

**EAST LEEDS EXTENSION DEVELOPMENT FRAMEWORK
SUPPLEMENTARY PLANNING DOCUMENT (SPD)**

DRAFT – Post consultation amends

February June 2018

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Section 1

Vision for East Leeds Extension

The East Leeds Extension (ELE) is a strategic development opportunity on the eastern edge of Leeds. Through comprehensive master planning and a joined up approach between the public and private sector and with local stakeholders it has the potential to deliver c5,000 homes in high quality new urban settings. It needs to be effectively planned and designed to integrate with adjoining residential neighbourhoods, and supported by the delivery of new infrastructure including community facilities, greenspace and a major new highway scheme that will create new capacity and links for vehicles, cyclists, pedestrians and equestrians. Securing the delivery of this required new infrastructure in an integrated and timely way is key to realising this Vision and is the main focus of this document.

Purpose of the East Leeds Extension Development Framework

- 1.1. The Unitary Development Plan (UDP) allocated land for housing at the East Leeds Extension (ELE) through Policy H3.3A.33. This is a saved policy within the Leeds Local Development Framework. The policy requires the preparation of a development framework which will determine the phasing, mix and location of uses, density of development and location of access points.
- 1.2. A Supplementary Planning Document (SPD) for the Northern, Middle and Southern Quadrants of the ELE (~~south-east~~ of the A58 and north of the Leeds-York-Selby railway line) is considered the most appropriate mechanism for delivering the Development Framework in accordance with the UDP allocation. The SPD therefore seeks to address the requirements set out in Policy H3.3A.33 whilst providing a clear framework to secure the delivery of this part of the **East Leeds Extension** ELE (Northern, Middle and Southern Quadrants) and in particular the required infrastructure to facilitate development.
- 1.3. Given the anticipated scale of development it is essential that schemes represent high quality urban design and are brought forward in a comprehensive and timely way with consideration of the requirements for community, greenspace and connectivity infrastructure. The delivery of such infrastructure is essential as an integral part of the development.
- 1.4. The urban fringe location of the ELE will allow residents to benefit from integrated services and facilities available within the Main Urban Area of Leeds, while also creating a new formal 'edge' to the urban area with a strategic green gap between it and the separate villages to the north/east.

Who is the framework for?

- 1.5. The Vision framework is for all stakeholders including landowners and developers with interest in the ELE, as well as residents living in the surrounding area. The document will in particular help developers to inform their approach to bringing forward development proposals, and how this is expected to secure the delivery of supporting infrastructure. However, it is also intended as a guide for local residents and other stakeholders to understand the proposals and give certainty that necessary infrastructure will be delivered.
- 1.6. Initial public and stakeholder consultation took place on the principles and issues which should be covered by this document in November 2015. There have been ongoing discussions with landowners and developers to ensure that delivery of the development is effectively considered. Local residents particularly expressed a desire for the document to include design guidance and mechanisms to ensure comprehensive development is secured across the area.

The Role of Supplementary Planning Documents

- 1.7. SPDs are documents which form part of the Local Development Framework (LDF), the development plan for Leeds. The National Planning Policy Framework (NPPF) states that “supplementary planning documents should be used where they can help applicants make successful applications or aid infrastructure delivery, and should not be used to add unnecessarily to the financial burdens on development” (paragraph 153). They are used to build upon and provide more detailed advice or guidance on the policies in the LDF. They deal with either specific issues that affect the whole City, or they are specific to particular areas.
- 1.8. Once formally adopted by Leeds City Council, the SPD will be a material consideration of significant weight in the determination of planning applications.

How the ELE SPD Delivers the Development Framework

- 1.9. Alongside broad design and policy principles, the SPD also sets out the various proposed delivery mechanisms for the ELE, to give developers, landowners, the Council, infrastructure providers, and funding bodies, the necessary certainty that the vision can be delivered, and to provide a basis for the ongoing working relationships between those stakeholders.
- 1.10. This Framework sets out the strategic vision to bring forward the Northern, Middle and Southern Quadrants of the ELE housing allocation, ensuring that its development forms an integral part of the wider regeneration aspirations for East Leeds. It includes:

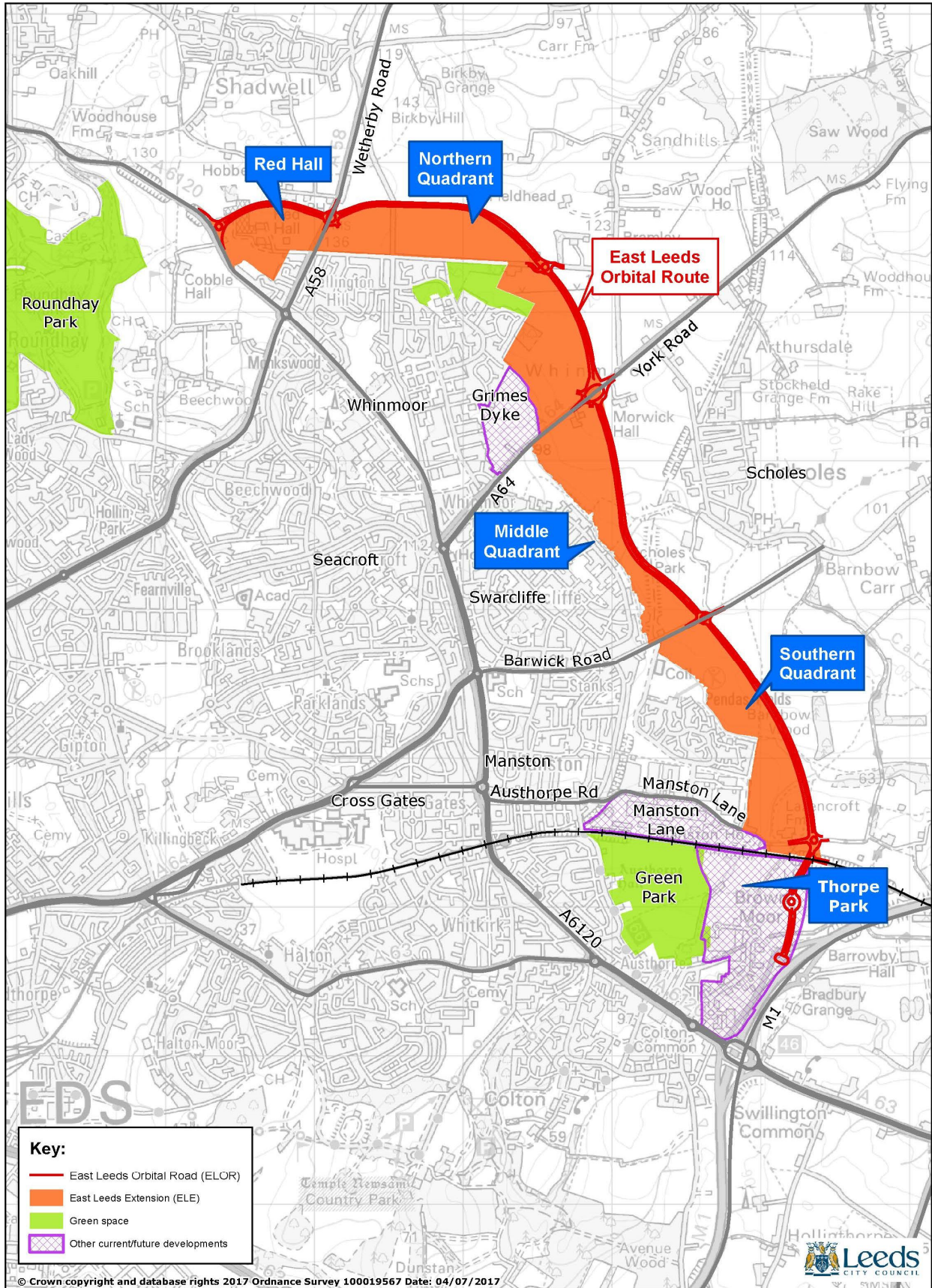
- the main requirements and expectations to be met by the developers,
- the Council's role and commitment to the East Leeds Orbital Road (ELOR), and
- Key principles to ensure comprehensive strategic master planning that will set out how the site relates to and is connected with adjacent residential areas and the countryside beyond.

1.11. The SPD will help planning applicants make successful applications and aid infrastructure delivery without adding unnecessarily to the financial burdens on development. In summary this SPD will:

- set out the delivery mechanism for funding ELOR as required by UDP Policy HG3.3A.33
- determine a practical path to follow as a means of delivering acceptable planning schemes, setting the framework for any subsequent master plans, planning briefs, or planning applications
- set out broad principles for development
- set key aims and objectives including:
 - o creating desirable and attractive places to live supported by appropriate infrastructure such as schools, local shops and movement infrastructure including pedestrian, cycle, public transport and road connectivity;
 - o connecting residents with job opportunities in areas of major employment growth such as Thorpe Park, the Aire Valley and the City Centre;
 - o enhancing and creating new public open spaces and delivering quality public realm.

1.12 To ensure comprehensive and complementary development it is expected that ~~as a~~ minimum, development proposals come forward for each quadrant of the ELE in their entirety and demonstrate how they would not compromise the delivery of other quadrants. This will involve development consortia emerging, which bring all landowner interests in each quadrant together. This not only has the benefit of planning the ELE in a more coordinated and holistic way, but also allows an equalisation approach to land values to be established which ensures that the delivery of key infrastructure such as community facilities and greenspace does not fall onto single ownerships, but instead the impact upon land values is spread across the entire quadrant.

Plan 1: Site Context



Section 2

Site Context

- 2.1. The ELE is a large area of allocated housing land stretching around the eastern edge of the Leeds main urban area adjacent to the Green Belt. The area covers 233 hectares (with capacity for around 5,000 houses). It falls within the two electoral wards of Cross Gates and Whinmoor, and Harewood, and is in the parliamentary constituency of East Leeds. In order to facilitate delivery of the ELE, a new 7.5km dual carriageway connecting the A6120 at Red Hall to Thorpe Park and J46 of the M1, known as the East Leeds Orbital ~~Route~~Road (ELOR), is proposed. ELOR has been the subject of detailed planning and design work, including landscaping and drainage. This ~~is the subject of a planning application submitted by~~ ~~was granted planning consent in December 2017 the Council~~ and therefore this SPD does not seek to provide guidance on the technical details of ELOR itself but will consider the mechanism for funding the scheme.
- 2.2 This SPD focuses on the following sections of ELE:
- Section 1 – A58 to A64: Northern Quadrant
 - o A consortium of landowners, including Persimmon Homes (Yorkshire) Ltd (“Persimmon”) submitted a hybrid planning application (12/02571/OT) in 2012 for an area known as the Northern Quadrant between the A58 and A64. This includes outline proposals for 2,000 houses, land for a primary school, local centre and community/health buildings, together with details of the ELOR route through the site. The application states that the Northern Quadrant “will create a residential led, mixed use sustainable urban extension to Leeds of the highest design quality. It will deliver the first phase of the wider ~~East Leeds Extension~~ELE allocated in the adopted Unitary Development Plan Review 2006 to meet current and predicted future housing need and provide the first phase of the East Leeds Orbital Road to improve the quality of life for surrounding communities.” The Local Planning Authority has determined that the application should be approved and a planning permission will be issued subject to completion of a s106 legal agreement to confirm the package of related planning obligations. The scheme establishes a number of key principles for this part of the ELE.
 - Section 2 – A64 to Leeds Road: Middle Quadrant
 - o ~~Land ownership within the Middle Quadrant is more fragmented than elsewhere in the ELE. In addition t~~The topography is more challenging in this quadrant and the depth of the allocation (distance between the existing urban area and outer edge of the allocation) is narrower in places adding a further level of complexity in bringing forward a scheme which takes into account the requirement for a buffer to ELOR, internal spine road through the ELE and the laying out of effective housing development

platforms. Persimmon and Taylor Wimpey are currently the principal landowners within this area and have taken a lead role in negotiating with others to assemble the site for planning and development purposes.

- Section 3 – Leeds Road to the Leeds-York rail line: Southern Quadrant
 - o The main landowners in the Southern Quadrant are currently Leeds City Council and Taylor Wimpey, with Redrow also having holding an interest in part of the area. The site of the former WWI Barnbow munitions factory, now a Scheduled Monument, sits primarily to the east of the proposed route of ELOR, although the route of the former rail access to the site, which is included in the schedule, cuts through this part of the ELE. Topography within this quadrant is also challenging.

2.3 The wider context of the ELE also covers the following:

- Red Hall (A6120 to A58) – Forming part of the wider ELE, a Planning Brief¹ has been prepared for the Red Hall site, in consultation with the local community and stakeholders. Capable of accommodating approximately 350 new homes, the site ~~is currently occupied~~ was formerly occupied by the Council's horticultural nursery and depot, which is now being decommissioned, alongside approximately 11ha of open space. At the centre of the site are the Red Hall Listed Buildings which are currently owned and occupied by the Rugby Football League as its headquarters ~~but are~~ it is expected to relocate by 2021. The listed buildings are ~~are~~ unaffected by any future development proposals. The Council ~~is developing~~ has developed a new horticultural nursery facility at Whinmoor Grange which ~~will become operational~~ opened in 2017 and ~~will~~ allows the Red Hall site to be fully vacated.
- Thorpe Park is located to south of ELE and does not form part of the allocation. It is being promoted by Thorpe Park Developments Ltd and benefits from planning permission for 1.5 million sq ft of business space; 221,000 sq ft of leisure, hotels, cafés and restaurants; 194,000 sq ft of retail space; and up to 300 new homes. In addition, the development will deliver the Manston Lane Link Road (MLLR) which will upgrade and connect Manston Lane to the M1 at J46 and provide a connection point for the ELOR scheme to directly access the national motorway network. The development of Thorpe Park will also include the laying out and dedication of a major new 46 acre public Green Park. Outline planning consent has been secured for the overarching masterplan and construction of the MLLR scheme ~~will start~~ instated in 2017 with construction of the mixed use development progressing alongside.

2.4 Red Hall and Thorpe Park are not covered by this SPD. Whilst Red Hall is not subject to this SPD, development of the site will still be liable to the ELOR ~~roof~~ tax Contribution (as set out in Section 3 of this SPD).

¹ Available to view on the LCC webpages at www.leeds.gov.uk/redhall

Planning Policy Context

Unitary Development Plan, 2001 (and Review, 2006)

- 2.5 The Unitary Development Plan (UDP) allocates land for housing at the ELE via Policy H3.3A.33 (replicated below) and this is a saved policy.²

“The East Leeds Extension is identified for housing under Phase 3 of the Review, together with employment uses, greenspace and other ancillary facilities subject to:

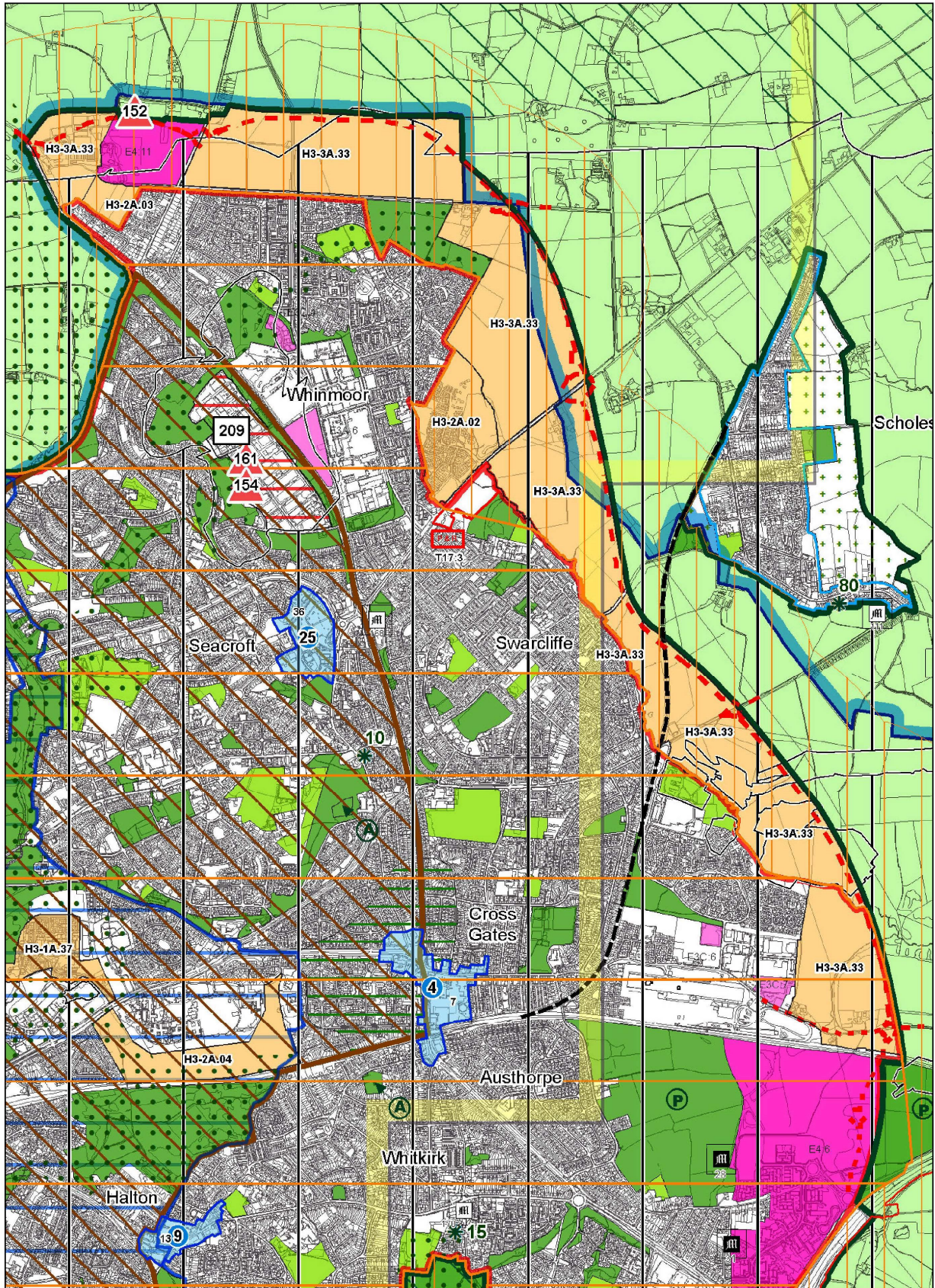
- i) Preparation of a development framework which will determine the phasing, mix and location of uses, density of development and location of access points;*
- ii) Assessment of the need for an orbital relief road and if required, funding by the development;*
- iii) The provision of appropriate highway infrastructure incorporating the facility for public transport to serve the development;*
- iv) An assessment of the appropriateness of an extension of the proposed supertram line;*
- v) Financial support for enhanced public transport routes, provision and services;*
- vi) Provision of local, community and education facilities;*
- vii) Provision of an appropriate level of affordable housing;*
- viii) Establishment of a significant overall landscape structure including substantial planting to site boundaries and main highway and footpath corridors;*
- ix) Retention of existing footpaths and creation of additional links to existing communities, local facilities and the countryside;*
- x) Submission of a sustainability appraisal;*
- xi) Submission of a satisfactory flood risk assessment incorporating an appropriate drainage strategy.*

The allocation will be brought forward for development only if:

- i) Monitoring indicates the need for further land to be released to meet the Regional Spatial Strategy annual average housing requirement;*
- ii) The assessment of the need for an orbital road demonstrates that such a road would both serve the proposed development satisfactorily and produce clear public benefits to users of the highway system; and*
- iii) Sustainability appraisal demonstrates that there are no preferable, more sustainable sites; and that the detailed proposals for the extension are intrinsically sustainable.”*

² Secretary of State's Saved Policy Directions of September 2007 and June 2009

Plan 2 - Extract of UDP Proposals Map (2006)



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Site Allocations Plan

- 2.6 The Site Allocations Plan (SAP) will allocate sites in addition to those allocated in the UDP that will help to deliver the Leeds Core Strategy long term spatial vision, objectives and policies. This is to ensure that sufficient land is available in appropriate locations to meet the targets set out in the Core Strategy. The UDP allocation H3-3A.33 is a saved policy and is identified under Policy HG1 'Identified Housing Sites' -as counting towards the Core Strategy housing target. These are sites which have existing or recently expired planning permission for housing, or are currently allocated for housing in the UDP. All identified sites are in phase 1, reflecting their release for housing in the UDP or extant planning permission.

Section 3

ELOR DELIVERY MECHANISM

- 3.1 The progression of housing development in the ELE will be intrinsically linked to the provision of a new East Leeds Orbital Road (ELOR). This will be a new, approximately 7km dual carriageway road connecting the A6120 where it abuts Red Hall, around the edge of the ELE allocation via the arterial routes of Wetherby Road (A58), York Road (A64) and Barwick Road, connecting to the M1 at Junction 46 through Thorpe Park via the new ~~Manston Lane Link Road~~ MLLR. The ELOR will provide new strategic transport connectivity for east and north Leeds, but will also provide vehicular access through new entry points to the ELE and unlock development by creating new highway capacity to offset the impact of significant traffic growth on the existing network. It will include landscape buffers to the open countryside on one side and to the ELE development areas on the other. ELOR is designed to be a 50mph dual carriageway but will include significant new pedestrian and cycling infrastructure, equestrian facilities, informal leisure pedestrian /cycle routes, landscaping and, drainage. Its delivery will enable significant downgrading and multi-modal improvements on the existing A6120 Outer Ring Road through East Leeds.

ELOR Co-ordination & Funding

- 3.2. Under UDP policy H3.3A.33 it is a requirement that development of the ELE should fund the delivery of ELOR. However the Council recognises that land owners and developers may not be able to fund the significant up-front costs associated with this major infrastructure project or be in a position to bring forward and co-ordinate a project of this scale and complexity.
- 3.3. In view of the multiple land ownerships across the ELE, the scale of ELOR and the complex commercial, land and planning relationships involved, Leeds City Council is taking a leading role in co-ordinating all interests to engage in and support a strategy for the design and delivery of the road. The Council is undertaking the design, planning, procurement and delivery of ELOR, and ~~will seek to~~ has secured public funding through a project grant from the West Yorkshire Plus Transport Fund (WYPTF), ~~(administered by WYCA~~ the West Yorkshire Combined Authority ~~(WYCA))~~ and will supplement this if required through its own borrowing on a best value basis to finance the initial costs of scheme delivery. In addition to the direct costs of the ELOR, the Council will has also secured funding for a range of changes required to the existing A6120 Outer Ring Road in north and east Leeds, that will be required to ensure this new highway infrastructure is effectively integrated into the travel and movement networks of this part of the city.

- 3.4. In taking this lead the Council is enabling the earliest possible delivery of ELOR to ensure the strategic infrastructure required to bring forward the delivery of new homes and neighbourhoods is delivered at the right time and therefore unlock the benefits of housing development in the ELE by enabling implementable planning approvals.
- 3.5. Although the Council will secure the initial financing package for the ELOR scheme, it is a requirement for the full costs of the scheme to be met by housing developments in the ELE as set out in UDP Policy H3.3A.33. The contribution that developers will be expected to make towards the cost of ELOR is referred to in this SPD as the ELOR Contribution.
- 3.6. The ELOR Contribution will comprise all costs³ arising from ELOR project feasibility, design, planning applications, land assembly (including compensation), procurement, construction, contract management and all related fees, disbursements and statutory procedures ~~and costs~~. Additionally the ELOR Contribution will cover all interest incurred by the Council through any borrowing required to fund the upfront delivery of the scheme and any indexation, interest payments or other appropriate uplift required to ~~comply ensure compliance~~ with State Aid requirements. The ELOR Contribution will not include any costs relating to the consequential works that will be ~~required undertaken~~ to the existing A6120.
- 3.7. The ELOR Contribution will be collected ~~through a Roof Tax. The Roof Tax enables the ELOR Contribution to be spread across over~~ a period commensurate with build out of the housing within each quadrant, thereby assisting developers with cash flow and viability of the contributing housing developments. The ~~Roof Tax~~ELOR Contribution will be required as a planning obligation and collected by the payment of a specific sum to the Council for each dwelling completed, to be secured through planning obligations in the form of either s106 or s278 agreements which will establish payment periods likely to be based on half year dates for completed properties.
- 3.8. The calculation of the ~~Roof Tax~~ELOR Contribution in each quadrant will be derived from the cost of the ~~length of the~~ ELOR section in that quadrant, with an apportionment of the shared costs of the junctions with the arterial roads between quadrants, divided by the number of dwellings with planning approval in the relevant quadrant. The ~~Roof Tax~~ELOR Contribution will then have an appropriate annual indexation applied to ensure that repayments over time continue to reflect the actual costs incurred by the Council. Developers and landowners will be expected to agree an appropriate means of equalising the costs of the ELOR Contribution in each quadrant through consortium arrangements.

³ ~~Limited to the costs of delivering ELOR and not to include the costs of resolving any “ransom” issues relating to development land within the ELE. Limited to costs incurred along the route of ELOR and not to include fees or costs associated with compensation payments or other settlement payments.~~

- 3.9. The ELOR Contribution ~~and related Reef Tax~~ will be secured via a planning obligation through either a s106 agreement(s) or S278 agreement(s) attached to outline planning approvals relating to each quadrant of the ELE. A mechanism will be agreed to ensure that as reserved matters applications come forward, the impact on ~~Reef Tax~~ ELOR Contribution payable per dwelling will be adjusted according to the final number of homes to be built in each quadrant, but the overall quadrant contribution will remain the same.
- 3.10. It is required that each ~~Quadrant~~quadrant, through a development consortium, sets out the approach to equalisation and monitoring of ELOR Contribution payments as part of planning applications.

Securing land for ELOR

- 3.11. The Council has defined the land required permanently for the delivery of the ELOR project (including all related landscaping) ~~as identified at time of writing in the~~ planning ~~application permission~~ (17/04351/FU) and has additionally identified land required on a temporary basis as a working area or to facilitate access to fields to enable their continued farming in the period between ELOR being completed and housing developments coming forward. Where land required for the ELOR is within the allocation and the land owners will benefit from the subsequent delivery of the road ~~through uplift in value on retained land~~, the Council expects the required land to be transferred for free or at a nominal cost. The land transfer is a separate agreement with relevant landowners and is not subject to this SPD.

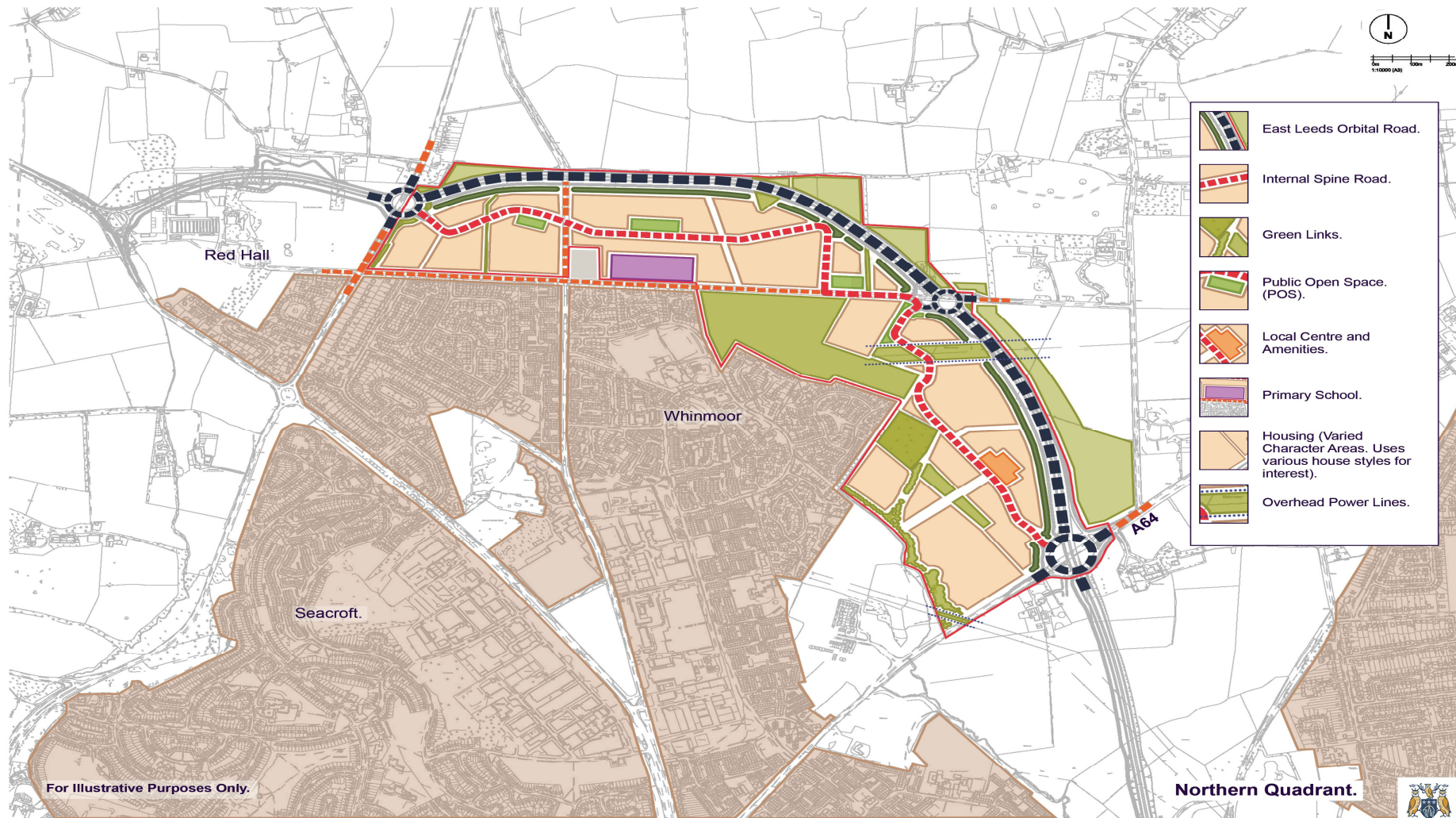
Section 4

BROAD DEVELOPMENT GUIDELINES

- 4.1. Applications for development schemes must be in compliance with the Core Strategy. This is in order to deliver the vision for the ~~East Leeds Extension~~ELE as set out in Section 1 of this SPD and the requirements of Saved Policy H3.3A.33 (UDP). It is essential to establish development guidelines for the phasing, mix and location of uses, density, design and essential infrastructure, such as highways (including access), greenspace and drainage. This is of particular importance given that the ELE is an urban extension with no existing infrastructure of its own.
- 4.2. The guidance in this section does not seek to replicate individual policies set out in the Core Strategy or adopted supplementary guidance. [The ELE SPD must be read alongside the Leeds Local Plan and applicants should check the up to date policy situation at the time of submission of an application.](#)
- 4.3. It is important that development within the ELE is high quality to ensure it is an attractive and sustainable location to live into the future. As such, the preparation of a Design Code⁴ is expected to accompany ~~as a minimum~~, planning applications for each quadrant, to enshrine high standards of design across the development.
- 4.4. The following section sets out the broad development principles for the Northern, Middle and Southern Quadrants of the ELE which should be applied to the development of the area.

⁴ [“Design Codes can be particularly useful for complex scenarios involving multiple parties in long-term development. A code can be a way of simplifying the processes associated with new development to give more certainty to all those involved and help to make high quality places.” Design Guidance, DCLG, 6th March 2014 Para 36 Ref ID 26-036-20140306.](#)

Plan 3a ILLUSTRATIVE CONCEPT PLAN (Northern Quadrant)



For Illustrative Purposes Only.

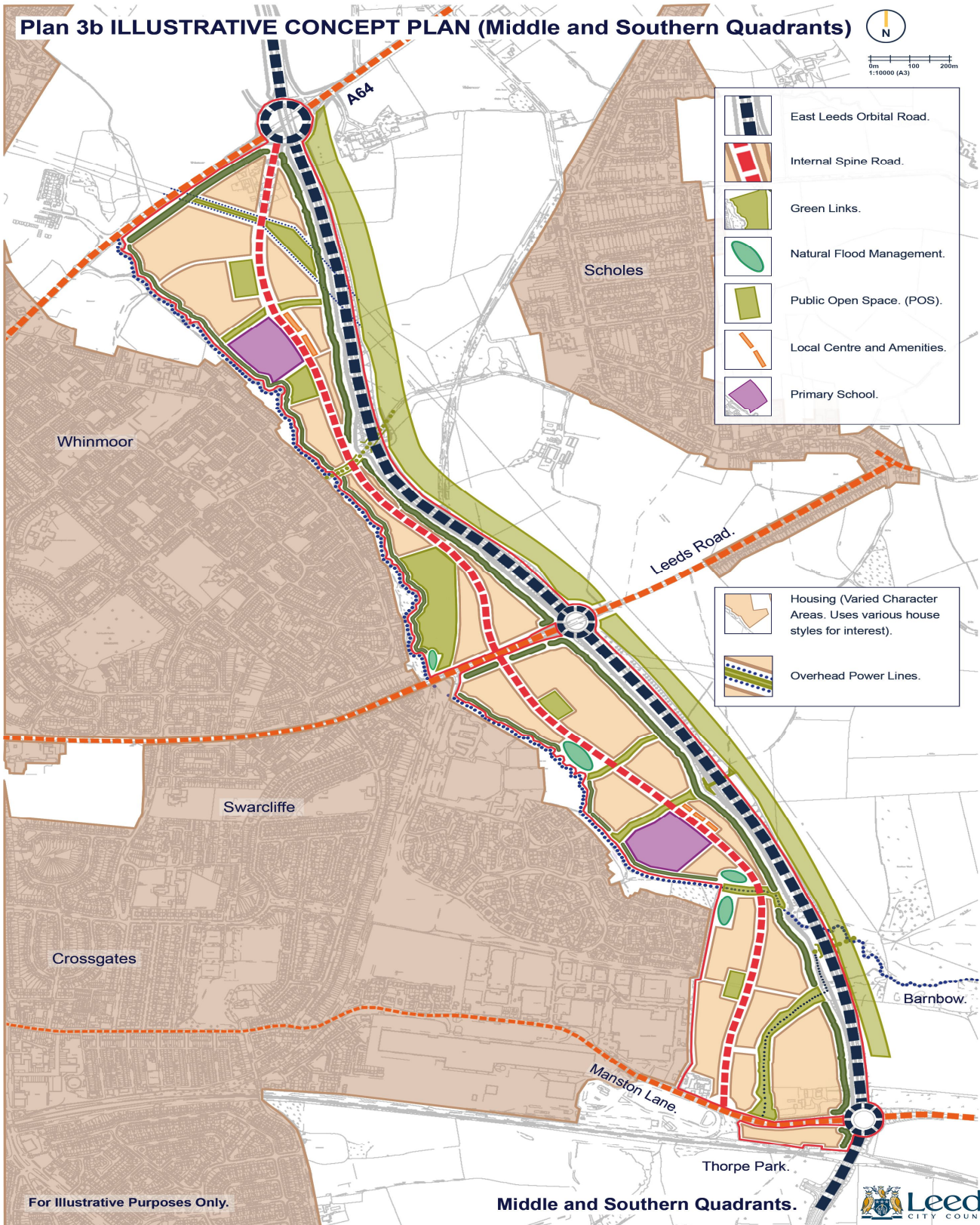
Northern Quadrant.












Plan 3b ILLUSTRATIVE CONCEPT PLAN (Middle and Southern Quadrants)



0m 100 200m
1:10000 (A3)



-  East Leeds Orbital Road.
-  Internal Spine Road.
-  Green Links.
-  Natural Flood Management.
-  Public Open Space. (POS).
-  Local Centre and Amenities.
-  Primary School.

-  Housing (Varied Character Areas. Uses various house styles for interest).
-  Overhead Power Lines.

For Illustrative Purposes Only.

Middle and Southern Quadrants.



Uses and Supporting Infrastructure

Housing

4.5 The ~~East Leeds Extension~~ELE represents the delivery of not just one but a series of new neighbourhoods, that in total will deliver circa 5,000 new homes. It is important that the ELE provides a mix of housing types including provision suitable for older people's needs. This should be located close to community facilities as well as public transport hubs or bus stops. The mix of housing types will be consistent with Core Strategy policy H4 and house type design should be cognisant of emerging space standards.

4.5

~~4.5.~~ A minimum target of 15% affordable housing will be required in line with the Council's Core Strategy Policy H5. This should be 'pepper potted' throughout the site, it should be indistinguishable from the equivalent market housing, and the size will be dependent on local need and further discussions with the Council at the pre-application stage.

4.6

4.6.4.7 Consistent with the National Planning Policy Framework (NPPF Para 42⁵) developers should note that all properties should benefit from Fibre-optic superfast broadband. As a minimum, there is a need to plan ahead for superfast broadband installation and this needs to be considered early on in the process. Electric car charging points are also required throughout the development in accordance with Leeds City Council's Parking SPD (January 2016).

Connectivity

4.8 A high level transport strategy for the wider east Leeds area is set out below illustrating the key principles for connectivity within the ELE and to adjoining communities. There are a number of existing Public Rights of Way which run through the ELE. These will need to be retained and/ or diverted as necessary as part of the development, particularly where previous routes have been severed/protracted/lengthened by ELOR. A number of wider transport improvements are also identified including the recently completed Cycle Superhighway, other pedestrian and cycle improvements as well as ELOR, general public transport improvements and specific opportunities within the ELE. There are also local aspirations for the Elmete Greenway, which is envisaged as a segregated cycle route following the line-route of the former Leeds – Wetherby rail trackline.

⁵ NPPF Para 42. "Advanced, high quality communications infrastructure is essential for sustainable economic growth. The development of high speed broadband technology and other communications networks also plays a vital role in enhancing the provision of local community facilities and services".

4.7.

Internal Spine Road

4.8.—In order to access new housing developments across the quadrants of ELE, an internal spine road must be delivered. This will provide a link to ELOR at the intersections with the main transport corridors at the A58 Wetherby Road and A64 York Road, and direct access onto Skeltons Lane, Barwick Road and Manston Lane. An indicative alignment is shown on the concept plans (pages 16 & 17 of this SPD). The spine road will be required to meet the requirements of the Leeds Street Design Guide as a main distributor road and ensure that the route is designed with the needs of public transport users from the very start. As such the route should be 'bus friendly' with the provision of bus stops with real-time information.

4.9

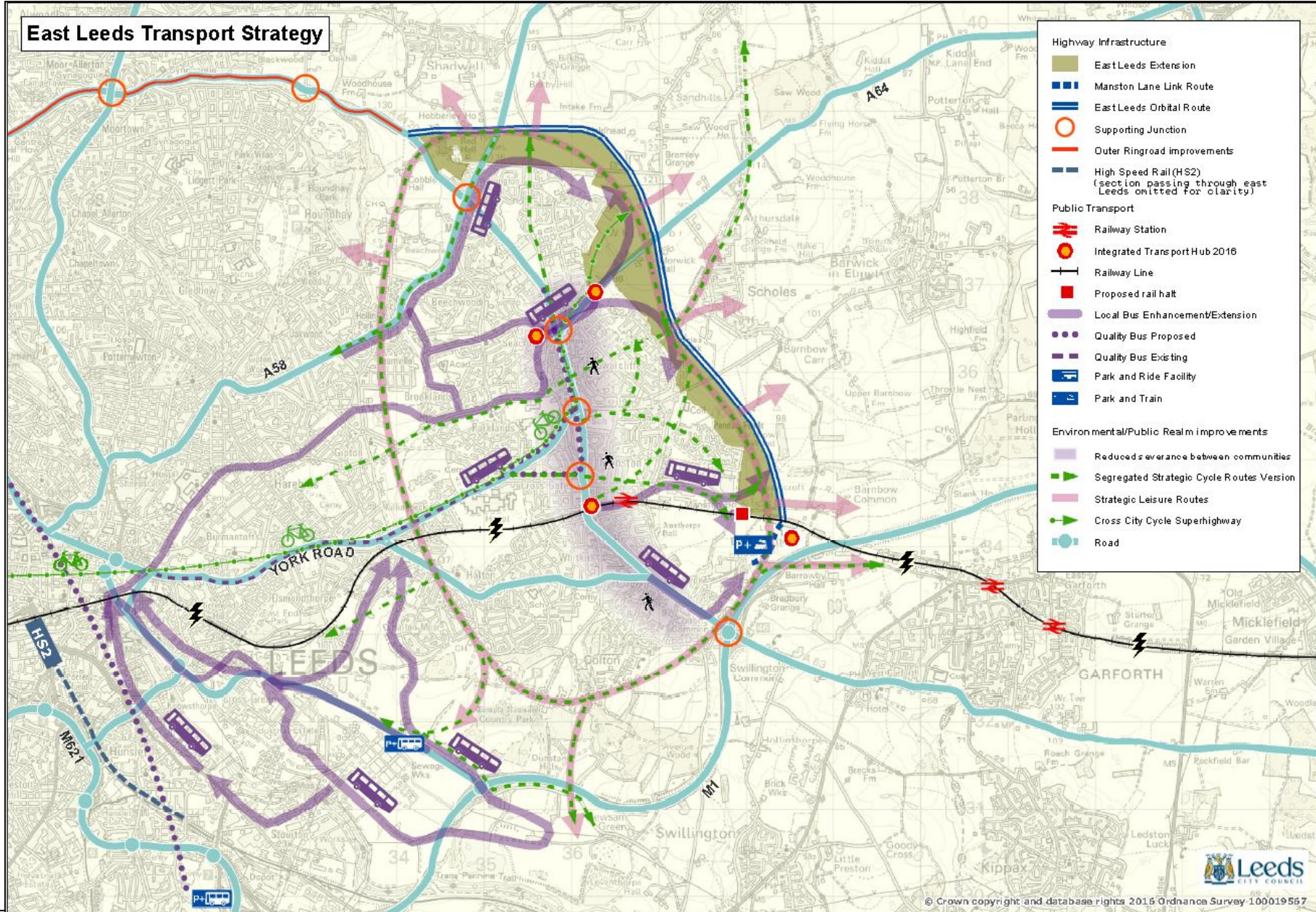
4.10

To ensure that the spine road is a fully integrated piece of infrastructure, it should be incorporated into a landscaped corridor/ setting which will not only have the benefit of softening the impact of this route, but also contribute to the wider place making of the development. Phasing of the spine road is set out in Section 5.

4.9. 4.11

4.10. The ELOR and spine road through the ELE will represent a significant change to the local highway network and are likely to also result in changes to local traffic movements. Neighbourhoods on the edge of the built up area of the city currently experience problems from traffic flows into and out of Leeds at peak hours and as proposals come forward in each of the ~~q~~Quadrants, developers will be expected to work closely with the Council and local stakeholders on the design of the spine road and to identify appropriate mitigation to ensure changes in travel behaviour are positively managed to reduce the impact on both new and existing communities.

Plan 4 East Leeds Transport Strategy diagram



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Public Transport

~~4.11.~~ 4.12 Ensuring appropriate public transport provision ~~is possible~~ throughout the ELE is essential. The extension and introduction of quality bus corridors from the city centre along the main transport corridors and into neighbourhoods in -each of the quadrants of the ELE -will help to connect residents to employment and leisure opportunities in the city centre. It is also important for the new neighbourhoods within the ELE to be effectively connected to this network and importantly to nearby centres such as Seacroft and Cross ~~G~~ates in addition to Thorpe Park. These may be delivered through extensions to existing routes or through the introduction of new services. To facilitate such routes the internal spine road must be designed in such a way to allow bus service provision. The City Council and ~~West Yorkshire Combined Authority~~ WYCA will begin early dialogue with transport operators to ensure service provision is in place as the new housing begins to be developed and occupied. In addition developer contributions will be expected to support the delivery of bus stops and real time information displays.

~~4.12.~~ 4.13 The Council in partnership with ~~the West Yorkshire Combined Authority~~ WYCA and Network Rail and working with the owners of Thorpe Park are developing proposals for a new Park and Ride rail station at Thorpe Park as part of the Department for Transport funded Leeds Public Transport Investment Programme that was agreed in April 2017. This project is intended to provide improved connectivity for existing communities and to serve new housing within the ELE. The proposed station will provide a new point of access to the rail network of the North as well as potential opportunities for connecting bus services and the integration of new green and safe pedestrian and cycle routes. The detailed location of the station and design of the associated infrastructure will be subject to feasibility, discussion with rail industry and local stakeholders before being brought forward for public consultation.

Pedestrian and Cycle connectivity

~~4.13.~~ 4.14 The Cycle Superhighway has already improved opportunities for local connectivity as well as longer distance trips across the city. However, it is important that pedestrian and cycle movement is facilitated for both local and leisure based trips around the ~~East Leeds Extension~~ ELE, beyond the ELOR and into adjoining established residential areas. As part of the ELOR, new hard-surfaced footpath and cycleways will be created alongside but segregated from ELOR providing good orbital movement and there will be links via bridges/underpasses providing access over/under ELOR. It is important to create links to allow users to get to and from these routes to maintain and improve connectivity through the site and beyond. East - West green links/-laneways (greenways) (shown on the illustrative concept plan on page 16) are a key way to deliver this.

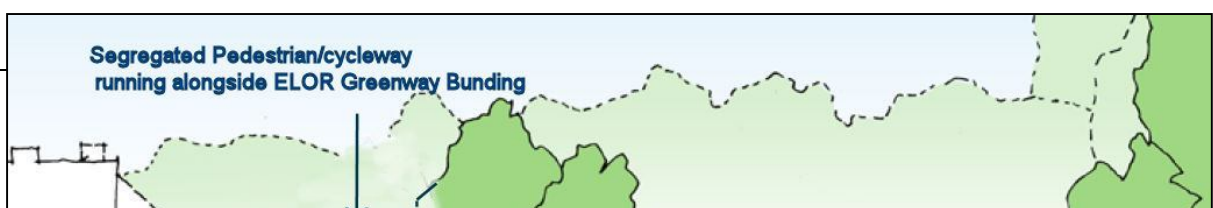
4.14

4.14. East - West greenways should be independent of the road network (linking Cock Beck to ELOR) and shall be provided at intervals to ensure all residents are within 5 minutes' walk i.e. 400m walking distance or 240m straight line distance with logical connections. The main features for these east-west green links are:

- Totally independent of the Highway network, with a width approximately 20m wide (minimum 15m – variability in layout of width (i.e. between 15-25m would be supported so long as the overall area would equate to 20m)
- Exclude house garden/driveways and turning heads/roads
- Promote sustainable travel (cycling/ walking) and safe routes to schools and to specifically integrate with the locations of new schools (~~sections close to schools may require street lighting~~)
- Generous /well designed and fully integrated safe access points that are well sign posted
- Connectivity for bio-diversity, pedestrians and cyclists
- Consideration of lighting along section length (to be of a similar nature to the ELOR lighting scheme for the adjacent pedestrian and cycle route). Sections close to schools may specifically require street lighting.
- Interventions on roadways to highlight crossing points ~~and~~ for safety.
- Green features to include tree, hedgerows and scrub planting
- Must feel safe for users and have a positive interface with development providing surveillance / overlooking. Must not be boxed in by rear gardens / fencing or create “Secure by Design” problems.

4.15. As a result of ELOR and the likely reduction of ~~trips-vehicular through journeys~~ along the Outer Ring Road, there is an opportunity to improve connectivity as well as the pedestrian and cycling environments along the A6120, including the stretch through ~~Cross Gates~~. This will help to reduce the severance between existing communities whilst improving access to local facilities.

4.16. There are a number of existing Public Rights of Ways throughout the area which facilitate key connections between the existing residential areas and the countryside beyond. These must be considered and incorporated within developments, and diversions may be necessary to provide appropriate links to crossing points across the ELOR. Leeds City Council recognises and supports the ambition of the Elmet Greenway to create a segregated countryside green route connecting the village of Thorner with Cross Gates Rail ~~There are also local aspirations for the Elmete Greenway, following the line of the Leeds – Wetherby rail track.~~ Opportunities to improve this link (despite the severance of ELOR) should be considered. This would extend connectivity from ELE, although in some places beyond the ELE access to the former the rail track line has been severed due to encroachment and land ownerships, and specific solutions will be required in order to deliver a continuous route.



Community Facilities

~~4.16.~~4.17. As part of the Indicative Infrastructure Schedule at Appendix 1, developers will be expected to assess the need for new facilities such as health, retail and other services, and establish a programme for their delivery. To enable this delivery land should be set aside as necessary.

~~4.17.~~4.18. The delivery of new community facilities should be delivered in accordance with Policy P9 of the Core Strategy – ‘Community Facilities and Other Services’; ~~the~~ the scale of the facility or service should be considered in conjunction with the level of need within the community. New community facilities should be provided in a central area of focus ~~of activity~~ preferably located along the internal spine road and ideally centred around areas of greenspaces to thread such areas of activity together with good connections and green routes [focusing on sustainable means of travel to access these facilities](#). There must also be good linkages to existing community and health facilities in adjoining residential areas as well as new facilities to be provided as part of new development.

School Provision

~~4.18.~~4.19. Three new primary schools will be required across ELE, one in each quadrant. An [approximate area minimum](#) of 1.7ha⁶ of land is required to be set aside for each primary school and made available (free of charge) to education providers. Land for primary schools must be identified through the master planning process in dialogue with education providers. It is assumed that each school will be 2 forms of entry, subject to detailed assessments of needs as appropriate. The timing of land availability for each primary school will be managed through S106 agreement(s).

~~4.19.~~4.20. Leeds City Council has a strategy for the delivery of Secondary school places within the wider East Leeds area. A number of potential sites within the existing urban area have been identified for secondary provision. Discussions are currently ongoing with education providers about these. As a consequence it is

anticipated that no land will be required for secondary schools within ELE, however, CIL payments will contribute towards the secondary school place needs generated by the development.

- 4.21 The provision of Early Years facilities within primary schools will also be encouraged in discussion with school providers, so there will be opportunities for local childcare for communities within the new and existing adjoining neighbourhoods.

Health Facilities

- 4.22 Opportunities for new medical facilities (GP's practices, pharmacies⁷ and dentists) should be made available as part of the ELE development. ~~Integral~~ These should be focused adjacent to other community facilities such as local shops and schools. Land should be made available and working with relevant public health and commissioning bodies proactively marketed for a medical practice local health services in each ~~q~~ Quadrant. Only if these are not taken up for medical uses for a period of five years once all new homes are occupied in each quadrant, can alternative uses be promoted.

Retail

- 4.23. Whilst there will be a role for small-scale local retail provision across the Northern, Middle and Southern Quadrants, to make sure that trade is not diverted away from existing nearby centres such as Seacroft and Cross Gates and in recognition of the planned development at Thorpe Park, the level of provision within the ELE will not include any large format retailing. The delivery of new centres should be in accordance with Policy P7 of the Core Strategy – 'The Creation of New Centres'. The location of any retail should be close to other community facilities and accessible from new housing development as well as existing adjacent communities (in accordance with Core Strategy Policy T2). Land should be made available and proactively marketed for local retail and service uses in each ~~q~~ Quadrant.
- 4.24. Of particular importance is that the delivery of shops and services must not have a negative impact on the vitality and viability of Cross Gates and Seacroft Town Centres. This aspect will be tested through the determination of any planning applications relating to town centre uses within the ELE.

⁶ Based on general standard space requirements, however, flexibility of land-take is supported (i.e. efficient use of land through shared facilities) where design and function can be satisfactorily achieved.

⁷ Careful consideration should be given to the siting of pharmacy facilities in order that existing services provided to existing communities are not adversely effected. For example, prescription services from Thorne Surgery currently operates as there is no other pharmacy within 1 mile.

4.25. To ensure the scheme delivers the provisions set out above, it is expected that developers assess the requirements for retail, people movement and the impacts of new retail provision in the area, and submit appropriate assessments alongside any planning application

Green Infrastructure and Greenspace

On-site

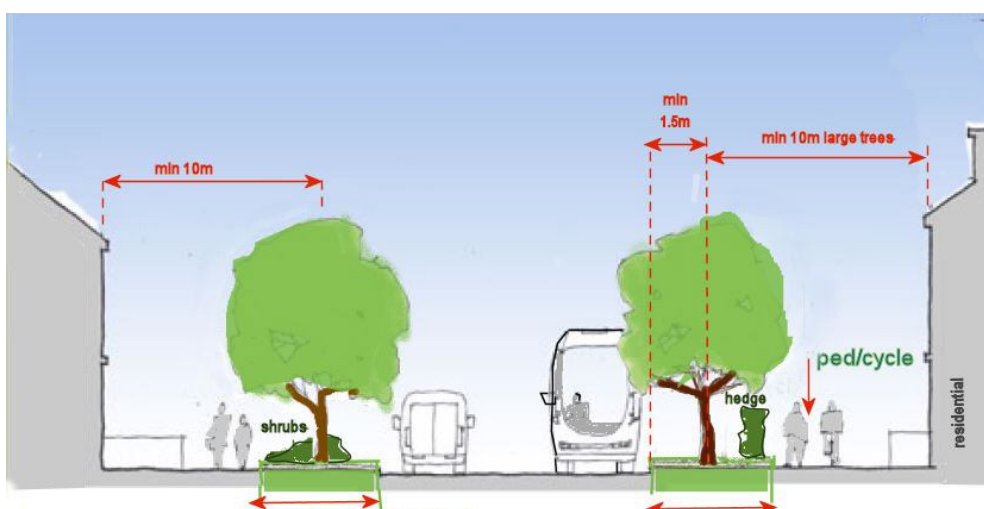
4.26. Green Infrastructure is the network of multi-functional green spaces, which includes public parks and amenity areas, woodlands, nature reserves, river corridors, hedgerows and other green links. A network of integrated greenspaces and green corridors to link with the open countryside beyond ELE needs to be provided and should support the natural, recreational and ecological functions and be integral to health and wellbeing agenda.

4.26-4.27. Greenspace is an important aspect of any development and the delivery of greenspace in each **q**Quadrant will be expected to be consistent with Core Strategy Greenspace Policy G4 which requires on-site greenspace.

4.27-4.28. On-site green infrastructure/greenspace needs to follow these key principles:

- Create a strong green network linking amenity and natural greenspaces to the benefit of liveability and place making, considering the city's ambitions to be a child friendly city, to support healthy living and to benefit from good air quality.
- ~~Improve existing and provide~~ provide new recreational facilities to enhance usage (only exceptionally improving existing facilities on an exceptional basis).
- Clearly define the role of public, private and communal spaces and set the boundaries between different types of space.
- Delivery of play areas with a range of equipment for all ages close to other community facilities in each quadrant.
- Maximise passive surveillance by facing new development over greenspaces
- Create an appropriate green setting for the internal spine road with green corridor/ avenue planting creating an impression of space along this principal route:

Spine Road

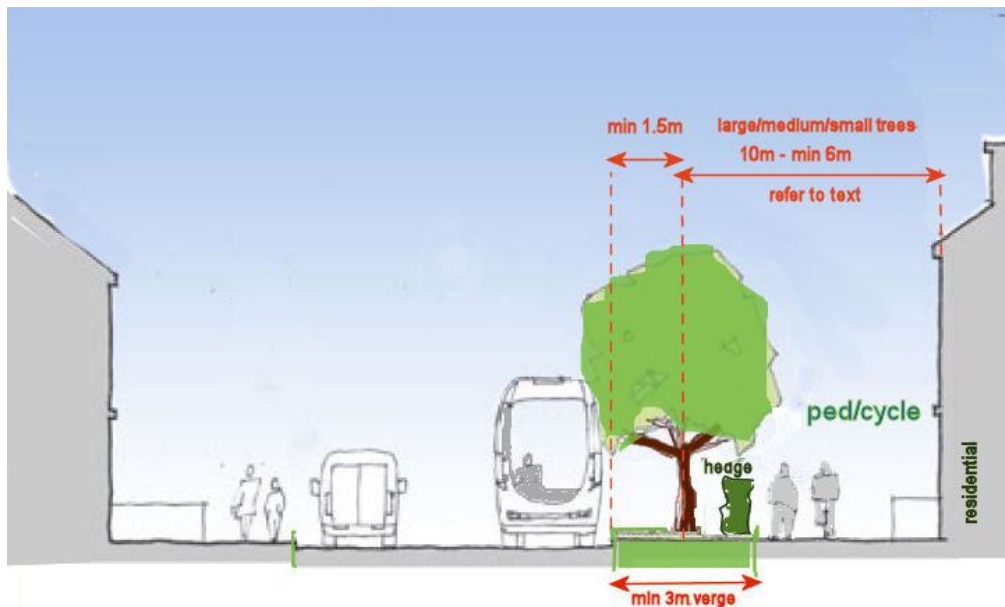


Double sided avenue with 3m- 4m wide verges for tree planting with segregated ped/cycle paths on each side. Facing dwellings set back sufficiently to avoid conflict with trees when mature in accordance with LCC guidance (Guideline Distances from Development to Trees 2012). An element of shrub and hedging shall also be included. Reflect best practice on emerging research on the contribution of vegetation to air quality

Offset dimension (both sides) from tree stem to building edge shall be a minimum of 10m to accommodate large, long term species such as Lime and London Plane. There is however a 20% tolerance along the length of the spine road for a lower offset dimension of a minimum of 6m where smaller species can be accommodated such as Birch, cherries, mountain ash.

- Create an appropriate green setting for lower hierarchy roads:

Secondary Roads



SECONDARY ROADS

One sided avenue effect with min 3m wide verges for tree planting with segregated ped/cycle paths on one side. Facing dwellings set back sufficiently to avoid conflict with trees when mature in accordance with LCC guidance (Guideline Distances from Development to Trees 2012)
Offset dimension from tree stem to building edge shall be a minimum of 10m to accommodate large, long term species such as Lime and London Plane. There is however a 60% tolerance along the length for a lower offset dimension of a minimum of 6m where smaller species can be accommodated such as Birch, cherries, mountain ash.

- Integrate green infrastructure with the East - West greenways. Where appropriate and subject to satisfactory design, greenspace can also be integrated- at key nodes with the East - West Greenways (however the East-West Greenways remain separate to the onsite greenspace provision)
- Creation of new green routes to Green Park which is being delivered as part of the Thorpe Park development-
- A landscaping buffer to be provided along the length of Cock Beck
- Drainage solutions to take advantage of sustainable soakaways/swales and other natural storage arrangements and combined use of greenspaces to provide these.
- Veteran trees and mature landscape to be retained for the benefit of new development as far as possible. Any proposed felling of trees will need to be supported by appropriate surveys and should seek replacement provision as part of the development.
- Provide new planting for habitat creation to improve the biodiversity value and to integrate the development into its surroundings.
- Utilise Greenspace and landscaping to ensure an adequate buffer between ELOR and domestic dwellings, to ensure that the air quality of future residents is not compromised by emissions from traffic growth when ELOR is complete.

Off-site Greenspace

4.28-4.29. The intention is that all greenspace is provided onsite however, if the required Core Strategy G4 greenspace cannot be provided in its entirety on-site, the Council will be willing to consider off-site greenspace (para 5.5.17 of the Core Strategy) which is connected in some way to the ELE. In practice this may entail provision outside of ELOR and any such off-site greenspace should be connected to the gQuadrants by the green linkages over/under ELOR and be complementary to the landscaping provision to be delivered as part of ELOR including the delivery of strategic pedestrian, cycle & equestrian routes linking the existing urban area to the open countryside beyond ELE. In particular, consideration needs to be given to the strategic gap between ELE and Scholes in accordance with paragraph 81 of the National Planning Policy Framework. This sets out that “local planning authorities should plan positively to enhance the beneficial use of the Green Belt, such as looking for opportunities to provide access; to provide opportunities for outdoor sport and recreation; to retain and enhance landscapes, visual amenity and biodiversity”.

4.29-4.30. The area of the former Barnbow World War II munitions factory (see para 4.x below), ~~now designated as a Scheduled Monument,~~ could also should be a focus for enhancement and interpretation, subject to discussion with the Council and Historic England.

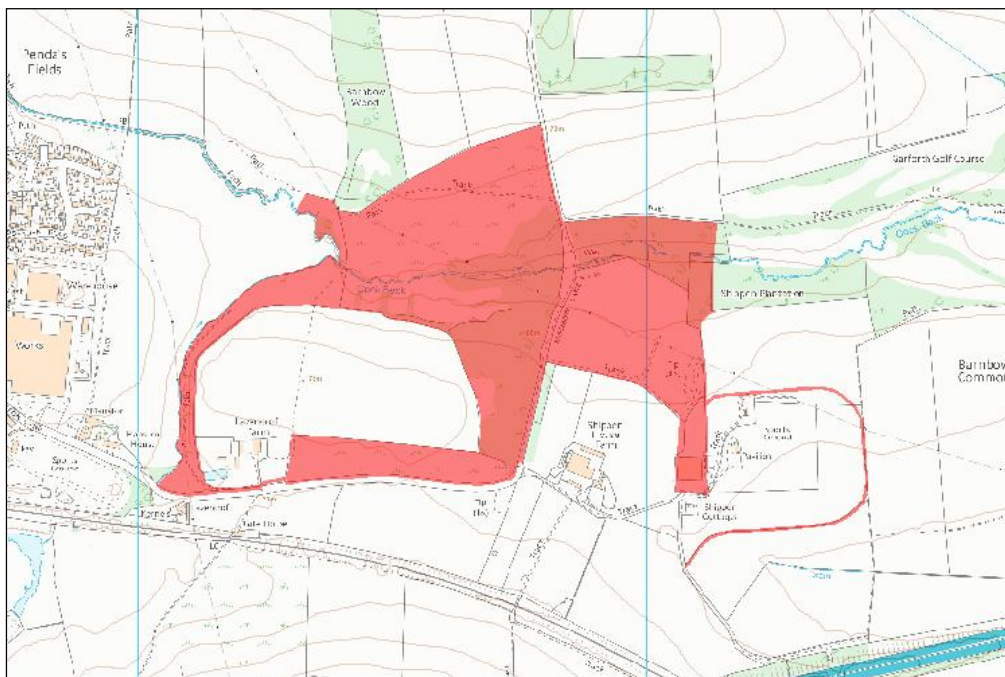
Greenspace Maintenance

4.30.4.31. Planning applications will be required to evidence how future management and maintenance of [the greenways](#), greenspace, play provision and landscaping will be secured for the lifecycle of the development. [See reference section for links to management plan guidance.](#)

Heritage

4.32. [The former Barnbow World War II munitions factory has been designated as a Scheduled Monument⁸ \(Figure 1\).](#)

Figure 1 Barnbow Scheduled Monument



4.33. [Development proposals \(particularly in the Southern Quadrant\) must be informed by an understanding of the significance of the Barnbow Scheduled Monument and its setting. Applications will need to be accompanied by an evaluation of the potential impact proposed schemes might have upon its significance and set out any](#)

⁸ [Historic England list entry number: 1415057/ Former World War I National Filling Factory, Barnbow. First scheduled: 26-Sep-2016.](#)

mitigation required. Where appropriate development proposals should also be required to consider how they might enhance or better reveal the significance of the monument and its understanding and appreciation.

4.34. It is recommended that developers liaise with Historic England at the earliest opportunity regarding how conservation of the scheduled monument might be addressed within any scheme.

4.35. There are a number of other heritage assets in (or in the vicinity of) ELE, these are listed below. Proposals for development will need to assess what impact they might have upon their significance and to demonstrate how the appropriate conservation or enhancement has been addressed in the design process.

- Scholes Conservation Area
- Thorner Conservation Area
- Fieldhead, Thorner Lane, Grade II
- Lazencroft Farmhouse, Grade II
- Manston Hall Farm, Grade II
- Morwick Hall, York Road, Grade II
- Red Hall House-, Grade II
- Red Hall Pigeon House, Grade II

4.31-4.36. Early liaison with West Yorkshire Archaeological Service (WYAS) is recommended in order to identify any undesignated archaeology that might need to be addressed.

Drainage

4.32-4.37. The site has a small area falling within Flood Zone 2 and 3, this which follows the alignment of Cock Beck along the western side of ELE. A site specific Flood Risk Assessment (FRA) is required in accordance with UDP Policy H3.3A.33(xi) and these areas should be avoided for built development.

4.33-4.38. All new development must manage the discharge of surface water to meet a greenfield run-off rate which equates to 4.7 litres per second per hectare. This can be achieved through a variety of measures ranging in sustainability. Sustainable Urban Drainage Solutions including natural flood management such as detention ponds are the most sustainable, followed by measures such as bore-hole water storage, with underground storage tanks being the least sustainable. A range of approaches can be adopted for development across the ELE and ELOR and developers should particularly seek to incorporate drainage solutions within greenspace as a means of enhancing the offer and contributing to the biodiversity of the area.

4.34.4.39. Much of the ELE drains into the Cock Beck which is a main river and already prone to flooding in the Southern Quadrant. In the Northern Quadrant an on-site drainage solution is necessary to meet run-off requirements which should be achieved using measures at the more sustainable end of mitigation. In both the Middle and Southern Quadrants there is scope due to the proximity of the beck, to create ~~two~~ large 20,000+ cubic metre storage reservoirs, one up stream of Stanks Drive within the Middle Quadrant, and one downstream of Leeds Road in the Southern Quadrant within the flood basin of the Cock Beck. These could either be online or off line solutions and will need to be subject to further detailed feasibility work to determine the most appropriate ~~solution~~ approach. A sequential approach to the layout of the quadrant needs to be taken to ensure that no housing is developed in zone 3 (high flood risk) part of the site and a site specific assessment should be applied.

4.35.4.40. This would be achieved through the excavation of material, which can then be used to re-grade the surrounding land. The creation of the detention reservoir will allow the discharge of surface water to be managed for both the Middle and Southern Quadrants. The reservoir would simply fill during times of heavy rainfall, with its discharge into the Cock Beck controlled via a release valve or spillway. Water entering into the pond will need to pass through a sediment catchment/control filter and the ponds will need to be part of a maintenance agreement with the City Council. There are three main options associated with ~~for the developer, if they provide~~ the provision of on-site balancing /SuDS :

- 1) Adoption and future maintenance by Yorkshire Water
- 2) Adoption/maintenance by Leeds City Council
- 2) ~~(Flood Risk Management section)~~
- 3) Responsibility and maintenance by a Residents' Management Company

4.36.4.41. If it is agreed that the development can have a free discharge to the beck with on-line balancing, ~~LCC~~ will need to work with the developer to deliver such a scheme and LCC would be responsible for future maintenance of it. As such, ~~hence~~ the developer would need to pay a commuted sum for off-line solutions.

4.37.4.42. The reservoir could be enhanced with planting, landscaping and footpaths to become a focal area of open space which could be modelled in such a way to create water features which always hold a permanent open small amount of water to enhance biodiversity and amenity. This scheme would not only facilitate the development of new homes, but also has the benefit of enhancing ecology and biodiversity within the ELE and reducing the risk of flooding to existing properties on Stanks Drive, some of which have suffered flooding from the Cock Beck historically. It is important to maximise passive surveillance by facing new development towards such areas.

4.43. The potential location of the detention ponds is within the narrowest part of ELE. Developers will need to consider whether the loss of development land in this location is acceptable or whether other forms of water attenuation are more feasible. Developers are encouraged to have early dialogue with the City Council's Flood Risk Management Section to discuss approaches to drainage and should ensure that drainage and flood risk is addressed at an early stage of scheme design and considered alongside open space provision. It is important that measures are appropriately outlined to local residents as part of pre-application consultation.

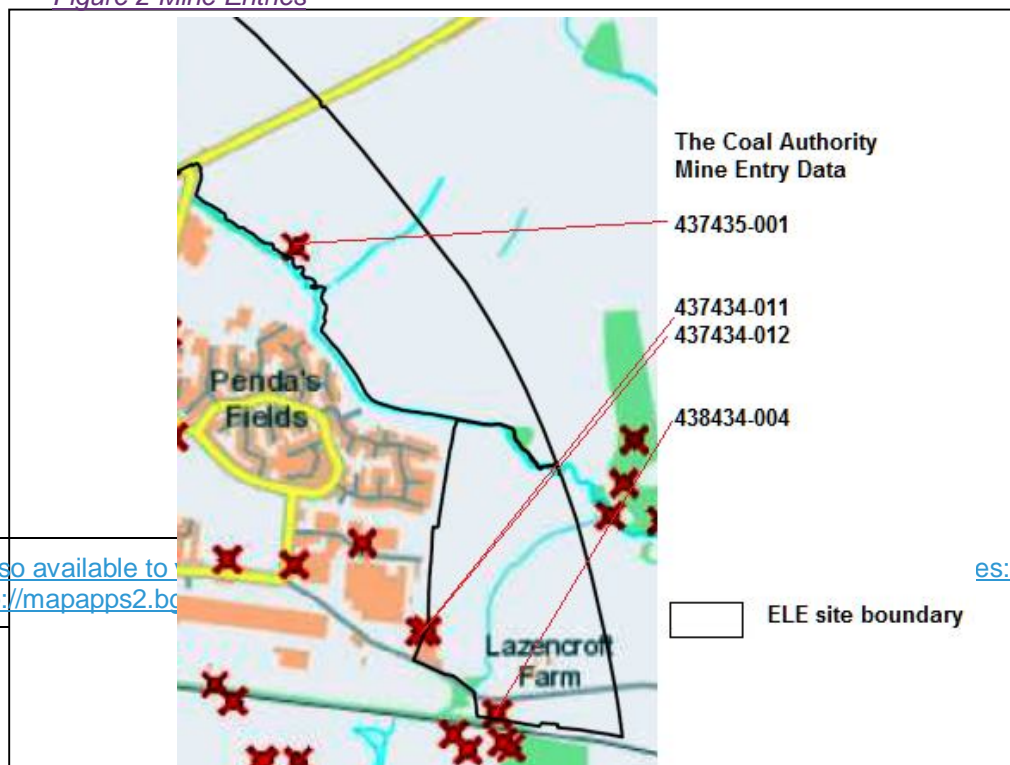
4.38. Surface Coal Resources

4.44. There are parts of the site that fall with the Natural Resources and Waste DPD Minerals 3 Surface Coal Safeguarding area. This policy sets out a requirement that development in these areas demonstrate that the opportunity to recover any coal present at the site has been considered. Coal present should be removed prior to or during development unless:

1. it can be shown that it is not economically viable to do so, or
2. it is not environmentally acceptable to do so, or
3. the need for the development outweighs the need to extract the coal, or
4. the coal will not be sterilised by the development.

4.43. In addition there are four⁹ recorded mine entries and their with zones of influence within the site. Full ground condition surveys need to be undertaken to assess risk to potential development and taken into account when designing the layout, ensuring that adequate separation is provided between the mine entries and their zones of influence and any building proposed (Figure 2).

Figure 2 Mine Entries



⁹ Also available to <http://mapapps2.b>

es:

□ ELE site boundary

[Air Quality and climate change](#)

[4.44. The Climate Change Act 2008 established a new approach to managing and responding to climate change in the UK. -The Leeds Core Strategy climate change policies \(EN1, EN2\) are designed so that new development contributes to the council's ambitious carbon reduction targets.](#)

Employment Opportunities

[4.39-4.45.](#) There are no employment sites proposed within the ELE, but development needs to ensure links to existing identified employment opportunities at Thorpe Park, the Aire Valley, Seacroft town centre, Seacroft Industrial Estates, Cross Gates town centre, the city's hospitals and the City Centre are maximised.

[4.40-4.46.](#) During construction phases, developers will be expected to maximise the number of local contractors and employees including opportunities for apprenticeships.

[4.41-4.47.](#) In line with the Council's current requirement for local employment as set out in Core Strategy Policy SP8, it is expected that from the start of the tendering process for the construction of any development and throughout the period of construction developers will be expected to work closely with Employment Leeds to develop an Employment and Training scheme to promote employment opportunities for **!Local pPeople**. This will likely be secured through a planning obligation and will look to:

- employ local contractors and sub-contractors and **!Local pPeople**;
- agree with Employment Leeds a method statement to facilitate the appointment of sub-contractors and **!Local pPeople**.

Design Requirements

4.46. There are a number of adopted Core Strategy Policies and Supplementary Planning Documents which provide guidance across the broad range of design requirements.

This is supplemented by the Council's established Ten Urban Design Principles. The guidance in this section does not seek to replicate those individual policies that provide general design guidance which include (but not limited to):

- Core Strategy Policy P10
- Neighbourhoods for Living Design Guide
- Leeds Street Design Guide
- [Leeds Ten Urban Design Principles](#).

- 4.47. To ensure high quality design in the ELE the principles established in the above documents should be embodied in the design and planning process and reflected in an agreed Design Code(s) which should accompany planning applications for each quadrant. These should also reflect the unique character, constraints and opportunities that each quadrant presents.
- 4.48. Through the planning process, the Council has had extensive discussions with developers in the Northern Quadrant. This has helped to refine the overarching approach around the location of uses and key development principles which is shown on the concept plans (pages 16 & 17) and should be read in conjunction with the key principles that are outlined above in this section (Section 4).
- 4.49. Such considerations should include the Heritage assets of the area including Barnbow, landscaping, the way in which new development responds and integrates with existing residential areas and how development responds positively to the challenge presented at the allocation's narrowest point within the Middle Quadrant. Each quadrant presents challenges but also provides opportunities for innovative design solutions and proposals will be expected to address and respond to these characteristics.
- 4.50. Planning applications within the ELE should also specifically address the following design considerations:
- Ensure that the eastern edge of the ELE responds sensitively to provide a transition and assimilate development into the wider landscape.
 - Seek to achieve the Nationally Described Space Standards
 - Embrace modern methods of construction
 - Ensure that the central internal spine road is legible and in part this shall be through an increase in the proportion of greater building heights.
 - Improve existing and provide additional green routes for use by pedestrians and cyclists particularly to link greenspaces and enhance permeability and recreational use within and through the site, both west to east and north to south.

- Encourage movement by providing legible and permeable layout for all modes and creating a network of attractive cycle and pedestrian connections to key destinations within the existing built up area and the wider rural landscape
- Provide residential car parking in line with the maximum standards set out at Appendix 9A of the Unitary Development Plan.

4.51. Renewable energy measures and sustainable construction techniques should be embedded in the design for the ~~East Leeds Extension~~ELE from the very start, to ensure that they are integral to the design process. Development in the ~~East Leeds Extension~~ELE is expected to be in accordance with EN1 of the Core Strategy 'Climate Change – Carbon Dioxide Reduction'.

4.52. The Leeds Street Design Guide Supplementary Planning Document also sets out the design requirements for each type of residential street, as well as parking, pedestrian and cycle requirements. This must be adhered to when bringing forward planning applications and development solutions.

SECTION 5

PHASING

- 5.1. The Council is leading the delivery of ELOR including design, land assembly, funding approach and construction. ~~A Planning application consent for ELOR was granted in November~~December 2017 with the intention to deliver ELOR as a single project across all quadrants "phase" alongside provision of a country park at Thorner Lane. ~~was submitted in April 2017 and the scheme is being progressed through a business case~~has secured funding under the West Yorkshire Plus Transport Fund, and the Council is progressing further statutory procedures on a programme that envisages ~~with the intention to secure full funding approval to enable~~ procurement, construction and opening by late 2021.
- 5.2. In 2012 a planning application was submitted for the Northern Quadrant. Through the planning application process, the Council has defined a number of important design and delivery principles. Given the progress made, it is anticipated that development in this area will ~~could~~ progress in advance of other parts of the ELE, ~~which are expected to come forward once ELOR and the Manston Lane Link Road have been delivered. However, there is no formal phasing policy, other than that created by the delivery of the road, which outside of the Northern Quadrant will need to be in place prior to the same sale and occupation of new homes.~~
- 5.3. Leeds City Council will continue to work with landowners and developers to ensure that a co-ordinated approach is taken to the development of the Middle and Southern Quadrants and encourage comprehensive mMaster planning. The Council will endeavour to work with developers and landowners to facilitate creative design and build approaches that will enable completion of the site by 2028. Delivery of housing in advance of the completion of ELOR at the Middle and Southern Quadrants will be subject to detailed Transport Assessments as part of subsequent planning applications.
- 5.4. **Phasing Principles**
- a. Delivery of a primary school facility early in the first development phase of each quadrant is required. It is recognised that there is a balance to be achieved in the early phases between the critical mass of the local population creating demand for school places and the provision of local school places for new residents. S106 agreement(s) will assist in establishing the timing and delivery of the land required for each primary school following dialogue with the education providers.
 - b. An appropriate mix of housing development within each quadrant in accordance with the Core Strategy.

- c. Appropriate phasing for the delivery of the internal spine road and of public transport, footpath/cycleway linkages and travel planning measures to encourage new residents to adopt more sustainable modes of transport.
Development of the East Leeds Extension ELE and the spine road in particular will be in accordance with the Street Design Guide SPD. The Street Design Guide SPD sets out that for developments over 200 units two points of access are desirable, and over 300 units two points of access are essential. As such, no more than 300 units will be supported from each single access within the ELE. Development over and above that figure would require 30% of new development within each quadrant can be occupied before the internal spine road has been to be fully completed for that quadrant, to adoptable standard.
- d. Ideally no more than 50% of new development within each quadrant can be occupied before the structural landscaping, tree and shrub planting is delivered to enable the establishment of green infrastructure and linkages to Leeds Habitat network (subject to detailed landscape masterplan and phasing).
- e. Consideration of construction traffic management in the sequencing and phasing approach to ensure that this does not impact unacceptably on existing or new residents.

5.5. Delivery Objectives

- a. Outline planning applications, need to be supported by strategic master planning, which demonstrate how each planning application contributes to and delivers the relevant aspects of the SPD, responds to the cumulative impact of the ELE development (all quadrants), provides a clear basis for subsequent reserved matters applications and complements the delivery of adjacent quadrant(s) in order to ensure that the delivery of one quadrant does not prejudice the delivery of another.
- b. The Council will expect landowners and developers within each quadrant to form consortiums, to deliver comprehensive development which, through the use of modern methods of construction and marketing, will facilitate rapid housing construction in line with the Housing White Paper, 'Fixing Our Broken Housing Market', 7th February 2017, in order to allow completion by 2028.
- c. A co-ordinated approach to the delivery of development, which complies with this SPD's principles for the whole site.
- d. Appropriate provision both on and off site for the relevant infrastructure, services and facilities as set out in section 4 of this SPD to support each phase of the new community created in line with overarching site wide strategies (e.g. for transport, green infrastructure) as required by this SPD.

- e. Appropriate contributions from developers towards both on and off site community facilities, services and infrastructure developments that is essential to serve this growth (see section 4). S106 agreements will be required in addition to the Community Infrastructure Levy
- f. Provision for the future sustainable management and maintenance of community facilities, public open space, public realm and other infrastructure and services supporting the new and existing community of East Leeds.
- ~~g.~~—Provision for community engagement and consultation throughout the development process.

~~g.~~

Delivery Mechanisms – A Partnership Approach

5.6. Leeds City Council believes that successful delivery of this allocated site will be dependent upon appropriate cooperation between the Council and the various landowners. This will be essential for areas such as transport, community facilities, waste and water strategies, where the cumulative impact of the development will need to be taken into account. Such co-operation could also result in improved sustainability and potential for economies of scale in the provision of infrastructure and facilities.

~~5.7.~~—To ensure comprehensive and complementary development it is expected that ~~as a minimum~~, development proposals come forward for each quadrant of the ELE in their entirety and demonstrate how they would not compromise the delivery of other quadrants. This will involve development consortia emerging, which bring all landowner interests in each quadrant together and avoid any potential “ransom strips”. This not only has the benefit of planning the ELE in a more coordinated and holistic way, but also allows an equalisation approach to land values to be established which ensures that the delivery of key infrastructure such as community facilities and greenspace does not fall onto single ownerships, but instead the impact upon land values is spread across the entire quadrant. This is particularly important where there are a number of small landowners as is the case in both the Middle and Southern Quadrants.

~~5.7.~~

~~5.8.~~—The Council is keen to utilise Planning Performance Agreements (PPA) as a means of facilitating the process of determining large scale planning applications. Given the scale of development proposed within the ELE and each quadrant individually, the Council intends to enter into PPA’s as applications come forward.

5.9-5.8. In order to ensure delivery of all the infrastructure requirements which this development will require, the Council would prefer to see an overarching Phasing and Infrastructure Delivery Plan agreed between the relevant landowners. This is

required to ensure that each development phase contributes to the wider infrastructure costs, allowing required infrastructure to be delivered and later phases to remain viable. Evidence of a coordinated approach between the landowners (or consortia) of the Middle and Southern Quadrant need to be demonstrated in any individual planning submissions, Specifically, shared information in regard to the consideration of the cumulative impacts and to demonstrate how infrastructure provision will be delivered in a timely and effective manner.

~~5.10.5.9.~~ Planning applications will be required to demonstrate that they do not prejudice the comprehensive development of later stages, otherwise the Council's housing delivery strategy in the Core Strategy could be impacted.

Development Management

~~5.11.5.10.~~ A key purpose of the SPD is to establish the overarching spatial vision and strategic guidance for the delivery of the remaining Middle and Southern quadrants of the ~~East Leeds Extension~~ELE housing allocation. Subsequent planning application documents will need to explicitly respond to the principles embodied in this SPD.

~~5.12.5.11.~~ Pre-application discussions (and if necessary, Planning Performance Agreements) are encouraged to guide discussions with applicants through both the pre- application and application stages, and to encourage the sharing of appropriate information and liaison between the various parties through the promotion and build out of development.

~~5.13.5.12.~~ Planning applications should also be supported in the usual way by appropriate documentation, including, for example: Design and Access Statements, Transport Assessments¹⁰, Environmental Statements, Flood Risk Assessments and Drainage Strategies, Ssustainability Assessments, ~~and~~ waste/energy strategies and Energy Assessment.

~~5.14.5.13.~~ Should separate planning applications come forward, applicants will need to submit details of their infrastructure, facilities and services proposals, and demonstrate that they will not prejudice, nor compromise the delivery the overall proposals for the wider of that quadrant or other -quadrants development, as guided by this SPD. The cumulative impact of the ELE must be adequately identified and mitigated should the development not be delivered comprehensively.

¹⁰ It is recommended that consideration is had to traffic impact of ELE outside of the Leeds District as part of any submitted planning application and, where appropriate, liaise with Highways England.

~~5.15.~~5.14. Outline planning applications should be supported with evidence of strategic master planning which demonstrates how the application contributes to and delivers the key principles of this SPD, indicating the broad location of land uses, primary roads, surface water attenuation ponds, key footpath/cycle links, open space, management proposals for public realm, infrastructure and community facilities and broad phasing.

5.15. The Design and Access Statements should illustrate design principles and demonstrate how quality of design can be achieved and provide the basis for the scope and nature of future design control through subsequent Design Codes and Reserved Matters applications.

~~5.16.~~

CIL and S106

~~5.17.~~5.16. The Leeds Community Infrastructure Levy was implemented in April 2015. The whole of the ELE site sits within Zone 2a of the CIL residential Charging Schedule and therefore new residential floorspace will be CIL liable at a rate of £23 per square meter (plus index linked each year). Further information is on the CIL page of the Council's website: <http://www.leeds.gov.uk/council/Pages/Community-Infrastructure-Levy.aspx>

— Developers will be expected to provide onsite infrastructure (spine road) and community services and ~~faciliti~~facility

~~5.18.~~5.17. ~~es and the payment of roof~~tax for the ELOR~~the ELOR Contribution~~ in addition to CIL, where this is necessary to make the development acceptable in planning terms, and complies with CIL Regulation 122 to address the impacts of the site's development on the local social, economic and physical infrastructure. The National Planning Policy Framework also requires that infrastructure required is:

- Necessary to make the development acceptable in planning terms
- Directly related to the development and
- Fair and reasonably related in scale and kind of development.

~~5.19.~~5.18. Leeds City Council will ensure that there is no double funding between CIL funded infrastructure and infrastructure provided through planning obligations:

- Sites can be split into phases for the payment of the CIL, normally aligned with reserved matters stages of development of a larger outline planning permission. There is an instalments policy for payment, whereby payments between £100,000 ~~to~~ £499,999 are due in 3 equal instalments at 6, 12, and

18 months. Payments over £500,000 are due in 4 equal instalments, at 6, 12, 18, and 24 months.

- The CIL is spent on infrastructure to benefit the City. The majority is directed into a central strategic fund, and spending decisions from this fund are to be taken annually as part of the Council's capital programme and budget setting process.
- S106 planning agreements will also play a crucial role in the delivery of essential infrastructure, including affordable housing, off-site greenspace requirements and potentially contributions towards ELOR itself.

~~5.20-5.19.~~ Further details on Infrastructure requirements can be seen in Appendix 1.

ELOR ~~Roof Tax~~ Contribution

~~5.21-5.20.~~ ELOR is to be delivered by Leeds City Council and the up-front costs will be part funded by the Council and through the West Yorkshire Plus Transport Fund. However, the full cost should ultimately be met through developer contributions. In line with principles, established to date, for the Northern Qquadrant, the ELOR ~~contribution~~ Contribution will be secured through a roof tax arrangement planning obligations. For each quadrant application the ELOR contribution will be agreed for the respective section, and ~~the roof tax~~ will be derived by dividing the ELOR Contribution by the number of homes that receive planning approval. The expectation is that this will be secured and paid to the Council in the form of a roof tax as part of through a S106 or S278 agreement.

Section 6

Monitoring

~~6.1. The key measure of success of this document is the delivery of ELE and ELOR. Monitoring will look at how much money has been secured and what and when the monies have been spent on. This links to the roof tax monitoring (i.e borrowing and repayment).~~

6.1. The key measure of success of this document is the delivery of ELE and ELOR.

6.2. Given the scale of housing proposed across the sites that make up the **East Leeds Extension ELE** it is essential that monitoring arrangements are established to aid the smooth delivery of housing, infrastructure and local services across the life of the development. To this end, it is expected that monitoring data will be collected and compiled evidencing the rate and mix of housing, service and infrastructure delivery, in addition to data showing the annual level of contribution made ~~to ELOR through the roof tax~~ through the ELOR Contribution/CIL/S106. This will form part of a Monitoring Framework which will ensure that delivery of the ELE is in accordance with this SPD, the UDP, Core Strategy and the Infrastructure Delivery Schedule that has accompanied the relevant planning applications for the respective elements of the ELE.

Appendix 1: Indicative [S106](#) Infrastructure Requirements

Provision	Requirement	Delivery
Affordable Housing	Delivery of on-side affordable housing	In line with the principles established within this SPD (and CS provisions)
Schools	<p>One new primary school will be required in each quadrant.</p> <p>Secondary School contribution</p>	<p>AApproximately minimum of 1.7ha of land is required to be set aside within the Northern, Middle and Southern Quadrants for primary school provision and provided free of charge to Leeds City Council for promotion to appropriate school providers academies and free schools.</p> <p>In line with the principles established within this SPD (and CS provisions)</p>
Health Services	<p>Opportunities for new medical facilities (GP's practices and pharmacies) should be made available as part of the ELE development. These should be focused located adjacent to other community facilities such as local shops and schools.</p>	<p>Land should be made available and proactively marketed for a medical practice in both the Middle and Southern Quadrant in line with the principles established within this SPD</p>
Greenspace	<p>New Greenspace and other Green Infrastructure to be provided to meet the needs of future residents and the deficiencies of existing wards affected by the proposal.</p> <p>Management and maintenance arrangement to be agreed.</p>	<p>In line with the principles established within this SPD (and CS provisions)</p>
Drainage	<p>All new development must manage the discharge of surface water to meet a greenfield run-off rate which equates to 4.7 litres per second per hectare.</p> <p>Management and maintenance to be agreed.</p>	<p>In line with the principles established within this SPD (and CS provisions)</p>
East-West Greenways	<p>Delivery of east - west pedestrian and cycle connections independent of the road network ("greenways")-</p> <p>Management and maintenance</p>	<p>In line with the principles established within this SPD</p>

	arrangement to be agreed.	
Highways Infrastructure (on-site)	Delivery of internal highways, including a spine road	In line with the principles established within this SPD and to the standards set out within CS and Street Design Guide
Public Transport contribution	Delivery of a bus service (diversion, replacement or new service) to serve the development. Sustrans - Elmete Greenway contribution.?	In line with the principles established within this SPD, and CS provisions and Highways SPD
Residential Travel Plan	Contribution towards sustainable travel measures.	In line with the principles established within this SPD (and CS provisions)
Highways Infrastructure (off-site)	Contribution to ELOR based on roof tax arrangement ELOR Contribution	In line with the principles established within this SPD (and CS provisions)
Retail and other local centre/community facilities	New facilities to meet local needs if required through retail assessments.	In line with the principles established within this SPD (and CS provisions)
Fibre-optic broadband (or equivalent)	All homes and businesses connected to an ultra-fast fibre-optic broadband service.	Ready for occupation of dwellings and businesses.
Electric charging points	In accordance with the Parking SPD: 1 charging point per residential unit (dwelling with dedicated parking) or 1 charging point per 10 spaces (unallocated parking – Residential/Commercial/Industrial/Retail)	Ready for occupation of dwellings and businesses
Sustainable design & construction	All homes, where feasible to meet at least the standard set by BREEAM or Code for Sustainable Homes	In line with the principles established within this SPD (and CS provisions)

[The table above is indicative and does not represent a final S106 list.](#)

Appendix 2: Glossary and Reference Documents

Affordable Housing: Housing provided to specific eligible households whose needs are not met by the market. It is generally provided by either the Council, or by Registered Providers". There are two main types:

- Social rented affordable housing – housing rented at rates which are generally affordable to households in the lower decile of earnings.
- Intermediate affordable housing – housing available at below market rents or prices which are generally affordable to households in the lower quartile of earnings. It provides homes for those who can only afford to pay for part of their homes, but allows access onto the 'first step' of the housing ladder. There are three types of intermediate affordable housing:
 - Intermediate or submarket rent – the intermediate affordable units are rented out at rents above those of social rent but below market rents.
 - Shared equity/shared ownership – the occupier buys part of the house and pays a discounted rent on the remaining part, which is owned by a RSL.
 - Low cost homes for sale/discounted sale – the occupier buys the house at a fixed percentage below its cost on the open market. When the house is sold on, this same percentage discount is passed on to the next buyer.
- Affordable rented affordable housing – defined by national government. Rents can be up to 80% of local market rents. As such, affordable rent will be more or less affordable depending on the locality of where local market rent levels are measured. In some high value areas, affordable rented affordable housing will not be sufficiently affordable for either households on lower quartile or lower decile earnings
- Market housing which is low cost, for instance because it is small or is in an area where houses generally sell at cheaper prices, is not classed as affordable housing.

BREEAM - Building Research Establishment Environmental Assessment Method:
An independently accredited scheme that scores the sustainability of a commercial development, and gives an indication of its environmental impact.

Climate Change: Long-term changes in temperature, precipitation, wind and all other aspects of the Earth's climate. Often regarded as a result of human activity and fossil fuel consumption/CO₂ emissions.

CIL - Community Infrastructure Levy: A financial charge which local authorities can charge on most types of new development in their area, depending on viability. The money will be spent on infrastructure to support the development of the area.

Code for Sustainable Homes: Voluntary rating standards suggested for improving the sustainability of new homes, e.g. energy and water efficiency. The code sets out minimum standards to be met at each rating from one star to six.

Core Strategy: The principal document within the Local Development Framework, adopted in 2014. It sets out the spatial vision for the future of Leeds to 2028, and provides broad policies to shape development.

ELOR Contribution: A funding contribution made by housebuilders to the Council which will be required as a planning obligation and collected by the payment of a specific sum to the Council for each dwelling completed. Used typically to recover costs of providing infrastructure.

Flood Risk Zone: Areas with a high, medium or low risk of flooding. Development should generally be located outside of flood risk areas. Flood risk is assessed in Leeds by the Strategic Flood Risk Assessment (SFRA), which sets out the different levels of flood risk across the District.

Green Corridor: Green corridors are green spaces, which can link housing areas to the national cycle network, town and City Centres, places of employment, and community facilities. They help to promote environmentally sustainable forms of transport such as walking and cycling within urban areas and can also act as vital linkages for wildlife dispersal. They often act as major breaks around and between parts of settlements.

Green Infrastructure: An integrated and connected network of green spaces, which have more than one use and function. GI is both urban and rural and includes protected sites, woodlands, nature reserves, river corridors, public parks and amenity areas, and sport facilities, together with green corridors.

Green Space: A collective term to describe areas of open space and vegetation, whether public or private, used for formal or informal recreation. Examples include recreation grounds, parks, linear spaces alongside canal towpaths, grass playing pitches, bowling greens, tennis courts, pedestrian areas in the City Centre, small play spaces within housing areas, or woodland.

Infrastructure: Basic urban services necessary for development to take place, for example, roads, electricity, telephone lines, sewerage, and water. It is also used to refer to transport provision, and social infrastructure such as education and health facilities, and green infrastructure.

Integrated Transport Hub: Significant transport nodes allowing mass public transport travel, such as bus stations or park and ride facilities (both -bus and rail).

Local Development Framework (LDF): The collection of development documents, which set out the local planning authority's policies. They take into account the impact of development on the economy, the environment and the social make-up of the area.

Main Urban Area: With the City Centre at its heart, it includes those communities and neighbourhoods which form the main built up areas of the City of Leeds (and not the separate settlements surrounding it).

Public Right of Way: A route over which the public have a right to pass, whether or not the land that it crosses is privately-owned. The rights have been legally recorded on the Definitive Map and Statement. There are three categories; footpath, Bridleway and Carriageway, and there are also permissive footpaths and bridleways.

Regeneration: There are many and varied definitions of regeneration, which centre around the aim to achieve an improvement to the conditions of disadvantaged people or places. It includes interventions to reverse economic failure or to tackle deprivation in target areas. It can be achieved through a range of methods including improvements to the physical environment, education, health, housing, employment opportunities, and community safety. It also includes attracting and growing businesses, skills and workforce development. Planning has a central role in achieving regeneration.

Renewable energy: Energy flows that occur naturally and repeatedly in the environment, for example from the wind, water flow, tides or the sun.

Roof Tax: A funding contribution made by housebuilders to the Council which will be required as a planning obligation and collected by the payment of a specific sum to the Council for each dwelling completed. Used typically to recover costs of providing infrastructure.

Section 106 Agreement/planning obligations: Legal agreements negotiated by the landowner or developer with the Council in response to a planning application. They are used to make development proposals acceptable in planning terms, and in order to mitigate against the impact new development will have upon the City's existing infrastructure, such as transport provision, local community facilities, and green space.

Supplementary Planning Document (SPD): Document which adds further detail to the policies in the Local Plan. They can be used to provide further guidance for development on specific sites such as the East Leeds Extension, or on particular issues, such as car parking.

Sustainable Methods of Construction: The use of design and construction methods and materials that are resource efficient and that will not compromise the health of the environment or the associated health of the building occupants, builders, the general public or future generations.

Reference documents

- [Leeds Core Strategy \(2014\)](#)
- [Leeds Unitary Development Plan \(Review 2006\)](#)
- [Barwick in Elmet and Scholes Neighbourhood Plan \(2017\)](#)
- [Neighbourhoods for Living – A Guide for Residential Design in Leeds \(2015\)](#)
- [Leeds Street Design Guide SPD \(2009\)](#)
- [Leeds ten Urban Design Principles](#)
- [Urban tree planting – Guidelines Distances to trees From Development to Trees – Securing Space for Existing and New Trees \(2011\)](#)
- [Building for today tomorrow Tomorrow Today – Sustainable Design and Construction SPD \(2011\)](#)
- [WYGA Leeds City Region Green and Blue Infrastructure Strategy \(2017\)](#)
- [Green Streets Landscape and Biodiversity management plans guidance New/emerging LCC guidance on Green SUDs \(speak to Stuart Pedder\) Health? Leeds Health and Wellbeing Strategy \(2016\)](#)
- [Leeds Children and Young People's Plan \(2015\)](#)
- [Child friendly Air quality – First Steps in Urban Air Quality for Built Environment Practitioners \(2018\)](#)