

Report of Director of City Development

Report to Executive Board

Date: 18 March 2015

Subject: Leeds Southern Station Entrance - Little Neville Street - Highway Improvement Works

Scheme Number: 32265/000/000

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

Summary of main issues

1. Leeds City Council is a funding partner in the new Leeds Station Southern Entrance (LSSE) scheme. The new entrance facility led by the West Yorkshire Combined Authority and Network Rail is currently under construction and scheduled to be open by November of 2015.
2. The scheme provides a new station entrance that it is anticipated will attract up to 20,000 pedestrian movements per day. A significant proportion of these people who will access the LSSE are expected to use Little Neville Street, a crucial integrated element of the new station access/egress improvements as a whole.
3. The current environment of Little Neville Street is not suitably attractive or in keeping of an area that is to become an important pedestrian gateway to the City. As such an associated scheme led by the City Council will provide the highway works that are required to support safe and increasing pedestrian access, whilst uplifting the surrounding setting and image for people on arrival or departure from the City by rail.
4. The LSSE will ensure that the current station faces both northwards of the city centre and southwards. It will provide a gateway entrance facing the South Bank of the city centre. Combined with investments in the Flood Alleviation Scheme, it is anticipated to be a major catalyst for further physical regeneration and housing and economic growth

in the South Bank. In close proximity to the Station Southern Entrance, the Homes and Communities Agency, working in partnership with the Council, has selected a development partner for a major mixed use housing and office development at the Tower Works site that is anticipated to start construction soon after the LSSE opens. Further, developments and businesses at Sovereign Square, Leeds Dock, the new college campuses and the wider South Bank will benefit from the entrance. Ensuring that the treatment of Little Neville Street is appropriate is considered to be critical in further unlocking the growth associated with LSSE in providing enhanced connectivity.

5. The proposed improvements are in line with the Council's Best City ambitions, ensuring the support, regeneration and further growth of the Leeds economy, with particular focus towards Holbeck and the wider south bank area.

Recommendations

Executive Board is recommended to:

1. Approve the scheme shown on drawing number HDC/297032/MIS/15 and as described in this report.
2. Authorise the injection of £498,132 into the Capital Programme from developer (Section 106 Town & Country Planning Act) contributions.
3. Authorise expenditure from the Capital Programme of £498,132 for the implementation of the southern entrances' associated highway enhancement works outlined on drawing number HDC/297032/MIS/15 and described in this report.
4. To note that the Head of Engineering Services will be responsible for implementation according to the timescales set out in 4.6.3.

1 Purpose of this report

- 1.1 This report seeks approval to conditioned highway improvement works of Little Neville Street associated with the high level of anticipated increase in pedestrian usage from the new station southern entrance.
- 1.2 This report seeks approval to inject £498,132 into the Capital Programme and to incur such expenditure to implement the highway enhancement and refurbishment works of Little Neville Street.

2 Background information

- 2.1 The Leeds Station Southern Entrance will deliver a new pedestrian only entrance and facilities for Leeds Station which is expected to attract up to 20,000 people movements per day. A significant proportion of these people are expected to use Dark Neville Street (Network Rail owned) and Little Neville Street (adopted highway). This entrance will be a secondary entrance to the station and is designed to support the high footfall of passengers with destinations in the South Bank of the city centre and Holbeck. Facilities for motorised traffic will remain at the primary entrances off New Station Street and Aire Street.
- 2.2 The constrained nature of the new station access means that it is not practical to cater formally for general or unrestricted drop-off and pick-up facilities, as there are no suitable locations at which to physically deliver a fit-for-purpose general-use facility of any scale close to the entrance. Any attempt to formally provide a general pick-up and drop-off point which does not satisfy demand is more likely to lead to congestion and associated problems. As such it is considered more appropriate to discourage demand through managed prevention and not undertake any measures which could have the effect of inducing or stimulating such a demand which is fully catered for by the facilities at the primary station entrances.
- 2.3 Network Rail are investigating the options for making improvements to the general public station drop-off and short stay parking facilities at the Aire Street entrance as part of their ongoing wider site planning. City Council officers are being engaged in discussions on this matter, and the City Council is also actively encouraging Network Rail to engage with the Equality Hub Network to ensure relevant equality and access issues are fully considered. It is expected that any such improvements will provide enhancements to ensure more suitable and attractive general facilities remain or are increased which are impractical at the southern entrance.
- 2.4 As shown on the proposed station floorplan, drawing (20) 002, there are three station access points:-
 - Onto Dark Neville Street;
 - Footbridge ('wing') eastwards to Little Neville Street; and
 - Footbridge ('wing') westwards towards Granary Wharf.

- 2.5 Little Neville Street is a narrow adopted cul-de-sac which joins Neville Street at Sovereign Street. At its other end is Dark Neville Street, a private street which is owned by Network Rail. From there is a gated access into Little Neville Street although current practice is to leave the gates open to traffic. Dark Neville Street runs parallel within and underneath the station in the 'dark arches.' Thus a loop comprising Dark Neville Street and Little Neville Street is available for traffic from Neville Street.
- 2.6 It is proposed to restrict these existing vehicular options to provide a suitable, safe environment for pedestrians whilst maintaining servicing and access for disabled travellers and offering a more appropriate improved street environment.

3 Main issues

- 3.1 In order to construct, operate and maintain the southern entrance, the former Passenger Transport Executive (Metro) and Network Rail jointly submitted a Transport and Works Act Order application in May 2012 to cover all necessary approvals, land acquisition and powers associated with the project. The scheme was subject to a Public Inquiry in 2012 with a full approval received in July 2013.
- 3.2 One of the conditions of the deemed consent was a scheme to improve the quality and functioning of the main pedestrian access route to the new entrance via Little Neville Street. These works therefore form part of the overall public transport scheme.
- 3.3 Without changes to the current highway layout and improvements to the function it is expected that Little Neville Street would become congested with vehicle drop-off and pick-up activity including taxis and general members of the public. Such potentially busy traffic activity would be detrimental for pedestrian safety, amenity, noise and air pollution.
- 3.4 Observations and formal surveying conducted on Aire Street, the existing drop-off and pick-up point for the main station concourse, suggest that such vehicle activity can be significant during evenings and weekends and is popular with leisure travellers with high pedestrian flows during the morning and evening peaks and the steady demand for vehicle drop-off and pick-up.
- 3.5 To counter such concerns of Little Neville Street befalling congestion with vehicular pick-up/drop-off traffic and thus becoming dangerous for intended increased in pedestrian use, the proposed scheme introduces a Pedestrian Zone restriction to operate all day and during the evening from 7am to 10pm including weekends.
- 3.6 Exemptions to the restriction allow the following activities at any time:
- Access to off-street property, to maintain access to the UKI underground car park.
 - Egress only from the proposed Hilton Hotel ground floor car park.

- Disabled access to two drop off /pick up points (restricted to 30 minutes waiting and no return within 60 minutes).
- Loading by goods vehicles, to maintain servicing for the Hilton and deliveries for residents of the Blue Apartments. It should be noted that displacing this particular activity onto Neville Street is not favoured due to the heavy traffic flow on Neville Street and the disruption which loading vehicles would cause on this route.
- Cyclists may wish to use the new station entrance so the Pedestrian Zone will allow non-motorized vehicles, although the main provision for cycle parking will remain on New Station Street.

3.7 Loading to and from general traffic is to be prohibited as part of the Pedestrian Zone. However, the ability to receive goods vehicle deliveries at any time provides a means for most activity to be catered for.

3.8 Appropriate Orders for the proposal have been prepared either integrally within the original Transport and Works Act Order for the station southern improvements as a whole or by individual specific Traffic Regulation Order.

3.9 Construction materials being proposed are of a high quality natural stone palate enhancing visual amenity on arrival and departure from the new station entrance. The material choice complements works ongoing to create Sovereign Square and is in keeping with the wider high quality York stone products suitably used elsewhere in the City Centre.

4 Corporate Considerations

4.1 Consultation and Engagement

4.1.3 The current proposals satisfy Leeds City Council and the many local stakeholders that have been engaged.

4.1.4 The West Yorkshire Combined Authority has been fully engaged with the scheme design development work, and is supportive of the proposals.

4.1.5 All Emergency Services and affected Ward Members have been consulted and no adverse comments have been received.

4.1.6 To assess an acceptable proposal for all users of the new southern entrance extensive dialogue and engagement with a significant number of interested groups and individuals representing people with mobility barriers and disabilities have been held. Part of this strategy has been a specific design workshop and site visit/exercise to Little Neville Street with representatives of LCC's Equality Hub. When the LSSE proposals were agreed it is recognised that concern was expressed about the absence of vehicular drop-off and pick-up facilities for people with mobility impairments. Accordingly, officers have sought to address this in the design proposal which has now been developed.

- 4.1.7 The proposals have been presented to, and supported by, Network Rail's countrywide "Built Environment Accessibility Panel" (BEAP) whose role is to input on accessibility and appropriateness of rail station provision measures.
- 4.1.8 The Traffic Regulation Order permitting disabled drop-off and pick-up in the pedestrian zone of Little Neville Street did not receive any objections.
- 4.1.9 In separate correspondence Ward Members in City and Hunslet Ward have been notified of the intended spend of Section 106 (Town & Country Planning Act) monies in their Ward. No adverse comments have been received.

4.2 Equality and Diversity / Cohesion and Integration

- 4.2.1 The West Yorkshire Combined Authority have undertaken an Environmental Impact Assessment as part of the Leeds Southern Station Entrance scheme and in May 2013 produced a full Equalities Review.
- 4.2.2 The LSSE and associated works on Little Neville Street will significantly improve access to the station from the south of the city and be fully accessible with the inclusion of lifts, escalators and level surface access
- 4.2.3 An Equality and Diversity / Cohesion and Integration screening document has separately been prepared for the Little Neville Street project and is attached as Appendix B. The screening process identified the following impacts on the equality characteristics:

Positive Impacts:

- The introduction of the proposals will restrict traffic flow to this area, thus providing a safer environment for all pedestrians/commuters, however, it will be of significant benefit to carers supporting pushchairs and wheelchairs, the young and elderly plus people with mobility issues.
- The proposed layout has provision for 2 disabled parking spaces, which will allow blue badge holders to have greater access to the station's southern entrance.

Negative Impacts:

- There may be a conflict between the large number of pedestrians forecasted to use the new station entrance and vehicles being used by disabled people, however, this will need to be monitored on implementation and opening.
- The number of disabled parking spaces is limited to 2 spaces.

4.3 Council policies and City Priorities

- 4.3.1 The proposals accord with the Leeds City Priority Plan 2011 to 2015 which sets out a shared set of strategic outcomes and improvement priorities for the city. LSSE fits within 'Best City... for business' in helping the economic growth of Leeds and in particular regeneration areas to the south of the city centre, and

improving public transport reliability and journey times.. This plan also supports the delivery of the longer term objectives in the Vision for Leeds 2011 to 2030.

- 4.3.2 The Little Neville Street scheme is an enabling element to the regeneration of the South Bank and is complementary to the Council's work to support the development of Tower Works, Sovereign Square and to improve greater connectivity. The proposed improvements are in line with the Council's Best City ambitions, ensuring the support, regeneration and further growth of the Leeds economy, with particular focus towards Holbeck and the wider south bank area. The project positively meets the Best Council Plan Objective of 'Promoting sustainable and inclusive economic growth' and in particular the priority 'providing a good and efficient transport infrastructure'.
- 4.3.3 The scheme supports the objectives of the West Yorkshire Local Transport Plan 2011-26. The proposals fit within the connectivity theme 'to deliver an integrated, reliable transport system that enables people and goods to move around efficiently and safely' and supports the proposal 'to define and develop a core, high quality, financially sustainable network of transport services that will provide attractive alternatives to car travel'.
- 4.3.4 Environmental Policy; the proposals contained within this report are in accordance with aims 4 and 7 of the Policy in that the proposals will reduce the environmental impact of transport and travel and promote sustainable alternatives. UDP policies T9, T12, T13, and T14 support the implementation of new public transport schemes. Core Strategy policies SP3, SP4, SP8, SP11, CC3, T1 and T2 support the improvement of public transport and city centre connectivity. Policy T2ii sets out that developer contributions may be required towards, amongst other highways and transport infrastructure, public transport provision.
- 4.3.5 The LSSE is considered to be a vital aspect in the redevelopment of Holbeck Urban Village and providing pedestrian links from the station to the existing residential areas of Holbeck and beyond.

4.4 Resources and value for money

- 4.4.1 The Leeds Southern Station Entrance scheme is being promoted by the West Yorkshire Combined Authority and Network Rail.
- 4.4.2 The design and implementation of the Little Neville Street works is being managed by Leeds City Council. Funding of the approximate £100,000 in fees for the design, consultation and supervision of the works is being provided by the West Yorkshire Combined Authority.
- 4.4.3 The estimate of the proposed highway works to Little Neville Street is £498,132. In January 2015 the Chief Planning Officer approved £498,132 of Section 106 contributions to fund the works.
- 4.4.4 The works shall be undertaken by Highways and Transportation term contractor, the award is currently programmed to be in place by early summer 2015 offering the contractor the opportunity of suitable lead-in times for materials.

4.4.5 Construction is programmed to start on removal of the temporary tower crane currently erected in Little Neville Street and being used by the main southern entrance building contractor.

4.4.6 Capital Funding and Cashflow

Authority to Spend required for this Approval	TOTAL £000's	TO MARCH 2014 £000's	FORECAST				
			2015/16 £000's	2016/17 £000's	2017/18 £000's	2018/19 £000's	2019 on £000's
LAND (1)	0.0						
CONSTRUCTION (3)	498.1		498.1				
FURN & EQPT (5)	0.0						
DESIGN FEES (6)	0.0		0.0				
OTHER COSTS (7)	0.0						
TOTALS	498.1	0.0	498.1	0.0	0.0	0.0	0.0
Total overall Funding (As per latest Capital Programme)	TOTAL £000's	TO MARCH 2014 £000's	FORECAST				
			2015/16 £000's	2016/17 £000's	2017/18 £000's	2018/19 £000's	2019 on £000's
Section 106	498.1		498.1				
	0.0						
Total Funding	498.1	0.0	498.1	0.0	0.0	0.0	0.0
Balance / Shortfall =	0.0	0.0	0.0	0.0	0.0	0.0	0.0

4.5 Legal Implications, Access to Information and Call In

4.5.1 The various s106 agreements have been considered and the use of developer s106 monies towards this scheme is entirely reasonable and justified based on the improvements to access and movement within the city centre that are provided by the scheme.

4.5.2 Those contributions secured prior to April 2010 are subject to policy tests, whereas those secured after this date are subject to the CIL legal tests (the principle of which are the same as those earlier policy tests). Further detail is given in Appendix A of this report.

4.6 Risk Management

4.6.1 Due to the nature and restrictive scale of Little Neville Street, safe access cannot be made available to the highway works contractor to undertake his works, until such times as the main railway station works tower crane is disassembled and removed from its Little Neville Street site. This lack of immediate accessibility creates a complication in attempting to programme and interface the two construction elements concurrently.

4.6.2 When considering the programme in addition to access a further practical aspect in terms of the materials proposed needs to be given consideration. Lead-in times for receipt of natural paving products is currently in the order of sixteen weeks it is crucial therefore that this is considered when programming the contract award,

offering as much possible opportunity for product delivery to correspond with removal of the tower crane.

- 4.6.3 The current programme for the main works shows removal of the tower crane by September 2015 and the site made available to the highway works contractor in October 2015 for the works to commence on Little Neville Street. To make the best advantage of a seamless transition the highway works contract should ideally be awarded no later than May 2015.
- 4.6.4 The risk in delaying the contract award beyond May 2015 increases the time scale between the main works contract completion and the highway works potentially prolonging the opening of the new southern station entrances in their entirety.

5 Conclusions

- 5.1 The Leeds Southern Station Entrance project provides a significant improvement to the accessibility of the rail station and the long term planning for high growth in rail usage. Construction is ongoing with an expected opening date of late 2015. One of the conditions associated with the planning consent relates to urban realm and pedestrian connectivity improvements on Little Neville Street.
- 5.2 The purpose of this report is to seek approval to highway improvement works of Little Neville Street and to authorise the expenditure from the Capital Programme of £498,132 for the implementation of the southern entrances' associated highway enhancement works shown on Drawing. HDC/297032/MIS/15 towards the pedestrian connectivity improvements on Little Neville Street associated with the Leeds Station Southern Entrance (LSSE).

6 Recommendations

- 6.1 Executive Board is recommended to:
1. Approve the scheme as described in the report and shown on drawing number HDC/297032/MIS/15
 2. Authorise the injection of £498,132 into the Capital Programme from developer (Section 106 Town & Country Planning Act) contributions.
 3. Authorise expenditure from the Capital Programme of £498,132 for the implementation of the southern entrances' associated highway enhancement works outlined on drawing number HDC/297032/MIS/15 and described in this report.
 4. To note that the Head of Engineering Services will be responsible for implementation according to the timescales set out in 4.6.3.

7 Background documents¹

¹ The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.

7.1 None

8 Appendices

8.1 Proposed General Arrangement Layout of Little Neville Street -
HDC/297032/MIS/15

8.2 Proposed Southern Station Entrance Floorplan - Drawing (20) 002

8.3 S106 contributions

8.4 Equality and Diversity / Cohesion and Integration screening