Manston Lane, through to Thorpe Park and the M1 at junction 46, and to the A6120 outer ring road to the north. Ultimately, this will help reduce traffic on the existing outer ring road between the A58 and M1 motorway.

East Leeds Orbital Road (ELOR)

14.25 The requirement, phasing, scale, funding and timing of the ELOR has been subject to significant discussion with the development team, as well as other landowners in the ELE and at the Council's Executive Board.

14.26 These discussions have included whether the ELOR could be provided as a standalone first phase in the Northern Quadrant, connecting the A58 Wetherby Road with the A64 York Road, to support this first phase of development and mitigate the impacts on traffic flows along the existing Outer Ring Road (ORR) on the capacity of

key junctions and impacts on nearby settlements (e.g. Scholes) as well as the issue of potential rat-running through the Whinmoor area.

14.27 The point has been made on behalf of the wider developer/landowning interests that there must be an equitable distribution of cost for infrastructure. In this context it is agreed that the development of each quadrant of the ELE should make an appropriate contribution to its section of ELOR taking into account the costs of other infrastructure.

14.28 The construction and completion of the ELOR in its entirety is closely related to the provision of the Manston Lane Link Road (MLLR) at Thorpe Park. It is noted that an outline mixed use scheme at Thorpe Park has been approved, together with detailed full planning applications for the east-west and north-south sections of the MLLR and an application for a new public park were approved at the City Plans Panel meeting of 19th September 2013. It is envisaged that the MLLR would provide the southernmost 'leg' of ELOR between Manston Lane and the M1.

14.29 Consultation to date has raised concerns that the ELOR should be delivered at as early as a stage as is feasible and preferably before any housing is developed, with concerns about the possible impact of additional traffic arising from new housing development on existing local and arterial highways, without it being in place.

14.30 In view of these concerns, the Council's Executive Board has agreed that the Council should take a leading role in delivering ELOR, to co-ordinate with diverse land interests and achieve a consistent approach to how developers engage in its delivery. The Feasibility Study commissioned by the Council (carried out by Mouchel) was intended to offer some clarity on the scope, route and programme to provide a basis for consideration of further detailed design, funding and delivery and to assist in facilitating the delivery of the whole of ELOR in a comprehensive manner.

14.31 The ELOR Feasibility Study confirmed the base principles of the road as being an urban dual carriageway of a 50mph design speed with roundabout junctions where the route would cross the existing main roads and should be 'future-proofed' in its design to accommodate an increase in traffic over and above that which is forecast from the level of both housing and economic growth in Leeds and the wider city region. It set out an indicative overall route of 7.33 km (4.6 miles) connecting the A6120 Outer Ring Road west of Red Hall to J46 of the M1 at Thorpe Park. The Feasibility Study was presented to the East Leeds Regeneration Board, together with the emerging East Leeds Transport Strategy. The Executive Board has noted the outcome of the Feasibility Study and supported the work to establish an East Leeds Transport Strategy, considering the wider needs of pedestrians, public transport and cars.

14.32 The Council's position is clear in that it wishes ELOR to be constructed as early as possible and recognises the benefits the strategic highway will bring, not only to residents and businesses in East Leeds but also to the wider City. The Council's emerging approach in order to deliver ELOR at the earliest date possible is for it to take a leading role in its provision, including investigating and seeking to obtain funding from both the public and private sectors. The mechanism adopted to obtain private funding and assemble the necessary land therefore needs to be capable of implementation across the whole of the East Leeds Extension.

14.33 In regard to public sector funding, the Council has made considerable progress on the ELOR project and is now in a position to work with the West Yorkshire Combined Authority (WYCA) to develop a business case for funding the scheme. Through the Growth Deal agreed with government for the Leeds City Region, a West Yorkshire

Transport Fund has been established, in which a number of high priority transport infrastructure schemes, including ELOR, have been given priority funding allocations. WYCA has already allocated £1.3m of project development funds to the Council to enable it to develop the business case for ELOR. The formal Stage 1 Outline Business Case for the full ELOR project, linking to the MLLR works, was submitted to WYCA at the end of January 2015 and following peer review and technical assessment is expected to be formally considered for progression to the next stage of detailed development at the Combined Authority's meeting on the 12th March.

14.34 Within the business case a programme for delivery of the scheme has been included, which indicates the submission of a detailed planning application in 2016 and subject to this being determined, a start on site for the ELOR works in 2019 and completion by early 2021.

14.35 There is significant work to be undertaken to meet this timetable, which officers are confident is, whilst challenging, achievable. Required activities will include public consultation, detailed design, further landowner discussions, land assembly, planning, statutory procedures (including public inquiry), procurement and a contractual delivery period. The final approval of the business case will not be made until much of this work is undertaken, though as more detail is confirmed and as each stage progresses there will be greater certainty of the funding from the West Yorkshire Transport Fund allocation.

14.36 The ultimate approval of the case for public sector funds will also be contingent on the ability to draw in private sector/developer contributions to the cost of the scheme. On this point the Northern Quadrant Consortium and Council have held further detailed discussions.

14.37 When the Northern Quadrant application was first presented to Plans Panel in March 2013, the consortium's proposals were for it to construct the section of ELOR within the planning application (the section between A58 and A64) and to start this no later than the occupation of the 1,200th house, with the road to be completed within 3 years of its commencement. Through further discussions a position was reached that if by the sale of the 1000th house, the Council did not have sufficient public funding in place it could request the consortium to pay sufficient funds to the Council for the construction of this section of ELOR. Further discussion has taken place about different 'trigger points' at which the road would need to be constructed or the cost of constructing the road could be made available for the Council, though these have not proved capable of meeting the needs of either party. The developer's position is that it is not able to provide any significant funds in advance of housing development that would enable the ELOR works to be fully implemented; this is because of the need for the site to generate cash flow through house sales. The Council's position reflects the concerns raised by Members and local stakeholders, that ELOR should be in place at the earliest opportunity and preferably prior to the construction of any housing.

14.38 A joint position has now been reached where the basis of the developer's contribution to the ELOR scheme would be in two parts. Firstly, early works in kind to form the roundabout junction with the A58, which would provide for site access at its western end and to form an interim junction with the A64 to provide for site access at its eastern end. Subject to further engineering modifications and expansion at the A64 roundabout, both of these junctions would form part of the eventual ELOR route.

14.39 Secondly, the developers' contributions would come through a 'roof tax', which would form part of the S106 agreement. In simple terms, in knowing the likely full cost of this section of ELOR, a per dwelling financial contribution would be derived from the total

number developed. Any earlier works in kind relating to ELOR would be counted as an offset to the roof tax at their equivalent value. The estimate on which the overall cost of this section of ELOR is based and which will form the calculation for the roof tax is based on detailed estimates agreed between Mouchel (the Council's ELOR engineering advisors) and the engineers advising the applicant. It includes a base estimate, provision for inflation and risk pricing reflecting the detailed design and site work still required before a contract can be let. The estimate is considered robust with the likelihood that the final outturn cost of this part of ELOR may well be less than is received overall through the roof tax. Any additional roof tax received would however be retained within the package of planning obligations, as discussed earlier in the report.

14.40 There is therefore a sound basis on which to fix the overall amount of contribution that can be expected from the NQ development to the ELOR scheme.

14.41 The Consortium would also commit through the s106 to making the necessary land available for the construction and adoption of ELOR through the site and for any land not in its control or available for the construction of the Northern Quadrant section of ELOR, the consortium has confirmed it will indemnify the Council for any reasonable costs incurred in its acquisition.

14.42 Executive Board has agreed the principle of this roof tax and that it should be used on the same basis in further parts of the East Leeds Extension when these come forward as planning proposals.

14.43 There is therefore a good level of certainty in the means of securing private contributions to the ELOR scheme and with the progression of discussions between the Council and applicant and the Council's work on a public funding case now making progress, the proposals for ELOR and the Northern Quadrant have moved forward positively since the proposals originally made in the application. Through the position now reached, the Council can maintain control over the delivery of this section of ELOR as part of the wider project to deliver the road as a strategic route in a single project and on a common programme.

14.44 Whilst the developers' contributions would not be received 'up front', public funds would be applied in the first instance to ensure ELOR is delivered at the earliest possible time and according to the programme set out above, by early 2021. It should be noted that the applicant's anticipated development programme and the statutory planning processes still to be worked through following any grant of planning permission through this application indicate that a start to house-building on-site may not be possible until 2018. Based on a build-out rate of up to 150 units per annum, it is to be anticipated that around 250 units could be constructed before ELOR is opened – see para. 14.90.

14.45 The establishment of the roof tax as a means of securing the applicant's contribution to the ELOR scheme does have implications for other S106 priorities, because of the cash flows involved. The consortium re-assessed its cost spread across the development, taking into account the infrastructure requirements. At the 10th December 2013 Plans Panel, the proportional scale of the full S106 costs were noted as follows:

1. Affordable Housing – 44%
2. ELOR – 24%
3. Education – 14%
4. Open space – 11%

5. Public Transport and Travel Plan – 6%
6. Highways – 1%

The four options identified related to the scenarios described below:

Option 1
The cost of ELOR is spread over the lifetime of the development, but with a 2 form entry primary school being delivered early and Affordable Housing spread on an even basis across the development period. 38% of the Northern Quadrant section of ELOR would be funded by the 1,100th house and the school would be open by the 800th house.

Option 2
The cost of ELOR is brought forward, with the school being deferred for delivery later and Affordable Housing spread on an even basis across the development period. 77% of the Northern Quadrant section of ELOR would be funded by the 1,000th house and the school would be open by the 1,600th house.

Option 3
The cost of ELOR is brought forward, the school is delivered in the medium term and Affordable Housing is provided on an uneven spread over time. 77% of the Northern Quadrant section of ELOR would be funded by the 1,000th house. The school would be open by the 1,000th house and Affordable Housing would be provided on a range of 5% to 20%.

Option 4
The cost of ELOR is brought forward and 100% funded by the 1,000th house. School provision is split between an early necessary provision of one form of entry off-site (by the 200th house) and the provision of a two form entry school on site later on (by the 1,600th house). Affordable housing is spread on a stepping up approach from 4% to 24%.

In relation to option 4, the one infrastructure element that needs to be provided to a fixed date, rather than determined by house sales, is the primary school. The process and nature of school provision means that a three year lead in time is required. Once the decision is taken to commission a school, it must be ready by a set date, regardless of the subsequent rate of house sales. Dialogue with Children's Services has indicated that an extension to an existing primary school in the locality, by one form of entry, is a preferable solution in the early years of the development, with the full two form entry primary school following later.

14.46 The consortium are seeking detailed consent for ELOR as part of the current planning application. The route of ELOR falls within the housing allocation and within the ownership of the consortium, save for the area of land at Bramley Grange Farm, referred to at the 10th December City Plans Panel. One issue arising from this approach is the creation of off-centre roundabouts on the A58 and A64, which have in turn raised highways issues with regard to geometry and forward visibility. Discussions on this aspect have taken place, although it is noted that the movement of roundabouts has potential implications for housing capacity and access in relation to adjacent parts of the ELE and proposed road layouts. The current position with regard to the A58 ELOR roundabout is that a four arm roundabout to serve Northern Quadrant is proposed in the planning application, all falling within land controlled by the applicant. However, from the Council's perspective, we need to ensure the best alignment of ELOR and, as a landowner, ensure that the potential for future consideration of the Red Hall site is not diminished and the best alignment of ELOR

around it is provided for as a result of the Northern Quadrant's position. Negotiations have taken place between the Council and Northern Quadrant to facilitate a better positioning of the A58 ELOR roundabout, using part of the Council's land (in accordance with the Mouchel alignment resulting from earlier feasibility work). The consortium is agreeable to a clause in the S106 agreement requiring them to submit and implement a planning application for the revised roundabout location, following the grant of outline planning permission, subject to there being no loss of developable area. It is therefore imperative that a revised scheme is agreed for inclusion in the S106 agreement. With regard to the A64 ELOR roundabout, the Northern Quadrant proposal is for a roundabout falling entirely within their own land. This would then be reconfigured to accommodate future development on the middle quadrant. Highway officers are satisfied with the roundabout designs for the ELOR junction with the A64.

Highways Agency position

14.47 Following continuing dialogue with the Highways Agency (HA), it is understood that the Northern Quadrant proposals are, in themselves, unlikely to have a significant impact on the A1(M)/A64 junction. The HA have re-modelled the mitigation required at Junction 46 of the M1, given the overall development of the ELE and the proposals for Thorpe Park. The measures required will be delivered through the HA's own funding programme. The HA had issued a final holding direction which will be lifted, subject to the final agreed Travel Plan being secured in the S106 agreement.

East Leeds Transport Strategy

14.48 In addition to the ELOR feasibility work Officers of the Council have been meeting with Officers of Metro on an emerging East Leeds Transport Strategy that would encompass the ELE area. As proposals begin to emerge for development of the East Leeds Extension, it is essential that the Council and its partners have a clear vision to ensure that the new developments are adequately served and integrated and linked to both the wider East Leeds area, adjoining areas such as the Aire Valley and Thorpe Park, and the City Centre.

The Council has worked closely with Metro to produce a draft strategy and a joint Member/Officer sub group to the East Leeds Regeneration Board has been established to oversee this. The strategy was presented to the East Leeds Regeneration Board on 8th November 2013, where Members supported the general approach. The strategy will build on the overarching strategic approach set out in the West Yorkshire Local Transport Plan 2011-26 (WYLTP 3) and the local strategy for Leeds, which is incorporated into the Core Strategy. It is intended that the East Leeds Transport Strategy will help to inform future development and assist in the determination of future planning applications.

The overarching principles of the East Leeds Transport Strategy are outlined below: -

- ELOR/MLLR forming part of the A6120 Leeds outer orbital route which will take pressure off the existing outer ring road whilst also providing adequate capacity for new housing development. This will allow measures to be implemented on the existing outer ring road to reduce severance between Seacroft, Crossgates, Whinmoor and Swarcliffe.

- Park & Ride facilities at Stourton (new facility planned as part of the NGT proposals intercepting longer distance trips into the city from the M1, M621 and M62 motorways and A61 and A639 local routes); East Leeds Parkway (potential new Railway Station and associated parking at Micklefield included in Network

Rail's Strategic Business Plan and identified in the WYTF investment package); Aire Valley Park & Ride (planned to intercept longer distance trips into the city from M1 (North) via the A63 Pontefract Lane); Grimes Dyke Park & Ride (potential site intercepting longer distance trips into the city via the A64); Thorpe Park (Longer term aspiration and assessment of the need for new rail station).

- New Generation Transport from Stourton to Holt Park via City Centre (Line One currently subject to Transport and Works Act application). Future NGT options; City Centre to Aire Valley; City centre to Seacroft and Grimes Dyke Park & Ride via St James's Hospital.

- Public Transport; Effective integration of new and extended services to access new development in the East Leeds Extension. This will emerge over time as development proposals come forward, but initial conversations are taking place between Metro and operators to start the process of scoping out possible changes.

- Extension of Bus Priority measures on the A64 East Leeds Quality Bus Corridor to Grimes Dyke Park & Ride (made possible as a result of ELOR and reduced traffic volumes on the existing outer ring road).

- Pedestrian and Cycle connectivity; Integrated transport and environmental measures for the existing outer ring road to reduce segregation and improve pedestrian and cycle movement between Crossgates, Whinmoor and Seacroft.

- Development and Expansion of Leeds Core Cycle Network including the Cross City Cycle Superhighway/ Highway for Health and local feeder routes.

- Transport Hubs; Creation of Integrated Transport Hubs to allow changes between modes of travel (bus, foot, car etc) at Seacroft district Centre, Grimes Dyke, Cross Gates town centre, Thorpe Park and Aire Valley Park & Ride.

14.49 Therefore the Northern Quadrant transport proposals should not only be compatible with the wider ELE requirements, but also be consistent with and help to deliver the wider East Leeds Transport Strategy. To that end, the consortium has produced an Integrated Public Transport Strategy for the ELE outlining the intervention considered appropriate for the ELE and details of what the Northern Quadrant could deliver or fund. This subject is discussed below.

14.50 As stated above, due to the scale of potential development in the east Leeds wedge of the city, officers are currently developing an East Leeds Transport Strategy. The Strategy is intended to inform development proposals and assist in the determination of future planning applications. The strategy is being prepared by the Council in conjunction with Metro and will build on the overarching strategic approach set out in the West Yorkshire Local Transport Plan 2011-26 (WYLTP3) and the strategy for Leeds which is incorporated into the Leeds Core Strategy. It is considered important that the Council and its partners have such a strategy to ensure that new developments are adequately served and integrated and linked to the wider East Leeds area including employment areas at Aire Valley, Thorpe Park and the City Centre. The Northern Quadrant proposals are considered to be consistent with the

strategy, though Members will note that the proposal is to re-direct the off-site public transport strategy contribution towards Affordable Housing.

Public transport and accessibility

14.51 It is noted that the whole of the Northern Quadrant site does not fully meet accessibility standards within the Core Strategy and the Public Transport SPD. This is not unexpected as the area is undeveloped. The SPD states that where a development site does not meet accessibility standards that that the developer must fund measures to bring it up to the appropriate standard. However, significant parts of the site are within an acceptable walking distance of bus services. A phased approach to improving public transport is therefore possible.

Existing Bus Services within an acceptable walk of the site include: -

- Service 11 / 11A – Cross Gates – Leeds (Hourly frequency Mon-Sat)
- Service 16 – Whinmoor – Pudsey (12 min frequency Mon – Sat)
- Service 56 – Moor Grange-Whinmoor (8-10min frequency Mon-Sat)
- Service 770 – Leeds-Harrogate (60min frequency Mon-Sat)
- Service 771 – Leeds-Harrogate (60min frequency Mon-Sat)
- Service X98 – Leeds-Deighton Bar (60min frequency Mon-Sat)
- Service X99 – Leeds – Wetherby (60min frequency Mon-Sat)
- Services 840/843/845 – Coastliner Services Leeds – Malton (and Coast) (30min frequency Mon-Sat)

14.52 The consortium proposes that a phased approach to extending existing bus routes is adopted, to ensure that all future residents at all times of the build-out will be within a 400m of a bus stop providing services to the city centre.

14.53 During the early phases of the development, it is proposed to utilise existing bus services operating along the A64 and the A58 and through access to those buses currently serving the Wellington Hill / Whinmoor residential estate to the south and west of the site. In all cases, residents will be within around 400 metres of a bus stop providing services to/from the city centre. As the development progresses, extensions to existing routes are proposed. Services would be extended as build-out of the development takes place, with temporary turning areas being provided, as required. The proposal (following discussions with officers, Metro and bus operator First) is as follows: -

1. The Initial stages of housing to be served from existing bus services on the A58, A64 and Skeltons Lane.

2. Once housing extends beyond a 400m walk of bus stops on the A58 and A64, the No 16 service (which currently terminates on Naburn Approach just south of the site) would be extended up Coal Road to a new terminus a short distance along the proposed Spine Road. This could be achieved with one bus to maintain the 10min frequency of the No 16 service.

3. Once the scheme has developed to a point where the 16 is unable to extend any further with 1 extra bus, this would be replaced by an extended service No 4 and new service 4A creating a clockwise and anti-clockwise loop from Seacroft bus station through the site. The No. 4A would travel Seacroft - Coal

Road – North Quadrant Spine Road - A64 and the No. 4 would travel Seacroft-A64-Spine Road-Coal Road. The frequency on each loop would be 20 minutes on each making a combined 10 minute service.

14.54 In addition to the above, the consortium's highway consultant has carried out surveys which have been agreed and accepted by Metro that demonstrate that there is sufficient capacity on these existing bus services (both at the site and at the city centre) to accommodate predicted passengers from the Northern Quadrant.

14.55 The proposed extension to bus services is considered acceptable and will ensure that future residents will have a realistic public transport option at all stages of the build-out. However, consideration needs to be given to the accessibility requirements of the wider ELE allocation, which is considered below. In terms of public transport infrastructure the development should fund shelters and a suitable bus facility within the site at regular distances which will need to be secured by condition or obligation.

Cycling and Walking

14.56 The area currently encompassed by the Northern Quadrant site boundary has quite limited pedestrian, cycle and leisure infrastructure. The eastern flank of the A58 has no footway provision within the site, Coal Road has no footway provision on either flank, and Red Hall Lane and Skeltons Lane have limited provision and along some lengths no provision. Details of the consortium's pedestrian, cycle and leisure proposals are shown on several drawings although some inconsistencies will have to be clarified. Nevertheless, the proposals will include the following, to be controlled by conditions:

- A segregated orbital pedestrian/cycle route for the full length of ELOR
- Orbital leisure routes between the A58 and Coal Road and between Skeltons Lane and A64 facilitating access to wider leisure routes
- Footway and Cycleway connectivity into the Grimes Dyke site
- New footways to the eastern flank of the A58 connecting with existing provision further north of the site
- New footway/cycleway to the southern flank of Skeltons Lane between ELOR and Thorner Lane
- New footway/cycleway to the northern flank of the A64 between ELOR and the Grimes Dyke site access and the Grimes Dyke Park and Ride site
- New footway/cycleway provision along Skeltons Lane to tie in with ELOR junction and continuous routes within the site
- An internal network of pedestrian and cycle routes including pedestrian and cycle access points onto Red Hall Lane and Skeltons Lane to provide connection into existing networks and ensure permeability between neighbourhoods
- Footpath connections linking into the existing network adjacent to Skelton Woods and Hornbeam Way to maintain and provide an extension to existing amenity routes
- At-grade crossing points of the ELOR provided at all new roundabout junctions
- A pedestrian/cyclebridge connection over the ELOR into a proposed country park

- Coal Road to become a more leisure friendly route (to to its closure) giving access to wider leisure routes to the north

- Potential for Thorner Lane to become a more leisure friendly route through potential point closure at the A64 with traffic diverted to ELOR.

14.57 Many of these measures are identified in the East Leeds Transport Strategy. These measures will need to be secured through planning conditions and the S106 agreement as appropriate, but will provide a well connected development with good infrastructure for pedestrians and cyclists and help to integrate the development into the existing environment. These routes / infrastructure will also help to encourage movement by sustainable modes of transport. Notwithstanding the above, clarification is still sought on the crossing points to bus stops on the A58 and A64 (some of which are to be relocated). Theses crossing points would most likely be closely related or part of the new A58 and A64 roundabouts, which themselves need to be considered by a Stage 1 Road Safety Audit prior to any planning decision.

14.58 In addition to the above, both the residential development and the primary school development will be subject to Travel Plans. The package of transport measures for the Northern Quadrant proposals has been discussed and could have included a contribution towards the delivery of a Park and Ride facility on land south of Grimes Dyke. Whilst this might arguably better serve visitors from further afield, such a facility would free up space on the arterial routes and lessen the impact of the proposed development on the highway network. However, Members should be mindful that the proposal is to re-direct the off-site public transport strategy contribution towards Affordable Housing. Members previously indicated a willingness to re-direct the MetroCard contribution such that it is also used to enable more Affordable Housing. Accordingly, the Travel Plans have been updated to take account of this, but still endeavour to promote MetroCards as a potential Travel Plan measure.

The Wider ELE Integrated Public Transport Strategy

14.59 At the requirement of officers the consortium has produced an Integrated Public Transport Strategy for the wider ELE allocation. This work was requested to ensure that the Northern Quadrant proposals were considered in the context of the needs of the wider ELE allocation, and that this strategy itself would be consistent with the developing East Leeds Transport Strategy. The ELE strategy was also required to help identify the appropriate contribution or intervention required by the Northern Quadrant to the eventual requirement for the whole ELE allocation.

14.60 The ELE strategy assumes full build out of the housing allocation including the implementation of the full ELOR between the existing Outer Ring Road (ORR) west of Red Hall and Junction 46 of the M1 at Thorpe Park. The proposals are based on a number of transport hubs, combined with local bus feeder services. The approach will allow for phased implementation to take place and not preclude the future introduction of NGT. The strategy provides an agreed basis for a holistic strategy for the wider ELE area, thus providing a framework for the future development of the wider allocation.

14.61 The main aspects of the strategy are highlighted below:-

1. Bus Feeder Loops - The connectivity of the residents of the ELE, and adjacent residential areas, to existing bus and rail services can be achieved by the provision of a bus loop serving the sites as they are delivered. The route of the loop service can be extended and amended as and when the different phases of the ELE are constructed. The completed loop should connect to Cross Gates bus and rail interchange and Seacroft bus station, thus providing access to local bus services and the wider rail/bus networks. An indicative route has

been developed which would result in a maximum journey time of between approximately 9 minutes and 13 minutes from the farthest extents of the ELE, to interchange points where residents can connect to rail or city-bound bus services. The indicative loop service is included in the Integrated Public Transport Strategy appendix. Operating services in opposite directions round each loop is proposed as this provides a more consistent journey time and therefore better level of service for all residents along the route. The target standard of the services would be as follows:

- High service frequency
- Hail and ride
- Target Maximum journey time to interchange points of 15 minutes
- Through-ticketing facilities
- Route to pass within about 400 metres of all ELE residents

2. Public Transport Hub – The UDP identifies the provision of a Park and Ride site on the A64, in the vicinity of Grimes Dyke. The principal objective of such a facility is to intercept car trips from outside the city, essentially city bound cars from outside Leeds, and it would also offer a direct and dedicated public transport link to the city centre. In advance of the provision of such a strategic facility, it is proposed that a public transport hub is provided to serve as a terminus point within the ELE land (potentially on the allocated Park and Ride site). This would provide an interchange point between the loop service and existing high frequency bus services on the A64 (including Coastliner). It is anticipated that the public transport hub would include a limited number of bus stops, passenger waiting facilities and timetable information.

3. Infrastructure Improvements - To maximise the reliability and quality of service for bus services in to the city centre, some infrastructure improvements are proposed along the route. The following measures are considered beneficial to facilitate the efficient movement of the city bound bus services.

   - A64 Park and Ride Access - Bus priority measures to facilitate the passage of buses in to and out of the P&R site (or public transport hub in the shorter term).
   - A6120/A64/York Rd Roundabout - Bus priority on all relevant approaches, possible introduction of signal control, possible bus link through the roundabout, for outbound bus services. Note, Reduced flows through the roundabout due to the provision of the ELOR.
   - A6120/A64/Barwick Road Roundabout - Bus priority on all relevant approaches, possible introduction of signal control. Note: Reduced flows through the roundabout due to the provision of the ELOR.
   - A64 West of ORR - Use of near side carriageway for priority vehicles only (bus and possible carshare). Tie in with existing bus priority measures along the A64.

4. Cycle and pedestrian networks consistent with the East Leeds Transport Strategy.

14.62 The provision of the Full ELOR provides the opportunity to significantly reduce flows and delays along the existing Outer Ring Road, and would enable road space to be

reallocated for bus priority at the key junctions along the route. During the course of the application discussions have taken place on the level of contribution required towards this ELE strategy, or whether delivery of a specific element or elements (equal to that contribution) would be more appropriate. The developer's highway consultant has costed the strategy and as a comparison calculated the Public Transport SPD contribution for the wider ELE allocation (assumed to be 5,400 houses), though this would be subject to CIL, post 6th April 2015. Together with the Grimes Dyke Public Transport SPD contribution the consultant has estimated that the strategy could be funded. Therefore, it has been suggested by the consultant that the SPD formula be applied to each phase of the ELE that comes forward to be used towards the wider ELE strategy. Again, the Northern Quadrant proposals are considered to accord with the overall strategy, though the current proposal is that the off-site public transport strategy contribution is re-directed towards more Affordable Housing.

Traffic impact

14.63 In the longer term the completion of the ELOR and MLLR is expected to provide significant improvement to traffic conditions on the existing outer ring road in east Leeds. However, the introduction of the Partial ELOR and phased construction of the Northern Quadrant in isolation needs to be understood in the interim.

14.64 The UDP identified the ELE as a Phase 3 housing allocation but states that the land will only be released if any orbital road produces clear public benefits. The policy for the allocation requires an assessment of the need for an Orbital Relief Road (i.e. ELOR) and, if required, funding by the development. The Northern Quadrant consortium has therefore been required to undertake analysis to demonstrate that the Full ELOR route brings about public benefits and that their section also contributes and is acceptable as a first phase of the ELE/ELOR.

14.65 The Leeds Outer Ring Road A6120 (ORR) runs from Junction 46 of the M1 in the east, serving much of the residential areas of Leeds and terminating at Junction 1 of the M621 in the west. Along the length of the Outer Ring Road the route varies in standard and character. As a consequence of a number of key radial routes emanating from the city centre to destinations across the Leeds City region there are many major junctions along the route. There are a number of different trip types currently accommodated on the ORR ranging from local commuter trips to more strategic long distance movements and, as a result, the ORR is characterised by congestion in the peak periods and severance caused to the residential populations on either side of the route.

14.66 Given that the high traffic flows on the ORR constitutes one of the main concerns for the public, it is considered that the level of traffic relief is a suitable measure of clear public benefit of the ELOR, i.e. the extent to which traffic flows would be reduced on the ORR.

14.67 Within the length of the Northern Quadrant site the main road junctions with ELOR would be at a A58 roundabout (proposed change in speed limit from 50mph to 40mph); a new roundabout on Skeltons Lane (50mph on roundabout, reduced from 60mph on Skeltons Lane); a new roundabout at A64 (proposed change in speed limit from 50mph to 40mph as part of the committed Grimes Dyke Highway improvements currently under construction).

14.68 The consortium's highway consultant (and Mouchel in undertaking the Feasibility Study) has utilised the Leeds Transport Model (LTM) of the Council supported by the Transport Policy Section of Highways and Transportation. The consortium's work is consistent with Mouchel's in that a 50mph Design Speed dual carriageway is justified

to bring about the public benefits, and that junctions should be limited to the key routes intersected by ELOR. To accord with policy requirements the developer has been asked to demonstrate that ELOR would produce clear public benefits to users of the highway network. Again the LTM has been used at a strategic level to assess the implications of constructing the ELOR between the A6120 west of the site, via the Northern Quadrant and south towards Junction 46 of the M1 with junctions located at Leeds Road, Manston Lane and Thorpe Park, in addition to where ELOR crosses existing radial roads into Leeds.

14.69 Having considered the traffic modelling work, conditions as a result of the NQ build out have impacts at various stages of ELOR. It is assumed that the development build-out and phasing that has been provided by the consortium (150 dwellings per annum, assuming 60 dwellings per annum at the A58 end and 90 dwellings per annum at the A64 end, where sales at the A58 will start up to a year in advance of the A64 end). Until the development spine road connects with existing routes, and prior to ELOR, there will effectively be two separate development sites (one from the proposed A58 roundabout and one from the A64).

14.70 Consideration has been given to the impacts at various stages of development at a number of junctions. Junction performance has been considered in a number of ways, such as queue length, capacity, delay for the whole junction and on individual arms. Regard has also been paid to the number of development trips on a given junction/arm and whether the junction/arm is already over capacity or would be taken over capacity in the with development scenarios. The Consortium's highway consultants have submitted details on 15 junctions in the locality. While all these junctions are relevant and important, of these 4 are considered strategically crucial: -

1. A58/ORR
2. Coal Road/ORR
3. A64/ORR
4. Barwick Road/ORR

1. A58/ORR

14.71 Mitigation measures are proposed here prior to first occupation. The critical arms of this junction are the Northern and Southern Arms (i.e. the radial arms) with both the AM and PM results suggesting much less than 500 units would have an impact. Having regard to the overall junction, performance is better as the NQ mitigation improves delay on both A6120 arms, however, this is to the dis-benefit of the critical northern and southern arms.

14.72 With Partial ELOR (A58 to A64) in place there would be a redistribution/reassignment of traffic at the junction. The strategic modelling previously undertaken indicates the effect on 2 way flow on the western arm is about neutral in both peaks. The eastern arm will see a more notable reduction of traffic but this traffic effectively could transfer to the critical northern and southern arms. The scenario results for ELOR A58 to A64 (for 2000 units) indicate very significant results on the northern arm in both peaks (relative to all other scenarios), improved results on the ORR arms, and improvements on the southern arm (relative to the interim scenarios).

14.73 ELOR across the Red Hall land would reduce traffic on the western arm considerably. The general reduction in ring road traffic (both arms) will help the junction manage the radial increases resulting from the development. Full ELOR would provide a very significant further benefit to both arms of the ORR.

2. Coal Road/ORR

14.74 No mitigation measures are proposed here. The critical arms of this junction are the northern arm and southern arms (the ORR). The southern arm can be observed queuing back through the A64/ORR junction now before any development. The AM results are the most onerous suggesting a limited number of units will have an impact. ELOR between A58 and A64 would help the critical ORR arms considerably if traffic were to divert, i.e. bypass the junction. Full ELOR would provide a very significant benefit to both arms of the ORR.

3. A64/ORR

14.75 Works associated with the Grimes Dyke development have recently been implemented. Further mitigation measures are proposed here prior to first occupation. As stated above, the poor performance of the Coal Road junction already interferes with this junction. The critical arms of this junction are the northern, southern ORR and A64 Arms. The mitigation works on the junction give extra capacity to the A64 arm of the junction (which is over absolute capacity in the AM base). The arm goes over practical capacity in the AM somewhere between 500 and 1000 units (which is still better than the base scenario). However, this appears to be to the disadvantage of both A6120 arms in both peak periods straight away (without NQ development), the overall junction performance indicates the scale of the problems on the A6120 arms. As detailed above, the NQ mitigation works may have a negative impact on the performance of ORR arms irrespective of the development traffic. As with the A58, this raises the question of whether the extent of mitigation should be reviewed, or further testing carried out assuming that no NQ mitigation is provided.

14.76 ELOR between A58 and A64 would help the northern ORR arm considerably if traffic were to divert, i.e. bypass the arm. The eastern arm would also benefit somewhat, as does the Tesco arm in the PM peak. The scenario results for ELOR A58 to A64 (for 2000 units) indicates significant results on the ORR arms in both peaks (relative to 2020 base) but improvements when compared to the interim scenarios. The A64 arm results would improve somewhat with partial ELOR (A58 to A64) relative to the base and interim scenarios. Full ELOR would provide a very significant benefit to both arms of the ORR.

4. Barwick Road/ORR

14.77 Works associated with the Grimes Dyke development have recently been implemented. Further mitigation measures are proposed here prior to first occupation. The mitigation at this junction is generally working with the exception of the southern Arm where no mitigation is proposed. Given the overall junction performance is reasonable, it is suggested that, on balance, the impacts here are acceptable given the longer term aspiration to downgrade and reduce severance here. However, these aspirations would be delivered with Full ELOR in place. Should Full ELOR be delayed interim impacts on the southern arm can be expected.

14.78 With Partial ELOR (A58 to A64) in place, the strategic modelling indicates the effect on 2 way flow on the ORR is about neutral in both peaks. Full ELOR would provide a very significant benefit to both arms of the ORR.

Overall Summary on Key Junctions

14.79 The above results are very variable from junction to junction. On the basis of the information submitted, it is consider that the number of units allowed (prior to ELOR between A58 and A64) should be around 500 assuming the suggested build out / phasing which would roughly split the development 50/50 from either end (i.e. not 500 units built at just one end). It is clear that this level of development would introduce some problems on the network, but the number has been arrived at having regard to the significant cost of delivering ELOR, the relative development and ELOR programme and the temporary nature of the impacts and the wider public benefits that would arise on completion of Full ELOR.

Impacts Following Partial ELOR (A58 to A64) including Wider Junctions

14.80 In addition to the above key junctions others could experience impacts should Full ELOR be delayed beyond the suggested 2020 opening year and the NQ development continues to progress. Should Full ELOR be delayed, interim impacts at these junction can be expected as general growth and NQ traffic increases.

14.81 At the A6120 / Austhorpe Road / Farm Road junction the modelling is showing mixed results. This junction will also operate differently as result of MLLR being opened independently of ELOR and the worst case scenarios may not have actually been considered by the Consortium's highway consultants. The aspiration on this section of the A6120 is to reduce orbital traffic and potentially downgrade and reduce severance through Crossgates. Only Full ELOR could deliver these environmental benefits. Until Full ELOR it is likely that junction performance will deteriorate although the precise effect of MLLR is difficult to predict.

14.82 At the Melbourne Roundabout delay increases slightly in the with development scenarios. It is not clear on the information submitted to what extent that the increases in delays are a result of general growth or development traffic.

14.83 At the Boggart Hill / A58 / Wetherby Road junction the modelling is showing mixed results. In the AM peak the northern A58 arm of the junction experiences significant increase in delay in the full NQ scenario. In the PM peak both A58 arms of the junction experience increases in delay in the full NQ scenario. The overall junction delay is broadly similar in the 2025 with and without development scenarios. It is not clear on the information submitted to what extent that the increases in delays identified are a result of general growth or development traffic.

14.84 At the Easterly Road/Oakwood Lane Roundabout in the AM peak the northeast arm of the roundabout experiences an increase in delay in the full NQ scenario. The overall junction delay is similar in the 2025 with and without development scenarios. So again it is not clear on the information submitted to what extent that the increases in delays identified are a result of general growth or development traffic.

14.85 At the A64/Scholes Lane Junction the modelling results indicate that delay will increase on the Scholes Lane arm in both peak periods with capacity issues already evident. In the PM capacity issues are also evident on the right turn from the A64. The potential difficulty for traffic leaving Scholes Lane may be improved by the introduction of the A64/ELOR junction to the west and the associated reduction in speed limit but overall capacity will reduce. The modelling suggests that mitigation at this junction should be provided to assist turning traffic but none has been developed or proposed and third party land maybe required. Full ELOR would change the operation of this junction with the continuation of ELOR south of the A64 by reducing traffic turning

from Scholes Lane (currently using Scholes Lane as part of a longer journey, for example from Garforth).

14.86 Partial ELOR would allow the Thorner Lane/A64 junction to be closed, thereby removing a junction that could be problematic in both traffic and safety terms. Closing Thorner Lane to vehicles at its junction with the A64 once ELOR is provided between Skeltons Lane and the A64 would remove through traffic and give local traffic to/from Thorner an alternative and improved route to the A64 via Skeltons Lane and ELOR. The potential difficulty that vehicles might experience here in the interim could be improved by the introduction of the A64/ELOR junction to the west and the associated changes to traffic flow.

14.87 At the A58/Coal Road Junction no physical alterations are proposed. However, the severance of Coal Road to the south by ELOR effectively downgrades the junction from a 4 arm cross roads to a 3 arm junction which is considered a safety benefit. The modelling results indicate that delay will increase on the northern Coal Road arm. The potential difficulty that vehicles might experience here should be improved by the introduction of the A58/ELOR junction to the south and the associated reduction in speed limit.

14.88 The potential closure of the Red Hall Lane eastern arm of the A58 junction would be a welcome safety benefit. ELOR across land at Red Hall could provide further improvement to the remaining western arm of the junction (which serves the recent housing at the former Strikes Garden Centre and the Red Hall complex).

14.89 Partial ELOR (A58 to A64) would facilitate improved conditions and possible changes at the Red Hall Lane / Coal Road / Skeltons Lane mini roundabout. The northern arm could become a bus gate or removed altogether.

Overall Summary of traffic

14.90 As stated above, on the basis of the information submitted, the highway advice is that the number of units can be accommodated (prior to ELOR between A58 and A64) should be around 500. It is clear that even this level of development would impact on the network, but the number has been arrived at having regard to the significant cost of delivering ELOR, the relative development and ELOR programme and the temporary nature of the impacts and the wider public benefits that will arise and be facilitated on completion of Full ELOR. Regarding the speed of house building in the Northern Quadrant, it is noted that using the Consortium's figures and optimistic build-rate that around 250 units would be complete by the planned opening of ELOR. It is also recognised that the given the planned phasing of development, including in the early phases splitting the house building between the A58 and A64, that the impacts occur in a phased manner.

14.91 The current proposals for off-site highway works to mitigate the short to medium term effects of the development in the early years (prior to the completion of ELOR) involve works to the existing outer ring road at the following junctions:

- A6120/A58 roundabout
- A6120/A64 roundabout
- A6120/Barwick Road roundabout

These proposals essentially involve enhancements to some of the lane approaches at these roundabouts. The wider impacts on the outer ring road (including through Cross Gates) and radial routes into the city have also been considered by Officers. A

successful integrated transport solution including the construction of ELOR will facilitate environmental measures/improvements along the existing ORR and provide the public benefits required by the RUDP. The feasibility study commissioned by the Council has identified a number of measures including a signage strategy to encourage the use of ELOR, measures to improve cycle and pedestrian accessibility and parking provision, reduction in speed limits from 40mph to 30mph, public transport priority measures including the possibility of bus and cycle lanes. However, the Northern Quadrant, as the first phase of ELE, has proposed mitigation measures along the existing ORR to improve capacity along the route. In the longer term these improvements may need to be removed to help to ensure that traffic on the ORR transfers to the new ELOR.

Local Traffic Impacts and Phasing

14.92 It is important to ensure that with a proposal of the scale of the NQ that local traffic issues and impacts are integral to the resolution of the wider strategic issues and are of particular concern to members of the Consultative Forum. The Partial ELOR is a major piece of infrastructure that on its own would likely relieve congestion. However, the associated development infrastructure and proposal to close existing roads potentially introduces local issues as it restricts movement and provides alternative journey options, i.e. existing traffic will re-assign to a new highway network. Clearly development traffic will impact locally also. It is expected that the opening of the Partial ELOR will relieve congestion / rat-running in some locations, but care is needed to avoid new or increased rat-running on some other parts of the network. This is equally important during the various phases of the Northern Quadrant build out where the highway network will present different options to drivers. The effects of Partial ELOR, phasing of development and associated infrastructure are considered below. It should also be noted that parts / findings of the draft Transport Assessment are necessarily agreed including the conclusions.

The developers phasing proposals are intended to:

- Limit impact on existing residents
- Limiting rat running through existing streets
- Consider the best options for road closures to maximise road safety and limit traffic impact
- Identify aspects of the development layout that will minimise the permanent traffic impacts on existing residents
- Develop complimentary local measures / mitigation at each phase of development
- Establish possible further measures / mitigation, subject to consultation with the Consultative Forum.

14.93 As a result of the proposed development and the future construction of ELOR, it is proposed to stop-up or prohibit traffic at the appropriate time from several existing routes in the local area, as follows:

- Coal Road, at the point where it is severed by the East Leeds Orbital Route
- Red Hall Lane, at its junction with the A58
- Skeltons Lane, closed to general traffic west of the proposed spine road but with alternative routes created
- Thorner Lane, at its junction with the A64
- Possible additional closure to Red Hall Lane between Whinmoor Gardens and Red Hall Way
- Possible additional closure (or Bus Gate) of Coal Road north of Skeltons Lane

14.94 It is important that the above road closures are fully assessed to ensure that alternative routes are available for those currently using these roads, that no road safety or other adverse impacts result from the proposals and that the timing and delivery of the closures are appropriate.

1. Coal Road Closure at ELOR

Regarding Coal Road, it will be necessary to close Coal Road at the point where it would be severed by ELOR. Coal Road is currently used as a through route by drivers accessing the City Centre from the A58, avoiding the currently congested A58/Ring Road roundabout. The result of this closure would be to relocate traffic from the Coal Road onto the A58. Surveys indicate that significant movements in the peak periods would be relocated from Coal Road on to the A58. There will be an element of additional traffic, attributable to the new development, which will utilise Coal Road (south of Skeltons Lane) and this will be in the order of 210 trips for AM peak hour and 69 trips in the PM peak hour. The traffic currently using Coal Road north of Skeltons Lane is partly made up of some 512 trips in the AM peak and 471 trips in the PM peak (2011 surveys). This existing traffic would be removed once Coal Road is closed.

The vehicles currently crossing the A58 from Shadwell would, once Coal Road is closed, turn right onto the A58 southbound. This right turn manoeuvre will be easier to perform than at present as southbound traffic on the A58 will be slowing down on approach to the ELOR roundabout, some 600m from the Coal Road/A58 junction, particularly taking into account the proposed extension to the 40mph area on Wetherby Road. In addition, the travel distance from Shadwell to the Ring Road at Seacroft is only made about 300m longer with the closure of Coal Road. Traffic returning to Shadwell will turn left off the A58, an easier and safer manoeuvre than crossing the A58 as at present.

In summary the potential benefits of the closure of Coal Road are:

- Reduction in traffic levels along Coal Road, south of the Red Hall Lane, with resulting benefits to the existing residents.
- Promotes use of higher standard roads (A58, ORR, ELOR)
- No requirement for an additional junction on ELOR reducing its attractiveness as an ORR alternative
- Effectively downgrading of the A58/Coal Road junction from a 4 arm cross roads to a 3 arm junction as a safety benefit
- Coal Road north of ELOR would be a quiet road giving better access to leisure routes to the north

The potential dis-benefits of the closure of Coal Road are that Coal Road north would become a cul-de-sac for traffic, and alternative routes would be slightly longer for some traffic movements. On balance, it is considered that the closure of Coal Road is appropriate, with the following requirements:

- A dedicated cycle/pedestrian link is maintained along the route, linking Coal Road north and south of ELOR. This will provide the appropriate connectivity and activity to help reduce the potential for fly-tipping
- The operation of the A58/Coal Road junction be monitored and, if required, mitigation provided
- The closure is implemented when the development Spine Road connects with Coal Road

2. Red Hall Lane Closure at the A58

It is proposed to close the eastern arm of the Red Hall Lane/A58 junction, when the development Spine Road connects with Coal Road.

This principal justification for this closure is to minimise the flow of traffic along Red Hall Lane and encourage drivers to use the new ELOR roundabout on the A58. The upgrading of the A58/ORR roundabout (details and benefits still to be determined), prior to the occupation of any dwellings, is intended to be an incentive for drivers to remain on the more strategic routes in the area rather than utilising residential roads. The existing junction is also a cross-road junction and reducing the junction to a 3 arm junction would be a benefit to highway safety and reduce delay caused by turning traffic that would be exacerbated by development traffic.

In summary the potential benefits of the closure of Red Hall Lane are:

- Reduction in traffic levels along Red Hall Lane, and resulting benefits to the existing residents along this route.
- Promotes use of higher standard roads (Spine Road, A58, ORR, and ELOR).
- Downgrading of the A58/Red Hall Lane junction from a 4 arm cross roads to a 3 arm junction.

The potential dis-benefits of the closure of Red Hall Lane are that alternative routes would be slightly longer for some traffic movements and the potential for some rat-running traffic to divert to Whinmoor Gardens. On balance, it is considered that the closure of Coal Road is appropriate, with the following requirements:

- The flow of traffic through the Whinmoor Gardens area be monitored and, if required, mitigation provided
- No direct vehicular access is permitted from the proposed development on to Red Hall Lane, west of Coal Road
- The closure is implemented when the development Spine Road connects with Coal Road

One further closure that could be considered (when the spine road connects with Coal Road or following monitoring) would be a point closure on Red Hall Lane between Whinmoor Gardens and Red Hall Way. However, the dis-benefit of this measure would be to further inconvenience existing residents of Whinmoor Gardens wishing to travel east on Red Hall Lane and Skeltons Lane.

3. Thorner Lane Closure at the A64

It is proposed to close Thorner Lane at its junction with the A64, following construction of the proposed ELOR/Skeltons lane roundabout and the section of ELOR between the A64 and Skeltons Lane. This would provide a safer alternative route for those vehicles currently using the A64/Thorner Lane priority junction. Any increase in journey length would be minimal and offset by the level of delay experienced by traffic exiting and accessing the existing Thorner Lane junction. Furthermore, the removal of the existing 3-arm priority junction will enhance road safety on the A64.

4. Skeltons Lane Closure and Alternative Route

It is proposed as part of the development of the NQ site that Skeltons Lane is closed to general traffic west of the proposed spine road. Pedestrian / cycle access would be created / maintained with the possibility of a bus gate. East – West vehicular continuity would be maintained at all times of the build via alternative routes, and in the final layout through East/West movement would be accommodated on a suitably designed spine road. This spine road would provide a safer alternative route for those vehicles currently using Skeltons Lane (and Red Hall Lane) which currently experience excessive vehicle speeds as a result of its straight alignment and lack of general activity, where drivers appear to drive at speed given these characteristics / conditions. The change in character that would be brought about by the Skelton Lane closure / alteration would also result in a more favourable traffic environment for the proposed primary school which is understood to be proposed on a block with a boundary to Skeltons Lane.

5. Development Layout and Possible closure (or Bus Gate) of Coal Road north of Skeltons Lane

The existing mini roundabout at the junction of Coal Road and Skeltons Lane has consistently been raised by local residents at consultation events and the Consultative Forum as a site of concern. The NQ development and above mentioned alterations to Skeltons Lane would change the character of this junction. However, the junction could be improved physically by closing the northern arm (or introducing a Bus Gate) and thereby reducing the potential conflicts and improving road safety. With careful design of the NQ housing layout, the added benefit of such an alteration would be to make the route from the proposed A58 roundabout to Coal Road south of Skelton Lane less convenient thereby reducing further its attractiveness as a rat-run.

6. Rat-Running in Scholes and Shadwell

When the North Quadrant development is in place, in advance of the construction of the whole of ELOR, it is accepted by the developer that more vehicles may travel through Scholes than at present. With ELOR fully constructed this would provide substantial traffic relief to Scholes by providing a faster and safer route to the M1 motorway from north and east Leeds. As such, in the longer term there would be little incentive for vehicles to travel through Scholes.

It is proposed by the developer that traffic flows through Scholes should be monitored and, if any issues are identified, this would trigger the implementation of traffic calming measures to discourage the use of this route and to minimise the impact. However, officers remain concerned that the traffic impact at the A64 / Scholes Lane junction could be severe and the junction may need mitigation in the form of signalisation (which is highlighted by the developer as a possible mitigation measure).

The traffic impact through Shadwell is not anticipated to be of the same level as in Scholes and the village already benefits from traffic calming measures. The developer again proposes that the Coal Road / A58 junction is monitored with possible mitigation being the signalisation of the junction if necessary.

Local Mitigation Measures

14.95 The developer's highway consultant states that there remains a degree of uncertainty and difficulty in accurately predicting and assessing the implications of the Northern Quadrant on the local area. It is proposed that the most appropriate way forward is to monitor the changing traffic situation, at each of the identified locations, during the development of the housing development and, where considered appropriate and necessary, implement local measures to mitigate any identified adverse impact. This will need further dialogue with the developer.

14.96 The developer has identified potential mitigation measures that could be implemented as part of managing the local effects of the development traffic associated with the Northern Quadrant. It is proposed that each identified location would be monitored on a regular basis, as development progresses, with any required mitigation agreed through consultation with the applicant, the Council and the local community.

14.97 It is accepted by the developer that the final form of mitigation, if required, may vary depending on the specific issues identified at the time. As stated above further dialogue is needed with the developer on the details, funding and timing of these measures. The level of financial contribution would be formally agreed through the Section 106 Agreement.

The developer has identified the following potential local mitigation measures following monitoring:

1. Scholes Rat-Running - Traffic flows to be monitored and, if thresholds are breached implementation of traffic management measures. The Developer has identified potential to introduce speed humps over approximate length of 500m and an area wide 20mph zone or speed

2. Coal Road (south of Skeltons Lane) –Potential for additional pedestrian crossing facilities

3. Whinmoor Gardens - Traffic flows to be monitored and, if thresholds are breached implementation of traffic management measures. The Developer has identified potential to introduce speed humps over approximate length of 500m and an area wide 20mph zone or speed

4. Thorner Lane/A64 Junction - Following completion of Skelton Lane to A64 section of ELOR, closure of Thorner Lane at its junction with the A64

5. Scholes Lane/A64 Junction - Traffic signal controlled junction.

6. Coal Road/A58 Junction - Traffic signal controlled junction.

14.98 In addition to the above it is considered that a HGV ban for the area south of Partial ELOR is included in the potential mitigation. This could ensure commercial uses at the southern end of Coal Road are accessed via the ORR rather than the more sensitive routes to the north.

14.99 The level of financial contribution and scheme for monitoring will need to be formally agreed through the Section 106 Agreement.

Housing issues

14.100 The revised Affordable Housing Policy was adopted by Executive Board on 18th May 2011, to be implemented with effect from 1st June 2011. The relevant minute states that the policy would therefore apply to all relevant decisions made on or after 1st June 2011.

14.101 That policy has now been replaced by affordable housing policies contained within the Core Strategy, though the amount of affordable housing required and the tenure split remains the same.

14.102 Planning permissions granted on the basis of this policy will normally be time limited to 2 years for implementation to ensure that permissions are implemented reasonably swiftly. However, the current application will need to be subject to longer time periods to allow for its size and phasing.

14.103 In relation to the application site, it is located within Zone 2 which applies a requirement of 15% Affordable Housing. The split between social rent and shared equity, is 40/60 for this zone. However, the size of the site is such that there will be a significant build out period over a number of years, within which the Affordable Housing policy requirement may vary. Officers have discussed the potential to require a scheme of phasing to be submitted, for which the Affordable Housing requirement will reflect the policy requirement at the time that a particular phase is commenced or whether a higher Affordable Housing requirement could be sought. The developer position is that Affordable Housing is one of the most costly elements of the S106 and that the policy acknowledges that there are circumstances where site specific negotiations are appropriate. In this regard, there is concern that a variable rate will result in uncertainty and make it difficult to recoup costs across the site and, at worst, may mean that the development could become unviable at some point in time. The issue of fixing the level of Affordable Housing is important to the Consortium, which comprises a number of land owners who will need to sell their land to housebuilders, without risk of changes to the requirement in future. The Consortium has been discussing viability, including cash flow, with the Council for some time. The Consortium offer proposes that the provision of Affordable Housing should be established as part of the S106 agreement discussions taking into account the interim policy.

14.104 In accordance with the latest policy for supporting housing growth, an independent Housing Market and Needs Assessment (HMNA) was undertaken by Re'new on behalf of Persimmon, the lead developer of the Northern Quadrant of the ELE, to better inform housing provision and in particular which different sectors should be catered for. The main findings of the HMNA can be summarised as follows:

Housing for Older People

14.105 There is a relatively high proportion of older people in the areas surrounding the site, indicating that some provision for older people could be appropriate, though this would need to be driven by market considerations. This could be in the form of smaller housing units for sale aimed at older households seeking to downsize in surrounding areas, or could involve a mix of market/intermediate rented options linked to initiatives to free up family housing elsewhere, for sale or rent. It is proposed to attach a condition requiring that the development makes some future provision for housing for older people.

Housing for Rent

14.106 Given the substantial stock of social rented housing in areas surrounding the site,

consideration may need to be given to the need for further housing of this tenure and whether other affordable provision such as intermediate rents or rent to mortgage provision whereby households take up a fixed term tenancy at intermediate levels before taking up an option to buy having had time to accumulate a deposit.

First Time Buyers

14.107 Attracting first time buyers would help free up parts of the local housing market and along with mid-market trading up opportunities, support an active 'housing ladder' in the area. Initiatives to help first time buyers such as developers' own incentives, government sponsored products and equity stake housing could be considered to help prospective buyers. The Leeds Strategic Housing market Assessment (SHMA) also refers to the need for consideration of intermediate housing options.

14.108 One and two bed housing would be attractive to first time buyers, although 2 bed provision may create a better option for households to accommodate changing needs over time (such as prospective family building).

Higher Market Housing

14.109 The strategic importance of the East Leeds Extension in relation to the 'Golden Triangle', offers opportunities to attract households from across Leeds, commuters from York, Harrogate and Selby and new households coming to the city to work. This indicates that higher market housing would contribute significantly to meeting that demand.

Mid Market Housing

14.110 Provision of some housing for sale at mid market prices would help bridge the affordability gap for households on moderate incomes that currently have difficulties in affording owner occupied properties on the market.

14.111 Overall, the HMNA indicates that there is a need for a mix of housing as part of the development to meet a range of housing needs and aspirations and that there would be a high demand for new homes in this location, some of which is latent demand from adjoining areas. The assessment also shows the need to address affordability and access to finance to meet some local needs.

14.112 The HMNA indicates housing should be aimed at higher income groups, first time buyers, households with moderate incomes, and potentially older people (either to rent or buy). A wide mix of 2, 3 and 4 bed housing will be required to cater for aspirational demand within Leeds and from incoming households, families seeking to trade up, and young 'family builders', as highlighted in the Leeds Strategic Housing Market Assessment (SHMA).

14.113 Between 30 and 50% of housing provided should be larger homes. Between 15 – 30% of homes provided should be up to 2 bedroom, possibly with offers to assist first time buyers. Ultimately, housing mix will be controlled through the use of conditions to ensure that it complies with Core Strategy policy.

14.114 Consultation with Housing Services has advised that a mix of smaller accommodation would be desirable. Issues around changes to housing benefit and under occupation mean there is potentially a need for smaller accommodation. Where possible, provision of specialist adapted properties for disabled people would assist in meeting the demand for this type of accommodation across the city. Demand analysis undertaken as part of the Older People's Housing and Care Project highlights the need for additional accommodation to meet the needs of older people, as follows:

City wide picture:

- Residential care: there is both a significant current and predicted (future) oversupply of residential care accommodation.
- Extra care facilities: there is a significant current and predicted (future) undersupply of extra care accommodation.
- Sheltered accommodation: there is a significant current and predicted (future) oversupply of sheltered accommodation.

Local picture:

- There is an undersupply of all types of accommodation for older people in Cross Gates and Whinmoor and Harewood although preference would be to see replacement supply as Extra Care.
- Extra care facilities: there is both a current and predicted under supply of this type of accommodation in the Roundhay and Harewood ward.
- Sheltered accommodation: there is current under supply of this type of accommodation in Roundhay.

Education and provision for children

14.115 The development of the Northern Quadrant together with the planning permission for the Grimes Dyke site, will give rise to a need for at least 2 forms of entry of primary expansion as part of the Northern Quadrant. The location of the school and potential for future expansion is to take account of basic needs, future housing growth (including the future development of Red Hall). Advice from Children's Services is that a land area of 2 hectares is required for this purpose and this is what has been allowed for in the masterplan. It was initially proposed to locate the primary school adjacent to the local centre. However, further feedback from the Consultative Forum and from Children's Services has indicated a preference for a site towards the north-western end of the Northern Quadrant. As discussed earlier in the report, the proposals also include provision for one form of entry of primary expansion off-site.

14.116 The scale of the ELE development will require that further primary school provision will be required in the later phases of the ELE, further south.

14.117 Secondary school provision is more complex though the scale of development is likely to require a new school or its equivalent to meet the population growth needs of the East Leeds Extension and adjacent areas. Advice on the scale, timing and location of provision is awaited from the Director of Children's Services, including whether such provision will be required on site within the southern quadrant of the ELE or whether other mechanisms for delivery are to be explored off site, i.e. expansion of or alternative provision in relation to existing schools. It is anticipated that the new schools will receive a contribution from the new developments.

Neighbourhood facilities

14.118 At the centre of this new liveable neighbourhood, it is proposed that the development will be expected to provide the range of neighbourhood facilities (shopping, health, community facilities) necessary to support the scale of development and to mitigate the cumulative impact of an increased local population on existing services and facilities.

14.119 As discussed earlier, 0.86ha of space for a new local centre will be provided in the development of the 'northern quadrant'. Other new local centres will be required in the central and southern parts of the ELE. The scale of these centres will need to be driven by market analysis of retail demand and capacity so that there is viable provision, avoiding unused/empty units for prolonged periods of time. This is also an issue that has been highlighted by the consultative forum and discussed previously by

the City Plans Panel in relation to the Grimes Dyke development, where planning permission was granted for 372 dwellings. Whilst the Grimes Dyke development initially provided local retail and community use facilities, Members have provided a clear steer that it would be better to consolidate a local centre in the Northern Quadrant and explore the needs of community uses further. It is worth noting that the Grimes Dyke site also contains a spine road of its own which will intersect with the spine road of the Northern Quadrant. This is therefore considered to be a sensible location for the provision of a new local centre.

Health

14.120 There are no detailed proposals for new health facilities as part of the local centre, rather that space is provided for the market to deliver a health centre if demand exists. Following consultation with the NHS, who are engaging with the relevant Clinical Commissioning Groups to determinate any shortfall in medical capacity, it is under stood that there is unlikely to be any lack of capacity. Nevertheless, it is an area of concern and provision has been made within the local centre so that facilities can be provided if required.

14.121 Furthermore, it is anticipated that the new development should be designed to promote healthy living and be child friendly. A positive approach to the reduction in traffic speeds through the development and the provision of local footpaths and cycleways and informal recreation areas, in addition to the Country Park will help create the physical infrastructure to facilitate this. Consideration will also need to be given to meeting the needs of future residents and promoting healthy living, i.e. providing suitably sized garden areas etc.

Employment and training

14.122 Development of the scale that is anticipated throughout the ELE area will create a significant number of jobs, training and apprenticeship opportunities in construction and related trades.

14.123 Planning approvals will be subject to S106 agreements that will require the developers to work closely with the city's employment and training partners to agree and implement a model approach to the appropriate engagement, preparation and support for local people to access these opportunities. The Council's Employment Leeds team will take a lead role in working with the developers to monitor the Employment and Skills Plan prepared by the consortium, to ensure this is followed through.

14.124 This approach would also seek to ensure that employment is sustained beyond the immediate development such that opportunities in the supply chain and on future schemes form part of the offer to local people.

14.125 The range of jobs and training on offer could make a significant contribution to the city's efforts to reduce worklessness and the number of 'NEETs' in some of the worst areas of deprivation in East Leeds as a whole. There should be opportunities to make links with the College of Building 'Rise' training facility at Seacroft as part of this and ensure engagement activities are designed and tailored specifically to these neighbourhoods. Early discussion with the Employment and Skills Team has indicated that a Local Employment Agreement would be sought, given the size and significance of the development. It is anticipated that the benefits would be wide ranging, including involvement with local schools, work experience placements, qualifications (including NVQs and Health and Safety requirements), apprenticeships, employment and engagement with local business and at appropriate events. Consideration will also need to be given to the area of focus, which is anticipated to concentrate on the wider east Leeds area.

Equality issues

14.126 The development of circa 2,000 dwellings, retail, health centre, community centre and primary school development, with associated drainage and landscaping is significant in terms of the opportunity it creates. The amount of dwellings will play a significant role in addressing the housing needs of the city, including Affordable Housing, which will help enable those who are otherwise unable, to obtain housing and improve their life chances. The layout in the illustrative masterplan indicates a series of perimeter blocks of development across the site, linked by a central spine road. It is considered that the design approach is sound and will enable the development of housing areas which are safe and secure (not have exposed rear gardens or vulnerable routes). The streets within the development will be subject to a 20mph speed limit, which will also help to ensure that streets are usable for all age groups and abilities. The retail element of the scheme, together with health and community centre space will also provide important facilities to future occupants, as well as being of potential benefit to existing residents. It is important that, at detailed design stage, public buildings are designed such that they are fully accessible. The landscaping element of the scheme knits together the hierarchy of greenspaces (including formal equipped playgrounds), country park and, wider landscape setting and the cycle and pedestrian routes that connect these spaces and link the development to the existing urban area and the wider countryside. It is important that the cycle and pedestrian routes are safe, as well as accessible, to ensure maximum use and participation. At a very local level, greenspaces within the development will provide opportunities for local recreation and the appropriate siting of equipped play areas will help to improve the health and wellbeing of children. Consultation with Public Health has suggested that careful thought should be given to the nature of play equipment, to ensure that it is usable by as wider an audience of children as possible, irrespective of ability. These measures will help to ensure that the development is as ‘child friendly’ as possible. Wider pedestrian and cycle connections will help to promote walking and cycling amongst future occupants, both for leisure, as well as commuting, again increasing opportunities for improved health. Whilst the country park element of the scheme is outside of ELOR, it will be accessible by an at grade bridge, as well as via crossings at the nearest roundabout junctions with ELOR. The country park will provide a significant area of informal greenspace and sit adjacent to the Whinmoor Grange site, providing access to sports facilities and other facilities such as the visitor centre and nursery. These elements provide further opportunities for sport and recreation. Ultimately, the goal is to create a development which is ‘liveable’ and an attractive place to live for people of all ages and abilities and backgrounds.

14.127 In addition to the above, the construction process involved in the overall development is significant and presents an opportunity for training and employment initiatives, which will be secured through the S106 agreement. It is considered important that these initiatives also involve children in local schools. This will help to obtain a positive education experience for children, as well as encourage civic pride. The training and employment opportunities have the potential to create a significant amount of jobs, which will be of benefit to improving the socio-economic profile of the area and providing people with skills which can be transferred to make them more employable in the future.

Programme for development

14.1281 In considering the proposals as a whole, there are a complex series of milestones occurring at different times. The following section sets out the consortium’s current position on the various aspects of delivery for the various components of the scheme.

14.129Prior to the commencement of house building, the following works shall take place:

1. Improvement works will be carried out to the following roundabouts:

- A58/A6120 Outer Ring Road
- A64/A6120 Outer Ring Road/York Road
- A64/A6120 Outer Ring Road/Barwick Road

The works will improve the flow of traffic using these junctions resulting in shorter queue lengths and taking pressure off drivers who at present choose to use residential roads in the area in an attempt to reduce their journey time.

2. Two new site access roundabouts will be constructed by the North Quadrant Consortium:

- A58 Wetherby Road – to access development land east of A58
- A64 York Road – to access development land north of A64

Both roundabouts are independent of each other. Thus the A64 roundabout could be constructed and development commence north of A64 before the A58 roundabout is constructed.

The design of both roundabouts takes into account their role as elements of ELORNQ and allows for their amendment / extension once third party land become available. These will be the access points for traffic associated with house construction.

A traffic management plan will be agreed between the Council and North Quadrant Consortium that ensures construction traffic will not use residential roads in the area. Contractors understand from other sites that if they do not use the approved routes and access points then their contracts will be terminated.

The roundabouts are designed to be part of the ELOR, though this is subject to the arrangements for re-alignment discussed earlier in the report.

14.130Post commencement of house building, the following works shall take place:

1. The new A58 and A64 ELOR roundabouts will be the access points for the development.

2. The development will monitor Travel Planning on an annual basis.

3. After the sale of the 300th house, bus service 16 will be extended into the site.

4. While the improvements to the Outer Ring Road junctions and construction of the new A58 and A64 roundabouts will reduce the number of drivers diverting along residential roads, monitoring of local traffic conditions will be carried out at not less than a 12 monthly basis to assess exactly what is the impact of the highway changes. A schedule of possible improvements to the local highway network has been agreed. If there are local problems the Council will be able to implement an appropriate improvement to address a specific issue.

5. A Local Equipped Area of Play and its associated greenspace will be constructed within 12 months of sale of the 360th house accessed from the A58 roundabout.

6. The local centre site will be marketed not later than the sale of the 400th house accessed by the A64 roundabout.

The local centre will make provision for the following uses:

- Retail unit(s)
- Health
- Leisure
- Community
- Residential in association with the other uses

At any time prior to the sale of the 400th house accessed by the A64 roundabout the Council can require funds that would have been spent on a community facility in the Local Centre to be directed towards investment in improving other community facilities within a radius of two kilometres from any point of the North Quadrant development excluding that area lying to the north and west of ELORNQ.

7 Coal Road will be closed at the earlier of the construction of the section of ELORNQ between A58 and Skeltons Lane, or, the construction of the spine road between A58 and Skeltons Lane to an adoptable standard (at the latest, likely to be by the sale of 360 houses accessed from the A58 roundabout).

In designing the development layout east of Coal Road the North Quadrant Consortium will make provision for the possibility of the section of Coal Road between the ELORNQ and the Red Hall Lane/Skeltons Lane junction to be closed and traffic travel on a north south route west of Coal Road and east of the primary school site.

8. A local primary school will be extended to increase its capacity by a one form entry by the sale of the 400th house.

9. A Local Equipped Area of Play and its associated greenspace will be constructed within 12 months of the sale of the 560th house accessed from the A64.

10. After sale of the 600th house bus services 4 and 4A will be extended into the site.

11. A contribution to the provision of off-site public transport will be made no later than the sale of the 1,200th house.

12. The date on which a two form entry Primary School will be opened will be agreed three years from when it is expected the 1,400th house will be sold taking into account the annual rate of development at North Quadrant (approximately, when 800 houses have been sold).

13. Contributions to Secondary School provision will commence after completion of the 1,400th house.

14. A Neighbourhood Equipped Area of Play and its associated greenspace will be constructed within 12 months of sale of the 1,600th house.

15. Red Hall Lane will be closed at its junction with Wetherby Road within three months of the spine road between the A58 site roundabout and Coal Road being completed to adoption standard.

16. A section of Skeltons Lane east of its junction with Coal Road, as shown on the illustrative masterplan, will be downgraded to prevent through vehicle use within 3 months of the spine road between Coal Road and Skeltons Lane being completed to adoption standard.

14.131 The masterplan identifies four different types of greenspace. Each type is dealt with below:

1. Country Park

   The Country Park between ELORNQ and Thorner Lane will be laid out not later than 12 months after the sale of the 1,600th house or construction of the section of ELORNQ between Skeltons Lane and A64, whichever is the later.

2. Strategic Landscaping

   A landscaping scheme for the ELOR Buffer (EB) including the creation of woodlands will be approved by the Council and its cost of implementation approved by the North Quadrant Consortium. The EB landscaping scheme will be included in the contract for ELORNQ and implemented by the appointed contractor.

3. Skeltons Wood

   The Consortium will pay a sum towards tidying the wood and its future maintenance to the Council no later than the sale of the 600th house accessed from the A64 new roundabout.

   The Council will choose whether to maintain the wood itself in the future or make an arrangement with Friends of Skeltons Wood or any other suitable organisation. The Consortium will not be involved in future management decisions for the wood.

4. Open Space

   Section 3 above deals with provision of LEAPs (Local Equipped Areas of Play) and the NEAP (Neighbourhood Equipped Area of Play). Below are the details for when the individual open space areas will be laid out within 12 months of the sale of the number of houses unless stated otherwise.

   G1 90th house accessed from the A58 site roundabout north of spine road.
   G2 250th house accessed from the A58 site roundabout south of spine road.
   G3 100th house accessed east of Coal Road and north of spine road.
   G4 The earlier of, within 12 months of the downgrading of the adjacent section of Skeltons Lane or within sale of 110th house east of primary school site and south of spine road.
   G5 160th house east of primary school and south of spine road.
   G6 280th house east of Coal Road and north of spine road.
   G7 70th house east of spine road and north of Skeltons Lane.
   G8 150th house south of Skeltons Lane east of Bramham Grange.
   G9 Within 12 months of the sale of the 600th house accessed from the new A64 site roundabout.
   G10 The earlier of G9 condition or sale of 55th house west of spine road south of Skeltons Wood
   G11 110th house south west of Skeltons Wood and north of spine road
   G12 170th house south of spine road west of G13.

G13 The earlier of 90th house west of spine road accessed from A64 roundabout or construction of the attenuation area.
G14 200th house north of A64 roundabout and east of spine road.
G15 60th house north of A64 roundabout and east of spine road

14.132 Affordable housing will be provided as an agreed percentage of the total number of houses in any phase of the development. A proposal has been put forward by the Consortium for 12% provision on site, with any potential surplus in roof tax being used to fund additional Affordable Housing.

S106 Package

14.133 The S106 package has been the subject of discussion and negotiation throughout the application process. Notwithstanding the strategies to facilitate the early delivery of ELOR, discussed above, the cost of this piece of infrastructure is substantial, likely to be approximately 25% of the total S106 costs. Members' views on the proposed strategy at the previous City Plans Panels have provided some certainty to move forward. In the interests of determining the application before CIL comes in, officers have already had one detailed S106 meeting with the Consortium and a number of others are scheduled.

14.134 It is noted that the NPPF places an emphasis on delivering a wide choice of high quality homes and sets out measures that Local Planning Authorities should undertake to boost significantly the supply of housing land. Amongst other things, in terms of demonstrating a 5 year supply of housing land, Local Planning Authorities must identify a supply of specific, developable sites or broad locations for growth. To be considered developable, sites should be in a suitable location for housing development and there should be a reasonable prospect that the site is available and could be viably developed at the point envisaged. It is therefore important that the development is viable to the extent that the consortium is in a position to bring the site forward in order it to make its contribution to the city's housing requirements. The Consortium submitted a viability appraisal early in 2014, which has been the subject of significant discussion with a view to officers achieving the best S106 package possible, whilst ensuring the development is viable.

14.135 In recent times, the conclusion of the wider viability discussions is such that the S106 will essentially follow the format outlined in the table attached at **Appendix 4 – S106 tracker.** It is noted that the policy requirement for Affordable Housing is 15% provision on site. However, given the scale of the overall package, it is recognised that some concessions may be required. The Consortium is proposing to meet the policy requirements for the most part and to guarantee 12% Affordable Housing. The cost of the Northern Quadrant section of ELOR is currently a well-defined estimate which must be agreed in order to calculate what the per dwelling roof tax is to be. This estimate is to allow for contingency and inflation and could of course cost less than the anticipated amount. In this event, the Consortium is agreeable that any potential surplus roof tax is recycled into the S106 package, to be used for Affordable Housing.

14.136 The overall S106 package is provided for, as follows:

- Affordable Housing – 12% guaranteed on site (with a 60% submarket and 40% social rent split, with provision for further Affordable Housing to be paid for from surplus roof tax payments.
- Public open space on site of the size and locations set out within the Design and Access Statement Addendum (laying out costs of £2,188,816, plus 10 years maintenance costs of £1,660,642). On site play facilities in three locations at a

cost of £1,209,099, plus a fixed play maintenance cost of £28,693. Provision is also made to offer the transfer of Skeltons Woods to the Friends of Skeltons Wood at nil cost.

- Provision of land for a country park at nil cost, together with a financial contribution of £1,402,078 for laying out and maintenance. The S106 will include a requirement for a planning application to be submitted for the enlarged park, as indicated on the revised masterplan. Provision will also be made for the country park to be developed through the Parks and Countryside apprenticeship scheme.
- Provision of an area not less than 0.86 hectares for the development of a local centre in the location identified in the Design and Access Statement Addendum. The centre will make provision for retail, health and community facilities, as well as older peoples housing in close proximity.
- Education provision – Provision of 2 hectares of land at nil cost in the revised location shown in the Design and Access Statement Addendum, together with a financial contribution of £5,935,375 to deliver a new two form entry primary school and one form of entry of primary provision off-site. A secondary education contribution of £3,582,986 is also to be made.
- Roof tax payments to cover the agreed cost of delivering the Northern Quadrant section of ELOR (land for ELOR to be transferred, plus land indemnity agreement to be delivered). Payments to be made at six monthly intervals to follow the build out rate of new dwellings.
- Requirement to submit a planning application for a roundabout at the A58/ ELOR junction in the optimum position and to implement it. Requirement will also be made to safeguard land for the eventual 6 arm A64 / ELOR junction and to close the south end of Thorner Lane at the A64 on completion of the Northern Quadrant section of ELOR. Provisions are also required relating to the timing of the A58 and A64 ELOR junctions relative to the Council's ELOR programme.
- Provision of £200,000 to be used for additional local traffic management measures.
- Extension of bus services through the development. Service 16 to be extended to terminate in the Northern Quadrant (north of Skeltons Lane) to provide high frequency services to the city centre. One additional bus required for a period of up to 2 years at an indicative cost of £150,000 per year. Service 4 will then replace this extension once the spine road through the site is completed. Two additional buses will be required for a period of up to 3 years at an indicative cost of £150,000 per year per bus. The maximum bus subsidy will be £1,200,000. Provision of all related bus stop infrastructure and Real Time information.
- Travel Plans for the residential and primary school elements of the development, including a Travel Plan monitoring fee of £14,500. The Travel Plan co-ordinator to have an annual Travel Plan budget of £12,000 per year for a period of 16 years.
- Employment and training initiatives.

<u>Other matters</u>

14.137 Representation has been received from the land owners of Bramley Grange Farm, who note that they are, at this point in time, not willing sellers, given the current offer put to them by the consortium.

14.138 The Core Strategy was adopted in November 2014, which resulted in full weight being given to new policies, as well as some UDP policies being deleted. Among these were the UDP policies relating to greenspace provision. The planning application proposals were designed to meet, and actually exceed the UDP requirements. For large sites, Core Strategy policy G4 has the same effect as the old UDP policy N2, because all the categories of N2 were required on site – this resulted in a total requirement of 16ha. Core Strategy policy G4 has a requirement of 80sqm per house (0.4ha per 50

dwellings), which also equates to 16ha. In the case of the current planning application, 21.79ha of greenspace are provided.

14.139 The vast majority of the development is to take place on land allocated for housing purposes in the Development Plan, although a small amount of highway works and the country park are located in the Green Belt. For completeness, the application has been formally advertised as a Departure from the Development Plan as the works are required in relation to the wider housing development. In considering Circular 02/2009, there is no inappropriate development in the Green Belt involving buildings with a floor space of 1,000sqm or more, the development is not considered to have a significant impact on the openness of the Green Belt, the town centre uses equate to less than 5,000sqm of floor space, the development would have no adverse impact on a World Heritage Site, would not affect playing fields and there is no objection from the Environment Agency. In these circumstances, it is considered that it is not necessary to refer the application to the Secretary of State.

15.0 CONCLUSION

15.1 This is a large scale development that raises significant and complex planning issues. These issues have been discussed in detail at previous Panel meetings, most recently on 29th January 2015, and Members have stated that they are generally comfortable with the principle of development, that the development represented a comprehensive and sustainable form of development, the form and layout of the development and the range of facilities provided.

15.2 The Council's position has always been that UDPR Policy H3-3A.33 does not preclude applications for separate parcels of the East Leeds Extension being submitted, approved and implemented in their own right, subject to due regard being had to the deliverability of the remainder of the East Leeds Extension, including the provision of ELOR. The delivery of ELOR has been significant in the consideration of the application and, as set out at the start of this report, there is now a mechanism in place for the Council to take a leading role in the delivery of full ELOR and to have this open to the public by 2021. The developers of the Northern Quadrant will then in turn pay for this particular section of ELOR via a roof tax back to the Council. The same approach will be taken to the developers of other sections of the East Leeds Extension, ensuring a parity in approach. The detailed design of the Northern Quadrant section of ELOR has been revised to the extent that officers are confident that the proposal aligns with the emerging proposals for full ELOR, without having any detrimental effects on adjacent landowners. More generally, the revised masterplan demonstrates how the quantum of development and necessary infrastructure, including greenspace, the new primary school, local centre, drainage infrastructure and landscaping can be accommodated. Overall, it is considered that approval of the Northern Quadrant application at this time will not prejudice the wider delivery of the East Leeds Extension or ELOR.

15.3 Members have previously indicated that the urban design principles outlined previously are acceptable and they are comfortable with the distribution of land uses, including the location of the primary school, greenspaces and local centre. The Design and Access Statement and its Addendum have set out detailed principles which will help to ensure that the detailed design of the new neighbourhoods achieve a high quality of urban design and liveability for future residents.

15.4 It has previously been stated that landscaping should play a significant role in ensuring the development does not have a negative visual impact on the Green Belt, to the north and east and in offering soft buffering and separation where necessary to

protect the character and identity of existing and new neighbourhoods. In addition to greenspaces within the development, landscaping buffers are proposed between the proposed houses and ELOR and further landscaping is proposed between ELOR and the wider countryside. To the east of ELOR, the proposed country park will provide a strategic piece of greenspace, as well as providing an opportunity for significant landscaping.

15.5 A flood risk assessment has been submitted with the application which seeks to utilise sustainable drainage methods in the development. The masterplans for the proposals indicate how sustainable drainage, including attenuation areas and swales will be accommodated within greenspace and landscaped areas. The Environment Agency, Yorkshire Water and the Council's Flood Risk Management Team are satisfied with the proposals.

15.6 A significant amount of discussion has taken place in relation to highways and the traffic impact of the development. Through the negotiations that have taken place, it is considered that there is now a clear understanding of the highway impact of the development. The timing of full ELOR will assist significantly in mitigating the impact of additional traffic, while also enabling environmental improvements to the neighbourhoods adjacent to the existing outer ring road. It is acknowledged that existing rat running issues are a problem and the proposals seek partly to improve these impacts, through the delivery of ELOR, but also to prevent new rat runs being created. The approach to phasing and the implementation of various measures seeks to address this. It is also noted that the S106 will make provision for a sum of money to deal with any unforeseen issues.

15.7 A significant package of works is proposed in terms of extending bus services to serve the site, as well as ensuring that the development is as pedestrian and cycle friendly as possible. Travel Plans containing a range of measures are also proposed for the residential and primary school components of the development.

15.8 The proposals are considered to establish the principles for creating an attractive neighbourhood which includes local facilities, including shops, health centre, community facilities, a primary school and is accessible on foot and cycle, is 'child friendly' and provides a range of greenspaces. These elements provide the base conditions for a sustainable community. Given the scale of development, the proposals will include a range of housetypes and sizes, including provision for older people, as well as Affordable Housing. This will ensure that the development provides a range of housing opportunities. The granting of planning permission for this development will therefore enable the delivery of a significant amount of housing on a strategically important allocated housing site, together with funding for the Northern Quadrant section of ELOR and other important pieces of infrastructure.

15.8 At the last Plans Panel meeting, Members considered the nature of the S106 package as it existed at that time. Officers have sought to address the queries raised and, in particular, have sought to increase the amount of Affordable Housing provided. The S106 package provides for 12% Affordable Housing, public open spaces, provision of a country park, a local centre comprising retail, health centre and community facilities, education provision comprising a two form entry primary school on site, a contribution towards one form of entry of primary provision off-site, a contribution to secondary education provision off-site, a roof tax mechanism to cover the cost of the Northern Quadrant section of ELOR, a requirement to submit an application for the revised A58 ELOR roundabout, a fund for additional local traffic management measures, extensions to bus services and provisions for employment and training initiatives. Overall, the scheme is policy compliant save for the level of Affordable Housing, due

to the viability of the development (covered by the separate report).

15.9 Overall, the development is considered to be acceptable and will contribute significantly to the Council's supply of new homes, as well as to the related infrastructure including the Northern Quadrant section of ELOR. In light of the above, it is therefore recommended that Members defer and delegate approval of the application to the Chief Planning Officer in order to finalise conditions and the S106 agreement.

16.0 BACKGROUND PAPERS

16.1 Application file 12/02571/OT

16.2 Notice has been served on the following landowners:

- Eric and William Swiers, Well House, Green Hammerton, North Yorkshire.
- MJD Farming of Door 2, Ake Stables, Aske, Richmond, DL10 5HG.
- Josephine Marie Leake, Bramley Grange Farm, Skeltons Lane, Thorner, Leeds, LS14 3DW.
- Marcia Josephine Gibson, The Meadows, Bridlington Road, Skipsea, YO25 8TJ.
- Thomas Richard Leake, Bramley Grange Farm, Skeltons Lane, Thorner, Leeds, LS14 3DW.
- Robert William Hills, Manor Farm, Shadwell, Leeds, LS17 8JG.
- John Daniel Ford, Shadwell Grange farm, Moortown, Leeds, LS17 8AW.
- J R Walmsley, 6 Station Lane, Thorner, Leeds, LS14 3JF.
- Jillian Elizabeth Margaret Walmsley, Norwood House, Bramham Road, Thorner, Leeds, LS14 2ES.
- Richard William Walmsley, Isle Beck Grange, Isle Beck, Thirsk, North Yorkshire, YO7 3AW.
- Stephen Walmsley, Norwood House, Bramham Road, Thorner, Leeds, LS14 2ES.

Appendix 1 – Minutes of City Plans Panel 26th March 2013

Application 12/02571/OT - Position Statement - Outline Application for means of access and erect residential development (Circa 2000 dwellings), retail, health centre, community centre and primary school development, with associated drainage and landscaping to land between Wetherby Road, Skeltons Lane and York Road, Leeds 14

- Meeting of City Plans Panel, Tuesday, 26th March, 2013 2.00 pm, NEW (Item 93.)

To consider a report by the Chief Planning Officer which sets out details of an outline application for means of access and erect residential development (Circa 2000 dwellings), retail, health centre, community centre and primary school development with associated drainage and landscaping to land between Wetherby Road, Skeltons Lane and York Road, Leeds 14.

(Report attached)

Minutes:

Plans and photographs were displayed at the meeting. A Members site visit had taken place earlier in the day

The Panel considered a report of the Chief Planning Officer setting out the current position on proposals for a major residential development, including retail, health and community centre facilities, together with a primary school, means of access and associated drainage and landscaping on land between Wetherby Road, Skeltons Lane and York Road, known as the Northern Quadrant of the East Leeds Extension (ELE)

Officers presented the report and began by highlighting the highway issues associated with the proposals, including proposed road closures at Coal Road and Red Hall Lane, the spine road serving the site and the route of the ELOR

The amount of greenspace being provided on the site was also shown, with local concerns about the need for a strong buffer along the side facing the Greenbelt having been taken into account. As the ELOR separated the road from the Country Park, Members were informed that the developers were amenable to providing a bridge link to this facility and that long term, there would be the opportunity to provide wider links, including to Roundhay Park

The position of the local centre and the primary school were shown. Since the scheme had last been presented, Members were informed that the position of the primary school had changed and was now situated on Skeltons Lane

In terms of phasing of the development, the delivery of the ELOR roundabouts at the A58 and A64 would be delivered early in the scheme, together with separate off-site highway mitigation works, including at the A58, A64 Barwick Road roundabouts with the Ring Road and the Coal Road signals and possibly elsewhere on the network

Construction would commence at each end of the site and delivery of around 693 dwellings and the local centre would form phase 1a

Phase 1b would see around 272 dwellings and the construction of part of the spine road which would join into Skeltons Lane, so providing access through the site. This

would then provide the potential to take a bus from the adjacent Grimes Dyke development into the Northern Quadrant site. In the event the Grimes Dyke development was not built, access could be taken from the new roundabout at the A64

Further housing would then be provided, with the final phase seeing the completion of the spine road and the final dwellings

In terms of the S106 considerations, these would be:

- Affordable housing
- Public open space
- Local centre, with space available for retail, health and community centre
- Education contributions
- ELOR – timing and delivery
- Off-site highway improvements
- Public transport
- Employment and training

Members were then given the opportunity to ask questions on the information which had been provided and raised the following matters:

- the wish of the developer to construct around 1200 dwellings before the ELOR was provided and whether there would be sufficient profit generated from the remaining development to construct the road. On this matter, concerns were expressed that as late as the previous week, the East Leeds Regeneration Board had not been informed of this, despite repeated requests for the information
- that money was being put aside to deal with unforeseen issues, the reasons for this and the need for Officers to be certain about all issues before the application was presented for determination
- whether Coal Road could be kept open in one direction and concerns that severing Coal Road could lead to fly tipping
- whether Coal Road to the north could be used as a cycle way
- the possibility that the spine road would become a rat run over time and whether linking the spine road to the Grimes Dyke site was a good idea
- the need for information on the build out rate for the dwellings, in view of one of the developer's indication in the Strategic Housing Land Availability Assessment that 50 units per year was the general construction rate, which would take 24 years, to complete 1200 dwellings on this site before the delivery of the ELOR

· the links from the roundabouts to the M1 and the Ring Road and when these would be built

· how cyclists would be provided for in the scheme

· why the Country Park had not been enclosed by the ELOR and whether Bramley Farm could be saved within the proposals

· the relationship between the housing and the ELOR and whether sound mitigation and buffering would be needed

· the likely target date for determination of the application

· the delivery date for the primary school and whilst a commuted sum for secondary education was being proposed, where the land was to accommodate a new secondary school, which would be needed

· the impact on highways of increased school provision and whether this had been taken into account

It was noted that locally there was support in principle for the development and that considerable efforts were being made to resolve the infrastructure issues associated with the development. The recent Government announcement about funds for infrastructure projects would be pursued. However it was important for these issues to be discussed by all parties in a fruitful way but Members were clear that the developer's proposals for the timing and delivery of the ELOR were not acceptable

Officers provided the following responses:

· that the viability of the proposals was not something Officers could take a view on, based on the information which had been provided but that once commenced, the ELOR between the A64 and A58, would be required to be completed within 3 years, so bringing some certainty to this. The Chief Planning Officer stated that the date of delivery of the ELOR was important and that work was ongoing to confirm a position based on the traffic impact on the local highway network

· regarding unforeseen highways mitigation works, the level of funding to be set aside for this had not been decided upon. Whilst it was the intention to address the issues, invariably there would be issues raised locally and by having some funding, it provided flexibility and allowed for work to be done in the community to address issues which arose over time

· that the alignment of the ELOR did not lend itself for Coal Road to remain a through route. The Chief Planning Officer acknowledged the point raised about possible fly tipping and stated that this would be taken up with the developers
· that Officers were keen to retain a pedestrian/cycle/horse link down Coal Road but the developer had not been able to provide this because of the land take required due to the land levels, although there were benefits to providing cycling on this road
· in respect of the build out rate, this would be 50 units per year for each of the likely developers, starting at each end of the development. The phasing plan indicated a maximum of 200 units per year (including affordable housing)
· that the ELOR/MLLR links outside the Northern Quadrant application from the A64 roundabout to the M1 and the A58 roundabout to the Ring Road were not part of the planning application
· that cycle provision had been included in the scheme although whilst it was continuous, not all of the provision was off-road, based on the current proposals
· concerning Bramley Grange Farm, if the roundabout was moved inwards, it would not be possible to accommodate the spine road. Some concerns were expressed about the potential loss of the farm
· in terms of distances from dwellings to the ELOR, these would be set back from ELOR. This road would also be set 1 metre deeper than the land level and noise mitigation measures in the form of a landscaped bund and area of POS, with cycleways and footways would be provided
· regarding the possible timing of the application for determination, it was likely that it would be brought to Panel in the summer, although it was accepted that much work was needed to resolve the critical issues, particularly around highways
· in respect of education provision, Children's Services had agreed in principle to the revised location of the primary school. For secondary provision, whilst the quantum of development proposed for the Northern Quadrant would not require a secondary school in its own right, development of the whole East Leeds Extension would. Children's Services were looking at a range of options, such as extensions to existing schools; through schools and other sites, further south. Further discussions would be had on where and how the sum provided for secondary provision would be spent

Members then discussed the proposals and commented on the following matters:

· the need to keep in mind issues relating to sustainability, house types and design and the need for a paper to be brought back to Members on these issues

· the importance of not having ‘standard’ house types which could be seen on any new development in any part of the country and the need for some identity to be provided for this new community; that the site was a gateway and that good design was essential

· the need to fully address drainage issues, which were of local concern

· the need to firmly establish a new Green Belt boundary which this development and the ELOR should achieve

· that the developers should have confidence in the partnership approach to this development to enable it to move forward

· concerns about the viability of the small retail centre within the scheme

· that education provision was essential and that Children’s Services should be fully satisfied that contributions were at the correct level although there were concerns where a secondary school could be sited in the future

· that it should be possible to retain Bramley Grange Farm through slight adjustments to the route of the ELOR and Green Belt boundary

· that despite the release of Phase 2 and 3 sites, such as this, the volume house builders and planning consultants had not progressed this scheme in an integrated way and proposed constructing 1200 houses before the ELOR was commenced, with concerns being expressed about the commitment for an early start on the site

· that the infrastructure had to be delivered early in the scheme and the possibility of seeking Central Government funding towards providing this

· the need to keep in mind the overall picture for the whole site, including the effects and implications of individual schemes

· the benefits of having pre-application presentations and position statements brought to Panel to enable a steer to be given to developers

· whether the ELOR in the form proposed provided any relief, particularly on city-bound traffic from Wetherby Road

· concerns about the linear park and that the location of this next to a busy road was not appropriate. On this matter, it was stated that what had been requested locally

had been a hard boundary between the site and the Green Belt, which had then resulted in the inclusion of a linear park. The Chief Planning Officer advised that this had been included to ensure the scheme met the required greenspace levels. If this was located inside the site, more housing would need to be found, whereas if it was located as suggested, it provided a better integrated area. It was agreed that this would be looked at further by Officers

In response to the specific points raised in the report, Members provided the following comments:

· to note Members comments regarding the approach to urban design, design code and the illustrative layout depicted in the masterplan

· that Members were satisfied with the footpaths and cyclepaths but that an alternative location was required for the Country Park and that despite what was stated in the submitted report, there was an issue outstanding in respect of Redhall playing fields, with the view being these should be retained

· the need for an appropriate drainage strategy to be drawn up

· that if the roads were built as envisaged, the existing roads would benefit from this and the need for the ELOR to be built in its entirety to be fully beneficial

· that the mitigation measures proposed in advance of the completion of the Northern Quadrant section of the ELOR were not satisfactory; that early delivery of the ELOR was needed and that Bramley Grange Farm should be retained

· regarding proposed road closures, that most Members were content with the closure of Coal Road but that a cycle way and police access was needed on this road. In terms of the financial sum which could be drawn upon for unforeseen mitigation measures, in principle this was acceptable, subject to further details being provided on the level of funding to be available

· in terms of affordable housing, that this should comply with the Council's policy. It was noted that some of the site was within the Harewood Ward, with the level of affordable housing provision in this area being 35%. Members stressed that in view of the phased nature of the scheme, that the affordable housing policy which was in place at the time when the housing was to be delivered, should be applied

· regarding the location of the proposed primary school, that further information was required to enable Members to form a view on this

· concerning the approach to and the extent of the proposed local centre, that further information was required and the need for a local store was stressed. On the matter of whether extra care housing should be incorporated within and/or adjacent, that in principle, extra care housing could be provided, subject to siting

· that further details were required on the proposed S106 package

RESOLVED – To note the report and the comments now made and that the Chief Planning Officer be asked to submit a further report addressing general issues relating to sustainability, design and house types

Supporting documents:

- Application Number 12/02571/OT, item 93. PDF 26 MB

Appendix 2 – City Plans Panel Minutes – 10.12.13

Application 12/02571/OT - Outline application for means of access and erection of residential development (circa 2000 dwellings), retail, health centre, community centre and primary school development with associated drainage and landscaping - Land between Wetherby Road, Skeltons Lane and York Road - Update report

- Meeting of City Plans Panel, Tuesday, 10th December, 2013 1.00 pm, NEW (Item 117.)

To receive and consider the attached report of the Chief Planning Officer regarding an outline application for means of access and erect residential development (circa 2000 dwellings), retail, health centre, community centre and primary school development, with associated drainage and landscaping.

Minutes:

Further to minute 93 of the City Plans Panel meeting held on 26th March 2013, where Panel considered a position statement on proposals for a major residential-led development on land known as the Northern Quadrant, sited between the A58 Wetherby Road and the A64 York Road, Members considered a further report of the Chief Planning Officer setting out the current position in respect of the proposals Plans, photographs and graphics were displayed at the meeting. A Members site visit had taken place earlier in the day

Members were informed that the purpose of the meeting was to seek views on specific issues before bringing the application back for determination in early 2014. A report would also be presented to Executive Board regarding the funding and delivery of the East Leeds Orbital Road (ELOR)

Officers presented the report and provided the following information:

· that a masterplan had been provided to ensure the development did not prejudice any other sites coming forward

· that a new urban edge to the city had been provided through a green buffer

· the vehicular access arrangements to and through the site and the links to the Grimes Dyke site

· the position of the local centre in the proposals

· the location of the proposed new primary school

· the extent and range of the greenspace being provided and the proposals for a larger area of public open space, for a country park, with access to be at grade and via a new bridge

· land ownership issues within the site and in the wider allocation

· the extent of the highway modifications to the existing network to enable a quantum of development to take place before ELOR was required and to avoid detrimental impacts on the existing highway network
· the location and design of the junctions for ELOR at the A58 and A64 and that whilst the proposals worked in technical terms, as interim 4 arm junctions, the S106 agreement would contain a requirement that the optimum junction at the A58 be implemented, and that land at the A64 be safeguarded to allow an appropriate future junction giving access to land south of the A64
· clarification that Bramley Grange Farm was not in the ownership of the applicant, as had been stated in paragraph 11.35 of the submitted report and whether the road could be diverted to allow the retention of the farmhouse
· the value of ELOR in providing significant benefits on traffic levels on the existing outer ring road
· the recent feasibility study which had confirmed that ELOR should be designed to a dual carriageway specification for a speed of 50 mph and should have limited junctions to ensure its effectiveness
· the details of the highway mitigation to the existing network proposed by the developer to enable a quantum of development to take place before ELOR was required
· that the effectiveness of the highway mitigation was a key issue and further detailed analysis of the developer's proposals/ modelling would take place and that details would be provided on these issues when the application was presented for determination
· that ELOR would be around 24 metres wide and be cut in by 1 metre to create a landscaped bund alongside it which would be planted with trees and shrubs
· that segregated cycling/ pedestrian routes would be provided through the site
· public transport provision
· that no alleyways or ginnels would be created in the scheme
· that the streets within the development would be designed with a 20 mph speed limited

· drainage details; that developers would work with the topography of the site; that excess water would be held in attenuation basins and drained off gradually at green field run off rates

· education provision; that a new two form entry primary school would be provided on site together with a one form extension to an existing primary school as priority. In terms of secondary education provision, whilst a new secondary school would not be provided on the site, possible sites elsewhere for a secondary school to serve the whole East Leeds Extension were being considered

· the phased nature of development on the site and that there would be two housebuilders at either end of the site, each delivering up to 50 units per year, ie up to 200 units per year in total

· the work being carried out by the Council to consider the delivery of ELOR as early as possible and the financing of this, with the possibility of a “roof tax” being imposed on the developer

· the cost spread of the S106 requirements relating to ELOR, the new primary school and affordable housing, with several options in terms of phasing being shown

Members were informed that as revised plans had recently been submitted, the application would need to be re-advertised and the responses taken into account before the application was determined

Members discussed the proposals and commented on the following matters:

· Bramley Grange Farm and the possibility of diverting ELOR to enable this quality building to be retained

· the location of the country park link and that a more central location would usually be sought

· concern that an integral part of the development ,i.e. an element of ELOR was on land which was not in the developer’s ownership

· that details about proposals and allocations beyond the site should be provided to enable Members to see the site in context and understand the bigger picture

· that despite comments made at Public Inquiries that ELOR could be delivered by developers, this was not the case and that the full extent of ELOR would not be delivered through this application

· the need for a strong and extensive landscape buffer zone between the urban edge of the city and the rural area beyond it; that the Consultative Forum had

required a clear division between the built up development and the Green Belt beyond and that the proposals appeared to fall short of what was required

· the land designated for a country park; the need for a definition of a country park to help Members understand how this land would be used

· that the area of land for the country park had increased; that it was outside of the red line boundary and could lead to parking on Thorner Lane which was not suitable

· that the tree barrier along the defined route of ELOR was supported but concerns that the proposed country park was not large enough to be fully used and that the area of Redhall should be considered

· that the area of land surrounding the country park should also be landscaped

· to note that whilst there were concerns about the amount of green space on the site, private gardens were being provided to all the dwellings

· drainage details and flooding, with concerns about the impact of the proposals on the wider area, particularly Stanks Drive, Wykebeck and beyond in view of the extent to which Cock Beck overflowed during heavy rainfall and the need for a comprehensive drainage solution to come forward

· that the provision of a water butt to each property would be helpful to address issues caused by sudden heavy downpours

· the strategic importance of this application and that if approved, the legacy which would be left by the Panel to residents of East Leeds

· the need for local residents to see the necessary transport infrastructure being put in place at an early date and for a quality scheme to be provided, rather than standard designs and house types

· the usefulness of prioritising S106 obligations and to accept that not everything could be delivered at once

· the build out time for the scheme – this being 10-15 years and the importance of ensuring the road infrastructure was in place as early as possible and the roundabouts positioned to ensure that York Road and Wetherby Road continued to function properly

· the importance of clarifying the highways proposals and that whilst people wished to be supportive of the scheme, the delivery of ELOR would affect residents in

Wetherby, Harewood and Whinmoor and that further details of the impacts of this needed to be known

· that as the Council was taking the strategic lead in the progression of ELOR, that the Council should be given all the land along the route to enable the road to be delivered, rather than having to use CPO powers which could lead to lengthy delays

· concerns about the possibility of the scheme being approved and the triggers not reached whereby the road had to be delivered and that lower thresholds for the proposed housing trigger to provide the road should be considered

· uncertainty about the benefits of the highway measures proposed to existing roads and the regular and lengthy delays experienced on Wetherby Road and Red Hall Lane through queuing traffic; that loading further traffic on these roads would increase the problems and have a negative impact on local residents

· that an area of land adjacent to the site was in the ownership of a brewery; the possibility of a public house being sited there and the need to understand the complete picture and how the development would work

· education provision; that currently children from this area attended secondary schools in Wetherby and Boston Spa, at great expense to the Council in terms of transport costs and that a secondary school in this area was needed

· the location of the district centre which was some distance from the proposed primary school and the reasons for this

· concerns that the shops would not have sufficient passing trade to ensure their viability and that their location should be considered further with the possibly of the shops fronting York Road

· the importance of ensuring the development provided local employment, skills and apprenticeships

The following responses were provided:

· that there were constraints to diverting ELOR to avoid Bramley Grange Farm because by moving the proposed Skeltons Lane roundabout would either involve land in the Green Belt or result in substandard highway arrangements/standards between ELOR and the spine road/Skeltons Lane. The suggestion of altering the route and introducing an additional roundabout would dilute the benefit of ELOR which was to be a fast, attractive route relieving traffic from the existing ring road

· that the effectiveness of the highway mitigation needed to be understood
· that the increase in the size of the proposed country park was a result of Members' comments at the meeting in March 2013, where concerns had been expressed about the narrowness of what was being proposed at that time and that there needed to be a well-designed bridge link to the park
· that the highways issues associated with the country park would need to be addressed
· that the delivery of the country park should be co-terminus with the Whinmoor pitches and cemetery development and there was an opportunity for landscape apprentice training and a visitor centre
· that a planning brief was being prepared for Redhall which would include the provision of playing pitches and ELOR
· that if the country park was sited within the allocated area, there would be less housing provided and this could lead to issues about viability of the scheme as well as additional housing
· in terms of drainage, the proposals would conform with the requirement not to exacerbate existing drainage issues; that computer modelling had been undertaken to test the proposals and that attenuation measures were included to control the amount of water being discharged to ensure this was released at greenfield rates, with the measures being acceptable to Yorkshire Water and the Council's drainage scheme
· that the issue of making water butts available to householders was being considered although it would not be possible to ensure that every household agreed to always have one
· that in terms of education provision, that Children's Services was of the view that a secondary school to serve the East Leeds Extension was an appropriate solution and that work was continuing on this. In respect of education provision, the Chair informed Panel that a special meeting of the Development Plan Panel would be taking place in the new year to consider education provision in relation to new housing development across the City as part of the site allocation process
· on the location of the primary school away from the district centre, the Chair asked a representative of the applicant who was in attendance to respond on this

point. Members were informed that as there were existing retail opportunities close to where the new primary school would be sited, the decision had been taken to site the district centre in an area which currently had no retail facilities and would support the Grimes Dyke development

· in respect of employment and training opportunities, a model similar to that devised and tailor made for the Thorpe Park scheme was being considered for this scheme

On the specific issues raised in the report where Members' comments were sought, the following responses were provided:

· that in general, Members were comfortable with the range and distribution of land uses which were proposed

· regarding the S106 package as set out in the options which sought to deliver ELOR at an early stage, that the S106 Agreement should be tightly controlled. The need to provide local residents with a degree of certainty about the scheme was highlighted and the need for a clear timetable to be produced so that Members and residents could see the phased nature of the development. The important role of the Consultative Forum in the proposals and that further consultation work with local residents should be undertaken by the Forum as the development progressed. The need to link the development with proposals for Redhall was also stressed as was the need to keep a careful watch on proposals for the rest of East Leeds

· on the approach to resolving land ownership and implementation issues with regard to ELOR, it was noted that the roundabouts would provide a continuation of ELOR. In order to deliver these proposals the Council would need to have control over the relevant plots of land and if it was not possible to acquire any necessary interests voluntarily, it may be necessary to resort to the use of CPO powers. If this was the case then any decision to exercise CPO powers would not be taken by Plans Panel but would be a matter for Executive Board, if that was necessary. The traffic congestion on Barwick Road was also highlighted, with Members being assured this would be looked at

· in respect of other issues, the quality of Bramley Grange Farm was acknowledged and whilst there was also acknowledgement that the building had merit, it was accepted that ELOR should be given priority

· the need for a significant landscape buffer to be provided between the urban and rural area

· the need for a country park to be clearly defined

· that further consideration should be given to the location of the Local Centre to ensure it benefitted from passing trade and remained viable

In summing up the debate, the Chair proposed an indication of the level of in principle support for the scheme with the majority of the Panel indicating positive support for the proposed master plan and S106 priorities on the basis of the information currently provided, although it was noted that further information was required on several aspects of the scheme

RESOLVED – To note the report, the presentation and the comments now made

Supporting documents:

- 12 02571 OT - (10th Dec - 3) Land between Wetherby Road Skeltons Lane and York Road Leeds LS14, item 117. PDF 1 MB
- APPENDIX 1, item 117. PDF 10 MB
- APPENDIX 2, item 117. PDF 313 KB
- APPENDIX 3, item 117. PDF 1 MB

Appendix 3 – City Plans Panel Minutes (Draft) – 29.1.15

Application 12/02571/OT - Outline application for means of access and erection of residential development (circa 2000 dwellings), retail, health centre, community centre and primary school development, with associated drainage and landscaping - Land between Wetherby Road, Skeltons Land and York Road LS14 - Position statement

- Meeting of City Plans Panel, Thursday, 29th January, 2015 1.00 pm, NEW (Item 120.)

Further to minute 117 of the City Plans Panel meeting held on 10th December 2013, where Panel received an update report on an outline application for means of access and erection of residential development (circa 2000 dwellings), retail, health centre, community centre and primary school development, with associated drainage and landscaping, to consider a further report of the Chief Planning Officer setting out the latest position on this major mixed-use scheme

(report attached)

Minutes:

Further to minute 117 of the City Plans Panel meeting held on 10th December 2013, where Panel received an update report on an outline application for means of access and erection of residential development (circa 2000 dwellings), retail, health centre, community centre and primary school development, with associated drainage and landscaping on a site known as the Northern Quadrant of the East Leeds Extension, the Panel considered a further report setting out the current proposals, particularly in respect of the East Leeds Orbital Road (ELOR)

Plans, photographs and graphics were displayed at the meeting. A Members site visit had taken place earlier in the day

Officers presented the report and outlined the progress made on the scheme since it was last presented to Panel, which included:

· the programme for delivery of ELOR, with the Council taking a leading role in this

· funding of ELOR through the West Yorkshire Transport Fund

· timescales, in terms of build out rate and delivery of ELOR, with Members being informed that ELOR could be open around 2021, with housing development on the site commencing by 2018, with circa 250 houses anticipated being constructed between 2018-2021; these being confined to two parts of the site in discreet cul-de-sacs from new site access/ELOR roundabout junctions at the A58 and A64

· further public consultation which had been carried out

Details of the green links which would be made from the site to

Roundhay Park; Whinmoor Grange and the new, Green Park, within the Thorpe Park development were outlined, together with the proposed new East Leeds Country Park along the edge of the East Leeds Extension

Members were also reminded of the location within the site of the neighbourhood facilities, which would include retail; health and community facilities and older people's housing on a 0.86ha area of the site. A two form entry primary school was proposed and would be sited north of Skeltons Lane

Recent exhibitions had been held on the proposals and whilst there was broad support for the scheme, local concerns continued to be raised about highways issues; access and public transport routes

Further details were then provided to Panel on the funding for the provision of ELOR, with the majority of this being funded by the public sector from the West Yorkshire Transport Fund, with a requirement for a contribution from the private sector. Members were informed that the Stage 1 Business Case had been submitted to the West Yorkshire Combined Authority earlier in the week

In terms of developer contributions, a roof tax or levy would be applied to each house to be built which, for the Northern Quadrant development, would recover the full cost of that section of ELOR once all homes were completed. This amount would also include provision for inflation and contingency, with the developer contributions forming an important part of the Business Case being made by the Council. The roof tax would be the means by which developer contributions would be sought in future applications in other parts of the East Leeds Extension

A planning application for the whole route of ELOR would be submitted by the Council in early 2016, to incorporate the section of the road within the Northern Quadrant scheme. The construction period was programmed for 2018-2021, which would dovetail with the work on the Manston Lane Link Road, which was to be completed by the end of 2017. In addition, to the main ELOR works, the project would also involve improvements to the existing A6120 Outer Ring Road junctions with Park Lane; the A61 Harrogate Road and King Lane, as well as significant environmental improvements to the Outer Ring Road through Seacroft/Whinmoor and Cross Gates. Members were informed that the Council was now in a good position to bring forward the ELOR scheme on the basis described but were reminded that it would be a major and complex infrastructure project

Members then received a presentation on the detailed highway implications of the development, including the strategic benefits of ELOR; improvement works required as part of the development of the Northern Quadrant site; local traffic issues and received details on public transport proposals together with cycle and pedestrian routes. Mitigation measures at three existing outer ring road junctions was described; that the ELOR programme would provide the road in advance of development impacts that would otherwise be considered problematic. In terms of local traffic impacts and potential rat-running, existing issues were described and how existing congestion on the outer ring road and key junctions contributed. The benefits of ELOR and various road closures to local traffic were described and that the proposed road closures had generally been well received but some reservations relating to Red Hall Lane remained. The phased approach to enhanced public transport proposals was described together with the network of cycle and pedestrian routes. In respect of leisure accessibility to Coal Road, a footbridge had been considered, however, this would not be pursued for several reasons which included the loss of trees, but the layout of the site would be future proofed so that any future opportunity to provide a footbridge would not be prejudiced

Members were informed that ELOR would remove general congestion on the Outer Ring Road which would make the existing routes more attractive and would provide an alternative, high speed route. On the siting of ELOR, this would be a significant distance from residential dwellings and be sited in a 1m deep cutting to help with the visual impact of the road

Regarding local concerns about the closure of Red Hall Lane and rat running, this situation would be monitored and the closure removed if required

Details of the S106 package were outlined to Panel, with Members being advised that priority was given to ELOR and that with the exception of affordable housing provision, all other matters complied with policy. On affordable housing, the policy requirement was 15%, however only 10% was guaranteed on site. Members were informed there was provision for 1% further affordable housing if the contributions in respect of the integrated public transport strategy and Metro Cards were redirected. A further 1% affordable housing - to provide a total of 12% - could be achieved by accepting a reduction in the sum towards the cost of the Northern Quadrant section of ELOR, however Members were informed this provided additional risk to the Council in respect of the business case for funding of the road

The Panel was advised that the introduction of the Community Infrastructure Levy (CIL) on 6th April 2015 did have implications for this application in terms of the S106 contributions, in the event the application had not been determined and planning approval issued by 2nd April 2015

The Chief Planning Officer commented on the positive direction of the proposals; the Council's lead in the delivery of ELOR and the provision of older people's accommodation on the site and stated that support for the application would help with the funding case to West Yorkshire Transport Fund

Members congratulated the Officer team on their comprehensive presentation and detailed report and commented on the following matters:

· the design of the bund to prevent noise spillage from the ELOR and whether there was a technical design for this. The Chief Planning Officer stated that a full application would be submitted for ELOR which would be accompanied by an environmental assessment and would need to address the issue of noise impact

· the need for Executive Board to agree the specific financial implications for the Council once the details of the S106 had been established; the need for Members to see the inter-relationship and certainty between these two matters and how practically this would work. Members were informed that early consideration of the application by City Plans Panel would enable a report to be taken to the next scheduled Executive Board for consideration of these matters

· the impact of the closure of Thorner Lane on the new cemetery. The Highways Officer in attendance advised that what was proposed was a point closure and that when ELOR was constructed it would provide an alternative, better, safer route

· the road closure at Red Hall Lane with concerns at the impact on the high level of through traffic along this route and Thorner Lane. Members were informed that the

closure would only occur when alternative routes back to the proposed spine road and new A58 roundabout for the development were in place. Concerns continued to be raised about the closure of Red Hall Lane, with the Chair agreeing that further consideration could be given to this

· that the proposals provided an opportunity to address some of the transport issues from the 1970s

· issues of land ownership and how development would be controlled as parts of the site could become available at different times. Members were informed that the Master Plan in the Design and Access Statement would control this issue; that the principle of the spine road and location of the local centre and school would be fixed and that as phases of development came forward, they would have to accord with the Master Plan. The Chief Planning Officer stated due to the critical nature of the phasing, the process would be managed with the Master Plan being subject to a planning condition to set the framework against which landowners would sell their plots

· the possibility of the roof tax being renegotiated by the developer. The Panel was advised that the roof tax was set by reference to the cost of the road which was based on the price, with inflation factored in, plus an element for risk and contingency. If the amount of houses changed through the Reserved Matters process, the roof tax amount would change but not for issues of viability. Discussion took place on this, with the Chief Planning Officer informing Members that when determining the outline application for the development, information in respect of viability would be provided and that a package of contributions had been guaranteed

· the scale of development in East Leeds; that this proposal was the first of many residential developments to come forward and there was a need for it to be right and to set the standard for the expansion of this part of Leeds

· the good working relationships which had been forged between all parties during the progression of this scheme and the hope that the positive relationship with the major developer of the scheme would continue

· the need for a similar approach to be adopted to the delivery of ELOR as if it was being undertaken by the private sector, with a request being made for a letter of

comfort from the Chief Executive of Leeds City Council giving a clear commitment to ELOR by the Council

· the anticipated completion of ELOR by 2021 and the hope this could be brought forward

· the need for phasing that protects established settlements

· the need to ensure funds were available to take corrective action in respect of local traffic, if this was needed

· the importance of public transport and cycling infrastructure and that the opportunity for this should not be missed

· the S106 contributions and that 15% affordable housing was required. Concerns were raised that the level of affordable housing was often the first element developers sought to reduce, if viability was an issue; that the Council had a policy on the level of affordable housing required which should be adhered to and that on a greenfield site, as this was, it was not clear where any unusual costs would lie, which could affect viability

· that local Ward Members would prefer affordable housing rather than the provision of Metro Cards

· the build out rates; that these were considered to be low; the need for a phasing schedule across the whole of the site to be provided and for the greenspaces to be provided as the development progressed, rather than being the last element to be delivered

· the impact of the development proposals, over a long time period on the existing housing developments close to the site and the need for a schedule to be provided which demonstrated the construction methodology to mitigate against noise, dust, etc

The Chief Planning Officer commented on the collaboration which had been a feature of this scheme and was of the view that the level of objections in view of the scale of the proposals bore out the model which had been used in this case of involvement with Ward Members; Officers, developers and residents. In terms of the smaller land owners across the East Leeds Extension, there was a strong incentive for them to work with the Council as the road would be required in order for the development to progress and their land to be sold

In response to the specific points raised in the report, the Panel provided the following responses:

· that Members were content on the approach to the funding and delivery of ELOR but required a letter of comfort from the Chief Executive of Leeds City Council
· on the S106 package and the provisions to enhance the level of affordable housing through the use of potential surplus roof tax, there were concerns that the level of affordable housing did not comply with policy and that over the development period of 15 years, it was difficult to explain to residents why the full amount of affordable housing was not being provided. It was accepted that this matter would be discussed in greater detail once the financial information was provided to Panel when the application was considered for determination, but the strong view of the Panel was that more affordable housing should be sought than was currently being offered
· to note that Ward Members were content for the funding for Metro Cards to be diverted to increase the level of affordable housing; that provision of improved bus services was a higher priority than subsidised travel and whilst there might be some flexibility, ultimately Panel was being asked to consider a lesser package of benefits
· that Members were satisfied on the proposal to use potential surplus roof tax to refund other parts of the S106 package in the future, such as the Integrated Public Transport Strategy
· that the provision of additional affordable housing should be provided on-site
· the need to understand the extent of the older people's housing provision and the community facilities on the land being provided, i.e. what was included and who would build and finance these
· the need to address the issue of construction methodology and to ensure mitigation measures were in place to protect the amenity of existing residents close to the site and as development progressed, on site
· the need for further information to be provided on pupil numbers in the schools closest to the site
· that water butts should be a requirement for all homes within the scheme, rather than offered as an option to residents

The Chair thanked Officers for the quality of the report; the presentation and their engagement in this scheme

RESOLVED - To note the report, the presentation and the comments now made and that the final report seeking determination of the application should address all the issues raised

Supporting documents:

- 1 1202571OT - 19.1.15 - NQ Position Statement(1), item 120. PDF 1 MB

APPENDIX 4 - EAST LEEDS EXTENSION NORTH QUADRANT SECTION 106 TRACKER

<table>
<tr><th>106 Topic</th><th>Council Policy Requirement</th><th>Consortium Offer</th><th>Delivery Triggers</th></tr>
<tr><td>Affordable Housing</td><td>Interim affordable housing policy requires 15% provision on site with a tenure split between submarket and rented.</td><td>Provision of 12% affordable housing (to be delivered on site with a tenure split of 60% submarket and 40% rented with house types and locations to be agreed with the Local Planning Authority at Reserved Matters stage.</td><td>12% affordable housing to be provided within each area of land included within a reserved matters application and completed before 80% of the open market housing is occupied in that area.</td></tr>
<tr><td>Public Open Space Provision</td><td>Local amenity space – 0.2ha per 50 dwellings

Local recreational areas – 0.1ha per 50 dwellings

Neighbourhood / district parks – 0.1ha per 50 dwellings</td><td>• The provision of onsite green space in the locations and of the size set out within the Design & Access Statement. (laying out cost of £2,188,816 plus 10 years maintenance cost of £1,660,642 = £3,849,354; plus on site play facilities £1,209,099 plus fixed play maintenance cost of £28,693 = £1,237,792.)
• The provision of land at nil cost and laying out of a country park east of ELOR, plus additional land subsequently negotiated. (This may be subject to a S106 requirement to submit an application for the country park (laying out - £729,605 plus maintenance - £553,547 plus professional fees - £118,926 = £1,402,078)).
• The setting up of a management company to maintain and manage the onsite public open space and country park where this is not dedicated to either the Highway Authority, Drainage Authority or Parks & Recreation.</td><td>Delivery of onsite greenspace as development progresses.
Laying out of country park to be completed within 12 months of completion of ELOR between A58 and A64 or end of the planting season immediately after.</td></tr>
<tr><td>Skeltons Wood</td><td></td><td>Offering transfer of Woodland W3 to the Friends of Skeltons Wood at nil cost. If agreement not reached woodland W3 to be included in management of the overall POS provision above.</td><td>The offer to be made on the commencement of development north of A64 and south of Skeltons Lane and left open for [3] months.</td></tr>
<tr><td>Local Centre</td><td></td><td>An area of not less than 0.86 hectares in the location shown in the Design and Access Statement will be reserved for local centre uses and marketed for its suitable development. If marketing is unsuccessful the area in question will be able to be used for residential development.</td><td>Marketing commence upon commencement of development north of the A64 and south of Skelton Lane and to be left open until the completion of the 750th dwelling</td></tr>
<tr><td>Education Provision</td><td>Financial contributions calculated using the Council’s multiplier resulting in a maximum of:

Primary - £5,935,375

Secondary - £3,582,986</td><td>To provide 2ha of land at nil cost for a two form entry primary school in the revised location shown in the Design and Access Statement, together with a financial contribution towards the construction of the two form entry primary school and a financial contribution towards one form of entry off site primary education provision and offsite secondary education provision in accordance with the Council’s SPG11 and the standard DF of E multiplier.

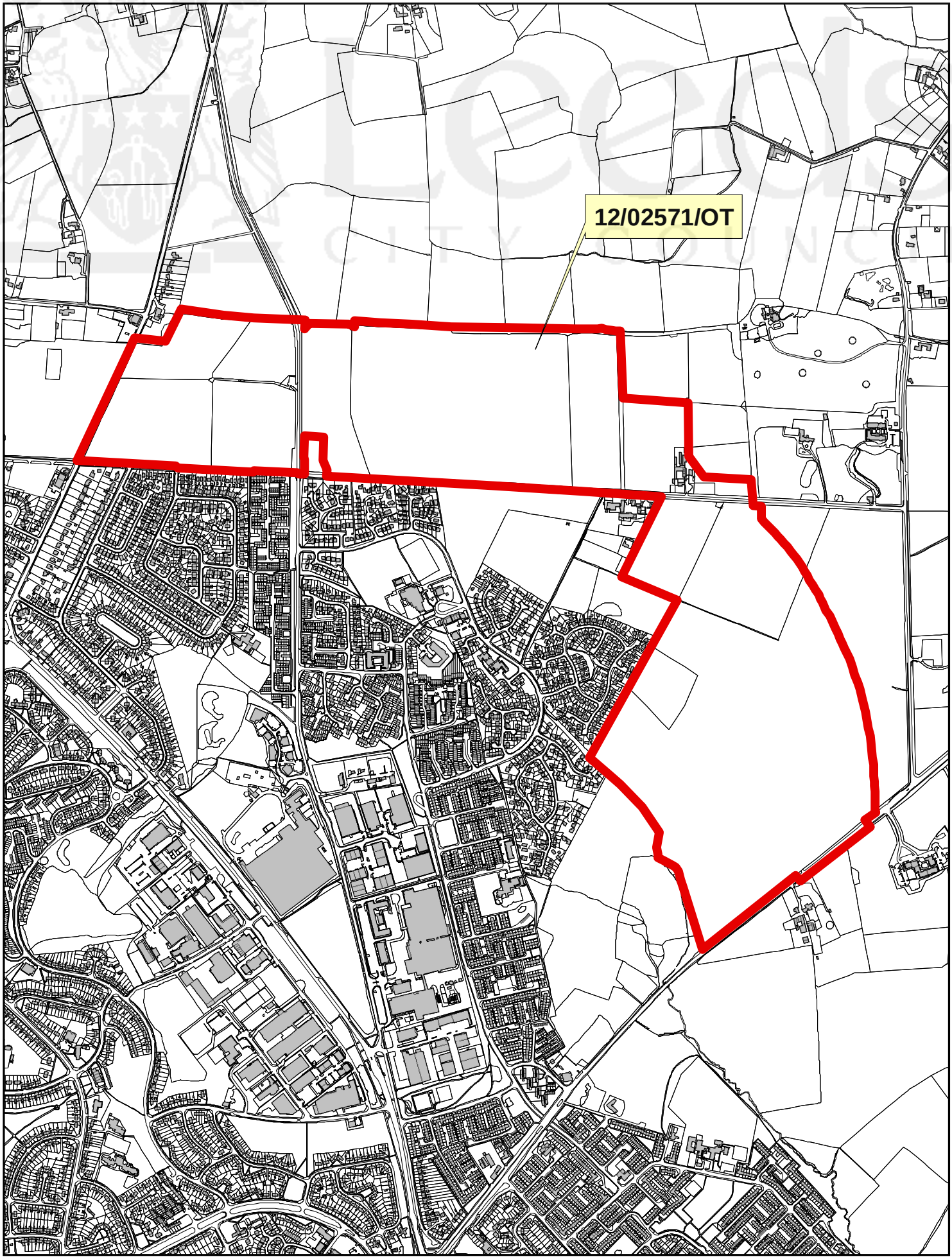
See table showing build out / triggers below:
<table>
<tr><th>Nos. of units</th><th>Primary Offsite</th><th>Primary Onsite</th><th>Secondary</th><th>Total paid each year</th></tr>
<tr><td>Start on site</td><td>£750k</td><td></td><td>£750k</td><td>£1.5m</td></tr>
<tr><td>100</td><td>£239,229.17</td><td></td><td></td><td>£239,229.17</td></tr>
<tr><td>300</td><td></td><td></td><td>£750k</td><td>£750k</td></tr>
<tr><td>600</td><td></td><td></td><td>£750k</td><td>£750k</td></tr>
<tr><td>900</td><td></td><td></td><td>£750k</td><td>£750k</td></tr>
<tr><td>1000</td><td></td><td>£1.6m</td><td></td><td>£1.6m</td></tr>
<tr><td>1100</td><td></td><td>£1.6m</td><td></td><td>£1.6m</td></tr>
<tr><td>1200</td><td></td><td>£1,746,145.83</td><td>£582,986</td><td>£2,329131.31</td></tr>
<tr><td>Total by</td><td>£989,227.17 (= % for</td><td>£4,946,145.83 (= % for 2FE). It</td><td>£3,582,986</td><td></td></tr>
</table></td><td>Consortium served with Notice by Council which cannot be served prior to [event] or 3 month prior to the anticipated start of the schools construction.
Consortium to transfer the land to the Council at nil cost within 3 months of Notice.</td></tr>
</table>

		type	0.4FE, required for the first 333 houses on site)	is critical that the school can be developed by 1600 units			
Employment & Training Initiatives	Required on all major developments	Employment and training initiatives plan to be agreed with the Council. Parks and Countryside apprenticeship scheme in relation to the Country Park.					

Transportation:

106 Topic	**Council Policy Requirement**	**Consortium Offer**	**Delivery Triggers**
ELOR Timing and Delivery	RUDP Policy H3-3A.33 requires the provision of ELOR to serve the ELE	LCC leading role in procuring ELOR such that it is to open in 2021. Consortium to pay a roof tax to LCC at intervals to be agreed to cover agreed cost of ELORNQ (less the cost of the A58 and A64 ELOR roundabouts to be constructed by the consortium). • Requirement to safeguard Land for the eventual 6 arm A64/ELOR junction; • Requirement to submit and implement the optimum A58/ELOR junction (on Red Hall); • Closure of Thorner Lane/A64 on completion of ELOR.	NQ Delivery programme Roof tax to be paid
Local offsite Highway Improvements	Policy requirement to undertake Transport Assessments of developments, taking full account of National Transport policy.	Prior to first occupation of dwellings, agreed mitigation will be implemented at the following existing Outer Ring Road junctions, to address any short to medium-term impacts of the proposed development, before the wider highway benefits of the ELOR are experienced: ▪ A6120/A58 roundabout; ▪ A6120/A64 roundabout; ▪ A6120/Barwick Road roundabout; and A number of existing highways will be subject to Traffic Regulation Orders to prohibit the movement of vehicular traffic, the detail and timing of which will be agreed with the local highway authority. These include: ▪ Coal Road, at its junction with the ELOR ▪ Skeltons Lane ▪ Red Hall Lane, at its junction with the A58 In addition, a financial contribution of **£200,000** will be provided by the applicant to be used for local traffic management measures – the form, timing and triggers for the implementation of such measures to be agreed between Leeds CC, the applicant and through local consultation.	Prior to occupation of first units. To be agreed during the build out of the development
Public Transport Provision	Leeds City Council SPD ‘ Public Transport Improvements and Developer Contributions’	Extension of existing services is the most flexible way of providing public transport accessibility as the phases of the North Quadrant site are built out. The bus service extensions for the North Quadrant are set out below:	Related to phasing of the development Following occupation of any dwellings more than 400m walking distance from either the A64 or the A58. Following completion of the Spine Road through the development

		▪ Service 16 – to be extended to terminate in the North Quadrant site (north of Skeltons Lane) to provide high frequency services into the city centre. One additional bus required for a period of up to 2 years at an indicative cost of £150,000 per year; and ▪ Service 4 – to replace the above service extension, once the Spine Road through the site is completed. 2 additional buses required for a period of up to 3 years at an indicative cost of £150,000 per year per bus. A review to be undertaken on a 6 monthly basis to agree the actual level of financial contribution, taking account of the commercial and viability aspects of the bus services. The maximum bus subsidy will be **£1,200,000.** All dwellings in the development area to be within 400m walking distance of a bus stop, at all stages of build out. The appropriate level of bus infrastructure, including bus stop facilities and temporary turning areas within the site, will be provided.	site. As above Contribution to be made
Travel Plan	Leeds City Council SPD 'Travel Plans' Financial Review Fee calculated using the Council's formula. There is also a requirement to fund measures agreed in the Travel Plan.	In accordance with Leeds City Council Supplementary Planning Document "*Travel Plans*", a Travel Plan has been prepared and agreed with Leeds City Council, Metro and the Highways Agency. The agreed Travel Plan includes the following measures and associated financial contributions: ▪ Leeds CC Travel Plan Monitoring - total contribution **£14,500** ▪ Annual Travel Plan budget for the length of the TPC post. This will require a degree of flexibility, reflecting the changing nature of the Travel Plan over time and the potential requirement for additional measures to be implemented (or existing measures to be amended) - £12,000 pa for a period of 16 years (based on duration of TPC post) – total contribution **£192,000**	Measures to be implemented in accordance with TP Implementation Schedule Associated funding to be made available as detailed in 'Consortium Offer' column



CITY PLANS PANEL

SCALE : 1/12000