

# Halton Moor and Osmondthorpe Development Framework



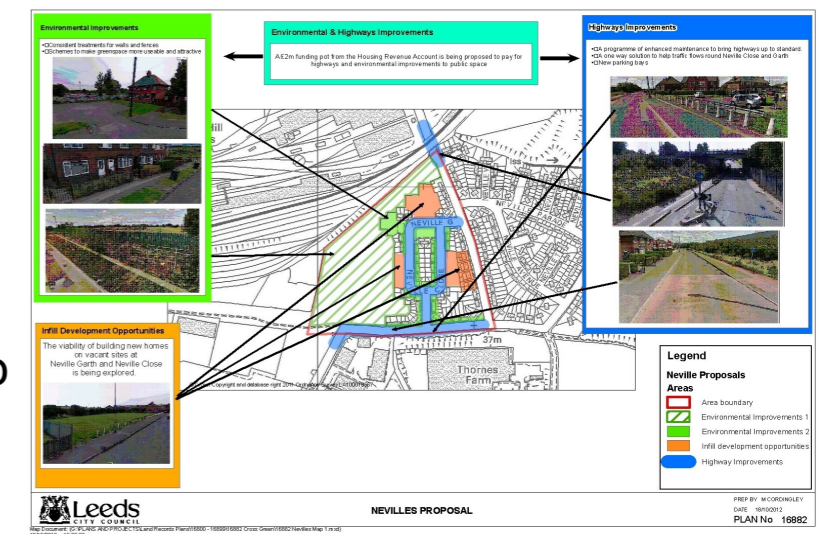
## Background

The Halton Moor and Osmondthorpe neighbourhoods are located approximately 2.5 miles east of Leeds city centre. The Halton Moor estate was built in the 1930s, one of several low-density housing estates in Leeds built to accommodate the growing population and to house people moved from the areas of high-density housing destroyed in the inner-city slum clearances. In recent years, the scale of housing clearance has left a large amount of vacant land which has created new development opportunities to regenerate the area. Recent housing developments have focused on the Cartmell Drive area of Halton Moor, with Gleeson Homes completing development at Cartmell Beck.

In January 2013, Executive Board agreed to establish a Brownfield Land Programme which sought to progress the delivery of new housing on Council sites in the city's more marginal locations, to support neighbourhood regeneration. Five of these Council owned brownfield sites in Halton Moor and Osmondthorpe are to be developed by Keepmoat delivering circa 262 houses over a 8 year period and have been procured through the Homes and Community Agency Development Partner Panel. Subject. It is envisaged that development on the first of these sites will start in July 2017. Other privately owned sites within the neighbourhood are being considered for housing development. Waterloo sidings is an allocated housing site in the Council's Site Allocations Plan and the owner, Network Rail, are working closely with the Homes Community Agency to bring forward this site for housing development. Similarly, Provident Land Ltd are looking at redeveloping the former Halton Moor Public house for housing and have submitted a planning application.

In February 2013, the Council approved a programme of investment in the Neville's housing estate as part of developing sustainable communities throughout the city. The focus has been to improve community sustainability, making the area more desirable place to live. The project engaged with Ward Councillors, residents and local businesses to ensure local priorities were addressed.

It is in this context that this Development Framework has been prepared to set out the range of development opportunities within the area alongside other investment such as greenspace improvements. There is also the potential to review some of the existing highways infrastructure which was installed at a time that car crime was much more prevalent and may no longer be justified.



## Area profile

The Temple Newsam ward has a smaller than average Council housing stock compared to other parts of the City and is made up of almost all general needs housing. However, the neighbourhoods of Halton Moor and Osmondthorpe is where the Council housing stock is located, with almost 70% being rented from the Council or a Registered Housing provider. Across the ward, houses make up 72% of the stock and consists mainly of 2, 3 and 4 bedroom houses. The rest of the stock is made up of flats, the majority being 2 bedroom and there is a limited amount of one and 2 bedroom accommodation for older and vulnerable people. 23% of existing Council tenants in the ward are aged 60 years and above and a further 23.2% are in the age range of 45-59 years. The neighbourhood population is around 6,233 people, 5.43% of which is from a BME background, around half the proportion for Leeds as a whole. The area has higher than average levels of benefit claimants and worklessness, although it compares favourably to Leeds as a whole for indicators such as quality of housing and environment and community safety.

Renew undertook a Housing Market Assessment in May 2015 and its findings are summarised below:

- a need for housing both for sale, although this would need to be available at prices that are affordable to first time buyers to enable access, and housing for rent at social rent and Affordable Rent levels;
- a need for more family size housing in the future and a need to review sheltered and extra care housing in the area including smaller housing units for older people;
- a growing demand for rented housing for those unable to quickly provide the required deposit to secure a mortgage, or who will not be able to afford home ownership but who may want or need to remain in the area;
- the proportion of households renting privately in Halton Moor and Osmondthorpe has doubled since 2001, however, market rent levels may be too high for households on low incomes in work;
- affordable Rents are largely affordable for people on bottom quartile incomes but would take a large proportion of income for those in very low paid jobs;
- a demand for social rented properties in the area is very strong and the stock of social rented housing in the area is insufficient. Only 0.7% of social housing stock is empty, and annual turnover of stock at 9% is low;
- a demand for family size housing through new building or through releasing existing family sized housing currently under-occupied, or empty;
- a demand for rented housing especially from those in lower paid work unable to access home ownership or social housing.

## **Regeneration Context**

In many of the Council's priority regeneration areas, new housing will principally come through the development of brownfield land, often that which is currently in the Council's ownership. The Council has a key role in bringing its own land forward for development, and in providing guidance and certainty to stimulate the necessary investment to get the best value and outcomes for local people and their neighbourhoods.

The delivery of housing is critical to supporting the city's growth, realising the Vision for Leeds and delivering the Best Council Plan. New homes and the investment will play a central role in meeting the needs of current and future residents of the area; enabling families and children to be healthy and to succeed; meeting older people's needs and preference to live independently at home; and in helping communities realise ambitions for the regeneration of their neighbourhoods.

The Development Framework aims to help the regeneration of the neighbourhoods of Halton Moor and Osmondthorpe through the provision of new housing and providing the quality and range of affordable housing options for existing residents and new residents moving in the area to make the area an even better place to live. It will also provide for further investment in the local environment with emphasis on improving greenspaces and greenspace connectivity within the wider Wyke beck Valley corridor and the Leeds City Region Enterprise Zone (LCREZ) ,offering the opportunity for improving public transport links to and taking advantage of the significant employment opportunities that the LCREZ has to offer.

### **Consultation**

Key to the development of this framework has been the engagement of the Temple Newsam Ward Members whose ideas have helped to shape the document.

In parallel with the public consultation exercise on the Council's Brownfield Land Programme for sites in East Leeds undertaken by developers Keepmoat and Strata, the Council consulted on the Halton Moor and Osmondthorpe Development Framework. The Draft Development Framework was put on display at two consultation events held at the Osmondthorpe One Stop Centre on 4th and 6th October 2016, advertised via social media and presented and discussed at the Halton Moor forum on 4th October 2016. Positive feedback was received from the consultation events which has informed the final version of the document.

## **Development Opportunities**

### **Housing**

The development framework identifies opportunities for housing development across 26 sites. The location of each site is shown on the development opportunities plan on page 5 and a table identifying the sites including their size and background commentary on the next page. As the sites vary in size they are likely to be attractive to a range of house builders including housing associations and small developers.

### **Design**

All housing proposals are expected to deliver the highest quality of architecture, landscape and urban design, achieve the government's Nationally Described Space Standards and where possible aspire to the City Council's Leeds Standard, and will be considered against the Council's Neighbourhoods for Living (NFL), the recently published NFL Memorandum 2015, the Council's Ten Urban Design Principles and Core Strategy policies.

The sites all sit within the established neighbourhoods of Halton Moor and Osmondthorpe, and therefore development will be expected to integrate into and positively enhance these communities. Streets and spaces need to be both attractive and functional. They should not be dominated by cars/parking and should be overlooked, safe and connected (avoid cul-de-sacs).

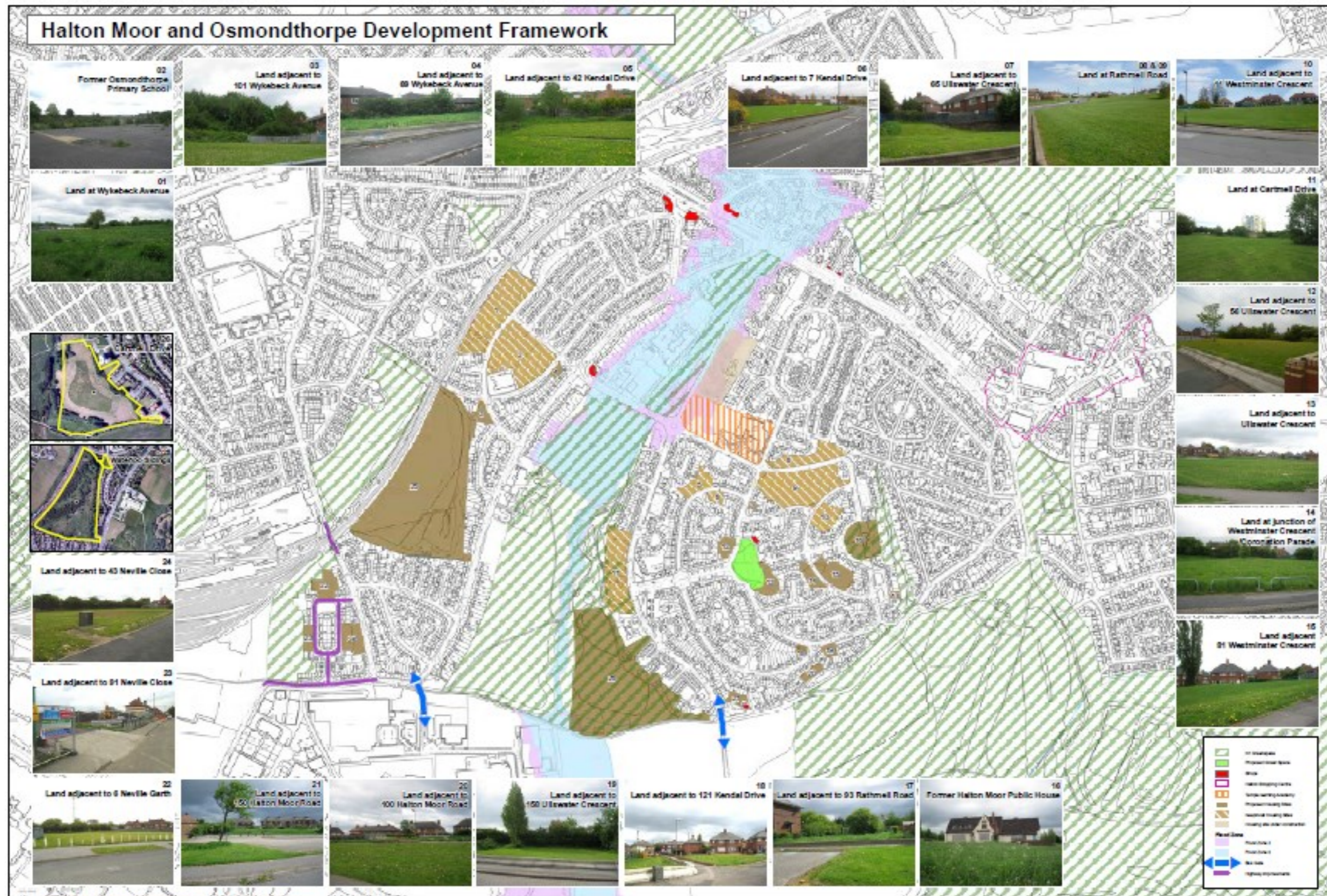
Development proposals should reflect local character, the scale, massing and detailing of existing properties, while also providing high quality new homes that will be energy efficient and constructed in such a way as to be resilient for the future. Sites occupying prominent locations and street frontages should exploit views, create appropriate landmarks and focal points.

A landscape framework should be created at the outset for sites, which should include greenspace to develop an integrated, quality approach to green space and landscape design. Development should protect and provide on-site assets where appropriate for example woodland, features of ecological value, significant trees, green frontages to sites, key vistas and 'doorstep' green areas on larger sites. Consideration should also be given to improving the quality of nearby strategically important green spaces and the green links to them.

### **Community Safety**

Development should adopt 'secure by design' principles. Care should be taken to ensure that footpaths do not become overly enclosed to create a 'ginnel' effect. Footpaths should be as open as possible, well lit, and overlooked to minimise opportunities for anti-social behaviour.

# Halton Moor/Osmondthorpe Development Opportunities Plan



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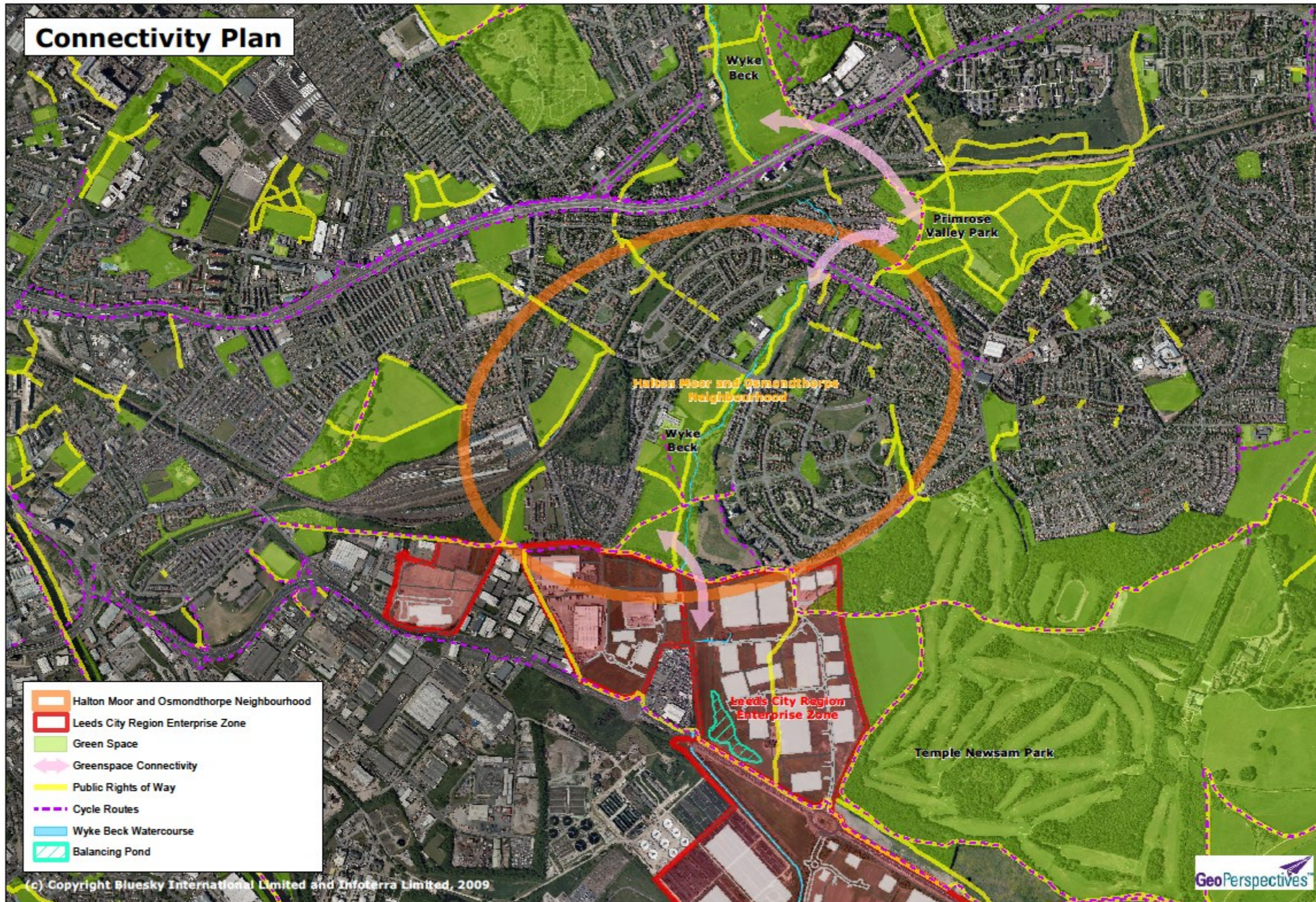


### Halton Moor and Osmondthorpe Proposed Housing Sites

Site No.	Site Area (ha)	Location	Commentary
1.	1.48	Land at Wykebeck Avenue	Site within the Council's Brownfield Land Programme. Keepmoat were selected as the preferred developer and have secured planning permission on 30th March 2017 to develop the site for housing.
2.	1.53	Former Osmondthorpe Primary School	Site within the Council's Brownfield Land Programme. Keepmoat were selected as the preferred developer and have secured planning permission on 30th March 2017 to develop the site for housing.
3.	0.17	Land adjacent to 101 Wykebeck Avenue	Small previously developed site that features a substation on part of it.
4.	0.07	Land adjacent to 69 Wykebeck Avenue	Small previously developed site surrounded by housing on three sides and a cleared school site on the other.
5.	0.32	Land adjacent to 42 Kendal Drive	Site within the Council's Brownfield Land Programme. Keepmoat were selected as the preferred developer and have secured planning permission on 30th March 2017 to develop the site for housing.
6.	0.14	Land adjacent to 7 Kendal Drive	Site within the Council's Brownfield Land Programme. Keepmoat were selected as the preferred developer and have secured planning permission on 30th March 2017 to develop the site for housing.
7.	0.04	Land adjacent to 65 Ullswater Crescent	Small previously developed site surrounded by housing.
8.	0.54	Land at Rathmell Road (North)	Site within the Council's Brownfield Land Programme. Keepmoat were selected as the preferred developer and have secured planning permission on 30th March 2017 to develop the site for housing.
9.	1.51	Land at Rathmell Road (South)	Site within the Council's Brownfield Land Programme. Keepmoat were selected as the preferred developer and have secured planning permission on 30th March 2017 to develop the site for housing.
10.	0.31	Land adjacent to 11 Westminster Crescent	Site within the Council's Brownfield Land Programme. Keepmoat were selected as the preferred developer and have secured planning permission on 30th March 2017 to develop the site for housing.
11.	1.33	Land at Cartmell Drive	Site within the Council's Brownfield Land Programme. Keepmoat were selected as the preferred developer and have secured planning permission on 30th March 2017 to develop the site for housing.

12.	0.17	Land adjacent to 56 Ullswater Crescent	Small previously developed flattish site surrounded by housing on three sides and open space on the other.
13.	0.92	Land adjacent to 77 Ullswater Crescent	This site has come about as a result of housing clearance and changes to the highway infrastructure and provides a poor quality area of open space and lacks passive surveillance as few properties overlook the space. As a result this attracts anti-social behaviour with use for sports being limited due to the topography of the site. Through the regeneration work, opportunities to enhance the greenspace through developing part of the site for housing are being explored. Whilst this will reduce the overall quantity of open space, the remainder will be more attractive and useable for local residents.
14.	0.20	Land at junction of Westminster Crescent/Coronation Parade	Previously developed former housing site surrounded by housing on three sides and cleared housing site on the other.
15.	0.46	Land adjacent 81 Westminster Crescent	Leeds Federated Housing Association have submitted a planning application on 25th April 2017 for 12 affordable houses .
16.	0.74	Former Halton Moor Public House	The property is included within the Council's Derelict and Nuisance Property Programme. Most of the site excluding the building footprint is currently allocated as greenspace. In its current form it is unlikely that a viable redevelopment scheme can be delivered on just the building footprint. The Council propose to reallocate the site for housing in the Site Allocations Plan. Provident Land Ltd submitted a planning application in December 2016 to redevelop the site for housing which incorporates an element of greenspace within the scheme.
17.	0.04	Land adjacent to 93 Rathmell Road	Previously developed former housing site surrounded by housing on three sides and open space on the other.
18.	0.08	Land adjacent to 121 Kendal Drive	Small previously developed former housing site that features a substation on part of it.
19.	0.10	Land adjacent to 158 Ullswater Crescent	Previously developed former housing site surrounded by housing on all sides.
20.	0.14	Land adjacent to 100 Halton Moor Road	Previously developed former housing site surrounded by housing on three sides and open space on the other.
21.	0.12	Land adjacent to 150 Halton Moor Road	Previously developed former shops site surrounded by housing on three sides and a car park on the other.
22.	0.33	Land adjacent to 6 Neville Garth	Identified as a site within the Council's new build house programme. Currently at design feasibility stage.
23.	0.16	Land adjacent to 91 Neville Close	Identified as a site within the Council's new build house programme. Currently at design feasibility stage.
24.	0.41	Land adjacent to 43 Neville Close	Identified as a site within the Council's new build house programme. Currently at design feasibility stage.
25.	7.26	Waterloo Sidings	Large expanse of grassland with sporadic tree planting bounded by housing on three sides and the Leeds/York/Selby railway line on the other side. Allocated for housing in the adopted UDPR (H3-1A:23) and the Publication Draft Site Allocations Plan (HG1-256).The landowner, Network Rail, are working closely with the Homes Community Agency to bring forward this site for housing development.
26.	5.67	Land at Cartmell Drive	Grassed open space with some tree cover as part of Wykebeck Valley, flat site sloping down to the beck on the western boundary. Bounded by tree belts apart from to the north, with residential also to the east. Site lies in close proximity to boundary of the Grade II Registered Historic Park and Garden at Templenewsam. Allocated for housing in the Publication Draft Site Allocations Plan (HG2-122) and subject to a pre-submission inquiry change.

# Connectivity Plan



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## **Drainage, Recreation and Greenspace, Transport and Connectivity**

### **Drainage**

Some development sites fall within the catchment area of the Wyke Beck watercourse, which is prone to flooding. New developments must adhere to greenfield run-off rates which are equivalent to 4.7 litres per second per hectare. This can sustainably be achieved through a variety of forms ranging from Sustainable Urban Drainage Schemes which can include on-site storage ponds and soakaways through to underground storage tanks which are the least sustainable option. To mitigate against flood risk within the Wykebeck catchment area the Council has recently secured planning permission to create a natural flood management scheme at Killingbeck Meadows, upstream of the Halton Moor area that will provide the potential to store almost 25,000 cu metres of water at times of heavy rainfall. Where feasible consideration will be given to allowing surface water discharge from development sites in to the Wyke Beck in return for developer drainage contributions towards reducing flood risk within the Wyke Beck Valley catchment area.

### **Open Space**

The framework sees it as a priority to improve the quality of existing greenspaces in the area. Improvements will need to be complemented by new greenspace provision arising from the housing developments with the focus on achieving enhanced network connectivity of spaces that will help to strengthen the area's identity and character. The key areas for investment within the estate will be along the Wyke Beck Valley corridor, Halton Dene, the open space at Ullswater Crescent/Coronation Parade, the linear space at the rear of the former Halton Moor Public House and Grove Road Recreation Ground.

Greenspace that is well designed, well maintained, clean, safe and accessible can provide areas for appreciating wildlife as well as enjoying sport and recreation. Good quality greenspace provision in the area will make a key contribution towards Leeds being the best city for health and wellbeing. A well connected network of good quality public green spaces can provide walking and cycling routes forming part of an environmentally friendly transport system as well as making a valuable contribution to the environmental biodiversity of the area.

### **Pedestrian and Cycle routes**

Walking and cycling offers one of the easiest ways to get around the local area. It will be important that new housing sites are designed to be cycle and pedestrian friendly and that new routes link in to the wider established network.

### **Transport and connectivity**

For area to become more sustainable, good connections need to be created across the area and beyond. The area already benefits from regular bus services to the city centre, pedestrian and cycle routes across the area including cycle paths through Wyke Beck. There are further opportunities to improve access to the adjacent LCREZ with the provision of bus gates and cycle and pedestrian links. There are also opportunities to further review existing traffic management/ calming arrangements to help to improve legibility and the wider public realm.

## **Delivery**

The Council has committed to proactively bringing forward its brownfield housing sites for development as a means of achieving the Core Strategy housing targets and supporting the wider regeneration of neighbourhoods. In 2013, the Brownfield Land Programme was established and was tasked with driving this forward. Through the programme a phased release of sites will be progressed to support place making and delivery of a mix of type and tenure of new housing, whilst supporting wider investment into the estate.

## **Affordable Housing**

Affordable housing policy introduces a percentage target for on-site affordable housing provision for developments. Sites within this framework area will be required to provide a 5% affordable housing contribution for schemes of 15 or more residential units. The affordable units should be a pro-rata mix in terms of sizes and types of the total housing provision, and should be suitably integrated throughout a development site.

## **Greenspace**

The framework identifies as a priority the need to improve the quality of existing greenspaces in the area complemented by new areas of open space. Developers will be expected to come forward with proposals that reflect the framework's aspirations as well as satisfy the policy requirements as set out in the Council's Core Strategy. The levels of on-site and off-site provision will be agreed through the planning process and secured through the use of Section 106 Agreements.

## **Education**

The scale of housing development activity proposed within the framework will inevitably lead to increased pressure on existing primary and secondary school provision within the local area which would need to be met by creating new capacity either through either new school provision or an expansion of existing schools. The timing of development will play a key part in this and it is advisable that early consultation takes place with Children Services.

## **Employment**

The strategic location of the Leeds Enterprise Zone offers significant job opportunities for local people in the area. Engaging with Employment Leeds will be key to ensuring that new developments promote new jobs for local people, apprenticeships, work experience opportunities, workforce development including qualifications and engaging with the local supply chain for any sub-contracting opportunities.

## **Community Infrastructure Levy (CIL)**

The Council has adopted a Community Infrastructure Levy (CIL) for the District which requires contributions to be spent on infrastructure. For instance there will be CIL contributions towards the costs of creating new school places to accommodate demand generated by housing. This levy will apply to most new floorspace granted planning permission, on a £ per square metre basis. All the sites except for sites 11 and 26 (Zone 2A) are located in Zone 3 of the CIL residential charging zones and will be charged at £5 per sqm. Zone 2A sites will be charged at £23 per sqm.

