



## Report of the Chief Planning Officer

### CITY PLANS PANEL

Date: 12<sup>th</sup> October 2017

**Subject: POSITION STATEMENT – 17/04351/LA - Construction of a dual carriageway orbital route incorporating new roundabouts, cycle and pedestrian bridges; underpass and overbridge; laying out of country park on land between Ring Road Shadwell and Thorpe Park.**

#### APPLICANT

Leeds City Council

#### DATE VALID

19 July 2017

#### TARGET DATE

7 November 2017

**Electoral Wards Affected:  
Crossgates & Whinmoor  
Roundhay, Harewood**

Yes

Ward Members consulted  
(referred to in report)

#### Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

#### RECOMMENDATION:

**Members are requested to note this report on the proposal and give views in relation to the questions posed in the conclusion to aid the progression of the application.**

### 1.0 INTRODUCTION

- 1.1 The application seeks full planning permission for the East Leeds Orbital Road (ELOR), a new dual carriageway which will run north to south around the north-eastern and eastern fringes of the Leeds urban area.
- 1.2 The application is reported to City Plans Panel as it concerns a strategic infrastructure project. It forms an integral part of the East Leeds Extension (ELE), identified as a major development area to the east of Leeds to deliver circa 5000 new homes. The ELOR is a critical element in the delivery of the ELE to provide strategic transport and movement improvements in this part of the city providing connections to Thorpe Park and a potential new rail station to the south.
- 1.3 The proposed development constitutes Environmental Impact Assessment (EIA) development as defined by the Town and Country Planning (Environmental

Impact Assessment) Regulations 2011 as amended by the Town and Country Planning (Amendment) Regulations 2017. Under the regulations, the applicant, Leeds City Council, have submitted an Environmental Statement as part of the application submission.

## **2.0 PROPOSAL**

- 2.1 The application is for the East Leeds Orbital Road (ELOR), a two lane dual carriageway 7km in length, connecting the A6120 (Outer Ring Road Shadwell) in the north to Manston Lane in the south where it will connect to the Manston Lane Link Road (MLLR) which is to be delivered as part of the Thorpe Park development. The proposed dual carriageway will comprise two 7.3m wide carriageways with a 3.5m wide verge on both sides and a maximum 4.5m wide central reservation. Lighting is to be provided at the junctions with low level lighting along the segregated pedestrian and cycle route on the southern and western side. The proposed dual carriageway includes five new roundabouts at the A6120, A58, Skeltons Lane, the A64 and Barwick Road. Five new crossing facilities are also proposed:
- Red Hall Bridge
  - Country Park Underpass
  - Wood Lane/Middle Quadrant Bridge
  - Southern Quadrant Bridge
  - Cock Beck Overbridge
- 2.2 Along the southern and western edge of the ELOR a 2.5m wide cycleway and 2m footway is to be provided along the length of the carriageway. A 2m high screening bund is to be provided to separate the carriageway from the cycle and pedestrian routes. Along the majority of the ELOR north and eastern boundaries a leisure route/ bridleway comprising a rolled stone surface is to be provided for walking, cycling and horse-riding. The leisure route will connect to the existing Public Right Of Way network. The leisure route would be separated from the ELOR by mixed shrub and woodland planting.
- 2.3 As part of the ELOR proposals, a 9.8ha country park is also to be provided on the land north of the A64 (York Road) and will be to the east of the ELOR. The country park underpass will provide access from the west with the park providing green infrastructure to the road itself and also significant local recreational space for existing and future residents. The country park is also intrinsic to the drainage proposals for ELOR as a series of SuDS features are proposed. ELOR itself is to be set within extensive landscaping to enhance the existing environment and retain existing trees and vegetation where possible. New habitats are proposed including wildlife corridors and planting. Five ponds are proposed along the route and a wet woodland habitat adjacent to Cock Beck.
- 2.4 The proposed scheme can be divided into four main sections:
- Red Hall – between the proposed A6120 roundabout and the proposed A58 roundabout
  - Northern Quadrant – between the proposed A58 roundabout and proposed A64 roundabout
  - Middle Quadrant – between the A64 roundabout and the new Barwick roundabout

- Southern Quadrant – between the new Barwick Road roundabout and the tie in to the Manston Lane Link Road

### Red Hall

- 2.5 The proposed scheme includes the provision of a new 3 arm roundabout to connect the ELOR to the Outer Ring Road Shadwell (A6120). The proposed ELOR will abut the southern boundary edge of Red Hall Wood in an easterly direction and pass to the north of Red Hall Lane through the A58 (Wetherby Road).
- 2.6 A pedestrian and cycle bridge crossing (Red Hall Bridge) is proposed over the main carriageway over the A6120 junction to maintain a link from Red Hall Lane to Whinmoor Lane. This provides access to the pocket park.

### Northern Quadrant

- 2.7 A 5 arm roundabout is proposed to join the proposed ELOR to the A58 (Wetherby Road). To the east of the junction the proposed dual carriageway will cross Coal Road. However the ELOR is not proposed to connect to Coal Road and the highway will be stopped up in this location. Further east the carriageway will link into Skeltons Lane, via a new 4 arm roundabout. The western arm of the Skelton's Lane roundabout will include an access into the future ELE Northern Quadrant development. The ELOR will then continue in a south easterly direction until it intersects with the A64.
- 2.8 The leisure route/bridleway will run along the north and eastern side of the proposed carriageway from the A58 to the junction with the A64 and provide access to a second pocket park. A pedestrian and cycle underpass (Country Park Underpass) is also proposed to the south of Skelton's Lane. This will provide access for pedestrians and cyclists to the proposed country park, which is to be located on the eastern side of the proposed carriageway between Skelton's Lane and the A64.

### Middle Quadrant

- 2.9 The ELOR will join the A64 at a new 6 arm signalised roundabout. The proposed 'through' roundabout will allow traffic travelling from north/south along the proposed dual carriageway to travel through the junction. Vehicles travelling east/west along the A64 will travel around the roundabout. Access to the Northern and Middle Quadrant developments will be provided from the proposed A64 junction.
- 2.10 The ELOR will continue south from the junction with the A64. An additional screening bund is proposed along part of the eastern side of the carriageway to provide visual screening of the ELOR from the village of Scholes. The proposed carriageway will be close to existing levels with two exceptions; it will cut into the north of Wood Lane and along a section to the north of Leeds Road.
- 2.11 The Wood Lane/Middle Quadrant Bridge, a pedestrian and cycle bridge crossing, is proposed crossing Wood Lane, maintaining the existing right of way between Swarcliffe and Scholes.

### Southern Quadrant

- 2.12 The proposed ELOR will join Barwick Road/Leeds Road at a new 4 arm roundabout and continue in a south easterly direction towards Manston Lane. The Southern Quadrant Bridge will provide a shared cycle/pedestrian link on an existing PROW to the Southern Quadrant.
- 2.13 A three span bridge (Cock Beck Overbridge) is proposed over Cock Beck and will maintain the vertical alignment of the ELOR across the valley within which Cock Beck sits. The proposed bridge will accommodate a carriageway width of 27.9m including a 4.5m central reservation, two 7.3m wide carriageways and 3.5m wide verge. Alterations to the new roundabout that is being formed in connection with the MLLR on Manston Lane to add a fourth arm are proposed.

#### Other works

- 2.14 In addition to the ELOR there are further transport improvements proposed including:
- Outer Ring Road Junction improvements: Improvements to four junctions on the A6120 (Roundhay Park Lane, Harrogate Road, King Lane and Stonegate Road)
  - Enhancements to public realm, cycling and walking environment along the A6120 between Red Hall and the M1.
  - Manston Lane Link Road Expansion (widened to three lanes and roundabout junctions signalised)

#### Construction/Phasing

- 2.15 Construction is anticipated to take approximately 3 years and the proposed dual carriageway is expected to be operational by the end of 2021. Work on the Country Park is also expected to be undertaken concurrent with delivery of the road.

#### Public Consultation

- 2.16 In November 2015 the Council launched an extensive public consultation exercise for the ELE and the ELOR Package. This ran for 12 weeks from 20<sup>th</sup> November until 29 January 2016 and sought the views for local people, businesses and key stakeholders. The consultation exercise included the distribution of leaflets to 20,000 local residential properties and emails to stakeholders and community groups/interested parties notifying them of the consultation. Seven drop in events were held in Swarcliffe, Scholes, Fieldhead Carr, Crossgates and Wellington Hill in November and December 2015, where questionnaires were distributed. Ward and Executive members were also consulted and updated throughout the progress of the scheme. A subsequent public consultation exercise was carried out in July 2017, following the submission of this application. The purpose of this exercise was to provide a summary and feedback from the 2015/16 consultation and provide details of the ELOR planning application. Drop in events and presentations were held in seven venues and were attended by over 600 people.

### **3.0 SITE AND SURROUNDINGS:**

- 3.1 The proposed ELOR route is located within the rural urban fringe, approximately 7km from Leeds City Centre. The route is bounded by the suburbs of Red Hall, Whinmoor, Stanks, Swarcliffe and Manston to the west and southwest. Shadwell

village is located to the north of the route, the village of Scholes is located approximately 400m to the west and Barwick-in-Elmet is located further east. The northern end of the route adjoins the Outer Ring Road Shadwell (A6120) at the eastern boundary of the Leeds Golf Club. Manston Lane marks the southern end of the route.

- 3.2 The route runs through open countryside and farmland and abuts the boundary of the designated Green Belt to the north and east of Leeds, although the route does encroach onto Green Belt land in some parts. There are isolated farm holdings located in close proximity to the route including Bramley Grange Farm, to the north west of the route on Thorner Lane, Morwick Farm which lies to the south of the A64 and Lazencroft Farm which is located to the north of Manston Lane.
- 3.3 Leeds City Council nursery/depot, Red Hall Playing Fields (now used as recreation space) and Grade II listed Red Hall, the headquarters for the Rugby Football League are located to the north of Red Hall Lane and east of the A6120. A grade II listed building, Pigeon House, is located to the north west of the playing fields. There is also a Scheduled Monument, surviving features of the First World War munitions factory at Barnbow and a former railway line which provided access to the factory, located towards the south of the ELOR route.
- 3.4 There are several roads which radiate to the north and east of the urban area including the A58 to Wetherby, A64 to York and Leeds Road/Barwick Road. The southern end of the route terminates to the north of the Leeds/Selby railway line. To the south of the route the Manston Lane Link Road is currently under construction.
- 3.5 Cock Beck, a tributary to the River Wharfe, runs from the south west to the south east of the proposed ELOR route. There are several PROW which cross the route in the middle and southern sections of the ELOR. The northern section of the route is relatively flat. Heading south the the landscape becomes more undulating and falls gently towards Cock Beck.

#### **4.0 RELEVANT PLANNING HISTORY:**

- 4.1 There is no specific planning history for the entire route although under the proposals for the Northern Quadrant the same basic infrastructure is proposed in the form of a new dual carriageway accessed via two roundabouts at the A58 and the A64 junctions. The country park is also proposed under the Northern Quadrant planning application. Relevant planning history is therefore as follows:

Manston Land Link Road:

**17/04055/FU:** Detailed application for the Manston Lane Link Road (East - West Route), Thorpe Park, Leeds, LS15 8ZB. Resolved to grant permission at City Plans Panel on 21<sup>st</sup> September 2017.

**14/01216/FU** – Detailed application for the Manston Lane Link Road (North-south route). Approved on 14 July 2014 and under construction

Northern Quadrant:

**16/05095/FU:** New roundabout and road layout at A58 Wetherby Road/ELOR junction. Under consideration (pending the outcome of this application)

**12/02571/OT** – 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 for land between Wetherby Road, Skeltons Lane and York Road (Northern Quadrant). Resolved to grant permission at City Plans Panel on 9<sup>th</sup> June 2016 and detailed discussions regarding the S106 are nearing completion.

## **5.0 HISTORY OF NEGOTIATIONS:**

- 5.1 As referenced in paragraph 2.16 above, extensive pre-application discussions have taken place with officers and the relevant consultees prior to the formal submission of the application.
- 5.2 Officers have also sought to resolve requests for further technical information from consultees and to respond positively to the issues raised by third parties, albeit many of the matters raised are more readily addressed via the imposition of planning conditions which are yet to be finalised.

## **6.0 PUBLIC/LOCAL RESPONSE:**

- 6.1 In terms of statutory consultation, the application has been advertised by a significant number of site notices posted along the route (dated 4 August 2017) and in the Yorkshire Evening Post, also on 4 August 2017.
- 6.2 In addition to the above, individual notifications have also been sent to the neighbouring properties located off Manston Lane in accordance with previous commitments given - due to the interrelation with the MLLR, which has also been the subject of a recent planning application.
- 6.3 As a result of the public consultation exercise, to date 88 letters of objection have been received. The main objections made are summarised as follows:
- No equestrian provision for Elmet Greenway crossing
  - Poor provision and limited access points for pedestrians and cyclists
  - The old railway route north of Wood Lane would be compromised
  - Severance of Crossgates, Swarcliffe, Scholes and Thorner
  - Wood Lane will need surface improvements if to be effective link to Swarcliffe
  - Severance of key PROWs
  - Opportunity for Elmete Greenway to provide a safe cycling route for local residents
  - Design of roundabouts will encourage rat running
  - Rat running is already evident on Coal Road, Stanks Drive, Main Street (Shadwell) and Scholes Village
  - Building on Green Belt will destroy the green space.
  - Loss of trees at Cock Beck
  - Loss of greenspace
  - A full public Inquiry and consultation is required before any decision is made
  - Increased noise levels
  - Lack of landscaping in parts of the route to reduce noise
  - Harm to air quality

- Landscaping is inadequate to mitigate the effects of traffic pollution
- Local residents are unlikely to benefit
- Increased congestion and bottle necks moved to different area
- Wildlife habitats will be destroyed
- Elmet Greenway should be reinstated
- Focus should be on improving and investing in sustainable modes of travel e.g. Park and Ride and affordable bus services
- Development will encourage use of cars
- New housing development will lead to more vehicles and increased congestion
- Junctions without traffic management measures are considered negative to existing road users
- Too many roundabouts are proposed
- Destruction of Red Hall Playing Fields
- Existing speed limits should remain in place
- Speed limits should be reduced to 40mph or less
- Speed limit along Wetherby Road should be reduced to 30mph
- Speed limit on new road should be 70mph
- Better solutions can be achieved at lower cost by improving current infrastructure
- Design needs to incorporate safety improvements at junctions, particularly Scholes Lane/York Road
- Crossings are needed at several locations including Thorpe Park and Manston Lane
- The evidence/case for the new road is not sufficient
- Comparisons to Manchester is unwarranted as Leeds is smaller
- Consultation is inadequate and information too technical
- Road is not needed due to the M1 link road from Colton to A64
- New road needs to be a dual carriageway between Shadwell Lane and new junction
- New carriageway cuts across many services which will need to be diverted
- Single carriageway and upgrade to the existing Ring Road and junctions would allow better traffic flow.
- The A64 should be turned into a dual carriageway between Old Red Lion and new junction to avoid bottlenecks
- All bridges should be widened to accommodate 3 lanes either directions
- Crossing between Thorner and Crossgates required
- Scholes will be inaccessible during rush hour
- Conflict of interest as Leeds City Council is applicant
- Impact on house prices
- Roof tax funding model is flawed

6.4 Consultation responses have also been received from landowners as follows:

Rushbond PLC: Concerns over the impact of the development on capacity and safety and traffic flow at the junction with Scholes Lane and the changes in traffic flow.

Morwick Farm: Object to relocation of entrance and the impact on the garden and driveway, increase in volume of traffic, safety, lack of surface water drainage provision

6.5 In total 7 representations in support of the scheme have been submitted on the following grounds:

- ELOR provides an opportunity to improve traffic management at the junction of Scholes Lane and the A64.
- The ELOR would significantly reduce the volume of traffic using residential roads
- Existing infrastructure cannot cope with the substantial additional traffic the ELE will generate
- Need to upgrade the junction of the A58/A6120 roundabout to incorporate a filter road from Wetherby Road onto the Ring Road
- Support the provision of the segregated cycle and pedestrian route
- Encourage a bridge crossing to maintain the continuity of the disused railway line
- Encourage improvements to pedestrian crossings on the Ring Road

6.6 Councillor Walker has objected to the scheme for the following reasons:

- There is a conflict of interest as Leeds City Council are the applicant and the Secretary of State should call in the application
- Insufficient details submitted regarding the carriageway surface
- Junctions without traffic management, Leeds/Barwick Road are considered negative to existing road users both east and west bound.
- The Construction Management Plan has not been made available
- There screening and country park will result in a loss of amenity and visual impact on Whinmoor Cemetery
- Increase in noise levels
- The new road should be integrated with the new Park and Ride facilities (land allocated at Grimes Dyke)
- The ELOR application is premature until work on the ELE is finalised

6.7 Councillor Peter Gruen has stated that he supports the principle of a strategic orbital road to add capacity to the road network and as a necessary prerequisite of the new housing proposals but raises the following matters (many of which have been expressed to him directly, as Chair of the Whinmoor Community Forum):

- At present there are no improvements to the Ring Road/Wetherby Road junction proposed, works to make this junction more efficient (a left turn lane, maximising lane discipline) needs to be considered given traffic is banned from turning left onto Coal Road
- Clarification and definition of the location of the Coal Road closure is required
- Design of the bridge in the Southern Quadrant in terms of aesthetic quality needs to be transformational, contemporary as well as functional
- The park is not deemed to be genuinely usable space as it is isolated from the settlements and the access via the underpass could result in anti-social behaviour. These misgivings have been expressed strongly from the very early days as part of the consideration of the Northern Quadrant application
- Further work is required regarding traffic circulation and management of potential rat runs. No demonstration of 'the model' has been provided for local people so this remains a concern to many



## 7.0 CONSULTATIONS RESPONSES:

### 7.1 Statutory Consultees

Highways England: No objection subject to conditions

Environment Agency: Holding Objection received. Concerns over the works to straighten Cock Beck, insufficient information on the impact on the watercourse including biodiversity [*Ongoing discussions with EA and the applicant are taking place*].

Historic England: No objection subject to provision of a mitigation strategy for the impact on the Scheduled Monument (Railway line) and Grade II listed Pigeon House at Red Hall

Health and Safety Executive: Objection – development has been identified as being within consultation distance of a Major Hazard. [*The applicant is responding to the HSE on this matter as it relates to the finalisation of diversion works for the high pressure gas pipeline currently underway in connection with construction of the MLLR*].

Coal Authority: Further information is required. [*A Ground Investigation Factual Report has been subsequently submitted to the Coal Authority for review and a revised response is awaited*].

Natural England: No objection

### 7.2 Non Statutory Consultees

Transport Development Services: No objection

Landscape Team: No objection

Contaminated Land: Further information required for potential contamination of receptors at the Country Park

Air Quality: No objection

Public Rights of Way: No objection subject to diversion of footpaths and bridges to be designed at a suitable height

Nature Conservation: Further information required. Concerns over the severance of bio-diversity connectivity. Insufficient green crossings proposed. More ponds should be provided and safety issues can be designed out. Concerns over the impact of artificial lighting.

Environment and Housing: No objection subject to condition

Flood Risk Management: Principles of surface water to be agreed prior to determination.

Travel Wise: No comments

West Yorkshire Archaeological Advisory Service: Further information required on

the impact on heritage assets including an archaeological evaluation. Conditions recommended.

Elmet Greenway Group: Concerns the ELOR could sever the communities of Crossgates, Swarcliffe, Scholes and Thorner. Concerns over the impact on the disused railway and the design of bridges

Leeds Civic Trust: Do not support or object to the scheme but encourage a 50mph speed limit and cyclists should be prevented from using the dual carriageway. Further consideration required on the severance of the former rail line. Encourage the preservation of this link. Park and Ride facilities and bus priority measures should be incorporated into the scheme.

West Yorkshire Police: No objection

Yorkshire Wildlife Trust: Concerns over the impact of artificial light on bats. The Bat Survey is insufficient. Mitigation is required for bats and barn owls. Welcome the Country Park but further information required in terms of species and habitat Management. Encourage additional tree planting and fully segregated cycle lanes. Raise concerns regarding the impact on the A6120 north of Roundhay Park between the junction with ELOR and Roundhay Park Lane

British Hedgehog Preservation Society: Scheme should make allowances for hedgehogs crossing

Leeds Local Access Forum: No objection

Rail Group of West and North Yorkshire: Objection – volume of traffic; failure to consult on other transport options; inadequate provision of cycling and open space provision; there should be provision for light rail transit; will promote car dependency; air quality; ELE does not constitute sustainable development in accordance with NPPF

Barwick in Elmet & Scholes Parish Council: Concerns regarding air pollution, difficulty for residents of Scholes to enter and exit the village, rat running in Scholes and Barwick-in-Elmet, houses in the ELE will be too expensive to buy

Thorner Parish Council: Objection – insufficient landscaping and no bund proposed on section of route nearest to Thorner.

## **8.0 PLANNING POLICIES:**

8.1 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). The majority of the site is allocated in the UDPR as the ELE under saved policy H3-3A:33).

### Local Planning Policy

8.2 The most relevant Core Strategy policies are outlined below:

Spatial Policy 1	Location of Development
Spatial Policy 8	Economic development priorities
Spatial Policy 10	Green Belt
Policy EN1	Sustainability targets
Policy EN2	Sustainable design and construction
Policy EN5	Managing flood risk
Policy G1	Enhancing and extending green infrastructure
Policy G8	Protection of important species and habitats
Policy G9	Biodiversity improvements
Policy T1	Transport management
Policy T2	Accessibility requirements and new development
Policy P10	Design
Policy P11	Heritage considerations
Policy P12	Landscape

Saved Policies of Leeds Unitary Development Plan Review (UDPR):

8.3	Policy H3-3A:33	East Leeds Extension
	Policy E4 (6)	Austhorpe Business Park allocation
	Policy GP1	Land use and the proposals map
	Policy GP5	General planning considerations
	Policy N23/25	Landscape design and site boundaries
	Policy N24	Transition between development and the Green Belt
	Policy N29	Sites of Archaeological Importance
	Policy N32	Green Belt and the Proposals Map
	Policy N35	Development and Agricultural Land
	Policy N29B	Watercourses and New Development
	Policy T20	Major Highway Highway Schemes
	Policy ARC1	Scheduled Ancient Monuments
	Policy ARC4	Presumption in favour of physical preservation
	Policy ARC5	Planning decisions affecting monuments or their setting
	Policy ARC6	Preservation by record
	Policy LD1	Landscape schemes

Natural Resources and Waste Local Plan (adopted):

8.4	AIR 1	Management of air quality through development
	WATER 1	Water efficiency
	WATER 4	Effect of proposed development on flood risk
	WATER 6	Provision of Flood Risk Assessment
	WATER 7	Seeks to ensure no increase in the rate of surface water run-off and the incorporation of sustainable drainage techniques.
	LAND 1	Lands contamination to be dealt with
	LAND 2	Tree retention and replacement planting where necessary

Relevant Supplementary Planning Guidance:

8.5	SPG22	Sustainable Drainage (adopted as a material planning consideration in July 2004)
	SPD	Street Design Guide (adopted as a material planning consideration in August 2009)
	SPD	Sustainable Design and Construction (adopted as a material planning consideration August 2011)
	SPD	East Leeds Extension and East Leeds Transport Strategy (consultation to commence soon)

## National Planning Policy Framework

- 8.6 The National Planning Policy Framework was published on 27<sup>th</sup> March 2012 and sets out the Government's planning policies for England and how these are expected to be applied, alongside other national planning policies. In this case the following sections are most relevant:

Achieving sustainable development via:

Section 1	Building a strong, competitive economy
Section 4	Promoting sustainable transport
Section 8	Promoting healthy communities
Section 9	Protecting the Green Belt
Section 10	Meeting the challenge of climate change and flooding
Section 11	Conserving and enhancing the natural environment
Section 12	Conserving and enhancing the historic environment

- 8.7 National Planning Policy Guidance (NPPG) sets out the procedures for dealing with Planning applications for EIA development.

## **9.0 MAIN ISSUES**

- 9.1 The main issues in respect of this proposal are as follows:

1. Principle of the Development
2. Impact on the Green Belt
3. Highways
4. Visual Impact and Heritage
5. Residential Amenity and Noise
6. Air Quality
7. Ecology and nature conservation
8. Flood Risk
9. Representations

## **10.0 APPRAISAL**

### The principle of the development

- 10.1 The Core Strategy was formally adopted by the Council on 12<sup>th</sup> November 2014. The long term ambition of the Core Strategy (and the UDPR before this) is to maintain and strengthen Leeds' position as the economic hub at the heart of the City Region, and to provide new jobs and appropriate locations which meet the needs of future employers. The focus of this approach is to continue the growth of a strong, diverse and successful urban and rural economy, with skilled people and competitive businesses which are sustainable, innovative, creative and entrepreneurial, and which support the delivery of the Council's Growth Strategy.
- 10.2 In Policy H3-3A,33 of the UDPR the East Leeds Extension is identified for housing, employment uses and green space (Phase 3 for the purposes of housing delivery). The allocation is subject to an assessment of the need for an orbital relief road. Spatial Policy P4 Regeneration Priority Programme Areas identifies

East Leeds as a key area where priority will be given for regeneration funding and resources.

- 10.3 At a meeting in January 2013, the Executive Board noted the importance of delivering the ELOR which is a critical element of the transport infrastructure required in the delivery of the East Leeds Extension which will deliver circa 5000 new homes on green field land and support the allocated and approved development in the ELE. The scheme will make a significant contribution to the the city's housing growth targets up until 2028 as set out in the Core Strategy. A feasibility study was carried out in March 2013 which recommended that the ELOR should be a dual carriageway with a 50mph speed limit with junctions connecting to the main existing routes. Indeed, this assessment work has informed the Northern Quadrant planning application in terms of the design criteria relating to that particular section of ELOR.
- 10.4 The proposal therefore represents a key component of a wider highway infrastructure that is central to delivering Core Strategy Objectives. The need for the ELOR has been established and the delivery of the proposed infrastructure is in accordance with the UDPR H3-3A.33 and Core Strategy Policy P4.

#### Impact on the Green Belt

- 10.5 The NPPF attaches great importance to Green Belt land to prevent urban sprawl and keep the land permanently open. Paragraph 87 states that inappropriate development is, by definition, harmful to the Green Belt and should not be approved except in very special circumstances.
- 10.6 Paragraph 90 identifies certain forms of development which is not inappropriate in the Green Belt provided it preserves the openness of the Green Belt. Local transport infrastructure is identified as appropriate if the requirement for the infrastructure in the Green Belt location can be demonstrated.
- 10.7 The proposed scheme has been designed to limit the impact on the Green Belt to the north and east of Leeds. The vast majority of the route lies to the south and west of the Green Belt boundary as it tracks the ELE housing allocation, however some parts of ELOR do encroach onto Green Belt land. The areas of encroachment are largely for the provision of the landscaped areas to the north and east of the route and the proposed ponds which form part of the drainage system. Some limited sections of the road, junctions and the Wood Lane/Middle Quadrant pedestrian/cycle bridge also encroach onto Green Belt land. The biggest area of encroachment however relates to the county park itself but by its very nature this is considered to be an acceptable use within the Green Belt. It also replicates the same proposals advanced as part of the Northern Quadrant application. As such, whilst some concerns about the siting of this area of green infrastructure in relation to the future housing development continue to be expressed, this basic approach has already been accepted and the detailed design of the park will be secured b condition.
- 10.8 The proposed dual carriageway is located for the most part at ground level and while there are some engineering works (screening bund and bridges) it is not considered the development would have significant harm on the openness of the Green Belt. The route of the ELOR has been designed to provide the optimum route to enable delivery of housing on the land allocated for the ELE but has still considered the Green Belt boundary with only limited encroachment proposed.

Mitigation in the form of detailed landscape proposals will also be secured by attaching appropriate planning conditions.

- 10.9 For the reasons set out above it is considered therefore that the proposed development will not have a significant impact on the openness of the Green Belt. The provision of transport infrastructure is considered necessary to enable the delivery of housing and does not therefore constitute inappropriate development in the Green Belt. The scheme is in accordance with the Core Strategy Spatial Policy P10 and Saved UDPR policy N32 and the NPPF. Given the scheme does not include significant encroachment into the Green Belt (and where encroachment does occur it would either only have a limited impact on openness or in the case of the country park represent appropriate development) the application does not need to be referred to the Secretary of State. With this in mind officers also do not consider it is necessary to 'self-refer' the application to the Secretary of State as has been suggested in some of the third party representations.

### **1. Do Members accept the principle of the road and country park proposals including the impact on the Green Belt?**

#### Highways

- 10.10 The ELOR application follows earlier feasibility work that established the principle of the road as being an urban dual carriageway with a 50mph design speed with roundabout junctions where the route crosses the existing main roads. The Councils Executive Board has noted the outcome of the feasibility study.
- 10.11 A key objective of the ELOR scheme is to allow sustainable housing growth, facilitate regeneration and support growth in the ELE. A requirement of the ELE allocation is the ELOR and the Northern Quadrant planning application includes the delivery of its section of ELOR.
- 10.12 In addition to achieving the above objections, ELOR would help to alleviate traffic congestion on the existing A6120, by removing the more strategic traffic and cross-city movements, thus providing the opportunity to improve the environment through areas such as Crossgates and Seacroft.
- 10.13 In terms of quantifying the above, strategic modelling in the TA indicates that in year 2021, peak hour traffic levels on ELOR will be between 1249 and 2111 trips in the AM (depending on which part of ELOR is considered), and 1599 and 1791 in the PM. In 2036 this rises to between 2022 and 2372 trips in the AM, and 1945 and 2286 in the PM. The corresponding reduction in trips on the A6120 is between 462 and 1588 trips in the AM (depending on which part of A6120 is considered), and 653 and 1220 in the PM. In 2036 this reduction is between 386 and 1454 trips in the AM, and 516 and 1222 in the PM.
- 10.14 The above assessment clearly demonstrates that without intervention traffic congestion on the existing A6120 will continue to increase. Given that the high traffic flows on the A6120 constitutes one of the main concerns for the public in this part of the City, it is considered that the level of traffic relief is a suitable measure of clear public benefit of the ELOR. This reduced level traffic on the A6120 would represent a significant improvement on orbital improvement and the detailed design of ELOR has been developed to achieve these improvements. At a strategic level ELOR will therefore provide clear benefits.

- 10.15 The main line of ELOR has been designed in accordance with the Design Manual for Roads and Bridges (DMRB) which is a series of documents that provide standards, advice notes and other documents relating to the design, assessment and operation of trunk roads, including motorways, i.e. strategic roads. ELOR is intended to be a strategic route that will enable the city to grow and provide opportunities to improve existing problems on other parts of the highway network. The use of DMRB is therefore considered appropriate.
- 10.16 The proposed A58 roundabout gives direct access to the Northern Quadrant and the proposed A64 gyratory gives access to both the Northern Quadrant and Middle Quadrant. This is in accordance with the emerging SPD which officers are currently developing for the ELE and as part of a wider East Leeds Transport Strategy.
- 10.17 In terms of physical changes to the existing highway network, new junctions along ELOR are proposed. In addition, the application includes the closure of Coal Road (where it is intersected by ELOR) and Thorner Lane (to traffic) at the A64 with traffic able to divert onto the ELOR. It is considered that this could improve safety at the existing A58/Coal Road junction (by removing cross road movements), and improve safety at the A64/Thorner Lane by removing conflicts entirely where exiting the junction is currently difficult. The closures will also change the character of the effected lengths of Coal Road and Thorner Lane for the better by removing traffic and improving conditions for Non Motorised Users (NMUs).
- 10.18 The following off-site highways works are also proposed:
- Off site mitigation at the M1 J46
  - Off site mitigation at A58/Wetherby Road/Boggart Hill Drive junction
  - Off site mitigation at A64/Scholes Lane
  - Off site mitigation at Leeds Road/Main Street Scholes
  - Off site footway construction at the A6120 at Red Hall and A58 between ELOR and Red Hall Lane.
- 10.19 In terms of other highway and access considerations, the concerns expressed in a number of the third party representations about local impact and in particular the issue of rat running are acknowledged and ELOR itself cannot respond to all of these concerns. As stated above, some works beyond the actual ELOR route are proposed but further detailed analysis is still necessary to understand the overall traffic impact (both orbital and radial) and will inform the SPD that is currently being developed. It is also important to remember that detailed assessment of individual planning applications for the ELE will continue to take place as and when they are submitted, as has already happened with the Northern Quadrant. As such, many of these local concerns can still be addressed through these more detailed proposals.
- 10.20 In terms of linkages, the area currently encompassed by the ELOR site boundary has relatively limited pedestrian, cycle and leisure infrastructure. Clockwise, the A6120 at Red Hall has no provision on either flank, 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, the northern flank of the A64 has no footway provision within the site, the southern flank of Barwick Road has no footway

provision within the site, and Manston Lane currently has no provision on either flank. There is limited existing leisure provision crossing the route.

- 10.21 The proposed pedestrian and cycle route to the south and west of the carriageway and the proposed leisure route and bridleway running along the north and east of the carriageway are welcomed and will help to encourage active modes of travel in the area. Future housing, when that comes forward in the ELE, would be able to make suitable connections to the ELOR pedestrian / cycle route.
- 10.22 Crossing facilities have been provided at all the ELOR junctions, though a combination of at-grade uncontrolled and traffic signal controlled facilities. In addition there are a number of grade separated crossings for NMUs including:
- Red Hall Bridge – A proposed NMU bridge connecting Red Hall and Whinmoor Lane.
  - Country Park Underpass – A proposed NMU underpass connecting Whinmoor and the Northern Quadrant with the proposed country park.
  - Wood Lane / Middle Quadrant Bridge – A proposed NMU link maintaining the existing PROW along Wood Lane between Swarcliffe, the proposed Middle Quadrant and Scholes.
  - Southern Quadrant Bridge – A proposed NMU link on existing PROW to the Southern Quadrant
  - Cock Beck Overbridge – A proposed overbridge structure spanning Cock Beck in the Southern Quadrant and retaining local public footpath linkages
- 10.23 It should be noted that within the Middle Quadrant ELOR crosses three leisure routes/potential routes that are in close proximity. The proposed Wood Lane bridge provides a segregated crossing opportunity for all of these routes. The ELOR scheme would provide the necessary minor diversions of these routes to tie-in with the proposed NMU bridge over ELOR, and all these routes are connected on the outside of ELOR by the proposed orbital leisure route. The three routes would also be connected to the orbital ELOR pedestrian/ / cycle route via the Wood Lane Bridge.
- 10.24 With respect to the country park underpass, the siting of this green infrastructure to the east of ELOR has already been accepted as part of the Northern Quadrant proposals. The challenge is therefore to ensure the means of access from the west is high quality and the concerns about anti-social activity are designed out. With this in mind, the underpass is identified to have a minimum width of 35m and a height of just under 4m. As such, the space will be generous and the detailed design of this space will be subject to condition. All the bridge/overbridge crossings will be subject to detailed conditions.
- 10.25 The proposed scheme will also provide the following package of highways works to aid connectivity:
- A shared use footway/equestrian path on the eastern flank of the A6120 linking ELOR and Red Hall with proposed bus stops and leisure routes into and north of Roundhay Park, including signal controlled crossing across the A6120.
  - A shared use footway/cycleway on the western flank of the A6120 linking ELOR and Red Hall with proposed bus stops and leisure routes into and



north of Roundhay Park and Elmete Lane Bridleway, including signal controlled crossing across the A6120.

- A footway on the eastern flank of A6120 (south of ELOR) to tie-in with existing provision to the south.
- A shared use footway/cycleway on both flanks of the A58 linking ELOR with signal controlled crossing on the A58 (to the south of ELOR) and existing footway provision.
- South of the above a footway on the eastern flank of A58 to tie-in with Red Hall Lane.
- A footway on both flanks of the A58 linking ELOR with signal controlled crossing on the A58 (to the north of ELOR), proposed bus stops and existing footway provision
- The stopping up of Coal Road to provide a significantly quieter environment for NMUs linking to existing leisure routes.
- The stopping up of the southern end of Thorner Lane to provide a significantly quieter environment for NMUs linking ELOR with the Thorner Lane, Whinmoor and A64 via the Country Park.
- A footway on both flanks of the A64 linking ELOR with signal controlled crossing on the A64, proposed bus stops and existing footway provision (both east and west of ELOR).
- A shared use footway/cycleway on both flanks of the Barwick Road linking ELOR with signal controlled crossing on Barwick Road (to the west of ELOR) and existing footway provision.

- 10.26 Many of the above measures are identified in the emerging SPD/East Leeds Transport Strategy. These measures will need to be secured through planning conditions where necessary, but will provide a well-connected development with good infrastructure for pedestrians and cyclists and help to integrate ELOR and future development into the existing environment. These routes / infrastructure will also help to encourage movement by sustainable modes of transport.
- 10.27 It is considered that ELOR will generally improve public transport services opportunities in the area, due to the future reduction in traffic on the A6120 with ELOR in place and improved connectivity that ELOR and the development sites will provide. As noted above the proposed NMU routes give access to bus stops. It is not proposed that any bus stops will be provided on ELOR itself. This is because bus stops are to be provided through the proposed housing sites to maximise walk on catchment and reduce walking distances for existing and future residents. This approach is identified in the emerging SPD/strategy where a spine road connecting each quadrant is required, acting as a bus route and a local distributor of traffic. However bus stops are proposed on the Ring Road (Shadwell) to the west of Red Hall. Final details will need to be agreed through conditions and/or obligations.
- 10.28 The above approach has been established already with indicative plans for the Northern Quadrant application. As part of the proposals for the Northern Quadrant development, a number of measures are proposed which relate to bus services. These include the extension of existing services into the development and the provision of new bus stops at regular intervals. As the proposals for the other development quadrants are progressed, it is expected that similar provision will be made within those sites. Furthermore the removal of traffic which is forecast to occur on the existing A6120 will benefit local bus services by improving reliability and journey times.

10.29 In concluding on the highway/access considerations, ELOR is considered to bring substantial public benefits in terms of relieving traffic in Cross Gates and the Ring Road. The application represents a key piece of strategic highway infrastructure which is central to achieving Core Strategy policy ambitions and objectives including enabling the delivery of housing development as part of the ELE.

**2. Do Members accept the design approach for ELOR (e.g. 50MPH, limited junctions) in terms of addressing the strategic objectives for facilitating housing growth/traffic relief in this part of the City?**

**3. Do Members accept the proposed crossing measures to address connectively issues for None Motorised Users?**

#### Visual Impact and Heritage

10.30 The Leeds Landscape Character Assessment was undertaken by Leeds City Council in 1994 and reviewed in 2011. The assessment identified a number of Local Character Areas (LCAs). The ELOR lies within LCA 2 – Barwick and Austhorpe Open Arable Farmland. The ELOR component of the development is considered to alter the character of this area albeit the country park element will be designed to complement it.

10.31 A landscaping strategy is proposed to mitigate the visual impact of the ELOR. This includes the 2m high screening bunds, the retention and reinstatement of existing planting and additional planting in the form of woodland. It is considered the proposed screening would minimise the visual impact of the development. Some details of the design of the bridge structures have been provided. However detailed materials and final appearance are still subject to final agreement and would be secured by conditions.

10.32 There are several Grade II listed buildings and unlisted buildings of historical significance in the proximity of the proposed ELOR route. The most significant impact would be on two listed properties; Lazencroft Farmhouse and Pigeon House at Red Hall, the latter is located a few metres from the ELOR. Whilst there will clearly be some adverse impact on the setting of these buildings, Historic England have not raised any objection subject to mitigation to ensure their survival.

10.33 It is also recognised that the proposed development would also affect other heritage assets: The newly Scheduled Barnbow First World War Munitions Factory site with railway loop which provided access to the factory. WYAS and Historic England have been aware of the ELOR and ELE proposals prior to scheduling and have not raised an objection to the scheme subject to a mitigation strategy.

10.34 In considering the above, whilst officers have given some weight to the less than substantial harm that would occur to the above heritage assets, in accordance with paragraph 134 of the NPPF, it is considered that the public benefits associated with the delivery of this key highway infrastructure demonstrably outweigh the limited harm that would occur. Appropriate mitigation in the form of landscaping and design conditions are also proposed to ensure the wider visual impact of the development is acceptable.

#### **4. Do members consider the visual impact of the ELOR and the impact on heritage assets is acceptable?**

##### Residential Amenity and Noise

- 10.35 It is not considered that the proposed scheme will have a significant impact on the amenity of nearby properties in terms of light, outlook and privacy in accordance with Saved UDP Policy GP5. The proposed siting for all the bridge structures are also such that there would be no significant amenity impacts.
- 10.36 The provision of a new major road is likely to result in an increase in noise levels from traffic using the ELOR. However noise mitigation measures are proposed as part of the scheme including the screening bund which will provide noise attenuation for properties to the west and south. An additional bund will provide noise attenuation for residents of the village of Scholes. Furthermore, 1.8m high noise barriers are proposed along the country park underpass, along the western screening bund and along the western edge of the Cock Beck overbridge. These measures, combined with the intended use of tarmac for the road surface are considered to be sufficient to mitigate the noise impact of the road.
- 10.37 With respect to the country park, the provision of such a facility will clearly have recreational benefits and its inclusion within the ELOR programme not only improves the green credentials of the road proposals but also helps to ensure this infrastructure is delivered early. As such, residents, both existing and future will have access to a new country park in advance of the timescales anticipated if it were to be delivered as part of the Northern Quadrant proposal.

##### Air Quality

- 10.38 An Air Quality Assessment has been undertaken to assess the impact of the ELOR on local air quality. This has been assessed by Air Quality Management Officers who have raised no objection to the scheme. Officers have concluded that air quality is not at risk of falling below the relevant UK standards at sensitive receptors close the route. Air Quality objectives for Nitrogen Oxide and particulate matter are not likely to be breached in the vicinity of the site. Relieving traffic congestion elsewhere on the network also has air quality benefits.

##### Ecology and Nature Conservation

- 10.39 Core Strategy policy G9 and the NPPF seek to secure not only biodiversity protection but habitat creation. Under policy G9 development is required to demonstrate that there will be an overall net gain for biodiversity, commensurate with the scale of the development, including a positive contribution to the habitat network through habitat protection, creation and enhancement.
- 10.40 An Ecology Assessment has been undertaken and identified the presence of a bat roost at Pigeon House at Red Hall and bat commuting routes will be crossed by the ELOR.
- 10.41 Nature conservation officers have reviewed the ecology assessment and have requested further information is submitted including details of the impact on the Leeds Habitat Network, details of connectivity at locations including Wood Lane and the disused railway to allow species to cross. Officers have also requested the provision of dedicated bat roosting and hibernating features on each side of

the route in areas with a high level of bat activity. Officers are still assessing the proposed mitigation measures and seek to resolve these detailed issues.

#### Flood Risk and impact on watercourses

- 10.42 A Flood Risk Assessment has been undertaken for the proposed development. The Environment Agency Flood Map identifies the majority of the ELOR site is located within Flood Zone 1. Parts of the route are located in Flood Zone 2 and 3 along Cock Beck, where there is a higher probability of flooding.
- 10.43 Flood Risk Management officers have requested that surface water drainage design principles are agreed prior to determination of this application.
- 10.44 The Environment Agency (EA) have provided a holding objection. They have raised concerns over the proposed straightening of Cock Beck and the impact on the ecological environment. Officers are still assessing the proposed impact and seek to resolve the EA's concerns.

#### Contaminated Land

- 10.45 Contaminated Land officers have requested further information regarding the potential for land contamination to impact upon sensitive receptors in the location of the country park although no serious concerns in respect of this issue is raised.

#### Response to objections

- 10.46 There have been a wide range of issues/concerns raised in relation to the scheme. Most of the issues including impact on green belt, greenspace, traffic, air quality, noise, biodiversity and heritage have been addressed within the report.
- 10.47 The objections regarding to the encroachment of the route on Red Hall Playing Fields have also been considered. Whilst the historic use of this area for playing pitches is acknowledged, the playing fields have not been set out as formal pitches since 2006 and has subsequently only been maintained as informal recreation space. The land is not allocated as protected playing pitch land and even in UDPR it is identified as a future business park. It is now proposed for housing as part of the Site Allocations Plan. The ELOR route runs along the northern edge of the allocation but in recognition of the historic playing pitch use the development brief for the Council owned Red Hall site does seek to maintain some on-site pitch/green space provision – albeit this is separate to the consideration of ELOR.
- 10.48 The aspirations of the Elmet Greenway Group have been considered in the development of this scheme which aims to ensure that access to the disused railway line is maintained. The Wood Lane Bridge will be compliant with the needs of pedestrians and cyclists. Furthermore new bridleway and equestrian crossing facilities will be provided on the eastern side of ELOR.
- 10.49 Objections have been raised on the grounds the ELOR will result in the severance of the Crossgates, Swarcliffe, Scholes and Thorne. These concerns are acknowledged, however the scheme does include several crossings and connections to PROWs.
- 10.50 Objectors have been received regarding the adequacy public consultation. A Statement of Community Involvement has been provided to support the

application. The level of consultation which has been ongoing since 2015, including workshops, Stakeholder Consultation and a 12 week public consultation exercise on the ELE and ELOR which sought the views of local people, businesses and other key stakeholders.

- 10.51 The objections regarding the potential for conflict of interest have also been noted. It is not considered that there is any conflict of interest and it is appropriate for the local authority to determine the application. Subject to addressing the concerns of the Statutory Consultees the scheme does not need to be referred to the Secretary of State.
- 10.52 The objections to the scheme have been considered and any harm to arise as a result of this scheme must be balanced against the public benefits of the development. In this case the significant public benefits that the ELOR would deliver are considered to clearly and demonstrably outweigh the matters that have been raised.

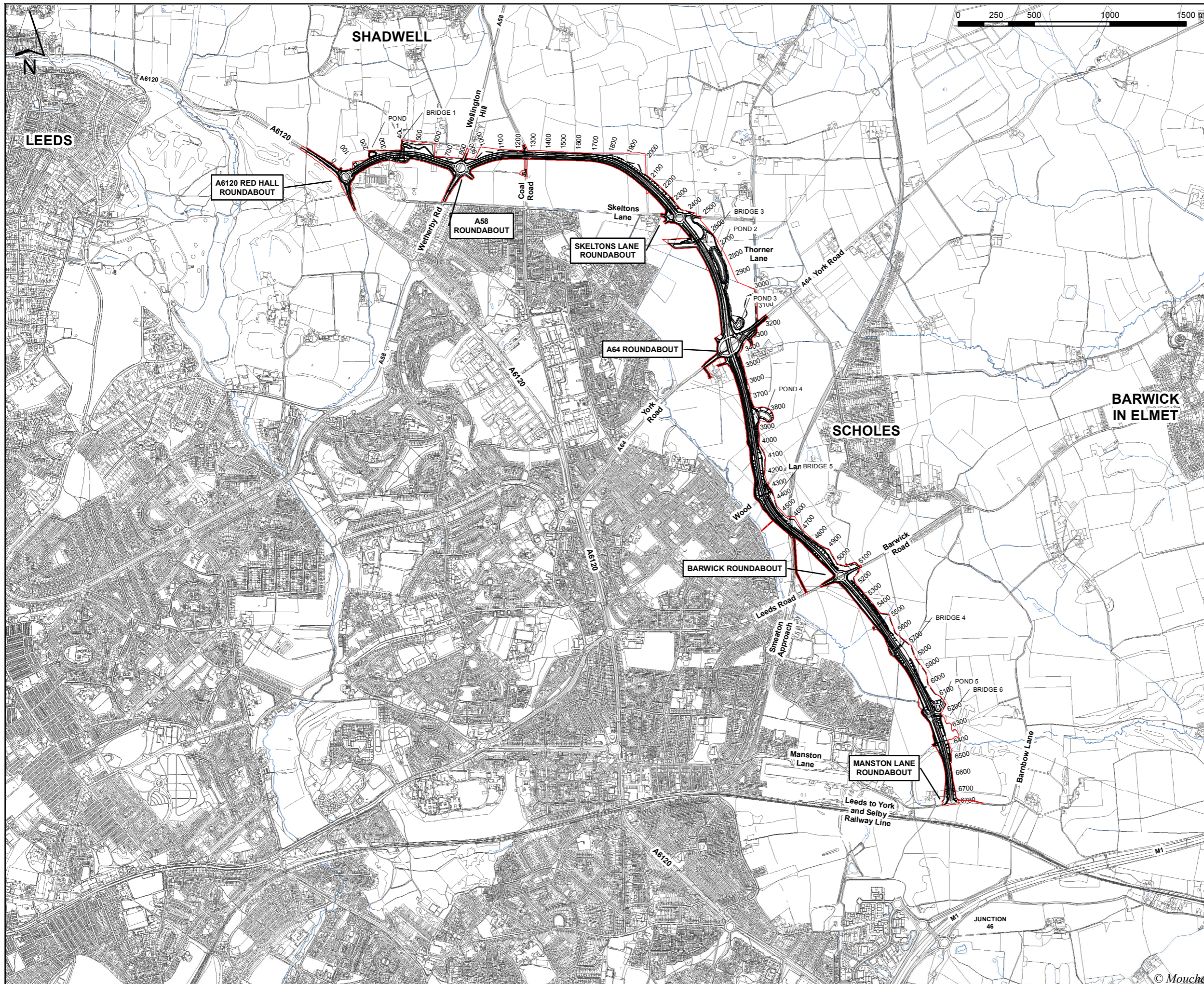
## **11.0 CONCLUSION**

- 11.1 Members will note from the report that some further work is still necessary to resolve all matters, particularly those that have been raised by statutory consultees. Notwithstanding this, the application has now been under consideration for a reasonable length of time and the formal publicity period and complimentary consultation events that have been held have now all concluded. As such, most representations are likely to have been received by now.
- 11.2 Whilst many Members will be no doubt be familiar with the ELOR proposal as a concept, either through consideration of the Northern Quadrant application or more recently as part of the Thorpe Park MLLR proposals, officers consider this is an appropriate point in time to bring a position statement to the Panel which sets out the main issues and requests feedback. Members are therefore requested to provide feedback on the questions posed in the main body of this report, all of which are reproduced below for ease of reference and to offer any additional comments that they consider are appropriate regarding this development proposal:
- 1. Do Members accept the principle of the road and country park proposals including the impact on the Green Belt?**
  - 2. Do Members accept the design approach for ELOR (e.g. 50MPH, limited junctions) in terms of addressing the strategic objectives for facilitating housing growth/ traffic relief in this part of the City?**
  - 3. Do Members accept the proposed crossing measures to address connectivity issues for Non Motorised Users?**
  - 4. Do members consider the visual impact of the ELOR and the impact on heritage assets is acceptable?**

### **Background Papers:**




Application files: 17/04351/LA

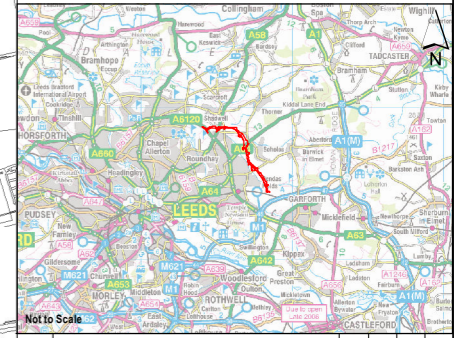
Certificate of ownership: Certificate C signed and served on Leeds Council as owners of the application site.





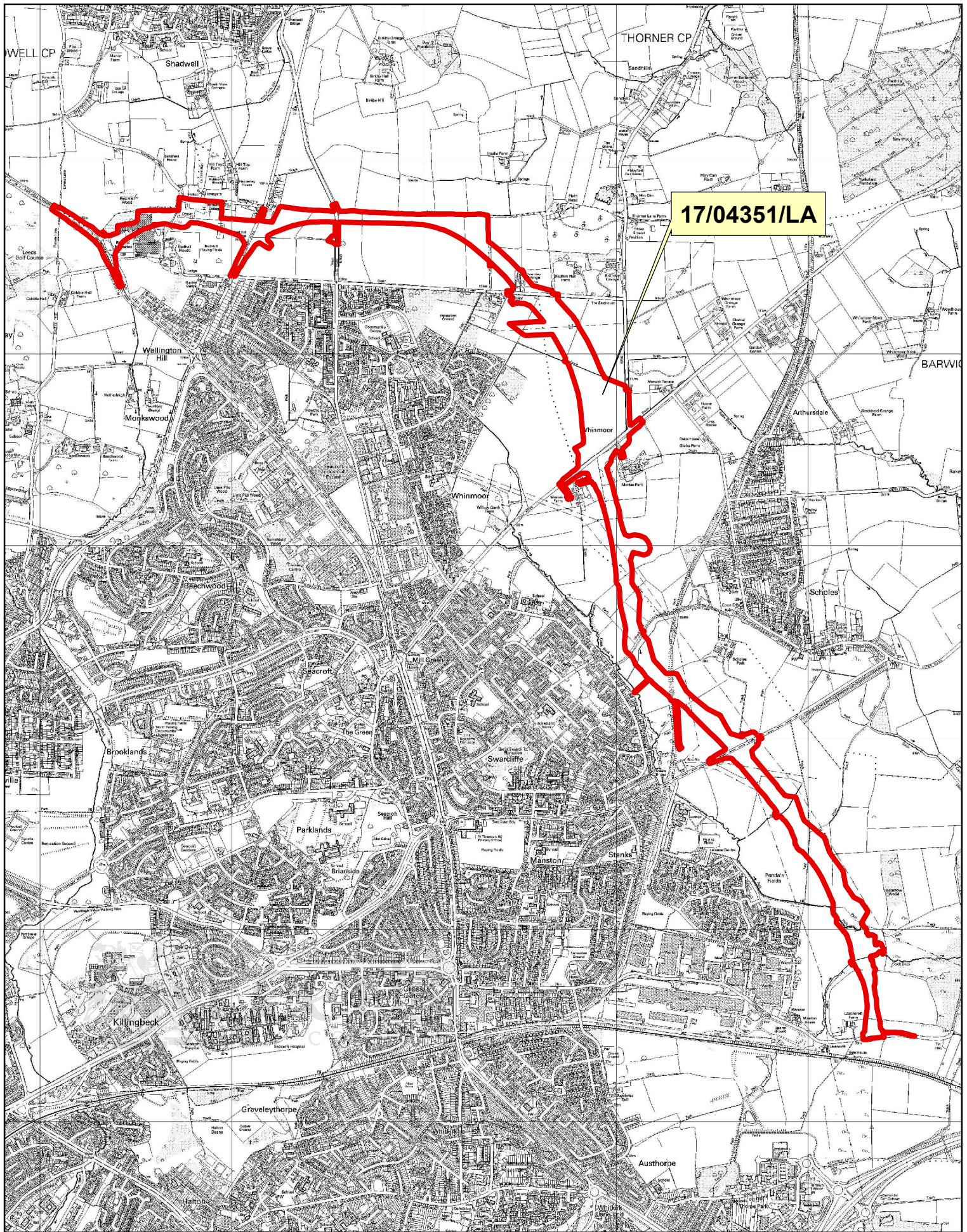
This map is based upon Ordnance Survey material with the permission of Ordnance Survey on behalf of the Controller of Her Majesty's Stationery Office © Crown copyright. Unauthorised reproduction infringes Crown copyright and may lead to prosecution or civil proceedings. LEEDS CITY COUNCIL LA100019567 (2014).

**LEGEND**

-  Proposed Scheme Alignment
-  Proposed Redline Boundary
-  4900 - Chainage



P1	FIRST ISSUE	DAW	HR	HR	NOV 2016
Ver	Amendment	By	Checked	Approved	Date
Authorised For Issue:	H.ROBERTS	Purpose of Issue:	INFORMATION		
Client	 building great relationships				
Project	 LEEDS CITY COUNCIL				
Title	EAST LEEDS ORBITAL ROAD				
	THE PROPOSED SCHEME				
File No.	169024-MOU-EGN-XX-DE-E-0007	Scales @ A3	1:24,000	Ver.	P1
Mouchel Drawing No.	FIGURE 5.1				



17/04351/LA

# CITY PLANS PANEL

© Crown copyright and database rights 2017 Ordnance Survey 100019567

PRODUCED BY CITY DEVELOPMENT, GIS MAPPING & DATA TEAM, LEEDS CITY COUNCIL

SCALE : 1/25000

