

Report to the Chief Officer Highways and Transportation

Date: 18 July 2017

Subject: Design and Cost Report for Claypit / Woodhouse Lane Junction Improvement Scheme Associated with the Merrion House Extension.

Capital Scheme Numbers: 32214 / 000 / 000 and 16256 / 000 / 000

Are specific electoral Wards affected?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
If relevant, name(s) of Ward(s):	City & Hunslet	Hyde Park & Woodhouse
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?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
If relevant, Access to Information Procedure Rule number:		
Appendix number:		

Summary of main issues

- 1 Clay Pit Lane / Woodhouse Lane is a key city centre junction with very high footfall and traffic flow. The proposed highway improvement works and the associated significant improvement to the public realm are consistent with the Best Council Plan 2015-2020 in terms of improving road safety and enhancing the quality of our public realm and green spaces. The proposed improvement works have been designed to integrate with the future public transport improvement work to be progressed at this location and will provide improved pedestrian and cycling facilities. The proposals aim to amalgamate a number of potential highway-orientated schemes in order to minimise abortive work and reduce disruption to the public. A plan showing the proposals is attached as drawing EP/299337/GA/01g.
- 2 This report summarises the highway and public realm improvement works (the proposed works) proposed to convert this key junction into a new area of city centre public realm. The report advises that the estimated cost of the proposed works is £2.8m inclusive of fees and contingency. The authority to spend totalling £274,000 was already approved by the Highways Board on 6th December 2016 for enabling works and £2.526m was already approved by the Executive Board on 21st June 2017 for the main works.

Recommendations

- 3 The Chief Officer (Highways and Transportation) is requested to:
 - i) Give authority for the works set out in 3.1 to be detail-designed and constructed;

- ii) Note the total scheme costs of £ 2,800,000, of which £274,000 has previously been given authority to spend by the Chief Officer of Highways and Transportation for early preparatory works costs;
- iii) Note that the remaining expenditure of £2,526,000 has previously been given authority to spend by the Executive Board. The estimated cost comprises of: £1,506,000, highways and public realm works costs, £720,000 for utility diversions and £300,000 staff fees for the design and supervision of these works. The work is funded from LCC Capital resources £1,443,000, private sector and sect 106 funds £388,000, Government Grant (comprising of NPIF and LTP funding) £415,000 and changing the workplace funds £280,000;
- iv) Request the City Solicitor to advertise a Movement Traffic Regulation Order and revoke the existing waiting restrictions (adjacent to the former pub) in accordance with the attached TRO drawing, TMS/10/MH/TRO and if no valid objections are received to make, seal and implement the order as advertised;
- v) Approve with reference to the powers contained in Section 66(4) of the Highways Act 1980, that the relevant lengths of footway shown on the drawing EP/299337/MISC/23a as proposed cycle tracks are removed and that following the removal of the footways, cycle tracks are constructed under the powers contained under the provisions of section 65(1) of the Highways Act 1980 for shared joint use by pedal cyclists and pedestrians; and
- vi) Note and approve the changes to the adopted Highway boundary proposed as part of the works as described in section 3.1.6. The area shown in purple on the attached plan, EP/299337/GA/01g will be the resultant area of adopted Highway.
- Vii) Note that as part of this scheme a formal agreement will be sought with Parks and Countrysides to adopt and maintain the public realm areas as shown on plan EP/299337/GA/01g.

1 Purpose of this report

- 1.1 The purpose of the report is to gain approval to carry out major works to the Claypit Lane / Woodhouse Lane junction during 2017 and early 2018 as shown on drawing EP/299337/GA/01g and to seek approval to advertise, make and seal the associated Traffic Regulation Orders.

2 Background information

- 2.1 A briefing note was presented to CDD on 11th February 2015 to inform senior officers of the proposals for these works.
- 2.2 The subway has not been used by pedestrians for many years. The junction was instead fitted with at-grade pedestrian crossings. More recently the subway has been used to store equipment by the Events team predominantly for use for Millennium Square events. The equipment has now been relocated to existing LCC property at Cross Green. The subway tunnels have been filled-in as part of this scheme. A report to the Chief Officer Highways and Transportation dated 6th December 2016 gave approval for this work to be carried out in advance of the main scheme. This infilling of the subway “tunnels” were completed in early April 2017.

- 2.3 A planning condition of the Merrion House extension is to widen the footway immediately adjacent to the new building via a Section 278 agreement of the Highways Act. Approval for the delivery of this work was given via a report to the Chief Officer Highways and Transportation dated 17th March 2015. This work is being amalgamated into the main scheme. A planning condition dictates that the footway widening must be done before the opening of the building to the public. The only logical way to widen the footway is to realign the junction. The realignment is dependent on using space provided by infilling the subway and light-well. Therefore, work to realign the junction must be progressed in good time to avoid future conflicts.
- 2.4 Another element of the S278 Agreement includes an alteration to a layby and adjustment to a TRO. The developer has chosen to undertake the design of the S278 works and to employ a contractor to carry out these works. Approval for the delivery of the works was given via a report to the Chief Officer Highways and Transportation dated 17th March 2015.
- 2.5 Work commenced on the design phase of the wider scheme in 2013 / 2014 but, since the highway works are dependent on the developer's progress, the start date has been delayed significantly. Bam (the Merrion House developer's contractor) are now on site and their programmed handover for the building is in January '18. The current programme for the highway works shows the main works commencing in August '17. Bam have programmed to give access to the footway surrounding the new extension in October / November 2017.
- 2.6 Earlier collaborative working with Bam (and their predecessors, Shepherd Construction) led to the introduction of an "enabling works" phase that was done at their cost. This phase is currently in place whilst the Merrion House extension is being constructed. A draft layout of the enabling works is shown on drawing EP/299337/MISC/09b. The contractor was given approval for this work via a licence combining Section 50 of NRASWA and section 171 of the Highways Act. A major Yorkshire Water sewer diversion in the highway has also been done as part of these works. The purpose of these works was predominantly to allow space to construct the new building.
- 2.7 Filling-in the subways, the associated light-well and access ramp will create an area suitable for public open space. The left turn lane adjacent to the former Coburg pub will become redundant and when removed, will combine with the existing (in LCC ownership) small green area behind it. The resultant area provides a rare opportunity to significantly improve the appearance and feel of this traffic dominated area. The proposals for this area are shown on the artist's impressions shown in "Public Realm Illustrations" within the Appendix. Colleagues in Asset Management are procuring a specialist designer to provide detailed plans of the public realm areas to pass to the contractor.
- 2.8 The developer of the former Coburg pub (at the time of writing) have a current application for planning permission to convert the ground floor of their building to a coffee shop. They have informally agreed to "tailor" their proposals to complement the new layout described in this report.
- 2.9 It is proposed to employ the Highways term contractor to carry out these works because of the flexibility that the contract affords. This allows the programme to be adjusted around the date that access to the site is provided by the Merrion House developer's contractor.

3 Main issues

3.1 Design Proposals / Scheme Description

- 3.1.1 Developments adjacent to the junction have utilised the access points to the old subway. As a result, it could never have been re-utilised and was a maintenance liability for the Authority. The “tunnels” of the subway have been completely filled with pumped foamed concrete. The light-well near the public house and access ramp on Cookridge Street will remain in-place to be filled-in as part of the main highway works.
- 3.1.2 As part of the “enabling works” on behalf of the developer, Merrion Way was temporarily made 1-way. This system has not been problematic from a Highways perspective. For a number of years there has been an aspiration within the Council to adopt a 1-way arrangement on this street and to make it less-dominated by traffic. The developer is very supportive of this idea. Significant improvements are possible for pedestrians if this arrangement is adopted permanently. These benefits are evident on Merrion Way as well as on the Claypit Lane / Woodhouse Lane junction. As a result, the scheme has been subject to a last-minute redesign to take advantage of this opportunity.
- 3.1.3 It is beyond the scope of this scheme to carry out major public realm works on Merrion Way though, as a result of this scheme, the opportunity will exist in the future.
- 3.1.4 Provision will be made as part of these works to accommodate a small kiosk within the public realm area adjacent to the former pub. An electrical hook-up and wastewater connection will be installed to facilitate any future business opportunity from which the council could receive a rental payment.
- 3.1.5 As part of the scheme, an extra set of telecommunication ducts will be installed between Merrion House and the Civic Hall. The capacity of the existing duct route is somewhat stretched and the extra ducting will afford a certain level of resilience to a vulnerable system. Installing the ducting whilst the paving in the vicinity is being renewed would prevent abortive works.
- 3.1.6 There are some minor adjustments to the adopted Highway to align with the new extension to the building. Some further adjustments will be made surrounding the new public realm area near to the former Coburg pub. Also, the ramp that previously gave access to the subway on Cookridge Street (which is owned by the Council) is proposed to become adopted Highway. The resultant adopted Highway area is shown coloured purple on the attached plan, EP/299337/GA/01g. Street Registry will be informed of these changes and where there is no material difference between public and private paved areas a suitable demarcation will be formed

4 Corporate Considerations

4.1 Consultation and Engagement

- 4.1.1 The Executive Member for Regeneration, Transport and Planning has been consulted and is supportive of the recommendation contained in the report.

- 4.1.2 Ward members were consulted via email on the initial scheme proposals on 10 December 2014 and 4 May 2017. No issues were identified.
- 4.1.3 Emergency Services were consulted via email on 10 December 2014 and 4 May 2017. No negative responses were received.
- 4.1.4 West Yorkshire Combined Authority was consulted via email on 10 December 2014 and 4 May 2017. No negative response was received.
- 4.1.5 The proposals for the in-filling of the subways and light well were done in conjunction with the Structures Section within Highways & Transportation. Consultations were carried out with a number of internal LCC sections to assess the feasibility of the wider junction improvement scheme as the design evolved in 2014, 2015, 2016 and 2017.
- 4.1.6 Occupiers / frontages adjacent to the works were consulted via hand-delivered letter on 10 May 2017. Recipients included Yorkshire Bank, developers of the former Cobourg pub, Leeds City College Technology Campus and Town Centre Securities. No negative responses were received.

4.2 Equality and Diversity / Cohesion and Integration

- 4.2.1 A screening document is attached to this report.
- 4.2.2 The proposed scheme will provide improved public realm with more footpath width. This will provide much more circulation space, more room for those in wheelchairs and those with pushchairs. These alterations are designed to accommodate the needs of all users.

4.3 Council policies and City Priorities

- 4.3.1 The proposals accord with the West Yorkshire Local Transport Plan and other policies in that they provide a safe means of access for all users of the highway, to and around the development.
- 4.3.2 The proposed public realm works will complement the improvements undertaken as part of the arena development and the works progressed by Town Centre Securities to improve the area surrounding the Merrion Centre, as well as being consistent with the Best Council Plan 2015-2020 in terms of enhancing the quality of the city's public realm and green spaces.

4.4 Council Constitution

- 4.4.1 The decisions taken in this report are not eligible for call-in.

4.5 Safety Audit

- 4.5.1 The stage 1 safety audit has been completed and the designs adjusted to suit. The result of the stage 2 audit is pending.

4.4 Resources and value for money

- 4.4.1 The total scheme costs are estimated to be £2,800,000 inclusive of fees and contingency (though £274,000 has previously been approved and spent). The cost of the works will be funded from City Council Capital resources (£1.472m),

Section 106 funds (£388,000), Government Grant comprising of NPIF and LTP funding (£660,000) and a contribution from the Changing the Workplace budget (£280,000).

- 4.4.2 The proposed footway widening and alterations to controlled crossing facilities will improve connectivity and create safer pedestrian routes. The works will also assist the visually impaired, wheelchair users, pushchair users and people with mobility issues. Amendments to existing cycle facilities and the addition of other features will also improve cycle connectivity through the junction. The newly updated traffic signalling equipment will include equipment and sensors to fast-track buses through the junction via bus-mounted transponders.

4.5 Revenue Effects

- 4.5.1 Discussions with Parks & Countryside regarding ongoing maintenance costs of the proposed public realm areas are continuing. A formal agreement will be completed before any public realm works are commenced on site.

5 Legal Implications, Access to Information and Call In

- 5.1 The decisions taken in this report are not eligible for call-in.

6 Risk Management

- 6.1 Failure to carry out these works would mean that the junction would need to revert back to its original format. This would be in breach of the planning condition to widen the footway around the Merrion House Extension. Furthermore, the unsightly (and redundant) subway light-well and ramp would remain as eyesores and become maintenance liabilities as they inevitably become filled with detritus. The new development plots surrounding this junction would also become less attractive to investors, occupiers and the public.

7 Conclusions

- 7.1 The proposed works will provide a major uplift to this important gateway junction into Leeds. Currently, this location is an unattractive and traffic-focussed location which acts as a barrier to pedestrians on their way to the city centre. The proposals would constitute a major improvement to this key intersection which has been in a state of relative disrepair for many years.

8. Recommendations

The Chief Officer (Highways and Transportation) is requested to:

- i) Give authority for the works set out in 3.1 to be detail-designed and constructed;
- ii) Note the total scheme costs of £ 2,800,000, of which £274,000 has previously been given authority to spend by the Chief Officer of Highways and Transportation for early preparatory works costs;
- iii) Note that the remaining expenditure of £2,526,000 has previously been given authority to spend by the Executive Board. The estimated cost comprises of: £1,506,000, highways and public realm works costs, £720,000 for utility diversions and £300,000 staff fees for the design and supervision of these

works. The work is funded from LCC Capital resources £1,443,000, private sector and sect 106 funds £388,000, Government Grant (comprising of NPIF and LTP funding) £415,000 and changing the workplace funds £280,000;

- iv) Request the City Solicitor to advertise a Movement Traffic Regulation Order and revoke the existing waiting restrictions (adjacent to the former pub) in accordance with the attached TRO drawing, TMS/10/MH/TRO and if no valid objections are received to make, seal and implement the order as advertised;
- v) Approve with reference to the powers contained in Section 66(4) of the Highways Act 1980, that the relevant lengths of footway shown on the drawing EP/299337/MISC/23a as proposed cycle tracks are removed and that following the removal of the footways, cycle tracks are constructed under the powers contained under the provisions of section 65(1) of the Highways Act 1980 for shared joint use by pedal cyclists and pedestrians; and
- vi) Note and approve the changes to the adopted Highway boundary proposed as part of the works as described in section 3.1.6. The area shown in purple on the attached plan, EP/299337/GA/01g will be the resultant area of adopted Highway.
- vii) Note that as part of this scheme a formal agreement will be sought with Parks and Countrysides to adopt and maintain the public realm areas as shown on plan EP/299337/GA/01g.

9 Background documents¹

- 9.1 Report to the Executive Board dated 21st June 2017 giving authority to spend £2.526m.
- 9.2 Report to the Chief Officer of Highways & Transportation dated 6th December 2016 giving authority to spend £274,000.
- 9.3 Report to the Chief Officer of Highways & Transportation dated 17th March 2015 giving approval to enter a Section 278 Agreement.

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. Claypit Lane and Woodhouse Lane Junction Improvements.doc

Appendix A

Equality, Diversity, Cohesion and Integration Screening



As a public authority we need to ensure that all our strategies, policies, service and functions, both current and proposed have given proper consideration to equality, diversity, cohesion and integration.

A **screening** process can help judge relevance and provides a record of both the **process** and **decision**. Screening should be a short, sharp exercise that determines relevance for all new and revised strategies, policies, services and functions. Completed at the earliest opportunity it will help to determine:

- the relevance of proposals and decisions to equality, diversity, cohesion and integration.
- whether or not equality, diversity, cohesion and integration is being/has already been considered, and
- whether or not it is necessary to carry out an impact assessment.

Directorate: City Development	Service area: Highways & Transportation
Lead person: James Gray	Contact number: 37 87371

1. Title: Proposed Clay Pit Lane/Woodhouse Lane Junction and Public Realm Improvements

Is this a:

Strategy / Policy
 Service / Function
 Other

If other, please specify

2. Please provide a brief description of what you are screening

The screening focuses on the highway and public realm improvement works proposed at the junction of Clay Pit Lane and Woodhouse Lane. Work includes:

- Filling the remaining subway sections with recycled crushed stone.
- Junction realignment work to Clay Pit Lane and Woodhouse Lane.
- Relocation of the left turn onto Clay Pit Lane to facility a new Public Realm area.
- A new Public Realm area adjacent to the college.
- Improvements to the controlled crossing facilities.
- Footway widening on Clay Pit Lane.
- Additional cycle facilities.

3. Relevance to equality, diversity, cohesion and integration

All the council's strategies/policies, services/functions affect service users, employees or the wider community – city wide or more local. These will also have a greater/lesser relevance to equality, diversity, cohesion and integration.

The following questions will help you to identify how relevant your proposals are.

When considering these questions think about age, carers, disability, gender reassignment, race, religion or belief, sex, sexual orientation and any other relevant characteristics (for example socio-economic status, social class, income, unemployment, residential location or family background and education or skills levels).

Questions	Yes	No
Is there an existing or likely differential impact for the different equality characteristics?	X	
Have there been or likely to be any public concerns about the policy or proposal?		X
Could the proposal affect how our services, commissioning or procurement activities are organised, provided, located and by whom?		X
Could the proposal affect our workforce or employment practices?		X
Does the proposal involve or will it have an impact on <ul style="list-style-type: none"> • Eliminating unlawful discrimination, victimisation and harassment • Advancing equality of opportunity • Fostering good relations 		X

If you have answered **no** to the questions above please complete **sections 6 and 7**

If you have answered **yes** to any of the above and;

- Believe you have already considered the impact on equality, diversity; cohesion and integration within your proposal please go to **section 4**.
- Are not already considering the impact on equality, diversity, cohesion and integration within your proposal please go to **section 5**.

4. Considering the impact on equality, diversity, cohesion and integration

If you can demonstrate you have considered how your proposals impact on equality, diversity, cohesion and integration you have carried out an impact assessment.

Please provide specific details for all three areas below (use the prompts for guidance).

- **How have you considered equality, diversity, cohesion and integration?** (**think about** the scope of the proposal, who is likely to be affected, equality related information, gaps in information and plans to address, consultation and engagement activities (taken place or planned) with those likely to be affected)

The scheme will have major positive effects from an EDCI point of view.

Internal and external consultation is currently ongoing. Local businesses and residents affected by the works plus the emergency services and Ward Councillors have been contacted. No negative responses have been received.

A Stage 1 Safety Audit has been requested, any recommendations received will be investigated/implemented.

The Access Officer will be involved in the detailed design to improve the environment for those with disabilities/mobility issues.

- **Key findings**

(think about any potential positive and negative impact on different equality characteristics, potential to promote strong and positive relationships between groups, potential to bring groups/communities into increased contact with each other, perception that the proposal could benefit one group at the expense of another)

Positive impacts;

- The works will have a positive effect from an EDCI perspective.
- The works will provide an improved environment/streetscape for all the users of Clay Pit Lane and Woodhouse Lane.
- Connectivity with the First Direct Arena, Merrion Way and Millennium Square will be improved, creating safer pedestrian access.
- Improvements to the controlled crossing facilities will assist the visually impaired, wheelchair users, pushchair users and people with mobility issues.
- The existing footway surfacing is in a poor state, therefore the improvement will reduce the potential for slip and trip hazards.

Negative impacts;

- Disruption and inconvenience is likely whilst the works are being carried out. However, safe pedestrian access will be provided through the works and disruption will be kept to a minimum.

- **Actions**

(think about how you will promote positive impact and remove/reduce negative impact)

5. If you are **not** already considering the impact on equality, diversity, cohesion and integration you **will need to carry out an impact assessment.**

Date to scope and plan your impact assessment:	N/A
Date to complete your impact assessment	N/A
Lead person for your impact assessment (Include name and job title)	N/A

6. Governance, ownership and approval

Please state here who has approved the actions and outcomes of the screening

Name	Job title	Date
James Gray	Group Engineer	09/05/17

7. Publishing

This screening document will act as evidence that due regard to equality and diversity has been given. If you are not carrying out an independent impact assessment the screening document will need to be published.

If this screening relates to a **Key Delegated Decision, Executive Board, full Council** or a **Significant Operational Decision** a copy should be emailed to Corporate Governance and will be published along with the relevant report.

A copy of **all other** screening's should be sent to equalityteam@leeds.gov.uk. For record

keeping purposes it will be kept on file (but not published).	
Date screening completed	09/05/17
If relates to a Key Decision - date sent to Corporate Governance	N/A
Any other decision – date sent to Equality Team (equalityteam@leeds.gov.uk)	N/A