

**Report of the New Generation Transport Team (City Development)**

**East (Inner) Area Committee**

**Date: 3<sup>rd</sup> December 2009**

**Subject: New Generation Transport (NGT) Scheme: Current Position and Public Consultation Results**

**Electoral Wards Affected:**  
Burmantofts & Richmond Hill  
(Gipton & Harehills)  
(Killingbeck & Seacroft)

Plus various others throughout the City

**Specific Implications For:**

Ethnic minorities

Women

Disabled people

Council Function

Delegated Executive Function available for Call In

Delegated Executive Function not available for Call In Details set out in the report

**Executive Summary**

The report outlines progress on the development of the New Generation Transport scheme and provides Members with feedback from the summer consultation process and recent Major Scheme Business Case submission. The next stage and proposed timeframe for submission of the Transport and Works Act Order are outlined.

**1.0 Purpose Of This Report**

- To provide an update on NGT progress since the previous committee attended (18 June 2009)
- To provide a timeline / anticipated forward programme for the scheme
- To provide a summary / key headlines of the Major Scheme Business Case (MSBC) submitted to the Department for Transport on 30 October 2009
- To report back the results of the summer formal consultation and ongoing discussions / consultation
- To outline the current approach to key issues raised by Members and the public during the consultation process
- To outline the Transport and Works Act Order procedure including the Request for Information process

## **2.0 Background Information**

Metro and Leeds City Council are working in partnership to develop a bus-based rapid transit system for Leeds known as New Generation Transport (NGT). The project management board consists of senior officers from both organisations. The NGT scheme represents a major investment in the City of Leeds aimed at providing a high quality transport system to support the ongoing growth of Leeds' economy, to improve the local environment and relieve congestion. It aims, along with other transport and public transport measures, to provide a step change in the way public transport operates within the City. The preferred option is for the scheme to operate using electric trolleybuses running on rubber tyres and powered by overhead wires.

£250 million has been allocated to the scheme in the Regional Funding Allocation. This figure, supplemented by the required 10% local contribution will allow for the initial development of a core 3 line network at an overall cost in the order of £280 million. The local contribution (and any potential overrun cost) is a joint liability between Metro and Leeds City Council. The Major Scheme Business Case (MSBC) outlines how this local contribution will be accounted for:

- Provision of Leeds City Council & Metro owned land – approx £13m
- Allowance for development costs – up to £14.5m

The attached plan shows the proposed routes being developed which incorporate a central loop around the City Centre and the three radial routes:

- North Leeds through Headingley along the A660 to a Park and Ride site at Bodington
- South Leeds through Hunslet to a Park and Ride site at Stourton
- East Leeds to St James's Hospital

There is also scope for future extensions and alignments to the EASEL and Aire Valley areas as well as West Leeds, although these do not form part of the current funding allocation and design work. The extension to Holt Park is a key aspiration that has been included within the MSBC with powers likely to be sought at the Transport and Works Act Order (TWAo) stage. The current funding does not allow for this £11m extension but should certain high risk costs reduce then it may be possible to integrate this extension into the northern route from the start.

## **3.0 The East Route**

The current NGT proposals follow an alignment similar to that of the Supertram scheme between the City Centre and the major destination point at St James's Hospital. The proposed route leaves the City Centre Loop at York Street (adjacent to the Central Bus Station). It then passes in front of Quarry Hill and under the A64(M) onto Burmantofts Street and Beckett Street. The hospital stop and turnaround facility would be on land adjacent to the former Florence Nightingale PH opposite the hospital.

The key policy and technical issues as well as those raised by Members and the public are the:

- Lack of an extended route to the east – route is too short
- Proposed demolition of the Fountain Head PH
- Location of NGT stops
- Loss of hospital car parking and possible increase in informal Park & Ride associated with NGT
- Impact on UDP allocated Greenspace
- Value for money / benefits of such a short spur

### **NGT Extension to the East**

The proposed extension of NGT beyond St James's Hospital remains identified as a long term proposal in the EASEL Area Action Plan. As such, its status is currently being reviewed as part of the emerging EASEL Transport Strategy which is considering whether the proposal for a Rapid Transit solution through the regeneration area can still be justified. As development progresses monies will become available through developer contributions which could be used towards any required local contribution. However, the Department for Transport have made it clear that they do not feel there is a current funding case to extend the route beyond St James's Hospital as part of an initial phase of NGT, since in transport terms this extension would not address an identified existing public transport congestion problem. This is in contrast to the Northern route which experiences significant congestion and bus delays throughout large parts of the day, and in particular suffers from a very high degree of bus journey time unreliability.

Given the potential importance of the proposed NGT intervention in meeting the need for an attractive alternative to the car and for delivery of significant wider regeneration benefits in the EASEL area, the scheme promoters are continuing to consider alternative funding sources for the full eastern route, however there are many demands on such potential funds including improvements to existing bus services and providing new links to employment areas within the Aire Valley. A preferred alignment option to Seacroft District Centre has been developed so as to be available if other funding sources can be identified, and land at Grimes Dyke remains allocated for a future Park and Ride. The UDP and emerging AAP protect the future alignment of NGT in planning terms.

It should be noted that the provision of the short spur to St James's Hospital is within the current funding allocation, links to a major trip generator, and provides the opportunity for further extensions to East Leeds.

### **Fountain Head Public House**

The Supertram proposals ran through the centre of the Greenspace area adjacent to Beckett Street and behind the Fountain Head and Florence Nightingale public houses with the tram stop located between the two in the car park area. This had the effect of splitting the greenspace in two, significant tree loss in front of the Shakespeare Towers and a high retaining wall structure.

The Florence Nightingale PH has since burnt down and the site cleared. A re-evaluation of the alignment at this location as part of the NGT design work has concluded that from an

environmental and urban design perspective the demolition of the Fountain Head PH would be beneficial. This would allow the new segregated route to run much closer to the road, separated by a landscape strip which would retain a more usable area of Greenspace south of the route. In addition, the loss of mature and visually important trees in front of the Shakespeares would be much reduced with a lower level of retaining structure (or none at all). The NGT stop would be much more prominent from Beckett Street and the hospital with the proposed mitigation works including significant tree planting and a landscaped plaza area giving a destination feel to the stop.

The demolition of the pub was shown on the detailed plans available at the public consultation and has been discussed at the local Community Forum. While some verbal objection has been raised to the demolition, only four completed questionnaires and one letter referenced this aspect of the scheme.

### **NGT Stop Location**

The proposed stops on the East line are

- Bus Station on York Street
- Quarry Hill – outside the Northern Ballet School development
- Burmantofts Street – between the junctions of Rigton Approach and Nippet Lane
- St James's terminus

The main question has been whether the Burmantofts Street stop should be closer to the junction with Lincoln Green Road to link with the small local centre and residential areas. The stop location is somewhat constrained by general traffic and NGT operation at the junctions of Burmantofts Street with Nippet Lane and Lincoln Green Road. The outbound NGT route crosses over Burmantofts Street at Nippet Lane and the stop is positioned as close as possible without impacting on junction operation. The large majority of the Lincoln Green area will be within 400m of either the Burmantofts Street or St James's stops.

### **Public Car Parking**

The new segregated NGT line and St James's terminus will result in the loss of all public car parking at the Council owned short stay car park on Beckett Street. The loss of this well used parking facility is required to provide the required segregation and stop for NGT. (Its retention would result in a less convenient stop location and further take of Greenspace land.) Alternative schemes with the retention of the Fountain Head PH also require the total loss of car parking as did the formerly approved Supertram scheme.

It should be noted that the new hospital multi-storey car park requirement was estimated during the planning application process and therefore took into account the loss of the car park on Beckett Street. Adequate visitor car parking for the hospital will therefore be retained. The NGT team is fully aware of the current issues arising from commuter, visitor and staff parking on residential streets in this area, as well as inconsiderate resident parking. This issue is however currently being progressed by LCC Highways and Planning Officers. The Hospital has agreed to pay a significant sum towards local parking measures and the Leeds Traffic Management Team is progressing scheme design with a phased implementation approach planned. This first phase covering Stoney Rock, Bayswaters and Cherry's / Lincoln Green areas has been approved in principle by Highways Board, with public consultation commencing shortly. The second phase covering further areas off

Harehills Road and Ashley Road is planned to be designed, consulted on and implemented in the 2010/2011 financial year. A full report on this issue (including plans) to be submitted by the Traffic Management team is anticipated at the February Inner East Area Committee.

It should also be stressed that a key objective of NGT is to increase use of public transport to this regional facility with improved links to the City Centre (including rail and bus stations), Leeds General Infirmary and beyond to Stourton and Bodington Park and Ride sites, and as a result the overall demand for car parking will be reduced.

### **Greenspace Impact**

The impact of the final scheme design on Greenspace at this location will take into consideration the emerging Strategic Open Space document due to be finished in early 2010 which grades individual Greenspace areas and will set out area by area any deficiencies / surpluses of a particular type of Greenspace. The NGT route is shown in the adopted UDP as crossing the Greenspace and is therefore acceptable in planning terms. The emerging Design Statement will propose extensive mitigation measures on this corridor including extensive tree planting (minimum semi-mature grade) and other soft / hard landscaping features.

### **Value for Money**

The Major Scheme Business Case demonstrates that while the short East Line does not offer cost benefits in the same order as the North Line, the overall Benefit to Cost Ratio (BCR) of the network including the East Line is 2.6:1 representing good value for money. The East Line is also required to help meet scheme objectives of linking the City's major health, business and further education establishments. The implementation of this section of the East Line at this stage would also obviously reduce the costs of any future extension to East Leeds.

## **4.0 Major Scheme Business Case (MSBC)**

This document is the application to Department for Transport (DfT) for NGT Programme Entry status and was formally submitted on 30 October 2009. The Leeds City Council Executive Board approved a draft MSBC document at their meeting on 14 October 2009, confirming the Council's commitment to the scheme and requirements for the local contribution towards the total scheme cost.

Programme Entry is the next step in the process for confirming funding for NGT which allows the Promoters to go forward to seek approval for the required powers to construct and operate the system. The Promoters have confirmed through this submission that they will fund the £27m local contribution. Programme Entry status is an indication that the Government regards the NGT proposals as value for money and are minded to provide the Regional major scheme funding allocation of £250m. The DfT has indicated that given the tight scheme programme it will endeavour to approve Programme Entry (if minded to do so), by the end of January 2010. The DfT has indicated that this quick turn-around should be achievable as a result of the detailed consultation and input that has taken place between the Promoters and DfT prior to MSBC submission.

The document fulfils DfT's requirements for a MSBC submission. It sets out NGT's:

- Strategic Case;
- Value for Money Case;
- Delivery Case;
- Commercial Case; and
- Financial Case.

The Strategic Case sets out the scheme context and includes a description of the problems and issues which NGT will help to resolve. It sets out the scheme objectives and describes how the Preferred Trolleybus Option was developed. The Strategic Case demonstrates that NGT will make a strong contribution to meeting national, regional and local policy objectives.

The Value for Money Case demonstrates the economic worth of the project. This includes a Cost Benefit Analysis which shows that with a Benefit Cost Ratio (BCR) of 2.6:1 the scheme represents strong value for money and will deliver a high level of benefit against the investment made. The scheme meets the Government's criteria for funding support.

The document concludes with a summary of the appraised NGT options outlining the many benefits of NGT and demonstrating the strong contribution that it will make to the future transport network in Leeds. It highlights the positive impact the scheme will have on encouraging modal shift and more sustainable travel, whilst helping to maximise the Leeds economy by enhancing its competitive position and facilitating future employment and population growth. Finally, the section highlights the contribution NGT will make to improving accessibility from some of the more deprived areas of Leeds to enable improved access to opportunities and an improved quality of life.

The costs input into the Business Case are based on the 'Design Freeze 2' consultation plans dating from July 09. However, the initial Limits of Deviation (extent of land required for works) for the Transport and Works Order submission have been drawn to give flexibility to the ongoing design modifications which will continue to be amended and refined up until and beyond the Transport and Works Act Order application next year.

## **5.0 Transport and Works Act Order (TWAO)**

The next stage in the process of securing powers, approval and full funding for the NGT scheme is the Transport and Works Act Order (1992) application. This package of plans and reports, in essence is similar to a large planning application, is submitted to the Local Planning Authority but then 'called in' by the Secretary of State.

The TWAO seeks to obtain the powers required to:

- compulsorily purchase land;
- designate roads;
- operate a trolleybus system;
- procure the trolleybus solution vehicles and operate them;
- grant deemed planning consent for the whole scheme;
- approve individual Conservation Area and Listed Building applications;

- deliver enforcement strategies including Traffic Regulation Orders and cameras;
- remove trees and relocate utilities; and
- implement mitigation measures (to offset the negative impacts of the scheme).

The deemed planning consent is comparable to an Outline planning consent with the principle of the extent of works (limits of deviation) approved, along with indicative proposals but with the very detailed measures conditioned. The responsibility of discharging these conditions then lies with the Local Planning Authority.

The TWAO package will contain among other items:

- formal request for the S.90 direction (deemed consent);
- consultation report;
- proposed planning conditions;
- various plans at different scales and detail;
- Design Statement;
- Transport Assessment;
- full Environmental Statement including Sustainability Appraisal; and
- Planning Statement.

The application will result in local advertisement, local 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.

Prior to the TWAO submission further approval will be sought from the Leeds City Council Executive Board, as well as targeted consultation with Ward Members and the public including the local Area Committees.

The current anticipated TWAO timetable is as follows:

- June 2010 – TWAO application made
- June to August 2010 – formal objection period
- January-February 2011 – Public Inquiry
- December 2011 – Secretary of State decision

Work has been ongoing through the TWA Order Working Group in developing the extent of the TWA Order submission plans and the limits of deviation. It has been assumed by the group that the limits will remain quite broad until the Promoters are happy that all works to be undertaken by the Project are contained within the agreed limits. The consequences of broad limits however mean that the number of affected parties remains quite large. To draw in the limits at this stage would restrict ongoing design and restrict opportunity to make amendments in response to negotiations and discussions with potential objectors.

### **Requests for Further Information (RFI)**

The Land Referencing exercise is now entering the next critical stage. Ardent Property Consultants have been appointed by the Project Team to undertake land referencing in order

to assist in developing the extent of the Order Limits, identify affected parties and input into the NGT Consultation / Objection Management strategy.

The TWAO 'Rules' require that a 'Book of Reference' must be submitted as part of the application. The Book is required to contain many details including the names of all owners, leasees, tenants or occupiers impacted by the scheme. In order to be able to identify all the parties affected and those who have to be served with notices of the TWAO application it will be necessary to commence carrying out this RFI exercise from mid December.

In the first instance, the intention is to send out letters to all affected parties advising them that they could be affected by the scheme, and inviting them to contact the appointed consultants. If no response is received a statutory RFI will be served which gives the respondent 21 days to reply.

The initial letter will outline the purpose of the request and also include a 'pack' of information (including who to contact if there are concerns and queries, frequently asked questions, etc) together with an offer of a site visit and explanation of the proposals.

Ward Members will be notified before any RFI's are issued in their Ward.

## **6.0 Public Engagement on the proposed scheme**

A two-stage approach to public engagement on the NGT project has been implemented. The first stage in late 2008 concentrated on high level issues. A more detailed consultation on specific scheme proposals ran for 12 weeks from 8<sup>th</sup> June this year.

The initial period of NGT public engagement commenced with a series of public exhibitions held jointly with the Transport for Leeds project in Leeds City Centre in November 2008. The purpose of these exhibitions was to raise awareness of the emerging NGT proposals and to seek feedback from the public on certain key attributes of the scheme. The exhibitions were extremely well attended with over 1,000 people visiting over a four day period.

An NGT project website was also launched in November 2008 to provide general information about the project and to provide an online facility for people to complete the NGT questionnaire. The NGT website can be found at [www.ngtmetro.com](http://www.ngtmetro.com). This website is kept up-to-date with project progress, key reports and future milestones including full reports from both consultations periods.

The summer 2009 consultation consisted of six public exhibitions each lasting two to four days across Leeds including evenings and Saturdays with nearly 1,400 people attending. Information was also available on the internet, in libraries, to local groups and distributed to members of the public on-street. Nearly 19,000 consultation packs were distributed to the public and feedback was sought via a questionnaire which over 2,500 people completed. The questionnaire responses showed a positive reaction to the proposals and 77% of all respondents supported/strongly supported them. The main reasons for such support related to:

- Reduced car use/congestion;



- Environmental reasons;
- Provision of reliable/ quick/ good quality, modern public transport; and
- Positive impact of the scheme on Leeds.

A similar level of support was shown for the use of trolleybuses, which were primarily supported due to environmental reasons. Over 70% of all respondents supported/strongly supported the introduction of Park & Ride sites at the end of the North and South routes; such support was even higher amongst car owners. The feedback questionnaire asked about potential use of NGT and 88% of those living within a ten minute walk of one of the routes said they would consider using it. 42% of car owners responding said they would consider using one of the Park & Rides.

A number of comments and suggestions were received in relation to the NGT proposals. Common themes from all responses included the following:

- A desire for more NGT routes and wider coverage across Leeds;
- The need for low fares to encourage use;
- The need for competitive Park & Ride pricing to encourage car drivers;
- Concern about how NGT would integrate with existing bus services – some feel it is not necessary if existing services are improved; and
- The impact of the scheme on traffic, with some concerns that NGT would create additional congestion.

The East Route event took place on the Council car park opposite St James's Hospital between Thursday 16<sup>th</sup> July and Saturday 18 July. Just under 100 people visited the trailer and around 3,200 consultation packs were given out on the street, in the hospital and delivered to the local Shakespeare flats. 112 responses were received from residents living within a 10 minute walk of the East route of which 79% were in support of the scheme. The 10 most frequently made comments about the East Route were

- Route is too short (202 comments)
- Alternative additional routes required (178 comments)
- Welcome idea (94)
- Would welcome improved link to St James's Hospital (83)
- Other concern (40)
- Not needed (39)
- Suggestion about the scheme (26)
- A waste of money (19)
- Park & Ride needed (14)
- Route is currently congested (7)

In addition a member of the NGT Project Team has presented at the Burmantofts and Richmond Hill Forum on the 2<sup>nd</sup> June and 28 July 2009.

## **6.0 Implications For Council Policy And Governance**

The scheme is in line with headline Council objectives set out in the Strategic Plan for improving the local economy for the benefit of all residents; improving connectivity for local

neighbourhoods; providing a sustainable environment; and engaging local people in decisions about their neighbourhood.

The NGT proposals are being incorporated within the emerging Local Development Framework and Area Action Plans.

## **7.0 Legal and Resource Implications**

A joint LCC and Metro project team is developing the scheme, with a Project Board consisting of senior officers at Directorate level from both organisations meeting on a regular basis.

Scheme development costs are currently being met jointly by Metro and Leeds City Council, but once the Major Scheme Business Case is approved by the Department for Transport a significant proportion of scheme costs will become rechargeable to the Regional Funding Allocation.

## **8.0 Recommendations**

Area Committee Members are asked to:

- Note the contents of this report, in particular the Request for Further Information (RFI)
- Provide any feedback on the consultation / objection management process
- Advise the Leeds City Council NGT Coordinator if further information or briefings are required

## **BACKGROUND PAPERS**

- NGT Summer 2009 consultation report
- NGT Major Scheme Business Case
- NGT Design Freeze 4 Plans
- EASEL draft Transport Strategy

Bodington park & ride

West Park

Headingley Centre

Hyde Park Corner

University

Civic

City

Brewery Wharf

Clarence Dock

Penny Hill

Stourton park & ride

### NGT ROUTE

Total length of NGT routes 14km

Total segregation on NGT routes 63%

St James's Hospital

## Aerial Photography Representation of the NGT East Route

