



Report of the Chief Planning Officer

CITY PLANS PANEL

Date: 26th March 2013

Subject: Development proposals and current planning applications for East Leeds Extension and Thorpe Park.

Application reference and applicant	Proposal	Date Valid	Target Date
12/02571/OT EAST LEEDS EXTENSION NORTH QUADRANT CONSORTIUM	OUTLINE APPLICATION FOR MEANS OF ACCESS AND ERECT RESIDENTIAL DEVELOPMENT (CIRCA 2000 DWELLINGS), RETAIL, HEALTH CENTRE, COMMUNITY CENTRE AND PRIMARY SCHOOL DEVELOPMENT, WITH ASSOCIATED DRAINAGE AND LANDSCAPING.	8/6/12	7/9/12
12/03886/OT - THORPE PARK DEVELOPMENTS LTD	OUTLINE APPLICATION FOR MIXED USE DEVELOPMENT COMPRISING OFFICES (BUSINESS PARK) (B1A), (B) AND (C), RETAIL AND BAR/RESTAURANT (A1, A2, A3, A4, AND A5), HOTEL (C1), LEISURE FACILITIES (D1, D2), MULTI-STOREY CAR PARK, TOGETHER WITH INTERNAL ROADS, CAR PARKING AND DRAINAGE AT LAND BETWEEN BARROWBY LANE AND MANSTON LANE, THORPE PARK, LEEDS.	24/9/12	21/5/13
12/03887/FU – THORPE PARK DEVELOPMENTS LTD	DETAILED APPLICATION FOR THE MANSTON LANE LINK ROAD (NORTH - SOUTH ROUTE) AT LAND BETWEEN BARROWBY LANE AND MANSTON LANE, THORPE PARK, LEEDS.	24/9/12	21/5/13
12/03888/FU – THORPE PARK DEVELOPMENTS LTD	DETAILED APPLICATION FOR THE MANSTON LANE LINK ROAD (EAST – WEST ROUTE) AT MANSTON LANE, LEEDS.	24/9/12	21/5/13
12/05382/FU – THORPE PARK DEVELOPMENTS LTD	DETAILED APPLICATION FOR THE MANSTON LANE LINK ROAD (EAST - WEST ROUTE) AT MANSTON LANE, THORPE PARK, LEEDS.	20/12/12	21/5/13
12/05150/LA – LEEDS	FORMATION OF PUBLIC PARK	12/3/13	21/5/13

CITY COUNCIL PARKS AND COUNTRYSIDE	FORMATION OF PUBLIC PARK, PLAYING PITCHES, PARK AND CHANGING ROOMS ON LAND TO WEST OF THORPE PARK, AUSTHORPE LANE, AUSTHORPE, LEEDS		
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Electoral Wards Affected:

Crossgates and Whinmoor
Harewood
Temple Newsam
Garforth and Swillington

Yes Ward Members consulted

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION:
For Members to note the content of the report.

1.0 INTRODUCTION:

1.1 The purpose of this report is to set out the overall context of the planning applications listed above, which are also accompanied by separate reports to discuss the proposals in more depth.

2.0 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 The East Leeds Extension (ELE) was identified in the Unitary Development Plan (UDP) 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.

2.4 The UDP also allocates 63.8 hectares (157 acres) of land for employment uses, as a key business park, at Austhorpe (Thorpe Park).

2.5 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 around 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 at junction 46. 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.

- 2.6 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.
- 2.7 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)
- 2.8 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.
- 2.9 In Section 2 of the ELE, the Northern Quadrant consortium, submitted an outline planning application in June 2012 for the first phase of residential development on 101 ha where they propose to build circa 2,000 dwellings together with retail, health centre, community centre and primary school development, with associated drainage and landscaping. Key issues include traffic impact, the timing and delivery of ELOR and potentially how much development may take place before the Northern Quadrant section of ELOR is completed, public transport infrastructure and bus penetration, together with greenspace and the potential to create a country park on the outside edge, landscaping, drainage, education provision and housing needs, including affordable housing provision. In the wider context, given this is the first phase of housing development in the ELE, it is important that the S106 package is designed such that other adjoining interests do not suffer disproportionate costs of infrastructure in the future
- 2.10 City Plans Panel Members will be familiar with a separate application for 364 homes on the Grimes Dyke site off of the A64, submitted by Taylor Wimpey & Persimmon, adjoining the Northern Quadrant.
- 2.11 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.

- 2.12 To the south of this in Section 4 lies Thorpe Park where Scarborough Developments have a planning consent for of up to 1.8m sq ft (167,225 sq m) of office development with complementary uses, together with a requirement to provide a new area of green park.
- 2.13 Currently approximately 600,000 sq ft (55,742 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 road 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.
- 2.14 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 ELOR. The railway bridge would ultimately become the Council's responsibility to maintain.
- 2.15 Scarborough Developments proposes a new masterplan for Thorpe Park and submitted an outline planning application in September 2012 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 agreement and approval would provide the requisite standard for the ELOR to connect into and would support implementation of the revised proposals for the business park.
- 2.18 The Thorpe Park proposals include 22,100m² of retail including a 12,000m² food superstore. The Council has serious reservations about such a quantum of retail in an out of centre location and the potential adverse impact on a number of local centres, primarily Cross Gates, Garforth, Seacroft and Rothwell. The applicant has stressed that the type of non-food retail proposed at Thorpe Park is aimed at larger, high-end retailers that would not normally be located in the local centres referenced above. However, these sorts of retailers would be located in the city centre therefore concerns arise regarding the impact on the City Centre. The UDPR and emerging Core Strategy continues to promote local centres and the city centre therefore the current retail proposals at Thorpe Park would need strong justification.
- 2.19 The quantum and type of development at Thorpe Park also raises a number of highways issues (in addition to those associated with the East Leeds Extension). The capacity of junctions in and around Cross Gates and the link to the motorway are being closely examined by highways officers, the Highways Agency and the applicant's highways consultants and a series of studies are underway to determine the impacts.
- 2.20 The current Thorpe Park planning consent also requires the developer to deliver a 47 hectare public park, 'Green Park', on the land to the immediate west of Thorpe Park. Any new planning permission for development at Thorpe Park will also require the delivery of Green Park therefore LCC Parks and Countryside have submitted an application for the landscape works that include new footpaths, playing pitches and changing room, new woodland and nature areas. This new park will link with the greenspace in Thorpe Park and form part of a green route proposed from Temple Newsham through the East Leeds Extension to Roundhay Park.

2.21 Alongside the ELE, at the former Vickers tank factory in Barnbow, a first phase of development of 122 units is currently underway by Bellway Homes. An outline approval also exists for development of up to 256 new homes on the adjoining former Optare factory site and a reserved matters application is currently under consideration for 204 homes. There is potential for development of up to approximately 500 homes on the remainder of the Vickers site, subject to the completion of the MLLR as described above. Housing development in the area should assist in meeting the cost of the MLLR.

3.0 INFRASTRUCTURE REQUIREMENTS:

3.1 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.

3.2 In light of the above it is evident that 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.

3.3 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 (including the provision for older people), 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.

3.4 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 and to manage the required cross-service inputs.

3.5 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 is now being lead by the Council 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'.

3.6 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 and contributes to the regeneration of East Leeds as a whole. This will only be properly achieved by planning for the area as a whole and not on a site-by-site basis and by future reports and discussions via the East Leeds Regeneration Board.

- 3.7 The timetable for delivery of ELOR will be influenced by the progress and determination of individual planning applications for housing development in the ELE, cost, availability of funding or finance, land assembly, design, procurement and the approach to phasing. Work is underway to clarify how these issues will impact on the delivery programme - pre-design feasibility work is expected to be complete by June 2013. The advice is that the design and build will take approximately 4 years (2 years construction and 18months design). This would be after land assembly and planning permission for the road. Assuming land and planning takes approximately 3 years, a total of 7 years could be expected to deliver the road, i.e. 2020.
- 3.8 Discussions with landowners and developers are underway to enable the Council to gain a further understanding of how they currently anticipate helping delivery of the broader infrastructure requirement, including the ELOR. It is envisaged negotiations will advance to ensure an equitable distribution of infrastructure costs, which will need to be secured through appropriate mechanisms in the section 106 agreements.

4.0 CONSULTATION AND ENGAGEMENT:

- 4.1 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 a number of meetings since its establishment in January 2012. 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. 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.
- 4.2 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 as well as being consulted on individual planning applications.
- 4.3 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.
- 4.4 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 Grimes Dyke and Barnbow.
- 4.5 The Council has not undertaken any public consultation on specific proposals for the ELOR as there is currently limited clarity on the options or opportunities for progress and therefore at this stage limited scope for dialogue with the community.

5.0 CONCLUSION:

- 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 and contribution to the wider regeneration of East Leeds.

- 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 The Council is taking a leading role to ensure the proper planning and co-ordination of development across the ELE. Initially this involves 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. The Council will also undertake discussions with all landowners in the ELE to establish their intentions with regard to development and funding delivery of the required infrastructure to support development. A key consideration will be how the costs for delivering the ELOR can be apportioned across the various development sites.
- 5.4 It is therefore recommended that Members bear in mind the strategic context of development in east Leeds, when considering the individual applications described at the start of this report.