

**Report of the Chief Planning Officer**

**Report to Development Plan Panel**

**Date: 12<sup>th</sup> November 2019**

**Subject: Transport SPD**

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

**Summary of main issues**

1. The Transport SPD replaces four existing transport related SPD's, the Street Design Guide, Travel Plans, Parking and Public Transport and Developer Contributions.
2. The amalgamation and review of the SPD's has been ongoing since 2017 following consent to proceed given by Planning Board in January 2017.
3. In addition to the existing SPD's there is a new requirement within the Core Strategy and Site Allocations Plan for a "cumulative impact policy" to provide a methodology to implement this requirement to take part contributions to schemes identified as being required due to growth from the whole plan period.
4. The Climate Emergency was declared by Leeds City Council in March 2019 and this lead to amendments being made to the SPD but it was considered that a wholesale review at this time would delay the implementation of a cumulative impact policy.
5. The Transport SPD is now ready for external consultation and a timetable for consultation and adoption is provided at Appendix 1.

## **Recommendation**

6. Development Plan Panel is invited to note the contents of the Transport SPD and provide any comments as part of the consultation process.

# 1 Purpose of this Report

1.1 To update Development Plan Panel about the content of the Transport SPD and allow any comment to be fed into the consultation process.

# 2 Background Information

2.1 Paragraph 153 of the NPPF states that, “additional development plan documents should only be used where clearly justified. Supplementary planning documents should be used where they can help applicants make successful applications or aid infrastructure delivery, and should not be used to add unnecessarily to the financial burdens on development.” It is considered that the Council has a clear policy context for highway safety, travel plans, parking and public transport accessibility as well as new requirements for cumulative impact considerations and that this is reflected in the Adopted Core Strategy. The SPD can assist more targeted use of the current policy framework of GP5, T1, T2, ID1, EN8, SP11.

2.2 The brief for the SPD Review was as follows:

- Review all existing Transport related SPD’s, update guidance to meet current policy and practice in line with the Best Council Plan the refreshed Neighbourhoods for Living SPG and local and national policy and amalgamate content into one streamlined Transport SPD.
- Public Transport Developer Contributions SPD – remove all reference to Developer Contributions for public transport as these are now covered by CIL. Review information on need for bus services to meet the Core Strategy Accessibility Requirements and bus infrastructure requirements of sites and streamline guidance.
- Street Design Guide SPD - During the past 7 years of use a number of issues of clarification have arisen with the guidance as well as national and local policy reference changes. In some areas these national and local policy changes have led to a need for fundamental changes which could have an impact on development layouts and densities.

Some changes are proposed which clarify the intention of the document and could be seen as material changes from a Developer’s perspective or which are explicit changes to deal with issues arising from use of the documents in practice. The material changes proposed and their impact on Climate Emergency are:

| <b>Material Changes</b>   | <b>Climate Emergency Considerations</b>              |
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| 1. Reference to Leeds City Council’s pre-application process to | Positive - Able to raise requirements for low carbon |

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| replace direct contact with Highways DC Officers   | developments at pre-application stage   |
| 2. Removal of requirement for submission of a Quality Audit  | Neutral – no impact   |
| 3. Addition of key objective to ensure that street layouts are buildable and easily maintainable   | Slightly positive – Ability to specify low carbon materials   |
| 4. Stronger advice relating to linked street layouts and reduced reliance on culs-de-sac   | Slightly positive – linked streets reduce mileage travelled   |
| 5. Advice on design of culs-de-sac relating to turning requirements and maximum length   | Slightly positive – linked streets reduce mileage travelled   |
| 6. Removal of use of 4.8m width of new streets (minimum 5.5m promoted)   | Slightly negative – narrower streets use less materials but needs to be balanced against usability and safe access for emergency service vehicles |
| 7. Advice on requirements for private streets should streets be agreed to remain private by the Local Highway Authority                        | Neutral – no impact   |
| 8. Confirmation about provision of pedestrian routes for disabled people if road gradients exceed 1 in 20.                                     | Neutral – steeper roads which follow natural land levels use less material but minimum gradients are required to meet Equality Act for people.    |
| 9. Use of Manual for Streets visibility splay requirements on Distributor Roads or Strategic Routes which are within a designated town centre. | Slightly positive – shorter visibility splay requirements provide more space for developments   |
| 10. Removal of junction Option D   | Neutral – no impact   |

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| 11. Update of cycling infrastructure guidance   | Positive – promotion of good infrastructure for cycling helps encourage more sustainable travel and less carbon from car travel.   |
| 12. Removal of residential parking guideline Method 2   | Negative – Often allowed lower parking numbers overall by sharing parking  |
| 13. Removal of reference to contributions to the transport network – now covered by CIL. Requirement for cumulative impact payments for congested junctions | Neutral – Highways schemes to relieve congestion balance additional carbon used in construction.   |
| 14. Bring EV charging guidance into the SPD (currently published as a guidance note only)   | Positive – The guidance is in line with new CSSR policy which requires more EV charging points increasing our readiness for a significant increase in electric vehicles. |

- The Travel Plans SPD is a more recent document but applicants are not always making use of the document and a proposal to streamline the content might make the document more usable by Developer's and provide an easier approval process. This would also free up time in the Travelwise team to focus on key businesses in Leeds and assisting them in promoting sustainable transport to staff and addressing site specific issues.
- The Parking SPD is the most recently approved transport related SPD but at the time of drafting and adoption the guidelines on residential car parking were contained in the Street Design Guide SPD which also needs updating. It makes more sense to provide the updated residential parking guidance in the Parking SPD element of the new Transport SPD and opportunity would be taken to rectify some new parking guidelines which are not proving to be workable in practice, including student accommodation (no guidance for C2 student accommodation), A3 / A4 / A5. Also incorporate electric vehicle charging guidance note (published on LCC website).

Whilst not included at the initial brief stage the requirements to include the provision of a cumulative impact policy for Developer Contributions has been added as this was agreed through the SAP process.

### **3 Main Issues**

- 3.1 There are a number of transport related Supplementary Planning Documents (SPD's) adopted as part of the Leeds Development Plan as follows:

Public Transport Developer Contributions SPD 2006

Street Design Guide SPD 2009

Travel Plans SPD 2015 (drafted in 2007, published in draft 2009, updated and finally adopted February 2015)

Parking SPD January 2016

There is a need to review and update the Street Design Guide and Public Transport Developer Contributions SPD's to meet current circumstances and take account of the changes in policy and practice. In line with the Best Council Plan, NPPF and NPPG it is considered that it would be prudent to streamline and combine all transport related guidance into one Transport SPD to provide clearer and more succinct transport related guidance for development.

- 3.2 Additionally, as part of the SAP process strategic modelling has demonstrated a need to make improvements to the highway network to address the effects of cumulative traffic impact from development on the highway network. It is proposed that cumulative impact contributions be included in the new transport SPD to set out the required mechanism for collecting S106 contributions from development.
- 3.3 Planning Board approved the brief to update the SPD's in January 2017 and consultants WSP were appointed to undertake the review on behalf of the Council. Currently there have been two rounds of internal officer consultation on the amended SPD proposals and a final draft document is now available for wider public consultation.
- 3.4 In March 2019 the Council declared a Climate Emergency and called on government for funding and powers to make Leeds carbon neutral by 2030. A number of requirements within the Transport SPD are directly in line with this aim to restrict car parking and promote safe and sustainable travel and the move away from the use of fossil fuels. However with new development there will always be an inherent carbon footprint in the construction, travel requirements and ongoing operation of any development so the SPD needs to support means of minimising carbon production and offsetting where possible.
- 3.5 Whilst greater emphasis will be placed on minimising carbon emissions from Development it is not possible to amend the Transport SPD further until the planning policies underpinning the SPD are further reviewed. However the changes being made have been considered below in the context of the Climate Emergency.
- 3.6 A significant number of existing requirements in the Transport SPD do support low carbon development already including:
- Leeds has a strong background in Travel Planning being a lead in the Core Cities in the work we do with businesses and residents. Particular attention is

given to sustainable travel in relation to providing infrastructure in new developments to support walking and cycling and direct access to existing or new bus stops with new shelters and real time information. Promotion is a key part of the travel plans with incentives obtained to encourage people to use sustainable travel methods, eg free trial bus or train tickets, bike purchase vouchers, city car club trial to reduce need to own a car, etc. Appointment of travel plan coordinators to promote sustainable travel on an ongoing basis for at least 5 years after full occupation.

- Requirement for minimum levels of cycle parking provision in new developments and associated provision of lockers and showers / changing facilities to encourage more cycling.
- Restrictions on car parking levels for new businesses, especially in the city centre where there are good alternatives to the private car.
- Proposals for grass verges and tree planting on Type 1 Residential Streets to green the streets and assist with carbon capture.
- Use of sustainable urban drainage systems in new developments (SUDs)
- Requirements for Developments to meet minimum bus service standards or for Developers to fund additional buses or bus diversions to ensure public transport accessibility is maximised.
- Linked development layouts which support walking and cycling with minimum footway widths of 2m on any residential street serving more than 10 dwellings.
- Non-motorised user route assessments to ensure appropriate dropped crossings and pedestrian crossing facilities to key walking destinations eg bus stops, shops, schools, etc are provided.
- Maximum gradients to ensure walking is accessible to all.

## **4 Corporate Considerations**

### **4.1 Consultation and engagement**

- 4.1.1 In preparation of this updated SPD meetings have been held with internal officers from Policy and Plans, Development Management, Influencing Travel Behaviour, Transport Development Management, Transport Policy, Highways and Transportation, Urban Design, Planning and Design for Health and Wellbeing Group, Planning Board.
- 4.1.2 This SPD is to follow prescribed consultation processes. An indicative timetable for consultation to adoption is contained in Appendix 1.

### **4.2 Equality and Diversity/Cohesion and Integration**

- 4.2.1 The SPD review has given due regard to Equality, Diversity, Cohesion and Integration issues, including production of an Equality Impact Assessment.

### **4.3 Council policies and Best Council Plan**

- 4.3.1 This SPD will meet Best Council Plan objectives by promoting sustainable

travel, healthy streets and low carbon infrastructure.

#### **4.4 Resources and Value for Money**

- 4.4.1 The review has been undertaken externally by WSP with a limited budget of £50k which has been spent due to the extended nature of the update work. The production of a SPD is effective as costs of consultation are relatively low and there would be no Examination in Public costs. An SPD is considered a proportionate response, consolidating and updating 4 current SPDs.

#### **4.5 Legal Implications, Access to Information and Call In**

- 4.5.1 This SPD Review is being undertaken within the context of the LDF regulations and statutory requirements. This report is not eligible for call in as no decision is being taken.

#### **4.6 Risk Management**

- 4.6.1 A review of the transport related SPD's is necessary to conform with updated policies in the adopted core strategy and implement a methodology to support the collection of cumulative impact payments.

### **5 Conclusions**

- 5.1 The SPD review has taken place over a couple of years and it is essential to move this forward to give certainty to those implementing the policies. Comments are welcomed from DPP as part of the consultation process.

### **6 Recommendation**

- 6.1 Development Plan Panel is invited to note the contents of the Transport SPD and provide any comments as part of the consultation process.

## **Appendix 1**

### **Programme of Consultation and Adoption:**

External Consultation (initial) 6 weeks – 6 January – 17 February 2020

Prepare report of consultation – 18 February – 8 March 2020

Pre-adoption Consultation – 6 weeks – 9 March – 20 April 2020

Adoption of SPD – May 2020