



## Report of the Chief Planning Officer

### City Plans Panel

Date: 25<sup>th</sup> June 2013

**Subject: Submission of the Transport and Works Act Order application for the New Generation Transport (NGT) Scheme**

#### **Electoral Wards Affected:**

Implications city wide, with direct Impacts on Adel & Wharfedale, Weetwood, Headingley, Hyde Park & Woodhouse, Burmantofts & Richmond Hill, City and Hunslet and Middleton Park Wards.

Yes

Ward Members consulted  
(Referred to in report)

#### **Specific Implications For:**

Equality and Diversity

Community Cohesion

Narrowing the Gap

#### **Recommendation:**

**i) Members are requested to consider this report and in particular are requested to provide, in principle views on the draft planning conditions as set out in (appendix 1), the draft design statement as set out in (appendix 2) and the siting of sub-stations together with views on the planning issues identified in order to inform the progression of the Transport and Works Act Order application.**

**ii) To support in principle the completion of a S106 agreement, or other suitable mechanism, to provide local training and employment initiatives which arise from the construction, management and operation of these NGT proposals.**

**iii) To support proposals for taxi parking at Meadow Lane on a temporary basis only, as this land is required as part of proposals for the city park, as proposed in the South Bank Planning Framework, and a replacement permanent facility will need to be identified and provided.**

## **1.0 Introduction**

1.1 The purpose of this report is to invite City Plans Members to comment on proposals, draft planning conditions and the draft design statement. Metro and Leeds City Council have worked in partnership to develop a high quality trolleybus system for Leeds known as NGT (New Generation Transport). The NGT project is seeking to provide a high quality transport system that will help to support the growth of Leeds'

economy and improve the local environment by helping to address congestion. The first phase of the scheme comprises a 14km route from Holt Park in the North through Headingley and the City Centre to Stourton. Major park and ride sites will be provided at Stourton and Bodington.

- 1.2 The scheme provides significant levels of highway segregation for NGT vehicles in order to deliver high levels of reliability across the network. This reliability provides the time cost saving and ability to deliver the business case as required by the Department of Transport (DfT) and consequently the granting of funding. Analysis has shown that NGT could generate around 4,000 long term jobs, both in Leeds and the wider City Region in addition to generating a £160m per annum economic boost for the City Region. Around 400 further jobs would be created during the construction phase. Opportunities will therefore exist to provide local training and employment.
- 1.3 Although the first stage of the government approvals was given in March 2010, it was in June 2010 that the Secretary of State for Transport announced that all major transport schemes including NGT were to be halted and reconsidered as part of the wider Comprehensive Spending Review (CSR) process. Government re-approval including a £173m funding contribution was finally given in July 2012. In line with standard practice, the Department of Transport have attached certain conditions to this approval including:
- Ministers reserve the right to reconsider their decision on funding if the business case benefits significantly reduce. These benefits principally relate to journey time savings, reliability and quality benefits.
  - The scheme must be delivered in accordance with the agreed scheme proposals: principally a trolley bus scheme between Holt Park and Stourton. i.e. the funding is not available for other transport modes or alternative routes.
- 1.4 City Plans Panel Members may be aware that since the scheme was reapproved in July 2012, further design work has commenced. It was intended that the promoters of the scheme finalise its design in February 2012. However there was a need to undertake further design changes due to the fact that part of the route is affected by the Government's High Speed Rail (HS2) proposals. As a consequence, a Belle Isle route is now proposed and a design window created a three months extension that has allowed more time for design refinement.
- 1.5 Panel Members should be aware that Executive Board approval was granted on the 13<sup>th</sup> March 2013. This resolution was threefold to: -
- i) To approve that a report should be presented to Full Council recommending the submission of the required Transport and Works Act Order (TWAO) and associated applications for NGT to the Secretary of State for Transport.
  - ii) To approve expenditure of £19.2m from within the existing Capital Programme to meet the Council's share in the development costs to progress the scheme to the start of the construction phase, subject to the Director of City Development and the Director of Resources receiving regular updates in relation to proposed expenditure throughout the development phase.
  - lii) To approve that the Council to enter into a Joint Venture Agreement with Metro for the development of NGT and authority for the Director of City Development to finalise the detail of the JVA in accordance with the Heads of Terms and, subject to the Council approving the submission of the TWAO, to take all such steps as may

be necessary or expedient to carry the Resolution into effect, including all those steps required for the Council to apply for and thereafter to promote the Order.

## **2.0 Background**

- 2.1 Detailed briefings with Members were carried out as part of the summer 2009 consultation, and a further round of Member and Area Committee briefings were held in December 2009 and January 2010. Since the project restarted in autumn 2012 presentations have been given to Area Committees and meetings of all of the main political parties. Numerous briefings and extensive pre application consultations have been held with various ward members along the route. This consultation and engagement with Ward Members will continue during the life of the project.
- 2.2 The next stage in the process of securing powers, approval and full funding for the NGT scheme is the Transport and Works Act Order application.
- 2.3 The Transport and Works Act Order (TWAO) process incorporates an application to the Secretary of State for planning permission as an integral part of the application process. Whilst applications for conservation area consent and listed building consent which are also needed are submitted to the Local Planning Authority they have to be automatically referred to the Secretary of State so they can all be dealt with together. Therefore the Council as Local Planning Authority does not have the jurisdiction to determine any of these applications.
- 2.4 The application submitted to the Secretary of State within the TWAO will be similar to an outline planning application. There will be a written description of the elements of the development, but the deposited plans will simply show the line of the route and the scope of any deviation. Detailed drawings will be produced at this stage but they will be illustrative only, the intention being to work up the detailed designs following the grant of consent. To that end the draft planning conditions submitted with the application, and attached to this report (Appendix 1), will effectively reserve much of the detail for subsequent approval by the Local Planning Authority. The planning conditions imposed by the Secretary of State in any consent will be discharged later by the Local Planning Authority.
- 2.5 The TWAO application seeks to obtain the powers required to: compulsorily purchase land, designate roads, operate a trolleybus system, procure the trolleybus vehicles and operate them, deliver enforcement strategies including Traffic Regulation Orders and cameras, remove trees (with appropriate replacement planting) and to relocate utilities, and implement mitigation measures (to offset the negative impacts of the scheme). Two park and rides depots, car parking and 10 sub-stations are also proposed. Through the TWAO process the Promoters will be seeking:
- deemed planning consent for the whole scheme
  - further approval of the required Conservation Area and Listed Building applications
- 2.6 A public inquiry into the TWA Order is anticipated, and as part of that, the Inspector will want to hear from the Local Planning Authority as to whether it is content to confirm its support to the scheme. It is important therefore that Plans Panel members are fully aware of the scheme and its implications and that the views of the Panel are fed into the decision making process of the Council in proceeding with the TWAO.

The TWAO package will additionally contain:

- a full Environmental Statement including Sustainability Appraisal
- Planning Statement
- Indicative Urban Realm drawings at 1:1000 scale
- Listed Building and Conservation area consent applications
- The Design statement section with the character areas.

2.7 The application will result in local advertisements and notices and a 42 day period for members of the public and other interested parties to inspect the application and make representations to the Secretary of State, with the probability that these will then be referred to a public local inquiry. All documents will be made available to view at Leeds City Council / Metro offices with a version accessible on-line.

2.8 As the Council is a promoter for NGT TWAO, two resolutions are required from Full Council; one before the TWAO application submission, resolving to apply for an Order. The second follows the formal submission of the TWAO application, confirming the decision to apply for the Order as set out in the application documents.

### **3.0 Planning Statement**

3.1 Additionally, to support this process, the applicant is also currently preparing a planning statement that will summarise how it is intended to address planning matters and issues related to the TWAO.

This will provide details of:

- the applications to be submitted
- the documents accompanying the application
- a description of the scheme
- the development for which planning (and related heritage applications) will be sought
- the material planning considerations to be addressed
- the pre-application consultation process that has been followed in relation to planning related matters
- the submission arrangements for the planning related applications
- design statement
- transport assessment

### **3.2 Environmental Impact Assessment**

3.3 An Environmental Impact Assessment (EIA) scoping report was submitted to the Department of Transport (3<sup>rd</sup> April 2013) requesting a scoping opinion (under rule 8 of the Transport and Works (Applications and Objections procedure) (England and Wales) Rules 2006. This letter submitted the EIA Scoping report produced by Mott MacDonald Limited on behalf of the clients Leeds City Council and West Yorkshire Passenger Transport Executive. The report describes the proposed scope and methodology of the Environmental Impact Assessment, which will be reported in the Environmental Statement (ES) to accompany an application for a Transport and Works Act (TWA) Order to authorise the Leeds New Generation Transport scheme. In formatting the scoping opinion the Department of Transport consulted the

following organisations Leeds City Council, Environment Agency, Natural England and English Heritage.

- 3.4 The Department of Transport responded to the request for a scoping opinion in a letter of the 16<sup>th</sup> May 2013. Stating that “*The Secretary of State considers that the environmental issues identified in the Report are properly ones that should be addressed in the ES which is to accompany the proposed TWA Order application*”. The Letter also stated a number of detailed items that the different chapters of the ES should cover.
- 3.5 The EIA needs to include an outline of the main alternatives studied by the applicant and an indication of the main reason for the preferred choice taking into account environmental effects. For TWA Orders, this requirement is set out in rule 11 (1)(d) of the TWA (Applications and Objections Procedure)(England and Wales) Rules 2006. The ES does not need a full assessment of alternatives, but it does need to set out the main alternatives in outline. The ES Chapters cover the following subjects, Transport, Air, Carbon, Noise, Ecology, Landscape and Visual Amenity, Aboricultural, Urban Design, Historic Environment, Socio-Economic, Community, Open Space, Land Use, Geology and Soils, Water Resources, Flood Risk, Drainage. The full Environmental Statement will be available to view by the public when the TWAO submission is made in September.
- 3.6 **Applications to be submitted**
- 3.7 It is intended to submit the following planning related applications at the same time as applying for the Leeds TWA Order:
- (i) a request for deemed planning permission under section 90(2A) of the Town Country Planning Act 1990
  - (ii) Forty five Listed building consents for building fixings, seven listed building applications for buildings and walls and one listed building application for the moving of a listed horse trough. Fifty three listed building applications in total.
  - (iii) Twelve applications for Conservation Area Consent (CAC) for works affecting buildings in the designated Conservation Areas crossed by the proposed route of the NGT
- 3.8 **Request for Deemed Planning Permission**
- 3.9 The applicants have opted to apply for deemed planning permission at the same time as applying for a TWA Order. As a result the Secretary of State will decide whether to issue a planning direction when determining whether or not to make the Order. As a matter of policy, the Secretary of State will not make an Order without issuing a planning direction where one has been sought, as consideration of the planning merits will be a part of the consideration of whether to authorise the scheme.
- 3.10 **Planning Direction Plans**
- 3.11 A full set of 1:1250 drawings to support the request for deemed planned consent would be submitted with the application. These will indicate the route of the proposed trolley bus system, “the limits of deviation” (the extent of the works to be carried out), the stop positions, the locations of substations, site compounds, the depot and the park and ride provision.
- 3.12 **Applications for Listed Building Consent**

- 3.13 Where the proposed works included in the NGT TWA Order would affect a Listed Building it will be necessary to submit an application for LBC to the LPA in the normal way. However under the provisions of Section 15 of the TWA these applications will likely be immediately called in by the Secretary of State for Communities and Local Government such that they will be assimilated with the TWA application process and determined by the Secretary to State.
- 3.14 A total of sixty five Listed Buildings applications will be submitted to the Local Planning Authority on this basis. The majority of these Listed Building Consent (LBC) applications relate to properties on the City Centre alignment, mainly for the installation of building fixings to support the Overhead Line Equipment (OHLE).
- 3.15 The land take associated with carriageway widening will result in the repositioning of one Grade II listed horse trough, and the partial dismantling and setting back as well as rebuilding of seven Grade II listed boundary walls together with the loss of trees, hedges and shrubs alongside the boundary walls.
- 3.16 **Applications for Conservation Area Consent (CAC)**
- 3.17 Where the proposed works included in the NGT TWAO affect buildings in the Conservation Area through which the proposed route passes it will be necessary to submit a Conservation Area Consent for these works in the normal way (i.e. to the Local Planning Authority). However, as is the case for the associated LBC applications they will also likely be immediately subject to call in by the Secretary of State for Communities and Local Government and assimilated with the TWA Order application process.
- 3.18 Land take as a result of both carriageway widening and the off-line corridor will result in the full demolition of the following unlisted buildings (6 Wood Lane, Leeds Girls High School Lodge House, 2 Victoria Road, 27-29 Headingley Lane including the former petrol filling station, 11 to 25 Headingley Lane – single row of eight small retail units and garages to the rear and 14 & 15 Eldon Terrace – opposite University of Leeds) and partial demolition of four buildings (40 Otley Road, 35a Headingley Lane, unnamed outbuilding at Headingley Business Park, LGHS stable building, and the demolition or dismantling and replacement of a number of boundary walls within Headingley Conservation Area and West Park Conservation Area. In some instances, land-take will also result in the loss of trees, hedges and shrubs alongside the boundary walls and their replacement. Two of the buildings are known to be residential use, a number were previously acquired by Supertram and the majority is on short term leases in preparation for the scheme implementation. The details are currently being confirmed through the finalization of the design freeze 7 drawings.
- 3.19 A total of sixty five Listed Building consents, for walls (7) other works (1) and building fixings (45), and twelve applications for Conservation Area Consents for demolition of buildings and walls, and their replacement in appropriate cases, will be submitted to the LPA. As a result of revisions within the DF7 drawings this may change and will need reviewing. Each of these applications is accompanied by a Heritage Statement to provide supplementary information in support of the application.
- 3.20 Land take associated with carriageway widening will result in the repositioning of one Grade 2 listed horse trough (on Otley Road) and the partial strengthening works and the partial dismantling and set-back of listed boundary walls together with the loss of trees, hedges and shrubs alongside the boundary walls within the Headingley Conservation Area and West Park Conservation Area. In the vast majority of cases,

the affected walls or gate piers are either specifically included in the listing description of the principal building or are considered to form part of its curtilage.

### **3.21 Matters to be reserved for Subsequent Approval**

3.22 It is proposed that the layout, scale, appearance, access and landscaping of the trolley vehicle system should be reserved for subsequent approval by the Local Planning Authority to the extent and in the manner set out in conditions to the direction.

### **3.23 Proposed draft Planning Conditions**

3.24 An initial suite of proposed draft planning conditions is appended to this report for Members information and comment (appendix 1)

### **3.25 Proposed draft Design Statement**

3.26 This sets out the design principles for the scheme, section one is the design objectives and principles and section two is the Design Components. There is a section three which sets out the design context and proposals. This will help shape the townscape and landscape assessment of the Environmental Statement. This is attached at (appendix 2).

## **4.0 NGT Route**

4.1 The illustrative attached plan (Appendix 3) shows the proposed trolleybus routes being developed which includes a North Leeds, City Centre and South line route. When the trolleybus system is completed it will run from Holt Park in the north to Stourton in the south, linking with two Park-and-Ride sites. The trolleybus will operate in exclusive designated road lanes along more than 40 per cent of its 8.7 mile length. The current NGT proposals largely follow an alignment similar to that of the Supertram scheme between the City Centre and a park and ride site at Bodington apart from the sections up to Holt Park and across Monument (Woodhouse) Moor. A full site description is documented later in this report.

4.2 As part of the presentation to Plans Panel Officers will describe the route and the focus on key issues, which have arisen from consultation sessions as well as latest proposals.

4.3 Drawings of key sections and sensitive locations will also be shown to Members during the course of the presentation and will cover the following sections of the proposed route: -

1. Bodington and Otley Old Road - Otley Road/Otley Old Road junction to Holt Park
2. Lawnswood and West Park - Ancaster Road to Otley Road/Otley Old Road junction, including Lawnswood Roundabout
3. Otley Road - Shaw Lane to Ancaster Road
4. Headingley - Hyde Park Corner junction to Shaw Lane including Headingley Hill and section behind the Arndale Centre
5. Woodhouse Moor – Clarendon Road to Hyde Park Corner junction
6. Universities area – Beyond top of Cookridge St to Clarendon Road
7. City Centre – Clarence Dock inclusive to top of Cookridge Street
8. Southern Section – Stourton to Clarence Dock

- 4.4 The drawings relating to these sections have been made available from the 12<sup>th</sup> June on the NGT Web site and all groups and other interested parties have been notified of such. The suite of plans can be accessed by following the link <http://www.ngtmetro.com/documents/NGT+Draft+Plans.htm>

## **5.0 ROLE OF THE LOCAL PLANNING AUTHORITY**

- 5.1 The role of the Local Planning Authority, at this stage in the process, is as a statutory consultee and not as a decision making body as the legislative framework is set out above in the form of the TWAO. The planning consent application submitted within the TWAO will be similar to an outline planning application and it will be determined by the Secretary of State. Draft planning conditions will be submitted with the application and these will be supplemented by the Secretary of State where appropriate. These conditions will reserve much of the detail for subsequent approval and discharge by the Local Planning Authority. The draft design statement is also attached for information and consideration.
- 5.2 City Plans Panel Members will therefore be invited to comment on planning related issues only, for example, the impact the route may have upon the character of a particular area, tree loss or the details of the proposed draft conditions / draft design statement. Other matters, for example, the choice of route / technology (trolley bus & OHLE) / value for money / funding, are not relevant at this juncture but could be considered at the potential public inquiry into the TWA Order application
- 5.3 To the same extent, representations generated by interested groups and individuals through the publicity of this Plans Panel meeting and from NGT consultation processes, are restricted to considering the planning merits of the scheme insofar as they relate to NPPF, regional and local transport, environmental and general planning policies which apply to NGT. Similarly, the extent and impact of the proposals have upon heritage assets including listed buildings and conservation areas. Members will note from the programme details set out below that the consultation process for the scheme will formally commence the day after this Plans Panel meeting, although certain key drawings of sensitive locations have been made available by NGT. To this end a final set of detailed drawings will be presented to Panel Members at a future City Plans Panel meeting for final consideration.

## **6.0 Programme**

- 25th June City Plans Panel – update
- 26th June - public consultation exercise until the 20<sup>th</sup> July 2013
- Full Council approval to promote the TWA Order 1st July 2013
- TWAO submission September 2013
- October City Plans Panel Meeting
- Full Council to consider confirmation to promote the TWA Order November 2013
- TWAO Public Inquiry early 2014
- Secretary of State decision on TWAO
- Conditional Approval sought by Spring 2015
- Full Approval sought by Autumn 2016
- Start of substantive construction by 2017
- Start of Operation 2020



## 7.0 Site Description

- 7.1 The proposed north route (see Appendix 3) leaves the City Square and runs up Park Row towards Cookridge Street. It then travels through Millennium Square with a stop on Cookridge Street and onto Woodhouse Lane. The route then follows the A660 all the way to Bodington with a NGT bypass around Headingley Centre. The extension to Holt Park will then turn off Otley Road opposite the Bodington P&R and run up Otley Old Road before turning onto Holtdale Approach towards the District Centre. It then turns onto Holt Crescent with a terminus between the health centre and High Field Surgery adjacent to the car park.
- 7.2 The South route leaves City Square via Boar Lane and turns onto Lower Briggate crossing the river at Leeds Bridge before passing through a redesigned junction with Hunslet Road and Meadow Lane. It then turns left onto Bowman Lane and along the northern side of the Brewery site, where some land-take of the existing car park would be required. The line then passes Clarence Dock on Chadwick Street before cutting a new NGT only route through vacant industrial land and car park areas to South Accommodation Road. The route then takes advantage of a segregated section carriageway to the east of Hunslet Road (originally reserved for the Tram), and then on under the new Inner Ring Road viaduct. Just after the viaduct the line would cross Hunslet Road to the west side. This offline section on Hunslet Road will run in existing highway grass verges and redundant highway carriageway.
- 7.3 At a point in front of St Joseph's Primary School the line diverts through a landscaped area and part of the school car park, onto Whitfield Way and Whitfield Square before running through the District Centre in front of the library. This area, while still adopted Highway, is pedestrianised and the opening up for NGT only is recognised as a sensitive issue. NGT vehicles would be limited to a low maximum speed (15kph) through such 'shared space' areas.
- 7.4 The original preferred option alignment continued from the District Centre onto Church Street, and then heading south again onto Balm Road before turning onto an alignment adjacent to the railway and partly running on the sidings to gain access to the designated Park and Ride site at Stourton just south of the motorway junction. Part of this route is however required for the HS2, which will require part of the same railway corridor. Therefore an alternative route to the park and ride site continuing on Balm Road to Belle Isle Road and then at Belle Isle Circus turning onto Winrose Grove is now proposed. This does also bring with it additional advantages including improving visibility of NGT, greater population within walking distance of NGT stops and investment to a regeneration area.
- 7.5 The proposed park and ride at Stourton is a surface car park, although decking may be considered at a future date if demand requires further extensions. The NGT depot will be located on the site. This must be designed in the context of a very open and visible 'green' site. The P&R would require significant internal and boundary landscaping treatment and pedestrian / cycle links to the Middleton Ring Road.
- 7.6 Another main change to the scheme since the pause is that the previous proposals of a central loop around the City Centre and the East Line out to St James have been withdrawn from the first phase of the scheme. This was as a result of the Department of Transport being unable to allocate funding for those elements of the scheme at this stage. However it is considered that the above line is a first phase and there will be scope for future extensions to St James Hospital and further extensions to East Leeds and Aire Valley areas as well as west Leeds, which is being examined through the *new 'West Yorkshire Transport fund'*.

## **8.0 Policy Context:**

8.1 Section 38 (6) of the Planning and Compulsory Purchase Act 2004 requires that applications should be determined in accordance with the development plan unless material considerations indicate otherwise.

8.2 The Development Plan for the area consists of the adopted Unitary Development Plan Review (UDPR), along with relevant supplementary planning guidance and documents.

### 8.3 RUDP policies include:

GP5 refers to development proposals should seek to avoid loss of amenity.

N12 refers to priorities for urban design to be respected.

N13 refers to the design of all new buildings should be of high quality and regard to character/appearance of surroundings.

N18-N22 Conservation

T2 refers to development that should be adequately served by existing or proposed highways, capable of being served by public transport and have provision for safe and secure cycle use and parking.

T5 refers to safe and secure access for pedestrians and cyclists to new development.

T6 refers to satisfactory access to new development for disabled people and people with mobility problems.

T7A refers to secure cycle parking required in new developments.

T12 refers to new forms of public transport.

T13 refers to Supertram and protected routes.

T24 refers to car parking provision guidelines.

8.4 The Submission Draft Core Strategy sets out strategic level policies and vision to guide the delivery of development investment decisions and the overall future of the district. On 26<sup>th</sup> April 2013 the Council submitted the Publication Draft Core Strategy to the Secretary of State for examination and an Inspector has been appointed. It is expected that the examination will commence in September 2013.

8.5 As the Council has submitted the Publication Draft Core Strategy for independent examination some weight can now be attached to the document and its contents recognising that the weight to be attached may be limited by outstanding representations which have been made which will be considered at the future examination.

### 8.6 Emerging Core Strategy Policies

SP3: Role of City Centre (v) improving public transport links between the city centre and the rest of the district, (viii) improving connections between the city centre and adjoining neighbourhoods

SP4: Regeneration Priority Areas (includes Aire valley and South Leeds)

SP5: Aire Valley Leeds Urban Eco-settlement (the NGT extension to Aire is one of the schemes listed within the £1billion West Yorkshire Transport Fund, but obviously needs the phase 1 scheme first)

SP8: Economic development Opportunities (iv) improving accessibility to employment opportunities by PT, particularly in the city centre and Aire valley

Map 9 Key Elements of Leeds Transport Strategy which clearly sets out the NGT route from north to south

SP11: Transport Infrastructure investment principles (i) Public transport improvements (including future NGT extension to St James Hospital) and investment in a rapid transit system to increase radial route capacity to the city and town centres and to improve reliability together with the provision of Park and Ride facilities. (ix) transport improvements to connect to and from the Aire Valley Leeds development area

Key Diagram - This sets out the NGT route and illustrates future extensions

CC3 Improving connectivity between the City centre and neighbouring communities

Map 11 Emerging City Centre transport Strategy – NGT route clearly shown

## 8.7 Local Transport Plan 3

8.8 The West Yorkshire Transport Plan for 2011 to 2026 (WYLTP3) sets out the strategy for the delivery of the local transport system for the period up to 2026. Within the context of the WYLTP3, the Leeds City Region Transport Strategy and the Vision for Leeds there is the need to secure the promotion and delivery of a fully integrated transport system for Leeds, which includes a high quality public transport system. The 'Enhancements' programme of the WYLTP3 includes strategic and public transport schemes across West Yorkshire including the further development of major schemes (Leeds New Generation Transport System, a new entrance to Leeds Rail Station and new stations at Low Moor and Apperley Bridge

8.9 NGT helps with the LTP3 key 'Delivering Accessibility' objective to improve access to jobs, education and other key services

## 8.10 West Yorkshire Plus Transport Fund

8.11 The City Deal with Government was confirmed in July 2012. As well as changes to governance arrangements (establishing a Combined Authority) and rail devolution, this also includes an intention to establish a £1billion fund to invest in transport over the next decade. In March of this year the Integrated Transport Authority published the list of schemes that would be funded by this fund. High on the list was the expansion of the initial NGT network to provide a core rapid transit network for West Yorkshire. This could include further modern trolleybus schemes or tram-trains

## 8.12 East Leeds Transport strategy

The emerging transport strategy for East Leeds identifies future NGT links to St James's hospital and beyond linking to a Park and Ride site at Grimes Dyke in the proposed East Leeds extension area

## 8.13 Aire Valley Area Action Plan

- 8.14 The draft AVAAP will include the NGT route and out several options for a rapid transit system to connect a new Park and Ride off the East Leeds Link Road, the Aire Valley and the City Centre. This would be an extension to phase 1 of NGT and is one of the schemes identified in the West Yorkshire Plus Transport Fund proposals which is consistent with the proposals for an eco-town settlement.
- 8.15 South Bank Planning Framework
- 8.16 Adopted October 2011. This includes proposals for a new city park as well as mixed uses for office and residential development integrated with the NGT route and stops.
- 8.17 Headingley and Hyde Park Neighbourhood Design Statement
- 8.18 Adopted September 2010. This document recognises the A660 as a key issue and the importance of improving public transport. The NGT proposal together with the Bodington park and ride and link to Holt Park are documented.
- 8.19 Far Headingley, Weetwood and West Park Neighbourhood Design Statement
- 8.20 Adopted March 2005 and currently under review. The adopted design and planning guidance recognises that the A660 is heavily used and is a scheduled Super Tram route.
- 8.21 National Planning Guidance
- 8.22 The National Planning Policy Framework (NPPF) came into force on 27<sup>th</sup> March 2012. The NPPF states that unless material considerations indicate otherwise development proposals which accord with the Development Plan should be approved. The NPPF identifies a presumption is favour of sustainable development and good design.
- 8.23 In particular NPPF paragraphs 6, 7 and 8: planning policies with a transport aspect, like other planning policies, should contribute to sustainable development and make simultaneous economic, social and environmental gains. NPPF paragraph 29: 'Transport policies have an important role to play in facilitating sustainable development but also in contributing to wider sustainability and health objectives.'
- 8.24 **Policies to reduce carbon and pollution emissions and support the transition to a low carbon future**  
Based on:  
NPPF sustainable development paragraph 7, Core Planning Principle paragraph 17: 'support the transition to a low carbon future in a changing climate' and paragraphs 30, 94, 95 & 156.
- 8.25 **Policies to reduce the need to travel**  
Based on:  
NPPF paragraph 34: 'Plans and decisions should ensure developments that generate significant movement are located where the need to travel will be minimised and the use of sustainable transport modes can be maximised.' and paragraphs 37, 38, 58 & 70.
- 8.26 **Policies to promote sustainable transport and alternatives to the car and provide transport choice**  
Based on:

NPPF core planning principle paragraph 17: 'actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling' and paragraphs 29, 30, 32 & 35.

## **9.0 Public Consultation**

- 9.1 A significant amount of consultation and engagement has already occurred throughout the development of the NGT proposals to date. This has included consultation prior to the pause in scheme development during the Government review of major transport schemes from 2010 to 2012 and following the full remobilisation of the project when Programme Entry Approval was reinstated in July 2012. Further public consultation events will also be run by NGT prior to the submission of the TWAO.
- 9.2 The initial period of public consultation involved a series of public exhibitions held jointly with the 'Transport for Leeds' project in Leeds City Centre in November 2008. The responses to this consultation showed that over 95% of people who completed a questionnaire felt that public transport in Leeds could be improved.
- 9.3 In summer 2009 a further 12 week public consultation took place, involving a series of public exhibitions held over 18 days at 6 different locations along the route. Information packs about the scheme were also handed out to around 20,000 people and information was available on the NGT website and in libraries along the route.
- 9.4 Over 2,500 questionnaires were completed as part of this consultation process and the responses can be summarised as follows:
- 77% of respondents supported NGT (44% strongly support, 33% support);
  - 12% of respondents opposed NGT (6% strongly oppose, 6% oppose);
  - 76% of respondents supported the use of trolleybuses (43% strongly support, 33% support); and
  - 12% of respondents opposed the use of trolleybuses NGT (6% strongly oppose, 6% oppose).
  - Almost three-quarters of those who filled in a questionnaire supported the idea for a park and ride site at the end of the North and South routes;
  - The most important things that people wanted to see in a new public transport system were: more reliable services, cheaper fares and faster services; and
  - Almost two-thirds of respondents wanted more environmentally friendly vehicles.
- 9.5 In addition to formal public consultation activities, a significant amount of engagement with local members also took place in the initial phases of the scheme's development, including individual member briefings, presentations to Area Committees and attendance at Community Forums. Meetings and presentations also took place with a wide range of individuals, businesses and stakeholder groups.
- 9.6 In June 2010 the NGT project was put on hold while the Government reconsidered the case for the scheme as part of the wider Comprehensive Spending Review. During this period the Project Team was effectively dis-banded and the Government advised the Promoters to minimise engagement activities, to ensure that expectations were not raised while there was uncertainty about the future of the scheme.
- 9.7 Following the reinstatement of Programme Entry Approval in July 2012, a significant amount of public consultation and wider stakeholder engagement has taken place. A summary of the feedback and resultant design changes is shown within (Appendix 4). This has included the following activities:

- Distribution of an NGT update leaflet to all properties within 600 metres of the NGT route (approximately 45,000 properties)
- 11 public drop-in sessions held at venues along the route.
- Student drop-in sessions held at both Universities
- Over 360 individual responses sent to people who have submitted questions and provided feedback
- Updates to LCC Area Committees along the routes in addition to ward member briefings
- Direct correspondence with all landowners who are directly affected by the proposals (one-to-one meetings are in the process of taking place).
- Briefings for businesses in the West Park area and with the 'Headon' organisation representing businesses in Headingley.
- General briefings with various stakeholder/interest groups (including access/equality groups)
- TV and radio coverage to publicise events and raise awareness.
- Improvements to the NGT website which now includes detailed responses to over 70 Frequently Asked Questions
- Numerous meetings held with community groups.

9.8 Following the recent decision to pursue an alternative alignment in south Leeds (following the HS2 provisional route announcement), further targeted consultation activities have also taken place in the Belle Isle area as follows:

- Distribution of an NGT update leaflet to all properties within 600 metres of the proposed route through Belle Isle (approximately 5,000 properties)
- 2 public drop-in sessions held in the area
- Meetings with ward members and local community groups

9.9 In addition to those events which have already taken place, a number of other stakeholder engagement activities are also planned in the near future. These include:

- Release of the DF7 engineering plans onto the NGT website;
- 8 public drop-in sessions to be held along the route for people to view the DF7 engineering plans and discuss these with the Project Team;
- City centre promotional events planned for 16<sup>th</sup> and 20<sup>th</sup> July 2013;
- Launch of a new and improved project website planned for Summer 2013; and
- Continued one to one meetings with directly affected landowners along the route.

9.10 Further feedback on the draft proposals has been provided through the consultation and engagement activities that have taken place to date. This feedback has been considered during the design process and there are a number of examples where changes to the design have been made in response to the issues raised. A summary of how the consultation process has helped to inform the design of the scheme can be found at Appendix 4.

9.11 As the project moves towards the submission of a Transport and Works Act Order application, the Project Team are seeking to ensure that those who continue to have concerns about the scheme are aware of the formal process for registering an objection and that further public consultation will take place before the scheme is finalized and the TWAO is submitted.

## **10.0 Consideration of planning issues**

### **10.1 Cycling**

- 10.2 The provision of dedicated and safe sections of cycling lanes throughout the proposed NGT network has been a key component of its design. Additionally significant lengths of NGT and NGT / bus lanes which can also be used by cyclists provide the potential for NGT overall to be a major plus for cyclists. In order to realise this potential the design must be considered in detail from a cyclist's perspective. This is the process that has been on-going with the revised plans making a major step forward in terms of cycle facilities. The details of how cyclists will make individual turns at junctions, or access NGT lanes, or take the obvious desire line have been considered and debated with LCC Officers and Cyclists groups. The design work on Headingley Hill and additional widening is predominantly to accommodate dedicated cycle lanes. Work in other sensitive locations to widen the carriageway, e.g. at West Park is also aimed at achieving minimum 4.2m bus / NGT lanes which can safely accommodate cyclists.
- 10.3 The revised plans have been thoroughly reviewed from a cycling perspective and while this process is on-going with further meetings to be held with Officers and cycling groups, it is considered that the scheme will be of benefit to cyclists providing safe and convenient routes.
- 10.4 **Taxis**
- 10.5 Within the city centre NGT will have an impact on some existing taxi bays – Lower Briggate is one notable example (at this point a reduced stand will be maintained with the remaining capacity to Meadow Lane). This should be for a temporary period as proposals contained in the South Bank Planning Framework propose that Meadow Lane will be reduced in capacity with some of the existing parking areas used to form part of the new park. Given the demand for taxi stands, the NGT team is in discussion with colleagues in LCC and the Leeds Taxi Federation to resolve these issues on a site by site basis. It is recognised that there is a need to look at taxi facilities across the whole city centre, and particularly in relation to any redevelopment / improvements to the Aire Street station drop-off / pick-up, but these city wide issues cannot be resolved by NGT in isolation.
- 10.6 **Substations**
- 10.7 Substations are required at regular intervals on the NGT route to provide power to the overhead wires to drive the vehicles. Appropriate spacing is important to maintain levels of current and minimise inefficiencies in the system. The revised plans clearly show the location of the proposed substations with 10 in total (two of which will be at the Park & Ride sites).
- 10.8 The details of the substations will be controlled by condition but all will be individually designed to best fit with their surroundings, making use of high quality material for walls and roofs. The approximate dimensions of each substation will be 4m x 6m footprint with a height of 4m. At each location adequate space around the substation has been included within the limits to allow for landscaping and access.
- 10.9 **Tree Loss**
- 10.10 The NGT scheme has been designed to minimise tree loss, but regrettably a significant number of trees will be lost in some locations, particularly on the northern route (mainly behind the Arndale Centre and at Lawnswood). The latest scheme design changes have sought to retain as many trees as possible; this is reflected in the revised plans where further trees are being retained at West Park, Lawnswood, Holt Park, Headingley, and Monument Moor, compared to previous plans. Where

trees are lost however these will be replaced at a ratio of 3:1. The final landscape plans are in the process of being produced which will show the location and number of trees being removed and the number and location of new trees planting. There will be an assessment of the impact of the tree loss in the townscape and landscape chapters of the Environmental Statement along with a technical appendix on trees which will assess the condition of the trees and where they are to be removed from. The principle of the tree strategy will be incorporated into the design statement, the draft of which is attached to this report which is being updated at the moment. The main principles of that policy are

- An aspiration for a 3 for 1 replacement policy: where three trees are planted for each one mature tree removed, however this will be dependent on finding enough suitable planting opportunities along the route.
- In locations where there is a requirement to remove trees of particularly high value then these will be replaced with a “super replacement specimen” mature tree; and
- An ‘area match’ replacement approach for groups of trees, woodland or areas of scrub where the same area is planted to that which is removed.

#### 10.11 **Street Clutter (including Overhead Line Equipment)**

10.12 The attached Design Statement clearly sets out a process of minimising street clutter – both existing and new furniture associated with NGT. This will be undertaken by a variety of methods including

- Combining street lighting and OHLE columns – this is technically feasible and it is the intention to combine the columns where feasible, subject to procurement and contractual matters and scheme costings
- Building fixings where achievable (across the whole route)
- Simple and elegant stop design
- Review of existing and new street furniture such signing, guardrailing, signal heads, road lining
- Use of materials and design sympathetic to locality, particularly within Conservation Areas

10.13 The form of power system for the NGT vehicles will be via overhead wires supported by new columns approximately 30m apart and where achievable by way of building fixings. The current assumption is that the whole route will have overhead wires (supported mostly by combined lighting / OHLE columns or building fixings), this may be reviewed as detailed design progresses and vehicle choice is confirmed. All vehicles will have a secondary power source (likely to be some form of battery / alternator), but the range of such power sources is at this stage undetermined.

#### 10.14 **Route Sections**

10.15 As a result of on-going technical assessment and consultation with residents and other stakeholders, including Ward Members, the NGT design has continued to take account of the issues raised. This is reflected in the latest plans (available on the NGT website from 11<sup>th</sup> June), which include significant changes to the previous plans (October 2010) which were seen by many throughout the consultation process. The changes are numerous and range from the minor to the very significant. They involve



measures to respond to concerns raised during the consultation process and to improve NGT operation and efficiency (and therefore the business case).

10.16 The section below breaks the NGT route into eight lengths running from north to south. It outlines the key changes and improvements to the design from previous plans, clearly identifying the preferred option, as well as any other options considered. This is not intended to be a comprehensive list of changes or site specific issues, but covers those key parts of the route where the concerns have been raised during the consultation process.

#### **10.17 Holt Park to Bodington via Otley Old Rd**

10.18 The northern terminus of NGT is at the Holt Park District Centre, this is also the subject of an informal planning statement, which is currently under preparation to deal with the holistic regeneration of this whole area. Previously the scheme proposals were for NGT to 'circle' the main car park on Holt Crescent with stops in front of the main entrance to Asda and the shopping parade. A separate NGT stop was also to be provided on Holt Dale Approach opposite the new Well Being Centre. The preferred option now is to operate a much smaller loop with an NGT stop to be located within a new 'plaza' area adjacent to the Highfield Surgery. This negates the need for an additional stop outside the Well Being Centre, significantly reduces the amount of OHLE in the vicinity, reduces NGT route length and journey times and reduces the number of trees to be lost – all concerns raised by local Members and residents. Existing bus stops are left as is, with maximum flexibility allowed for future redevelopment proposals to complement the draft Holt Park regeneration / planning brief. There is also the benefit of a new quality public open space adjacent to the new stop. Discussions have been held with the surgery and nursery directly adjacent to the new alignment. The emerging Holt Park proposals will reflect this.

10.19 The route to the Bodington Park and Ride facility is via Holt Dale Approach and Otley Old Road. The P&R would be within an area currently occupied by University of Leeds playing fields and designated for P&R purposes within the adopted 2006 UDP Review. Access would be via a new signalised junction to Otley Road. The details of the access and internal layout design have been refined and improved since the previous plans but follow a similar principle with approximately 900 surfaced spaces to be provided within a well landscaped and secure environment. The site boundaries would be heavily landscaped to a depth of at least 20m with existing boundary landscaping to be mostly retained.

10.20 The proposed park and ride affects six existing grass sports pitches (mixture of uses) and two cricket squares. Consultation has been on-going with the University, Sports England and various national governing bodies. The preference for all these parties and NGT is to retain all the replacement facilities in the vicinity of the Bodington site. A previous option was to relocate these facilities at Clonmore Farm, King Lane, Alwoodley, which is currently the subject of an undetermined application (06/06976/FU), but the relocation of the playing fields to this site is less sustainable and less easy for the University to manage particularly as student accommodation is now to be consolidated around the main campus in the city centre. This latest revision keeps all the University facilities together in a location that is convenient and accessible to students and other users. The proposed replacement strategy, which has general agreement from the parties listed above, involves improvements to Lawnswood, Bodington and Weetwood sites and it will be appropriate to explore improved community access.

- 10.21 The proposals would improve the quality of existing, under-utilised and poor quality pitches by way of improved drainage, floodlighting artificial surfaces, improved access arrangements, new changing rooms and car parking and reconfiguration of pitches. The end results are a group of facilities across three closely related sites with good road and public transport links that allows the University to fulfill fixtures list and expand intra mural leagues. Spare capacity may also generate the potential to allow for community use of these facilities which would be considered as part of the public inquiry.
- 10.22 Discussions have been on-going with the University regarding community use of these new facilities. This is considered to be fully justified given the betterment of the University facilities being funded by the NGT scheme. The details of the agreement will be the subject of further consultation with Members.
- 10.23 The first substation on the route is located on Otley Old Road within the fenced grounds of Tinshill Tower. A further substation will be positioned off a service road on Otley Old Road opposite Laith Gardens in an area of N1 Green Space – the area is within a natural clearing within a treed area. This will require a slight footpath diversion and appropriate mitigation for the loss of Green Space. The third substation is to be located at the Bodington Park and Ride site. This will be built into the main ‘concourse’ stop area.
- 10.24 **Lawnswood and West Park - Otley Road/Otley Old Rd junction to Ancaster Rd, including Lawnswood Roundabout**
- 10.25 The issue of loss of trees on the A660 approaches to Lawnswood roundabout has raised significant concerns from Local Members and residents. These mature trees are significant in their visual appearance. As part of the NGT scheme Lawnswood roundabout has to be signalised to order to achieve some level of priority and journey time reliability for NGT. The current roundabout causes all users delay in peak periods and is a significant contributor to journey time variability (for both buses and motorists) on the A660 corridor and Ring Road. The roundabout is also a significant obstacle to pedestrian and cycle movements, both of which would be greatly improved by formal controlled crossings associated with signalisation. As a result of concerns regarding the impact of this, alternative options have been looked that maintain some level of NGT segregation and priority, and are workable in terms of general highway capacity. These are revised NGT central running option to reintroduce a central reservation north of the roundabout and reduced number of general traffic lanes or kerbside NGT running
- 10.26 The preferred option is the revised NGT central running option outlined above due to:
- Part replacement central reserve for new tree planting north of the roundabout (specimens would be of good size and maturity)
  - Existing walls and trees on verges / behind walls retained
  - Clear NGT priority / branding – segregated from other traffic
  - Future proofed with spare capacity for traffic growth
  - 9 lanes reduced to 7 with grass track running
  - Better reliability for NGT

- 10.27 It should be noted that the kerb side running option, while providing for a greater mitigation potential, would see the loss of the same trees as the central running options due to the need to increase the number of lanes on the approach to the roundabout. In combination with the other disadvantages this is not an attractive or workable proposal.
- 10.28 The impact of NGT at the West Park 'roundabout' has been raised concern by residents, local businesses and Members. The scheme previously proposed to remove the roundabout and replace with a signalised junction restricting access to Kepstorn Road to one way in only. This impacted on the forecourt frontage to the shops, including the loss of two valuable trees, introduced various street furniture and signals, restricted access out of the adjacent residential area with the loss of U-turn / right turn facilities at the roundabout and introduced convoluted pedestrian crossing facilities. The revised plans effectively retain the junction in its current roundabout form. The junction is not signalised although new controlled pedestrian crossing points are provided on Spen Road and to the north of the junction linking to enlarged islands. Full access to and from Kepstorn Road and Spen Road is maintained, with the roundabout allowing right turns from these roads and U-turns on the A660. The kerb line across the shop forecourt is left in its current position and the NGT stop moved slightly to the south to enable the retention of the two trees.
- 10.29 Otley Road - Ancaster Rd to Shaw Lane**
- 10.30 This section consists mainly of some localised widening within the existing highway boundary into verges and the closing of the bottom of Weetwood Lane with traffic diverted via new signals at St Chad's Drive. Since the previous plans the following key changes have been made:
- Retention of two valuable trees in verge at junction of St Anne's Road and Otley Road
  - Signalisation of the busy Churchwood Avenue / Glen Road / Otley Road crossroads
- 10.31 A fourth substation is proposed off Churchwood Avenue on open space and land owned by Yorkshire Water. This would be positioned some 18m from the nearest residential property. The substation would sit between an existing substation and large garage building and be constructed of quality natural stone and slate roof tiles to complement adjacent structures.
- 10.32 Headingley - Shaw Lane to Hyde Park Corner including Headingley Hill and section behind the Arndale Centre**
- 10.33 This narrow section of the A660 causes significant delay and journey time variability to buses. The NGT strategy for this length is to create extra capacity at Hyde Park Corner, an outbound NGT / bus lane along Headingley Hill and a new bypass of Headingley centre.
- 10.34 The new Headingley centre bypass would run from Alma Road to Headingley Hill (between Richmond Road and Richmond Hill). The route would be NGT only with a grasstracked carriageway. To the side of this would be a footway and separate two-way cycle track.
- 10.35 The previous plans showed widening to the southern side of Headingley Lane along the full length of the section between the bypass and Hyde Park Corner; however this was constrained by buildings at several key pinch points restricting what could be

done in terms of cycle and pedestrian facilities. To provide dedicated cycling lanes, this section has been reviewed again with various options considered to enable the right balance between all user needs and the amenity / landscape value of the conservation area. On Headingley Hill the revised plans show

- Sharing of the new NGT lane with all buses
- Further widening to the southern side of Headingley Lane (compared to previous NGT plans). This allows a consistent outbound NGT / bus / dedicated cycle lane of 4.2m (enough width for buses and trolleybuses to safely pass cyclists), and a continuous inbound dedicated cycle lane of 1.5m between the bypass and Victoria Road (as per existing). The southern footway is also widened to a consistent 2m.
- These works would require the full / partial demolition of three non-listed buildings. Demolition and rebuilding of walls, loss of trees and replacement tree planting.

At Hyde Park Corner the revised plans show:

- Substantial improvements to the public realm including removal of hoardings, increased footway widths, shortened crossing times for pedestrians, opportunities for landscaping or new development
- Increased capacity achieved by banning most turning movements with alternative provision made for vehicle and cycle turning movements at adjacent junctions or by new links for cyclists.
- The junction with Victoria Road is realigned and signalised with pedestrian facilities provided.

10.36 The fifth substation on the route would be located close to the Headingley Hill NGT stop set back some 40m from Headingley Lane. Access would be by way of the Oakfield / Hinsley Hall existing junction with Headingley Lane. The land is currently open fields but is unallocated 'white land' within the UDP and draft Core Strategy.

#### 10.37 **Woodhouse Moor – Clarendon Road to Hyde Park Corner junction**

10.38 It is important for NGT journey times and reliability to introduce some inbound NGT priority on the approach to the signals of the A660 with Clarendon Road. There is also a need to signalise the junction of Woodhouse Lane with Rampart Road to cater for the increase in right turn movements resulting from existing illegal manoeuvres at Hyde Park Corner, this may result in the loss of some open space.

10.39 The discussion with Ward Members, community groups and other interested parties has centred on whether the NGT lane should be 'on street' running on existing carriageway or 'off street' running parallel to Woodhouse Lane across Monument Moor. The preferred option is to run NGT on Monument Moor between Rampart Road and Raglan Road for the following reasons:

- Retains existing kerblines and new tree planting on Woodhouse Lane verges to maintain boulevard integrity. The on-road option would necessitate road widening and disturb the boulevard appearance of Woodhouse Moor
- Opportunity for enhancements to Monument Moor – a detailed scheme is in the process of being worked up in consultation with the relevant parties in recognition of the aspirations set out in Headingley and Hyde Park Neighbourhood Design Statement as well as scope to use S106 monies.

- Resilience for traffic growth.
- Safeguards NGT running times and reliability.

#### 10.40 **Universities area – Clarendon Road to the top of Cookridge St**

10.41 This part of the NGT route has seen a major change taking on board comments made by the University. This new circulation pattern and associated measures is considered to be a significant improvement on the existing situation. The revised proposals restrict access on Woodhouse Lane between Portland Way and St Marks Road to NGT, buses, pedestrians, cyclists and access traffic only. All through traffic will be directed via Blenheim Walk which will be converted to two way working. This has the advantages of:

- Significantly reduced traffic on Woodhouse Lane, therefore allowing downgrading of the route and reallocation of space to pedestrians by way of widened footways together with quality public realm scheme
- Improved City – quality public realm low traffic corridor linking two Universities and the city centre
- Compatible with moving Arena Stop to Cookridge Street
- Vulnerable road user friendly environment – improved pedestrian linkages all round
- Urban realm improvements to main University access adjacent to the Parkinson Steps in conjunction with the University

10.42 The location of the Arena stop has been changed from in front of the Rose Bowl on Woodhouse Lane to the top of Cookridge Street. This allows for improved traffic circulation and pedestrian movements on Woodhouse Lane and connections to the Arena. It is also allows for more landscaping and urban design works in this area.

10.43 The sixth substation on route will be located on unallocated 'white land' off the Woodhouse Lane car park access road. This area has previously been used as a site compound and sits at a lower level to Woodhouse Lane and Inner Ring Road slip road.

#### 10.44 **City Centre – Cookridge Street to New Dock**

10.45 Within the city centre NGT works would be generally within the adopted highway limit with the majority of Overhead Line Equipment supported by building fixings. Discussions have taken place with the LCC Events team as to how NGT and events on Victoria Gardens and Millennium Square could work together and an outline strategy is being developed in this regard.

10.46 NGT stops would be located at either end of Cookridge Street, City Square, and by the Trinity entrance on Boar lane. The alignment then heads towards Leeds Bridge via Lower Briggate and onto Bowman Lane with a stop at Brewery Wharf. A further stop would be located directly adjacent to the Clarence Dock development.

10.47 The seventh substation on route is proposed on land adjacent to the Red Lion PH (a grade 2 Listed Building) between Meadow Lane and Bridge End with access off Bridge End. The design of the substation must be sympathetic to the Red Lion PH

and the wider Conservation Area and could be designed to look like it is part of the existing building and so be in obstructive and contained in its design. The proposal is within the area proposed for the linkage to connect the riverside with the proposal for the City Park as identified within the South Bank Planning Statement which integrates the NGT route and stops with future redevelopment proposals for this area of the city centre. The promoter will need to demonstrate that the proposal does not obstruct the intention to open up a route way between these two areas.

#### 10.48 **Southern Section – New Dock to Stourton Park & Ride**

- 10.49 The revised plans show a NGT stop in the vicinity of Sayner Lane and the Discovery Centre. The TWAO will include this stop, and if necessary land acquired for it, but it is unlikely to be constructed until the demand in this area warrants the cost of it.
- 10.50 From Hunslet Road (A639) the alignment runs through the Hunslet District Centre (Penny Hill) to Church Street allowing NGT to avoid a busy length of Hunslet Road / Low Road and the junction with Church Street. The proposed route also takes NGT into the heart of the district centre, providing an opportunity for a significant uplift in the urban realm, quality new NGT stop and regeneration of a part of the local centre that has become neglected and underutilised. This route runs through the car park of St Joseph's RC Primary School and a currently pedestrianised part of Whitfield Square. The northern pedestrianised area, approx. 100m long, is bounded by residential properties, a public house (the listed Garden Gate) and job centre. The wall to wall width of the adopted highway varies from 10.5m to 12m, before significantly widening out in the vicinity of Hunslet Library.
- 10.51 Local consultation has generally expressed support for the regeneration impacts of NGT in this location but raised concerns relating to potential impacts on residential properties. However on balance it has been concluded that this option provides:
- The shortest route with the fastest and most reliable NGT service
  - Good integration with the district centre and potential for significant urban realm enhancements. Residents will be offered improvements to their boundary treatments in the form of walls and railings
- 10.52 The approach route to the City would be restricted to NGT vehicles only with enforcement measures to be determined in liaison with residents, Members and the police. Discussions with the police have commenced on what the most effective enforcement measures would be on a site by site basis. Discussions have also been on-going with St Joseph's RC Primary school. The school is generally content with the form of replacement parking with discussions still taking place on the provision of pupil drop-off and pick-ups and pedestrian access.
- 10.53 Due to the announcement of the HS2 route and issues regarding the availability of railway sidings the route from Hunslet to the Park and Ride has been changed. NGT will now continue through Belle Isle rather than use the railway corridor. The route along Belle Isle Road will be contained mostly within the adopted highway with some narrowing of the central reserve. Significant tree planting is proposed on Belle Isle Road.
- 10.54 The Park & Ride will contain approximately 2250 spaces to be implemented over two phases. The majority of these spaces will be accessed from the A61 / M621 junction 7, with around 355 spaces to be accessed directly from Ring Road Middleton. There will be no through route through the car park for cars. Pedestrian links will be created

to improve the connectivity to Middleton. The NGT depot will also be located at Stourton.

10.55 Two or three substations will be located on this southern part of the route. The first is at Flax Mill Road off Balm Road, just to the south of the railway bridge. This is on unallocated vacant private land owned by the promoters. While, once a through route, the highway has long been formally closed with no public rights of way. The next substation is located at land off Nursery Mount Road, adjacent to Belle Isle Road and just to the south of the motorway. This is within N1 greenspace and the structure would be cut into the banking leading up to the motorway so as to lessen the visual impact. Appropriate mitigation would be required for the loss of Green Space and this is still under consideration. A final substation may be incorporated into the NGT depot building at the Stourton Park and Ride site.

## 11.0 **Planning conditions**

11.1 When the TWA Order for NGT is applied for, it will be accompanied by a request to the Secretary of State that he should make a direction deeming planning permission to be granted for any development authorised by the Order. This in effect will give planning permission for the scheme, which will be subject to conditions covering more detailed aspects of information, methodology and design. Applications for approval under the conditions will be decided by the Planning Authority in the usual way. Appended to this report is a draft list of those conditions. The draft conditions will accompany the TWA Order application, and will be considered by the Inspector at the Inquiry. It is probable that the conditions will change through the Inquiry process, not only as a result of environmental impact work and in response to stakeholder concerns, but also through recommendations by the Inspector. However, as the Planning Authority will be responsible for considering applications under the conditions, the Plans Panel's in principle views on the draft conditions will facilitate the City Council's decisions on how best to progress the scheme.

11.2 The main aspects covered by the current draft conditions relate to the construction programme, design statement, reserved matters, landscaping scheme, trees, walls, fences and boundaries, stonework in conservation areas, topsoil, lighting system, park and ride sites, archaeological investigations, prevention of water pollution, hours of operation, cleanliness of public highways, contaminated land, environmental mitigation measures, approvals, and implementation. With regard to the loss of public open space at the university, it is intended that the TWA Order authorising the acquisition of the open space will also require the local authority to approve a scheme for the implementation of replacement public space, protected playing pitches and changing facilities. This provision is wider than that of a planning condition and would appear to be an appropriate mechanism to secure this. Subject to such a provision being included within the TWA order, it is not considered necessary to propose a condition to address this.

## 12.0 **Design statement**

12.1 Appended to this report is Volume 1 (sections 1 and 2) of the draft NGT Design Statement. This first part of Volume 1 sets out the guiding principles and standards for good design which will apply across the whole of the scheme with regards to Planning, Design, Construction and Operation to ensure consistency of approach. There will be a further section detailing the characteristics of, and mitigation required in, each of the character areas identified along the route. These principles reflect the drive for design excellence found across the board from local to national

guidance on design. They reflect both the City's aspiration to promote great design and the scheme's ambition to promote a high quality Trolleybus system which attracts people away from their cars and onto public transport. The purpose of the Design Statement, when finalised, will be to set out the urban design principles applied in the outline design stage and to provide a clear statement for the proposed urban realm standards to be applied at detailed design, encompassing the following key elements.

- Guidance and standards for design quality within the NGT system
- An outline specification that provides the framework to deliver the creation of quality and coherent urban realm.
- Suggested mitigation measures to integrate NGT as sensitively into the existing townscape as possible.
- An overview from an urban realm perspective on wider issues such as sustainability, environmental management and maintenance.
- Reference to LCC's own design initiatives and aspirations for the city with the NGT project.
- The identification of potential regeneration initiatives and synergies with other developments within the city.
- Additional clarity on urban design and related mitigation measures proposed in the Environmental Statement.

12.2 The Design statement, when finalised, will be part of the suite of documents accompanying the application for the TWA Order for NGT, and will be used by the project team when working up applications for detailed approval under the planning conditions that will apply to development under the Order. The Plans Panel's in-principle views on the draft statement will facilitate the City Council's decisions on how best to progress the scheme.

### **13.0 Conclusion**

13.1 The current NGT proposals for the route are the result of significant revisions following an extensive process of public consultation. As part of the final consultation and assessment with the community and other interested parties, Members are invited to comment on these proposals.

#### **Appendices:**

- Appendix 1 - Planning Conditions
- Appendix 2 - Draft Design Statement
- Appendix 3 - Route Map
- Appendix 4 - Consultation Summary