

Report of Director of City Development

Report to Executive Board

Date: 9th January 2012

Subject: East Leeds Extension and East Leeds Orbital Road
(DCR No. 16747/000/000)

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

Summary of main issues

1. The East Leeds Extension is of central importance to achieving sustainable housing growth in the city and will make a major contribution to the delivery of housing targets set out in the draft Core Strategy.
2. The ELE, together with adjacent land, has potential to accommodate up to 7000 new homes. A new East Leeds Orbital Road (ELOR) to provide the additional capacity on the highways network necessary to accommodate this scale of development.
3. Development proposals are now coming forward from landowners for sites within the ELE, which require consideration of how and when the ELOR should be provided and the contributions that should be made towards its provision.
4. The report sets out the opportunity for the Council to take a leading role in working with landowner interests throughout the ELE area and to secure delivery of the ELOR. It sets out the need in the first instance for the Council to undertake a baseline feasibility study to identify potential routes for the ELOR, indicative costs and a programme for its construction, which will inform more detailed work on a delivery plan for this key enabling infrastructure..

Recommendations

Executive Board is asked to:

- (i) support funding of £150,000 for the Council to undertake feasibility work on the East Leeds Orbital Road;
- (ii) approve the principle of the Council taking a leading role in the delivery of the East Leeds Orbital Road and other infrastructure requirements and to formally engage with the landowners about the delivery process;
- (iii) note the potential for the Council to use its CPO powers in the event that land requirements for the East Leeds Orbital Road cannot be secured via negotiation;
- (iv) receive a further report on the outcome of the Feasibility Study;
- (v) request that the Director of City Development liaises with appropriate government departments to identify the support that could be made available to facilitate the delivery of infrastructure in the East Leeds Extension to support housing growth.

Purpose of this report

- 1.1 This report provides details of the emerging proposals for development of the East Leeds Extension and its relationship to the delivery of a new East Leeds Orbital road. It sets out issues for the Council to consider in securing the proper and co-ordinated planning of the area, with particular regard to the need to establish a preferred route for the road, the most appropriate means of funding it and the way in which it could be delivered. It proposes that the Council takes a leading role to ensure this major strategic development is effectively planned and co-ordinated for the benefit of the city.

2 Background information

- 2.1 At its November 2012 meeting Executive Board approved the Publication Draft of the Local Development Framework Core Strategy, which sets out the broad spatial and land use planning framework for the district (to 2028). Central to its preparation is the desire to plan for the people and places of Leeds in a sustainable way and to meet the needs of anticipated population growth through the allocation of land for 70,000 net new dwellings over the plan period.
- 2.2 The draft Core Strategy sets out a range of principles to support this, which include the need to link this growth to the creation of sustainable neighbourhoods and to work in partnership to facilitate delivery. It also sets out the need to develop brownfield and regeneration sites as part of the overall approach to housing growth.
- 2.3 Executive Board Members will note that there is a separate paper for consideration at this meeting that proposes a programme of activity to bring forward the Council's uncommitted brownfield land in existing urban areas, to promote urban regeneration and development in sustainable locations and to minimise the impact of growth upon greenfield land.
- 2.4 The East Leeds Extension (ELE) was identified in the Unitary Development Plan Review in 2006, as a major area to the east of Leeds (225 hectares/560 acres) to meet demand for housing in the later phases of the plan's life. It was envisaged that the development would incorporate housing, employment, ancillary and green space uses and would only come forward if it could be demonstrated as sustainable.
- 2.5 The UDP also allocates 63.8 hectares (157 acres) of land for employment uses, as a key business park, at Austhorpe (Thorpe Park).
- 2.6 A new East Leeds Orbital Road (ELOR) is required as part of the policy associated with the original ELE UDP allocation, to stretch from the Outer Ring Road at Red Hall round the east side of Leeds to Thorpe Park joining a new Manston Lane Link Road (MLLR) where it would connect into the existing highway infrastructure and link to the M1 motorway. It would effectively become a new 4.3 mile (7km) route to provide the capacity to support all allocated and approved development in the East Leeds Extension and to relieve congestion on the existing network. It would also enable new public transport connections on the

route itself, release capacity on existing networks and support the provision of Park and Ride and bus services.

- 2.7 In June 2011 Executive Board agreed to support the principle of releasing Phase 2 and 3 UDP housing allocations in order to make up the shortfall of housing land in Leeds, following a series of planning appeals on greenfield sites by developers that were lost by the Council. As a result it is now envisaged that 5-7,000 new homes could be built in this part of Leeds (including other adjacent housing allocations and permissions) over the coming years. This would make a significant contribution to the growth targets set out in the Publication Draft Core Strategy, alongside efforts to bring forward brownfield sites for development.
- 2.8 The land ownership across the ELE is complex - there are 37 individual parcels of land across 26 different ownerships, with 4 separate option interests registered by developers. The area is best understood as four sections divided by the existing main routes through the area:
- Section 1 – A6120 to A58 (Red Hall)
Section 2 – A58 to A64 (Northern Quadrant)
Section 3 – A64 to Leeds-York rail line (Southern Quadrant)
Section 4 – Leeds-York rail line to M1 (Thorpe Park)
- 2.9 An overview of the ELE and indicative route of the ELOR/MLLR is provided at Appendix 1.
- 2.10 At Section 1 of the ELE the Council owns all 29 ha of land at Red Hall between the existing Outer Ring Road and the A58 Wetherby Road. Executive Board approved the relocation of parks services from Red Hall in May 2012. Work is underway to move the office functions to Farnley Hall (expected to be complete by mid-2014) and to open a new nursery at Whinmoor Grange. It is also proposed that new sports pitches are provided at Whinmoor Grange, in accordance with a planning statement approved by Executive Board in October 2012.
- 2.11 In Section 2 of the ELE, the Northern Quadrant consortium of landowners, led by Persimmon, submitted an outline planning application in June 2012 for the first phase of residential development on 101 ha where they propose to build 2,000 houses together with a primary school, a local centre and associated open space.
- 2.12 A separate application for 364 homes on the Grimes Dyke site off the A64 has been submitted by Taylor Wimpey & Persimmon adjoining the Northern Quadrant.
- 2.13 In Section 3 of the ELE, the Southern Quadrant, there are currently no proposals for development and land ownership is fragmented. The Council owns 25 ha of land here, the majority in a single parcel on the northern side of the main Leeds-York railway line.
- 2.14 To the south of this in Section 4 lies Thorpe Park where Scarborough Developments has planning consent for of up to 1.8m sq ft (167,000 sq m) of office development with complementary uses, together with a requirement to provide a new area of green park.

- 2.15 Currently approximately 600,000 sq ft (55,760 sq m) has been constructed and occupied at Thorpe Park. Up to 1m sq ft (92,900 sq m) can be built and occupied before a planning requirement is triggered to construct a new Manston Lane Link Road (MLLR) comprising improvements to Manston Lane itself, a new roundabout and single-carriageway bridge over the railway line to connect the Barnbow area to the M1. No development can take place and be occupied over 1m sq ft unless the MLLR is built and has been opened to the public.
- 2.16 Scarborough Developments has an agreement with the Council under which the developer can request the construction of a bridge over the railway at its own cost, landing on the Council land to the north. This would be facilitated by an agreement with Network Rail that runs until the end of March 2015, providing the necessary rights to access its land and to commence the works. The timeframe for this agreement requires the works to be brought forward as a first phase of the road.
- 2.17 Scarborough Developments has recently proposed a new masterplan for Thorpe Park and submitted an outline planning application in September to develop the remainder of the site for mixed retail, leisure and office uses. It has also submitted detailed applications to construct the MLLR with the bridge as a dual carriageway, which subject to approval would provide the requisite standard for the ELOR to connect into and would support implementation of the revised proposals for the business park. These planning applications are currently being assessed prior to determination.
- 2.18 Alongside the ELE, at the former Vickers tank factory in Barnbow, a first phase of development of 121 units is currently underway by Bellway Homes. An outline approval also exists for development of 138 new homes on the adjoining former Optare factory site. There is potential for development of up to 620 further homes on the remainder of the two sites (879 in total), subject to the completion of the MLLR as described above.
- 2.19 The ELOR, together with the MLLR would be a major piece of infrastructure for the city with multiple land and stakeholder interests to consider in its delivery. Although this would be potentially complex, its construction would unlock significant development within and adjoining the ELE to assist the city in meeting its housing growth requirements and to support employment generating activities. Allied to this will be important considerations for social infrastructure such as schools, health facilities, older people's accommodation and greenspace.
- 2.20 In light of the above it is evident that incremental development pressure is building in the ELE area. However an incremental approach could lead to a piecemeal delivery of the necessary infrastructure, with the potential for development to be held up by the landowner that brings its plans forward at the slowest pace. This may not promote the proper sustainable planning of the ELE as a strategic growth point in the city's development.
- 2.21 The development of the ELE requires a whole-Council approach to working with landowners, stakeholders and communities across the area. As well as the scope for new housing, the area has potential to assist in the delivery of Child Friendly City aspirations and to embed core principles supporting the public health agenda

by reducing traffic congestion on the existing ring road and in particular in Cross Gates.

- 2.22 For these reasons consideration has been given to how the Council could take a leading role in the delivery of the ELOR and other important infrastructure requirements. An officer Project Board has been established, chaired by the Director of City Development, to co-ordinate the Council's approach to the issues raised in this report and to manage the required cross-service inputs.

3 Main issues

Scope of the ELOR

- 3.1 There is currently no agreed route or outline design for the ELOR, with only an indicative line for its route around the edge of the ELE, as shown in the plan appended to the report. An outline route has been submitted as part of the Northern Quadrant planning application for that part of the ELE, with a proposal for a threshold for the number of new houses to be built before construction of that section of the route is started.
- 3.2 Various studies have previously been carried out by the Council and landowners in relation to the potential for and scope of the road. Whilst these provide useful background information, some of this work is now out of date and has no formal status. There is no shared view to the route of the ELOR.
- 3.3 A current and robust view is required on the potential scope of the ELOR, to provide greater certainty for all stakeholders and to offer clarity in any further discussions about development of the area.
- 3.4 Broadly the scope of the road would be guided by the following objectives:
- To facilitate the development of housing in the East Leeds Extension and adjoining areas;
 - To support the creation of attractive and sustainable new child friendly neighbourhoods;
 - To create additional orbital highways capacity, relieving pressure on the existing outer ring-road and radial routes;
 - To improve journey times around east Leeds and support the creation of jobs and economic growth;
 - To enhance access to employment and the strategic road network (M1) in the North and East Leeds;
 - To reconnect communities in East Leeds currently segregated by the existing outer ring road;
 - To enable environmental and urban realm improvements along the present route through Cross Gates;
 - To complement the development of integrated public transport and sustainable travel modes in East Leeds.

- 3.5 It is proposed that the Council conducts a feasibility study to establish options for the full route of the road, an indicative cost and indicative programme for the construction of the whole of the ELOR. The feasibility study could be completed in 12 weeks from the date of commission.
- 3.6 In the absence of this work it is broadly estimated at this stage that the construction of the road could cost in excess of £100m for its full length, its precise cost depending on the route, specification and technical issues such as ground conditions. The exact cost would also be influenced by method of construction, liaison with landowners and the overall programme for delivery. The estimate above does not include any potential land assembly costs.
- 3.7 As well as providing a technical assessment of route options and construction issues, the feasibility study would identify other complementary highway improvements that would need to be undertaken as part of the construction of the ELOR due to the impact the road would have on the existing infrastructure in surrounding areas. This would include the need for any works to the existing outer ring road.

Delivery of the East Leeds Orbital Road

- 3.8 For the East Leeds Orbital Road to make its required connection from the outer ring road in the west to the M1 in the south, its route will need to pass through several land ownerships in each section of the ELE and through Thorpe Park, using the route of the MLLR. Understanding and co-ordinating the aspirations and intentions of the relevant ownership and land interests will be central to achieving the delivery of the road and unlocking the longer term development potential.
- 3.9 There are three broad scenarios for the way in which the ELOR could be built, consideration of which would be underpinned by the feasibility work described above:

Scenario 1 - ELOR built in its entirety before occupation of any housing

Scenario 2 - ELOR delivered as a single project but phased to allow partial build out of housing in sections of the ELE, in advance of the complete link

Scenario 3 - ELOR delivered through incremental and discrete sections as development comes forward via the planning process

- 3.10 It is currently anticipated that the ELOR would be funded and delivered by the ELE landowners as part of their respective development proposals, though it is not yet known the extent to which any or all of these parties would be prepared to consider working jointly to deliver the entire road as a single project.
- 3.11 If undertaken as a single project it is currently assumed that a minimum three year lead-in period would be required for design, approvals and other preliminaries. In order to avoid any delays in delivering the scheme all landowners would need to be prepared to agree the route, the means of procuring and funding the scheme,

how costs would be apportioned and shared across all parties and the construction programme.

- 3.12 Planning permission would be required for the full length of the road. It should also be noted that the best technical and practical route for the road might not coincide with the route envisaged by the UDP.
- 3.13 Subject to these matters it is estimated that construction could take a minimum of three years to complete, after the feasibility and design has been undertaken and agreement reached between the relevant landowners.
- 3.14 Under a phased approach to the ELOR (Scenario 2), the same assumptions would apply but it is likely that the overall construction programme could be longer. The approach to procuring and funding the scheme, sharing of costs and the construction programme may be simpler as the Council would only need to deal with the owners in each relevant section in turn, rather than the full length of the road. This might help secure the early delivery of an appropriate quantum of housing and therefore contribute to meeting housing needs.
- 3.15 Under the approach in Scenario 3 the programme for delivery of the full road would be more protracted and it is likely that the overall cost would be higher given the phased approach and loss of economies that would otherwise be gained in a single contract procured in a co-ordinated way. Some sections of the road may be easier or less costly to deliver than others, leading to uncoordinated piecemeal construction and this approach may therefore impair delivery of the whole route and result in unsatisfactory interim highway conditions. This approach is therefore not seen as desirable.
- 3.16 The ability for the ELOR to connect to the motorway network will be dictated by the timescale for completion of the MLLR railway bridge and its construction to dual carriageway standard, which is the subject of a current planning application by Scarborough Developments. Thorpe Park is currently only required to provide the MLLR railway bridge as a single carriageway and is not currently in a position where this is likely to be built, on the basis of current levels of demand for offices. If the bridge over the rail line is not started on-site before the expiry of the Network Rail agreement in 2015, then a new agreement for access and rights to construct will be required. It is important therefore that options for the delivery of the MLLR bridge to dual carriageway standard by March 2015 be fully explored.

Potential Role of the Council in Delivering the ELOR

- 3.17 The scale and importance of the ELE, with its potential contribution to meeting both local and city-wide housing needs and in assisting regeneration of the wider East Leeds area, point to the need for the Council to consider a leading role in establishing the appropriate scope for ELOR and enabling its construction as key enabling infrastructure.
- 3.18 To allow full consideration of the construction and phasing scenarios and to inform the baseline feasibility position for the ELOR, there is a need for the Council to undertake discussion with all landowners across the ELE to establish their

development aspirations, timescales in which they may be seeking to realise the value of their assets and current position regarding the provision of the ELOR.

- 3.19 In order to try and bring forward the timely construction of the MLLR as a dual carriageway, Executive Board on 9 November 2011 approved the Council entering into a revised land agreement with Scarborough Developments, that would offer an incentive to construct the road to this standard by agreeing a share of commercial benefits arising on the Council's land. The parties have reached agreement in principle on revised terms, with work progressing towards a final contractual position.
- 3.20 However the wider range of stakeholders involved in the ELE, the potential diversity of commercial aspirations and the unknown overall cost of the road and how this would impact on development viability across the ELE mean that it is currently unlikely that a multi-lateral position on delivery of the ELOR could be achieved.
- 3.21 Subject to the outcome of discussions with landowners, the Council may wish to consider taking a more proactive and lead role on the overall construction and delivery of the ELOR and MLLR, particularly if it is considered that delivery of the road as a single project is desirable.
- 3.22 In addition to the build costs and assuming at least some landowners would not agree to providing land for the route of the road, the cost of acquiring the necessary land would need to be budgeted for as a worst case. As the majority of land affected by the ELOR is allocated for housing that can only be developed if the road is completed, it is likely that there is a basis for reaching agreement with the majority of landowners. Some areas of existing Council-owned land would also be utilised.
- 3.23 If the Council were to proceed with this approach it is almost inevitable that the acquisition of some land required for the ELOR and/or the MLLR could only be secured following compulsory acquisition (CPO). The success of any CPO action would be dependent on demonstrating a compelling case in the public interest in respect of funding and viability, clarity in the acquisition powers, securing planning permission for the road and being clear on the technical case for the delivery of the road, including the case for delivering any section or phase in advance of residential or other development.
- 3.24 At this stage no formal discussions have taken place with the landowners or developers who would be affected by such an approach. As CPO is intended to be a 'last resort' measure, any case for CPO will need to demonstrate that all reasonable efforts have been employed to acquire by negotiation. This means that a land acquisition strategy (including the approach to engagement with landowners and the possible use of CPO powers) will need to be developed. Appropriate Executive Board approvals will be sought for such a strategy.
- 3.25 The Council would need to explore how it could fund upfront the cost of constructing the road, including the cost of land acquisition, and put in place a suitable mechanism and programme for the repayment of these costs from the landowners who benefit from the construction of the road.

- 3.26 Options for funding the road and land acquisitions would need to be appraised but could include:
- Private sector landowners and developers;
 - Prudential borrowing;
 - Joint European Support for Sustainable Investment in City Areas (JESSICA), which is an initiative of the European Commission;
 - the National Infrastructure fund;
 - s106 agreements (possible 'roof tax');
 - Community Infrastructure Levy;
 - New Homes Bonus;
 - West Yorkshire Transport Fund;
 - Other government funding sources such as the Homes and Communities Agency.
- 3.27 The West Yorkshire Transport Infrastructure Fund is still to be established following the Leeds City Region Deal with central government. The Leeds City Region has undertaken an initial high-level assessment of the likely Gross Value Added to the economic area from the construction of the ELOR and this project has scored relatively highly. The case for funding would be on the basis that this infrastructure would create major economic benefits to this part of the city, improving travel times and providing for housing and commercial development together with new schools, health provision, playing fields and green space plus substantial new construction industry and support services jobs.
- 3.28 No single source is likely to fully fund the overall cost and therefore a mixture of funding sources as mentioned above would be required. As part of this approach it is also proposed that the Council liaises closely with Central Government to explore the potential for its support to unlock the infrastructure requirements to enable the development of the ELE.
- 3.29 Under any Council funding approach landowners would be required to make payments to the Council on a pro-rata basis as individual houses or commercial units are built. This may either be via planning obligations or (as there are now limitations on the use of 'pooled' planning obligations to fund infrastructure) through the Community Infrastructure Levy.
- 3.30 Such repayments could be linked to a formula based on the total cost of the road and land acquisition costs, plus interest that is repaid over the life of the housing and commercial developments.
- 3.31 It should be noted that the East Leeds Link Road that goes through Cross Green was delivered in a similar way using funding from Yorkshire Forward and seeking repayments via S106 agreements from the landowners benefiting from the construction of the road.
- 3.32 The repayment of such large sums through this approach would take some years to complete with the overall development of the ELE being estimated to take approximately 25 years based on initial developer projections of building c.200

houses per annum. This would indicate the need for a significant cash flow and funding facility, in the assumed absence of grant.

- 3.33 Based on the initial estimated cost of the road of £100m or more excluding land assembly costs, this could equate to a basic repayment cost of up to £20,000 per new house built. Accordingly there is a risk that not all the costs would be recouped especially as there will be other S106 requirements such as affordable housing, school provision, health and greenspace provision. There is therefore also a need to discuss with landowners and developers the potential impact of this cost on their viability and delivery assumptions for house building in the area.

Other Infrastructure Requirements

- 3.34 The potential scale of development in the ELE requires careful consideration and planning for a range of other infrastructure needs. Feasibility work on the ELOR needs to take place alongside planning for the social and community facilities that will be critical to making the new neighbourhoods successful, sustainable and properly integrated with the existing urban area according to good principles of 'place-making'.
- 3.35 The scope, route and delivery programme for ELOR will influence where and when housing development comes forward. The Council will need to lead on the co-ordination of investment and development across the whole area to ensure neighbourhood facilities such as shops, health, schools and other matters such as affordable housing and greenspaces (both local and strategic) are correctly located and specified, available when needed to support occupation of the new homes and are appropriately funded and sustainable. This will only be properly achieved by planning for the area as a whole and not on a site-by-site basis.
- 3.36 Discussions with landowners and developers will enable the Council to gain a further understanding of how they currently anticipate helping delivery of this broader infrastructure requirement, in addition to the ELOR.

4 Corporate Considerations

4.1 Consultation and Engagement

- 4.1.1 The East Leeds Regeneration Board, a sub-group of the Housing & Regeneration City Priority Board has had extensive discussions about the ELOR and ELE issues over five meetings since its establishment in January 2012.
- 4.1.2 A Member from each east Leeds Ward has a seat on the East Leeds Regeneration Board, alongside a seat for representation from each of the Conservative and Liberal Democrat Groups. The Board is chaired by the Executive Member for Neighbourhoods, Planning & Support Services.
- 4.1.3 Members of the Board have expressed clear views that there is a need for the ELOR to be provided in its entirety in advance of any development in the ELE and Thorpe Park.

- 4.1.4 Ward Members have been consulted directly on the early proposals for Red Hall and Whinmoor Grange and will continue to be engaged as the planning principles are progressed.
- 4.1.5 A consultative forum has been established to inform the planning process for the Northern Quadrant proposals. Chaired by Cllr Pauleen Grahame the forum comprises representatives of local communities and interest groups and members from Cross Gates & Whinmoor and Harewood wards. A public engagement event was held by the Council on 10th December 2012 in relation to these initial proposals and the wider context of development in the ELE. Ward Members, local residents and other interest groups have therefore been widely consulted on the planning application for the Northern Quadrant. Their views will be taken into account when the application is determined.
- 4.1.6 Ward members for Temple Newsam, Crossgates & Whinmoor and Garforth & Swillington have been consulted by both the developer and the Local Planning Authority regarding the revised masterplan proposals for Thorpe Park and have also been consulted directly regarding planning applications at Grime's Dyke and Barnbow.
- 4.1.7 The Council has not undertaken any public consultation on specific proposals for the ELOR as for the reasons set out in this report, there is currently limited clarity on the options or opportunities for progress and therefore at this stage limited scope for dialogue with the community.

4.2 Equality and Diversity / Cohesion and Integration

- 4.2.1 The ELOR and development of the ELE are long term considerations and will be potentially delivered by a range of landowners and developers. The report presents a range of issues that are not currently within the direct control of the Council.
- 4.2.2 An Equality Impact Screening has been completed in relation to the proposals for a Feasibility Study and is appended to the report. The equality and diversity/cohesion and integration issues identified are very high level and the screening indicates that there is no need for a full assessment at this stage. This will be reviewed, refined and re-screened if and when a more detailed project is developed.

4.3 Council policies and City Priorities

- 4.3.1 The ELE and ELOR are included within the allocations and policies of the Unitary Development Plan. The ELE will be retained as a housing allocation in the Local Development Framework.
- 4.3.2 The Vision for Leeds to 2030 states that the city will be prosperous and sustainable, with a strong local economy driving sustainable economic growth and sufficient housing to meet the needs of the community. The resolution of issues set out in this report will make a significant contribution to this vision.

- 4.3.3 The Leeds City Council Business Plan to 2015 includes the aspiration to provide clear, accountable civic leadership that unites public, private and third sector partners to deliver better outcomes for people in Leeds. This report highlights the potential role for the Council in this respect in relation to delivery of the ELE. The Business Plan also has specific priorities for City Development to create the environment for partnership working, to identify strategies to support the delivery of new housing and to create a safe and efficient transport network, all of which would be progressed through the ELE/ELOR. The approaches set out in this report will also assist in delivering the Council's Child Friendly City aspirations by taking a co-ordinated approach to the provision of new homes, open spaces, schools, transport and traffic to ensure the needs of children and young people are considered in the very early stages of planning.
- 4.3.4 The Housing & Regeneration City Priority Plan has four year priorities to maximise regeneration investment to increase housing choice and affordability within sustainable neighbourhoods and to enable the growth of the city whilst protecting its distinctive green character. Development of the ELE and ELOR is likely to take considerably longer than this four year plan, though the work to progress this would be taken forward and driven by the same priorities.

4.4 Resources and value for money

- 4.4.1 There is an immediate need to establish a capital budget of £150,000 to undertake the technical feasibility work that will set out route options, indicative costs and programme for the ELOR. This work will offer a starting point for understanding the longer term costs and funding issues as set out in the main body of the report.
- 4.4.2 Should the Council take a leading role in delivery of the East Leeds Orbital Road, there are further financial implications that will need to be considered. The cost of the project would be met by the Council initially, offset by any external contributions (for example from West Yorkshire Transport Fund). It is anticipated that the net cost would then be met, over time, by contributions from house builders in the form of a roof tax. Using this approach it is possible that the Council would need to incur borrowing costs in advance of contributions from house builders resulting in debt charges to the revenue accounts. Further consideration of this would take place when the outcome of the feasibility study is known and when external funding bids are further progressed.

4.5 Legal Implications, Access to Information and Call In

- 4.5.1 The legal implications are dealt with in the body of the report. Any CPO action will require specific authorisation from the Executive Board and will only be sought if there is a compelling case in the public interest for such acquisition.

4.6 Risk Management

- 4.6.1 The proposed feasibility study is intended to identify the main technical risks in delivery of the ELOR, to provide a baseline position in moving this work forward. The study would be managed by the Council's Engineering Projects section,

commissioning appropriate consultancy advice under existing framework arrangements.

5 Conclusions

- 5.1 The East Leeds Extension is critical to the delivery of Leeds' housing growth needs over the coming years. It has potential to deliver a significant number of new homes and associated facilities in the coming years. However this is subject to the provision of critical infrastructure in the form of the East Leeds Orbital Road and appropriate social and community infrastructure such as schools, health and green spaces. The road and related development must be delivered in a sustainable and co-ordinated manner alongside all other aspects of 'place-making' - creating successful and sustainable neighbourhoods.
- 5.2 The ELOR currently has no defined route or design and clarity on this is required to inform discussions with landowners and developers as proposals for investment and development come forward. It is essential that delivery of the entire route of the ELOR is considered as one, to avoid the risk that more costly or less deliverable sections are left to the end and prevent the road opening and operating as a joined up route.
- 5.3 It is proposed that the Council takes a lead role in ensuring the proper planning and co-ordination of development across the ELE. Initially this would involve a Feasibility Study to offer clarity on the scope, route and programme for the ELOR, to provide a basis for consideration of further detailed design, funding and delivery. It is also proposed that the Council undertakes discussions with all landowners in the ELE to establish their intentions with regard to development and delivery of the required infrastructure to support development.

6 Recommendations

Executive Board is asked to:

- (i) support funding of £150,000 for the Council to undertake feasibility work on the East Leeds Orbital Road;
- (ii) approve the principle of the Council taking a leading role in the delivery of the East Leeds Orbital Road and other infrastructure requirements and to formally engage with the landowners about the delivery process;
- (iii) note the potential for the Council to use its CPO powers in the event that land requirements for the East Leeds Orbital Road cannot be secured via negotiation;
- (iv) receive a further report on the outcome of the Feasibility Study;
- (v) request that the Director of City Development liaises with appropriate government departments to identify the support that could be made available to facilitate the delivery of infrastructure in the East Leeds Extension to support housing growth.

7 Background documents¹

7.1 None

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