

**Report of the Director of City Development**

**Report to: Executive Board**

**Date: 21 June 2017**

**Subject: Design and Cost Report, Proposed Clay Pit / Woodhouse Lane Junction and Public Realm Improvements**

**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	
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 checked="" type="checkbox"/> Yes	<input 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. The Breakthrough Project '*World-class events and a vibrant city centre that all can benefit from*' recognises that city centres are evolving as critical centres for people to interact, exchange knowledge and drive commerce. Members will be aware that Leeds has recently been named in the Lonely Planets 'Best in Europe 2017' list, citing its urban regeneration and flourishing cultural scene. Consultation undertaken as part of the Breakthrough Project prioritised improving the quality of our public realm, re-thinking our approach to street design and reducing the impact of traffic, to improve the pedestrian experience while creating enhanced settings for our cultural and heritage assets and key gateways. The information set out in this report details how this key junction will be transformed into a new key gateway and a new area of public realm in the city centre, the first new public realm scheme to be delivered as part of the Breakthrough Project.
2. 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.

3. 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 and, having regard to the Authority to Spend totalling £274,000 already approved for enabling works associated with the proposed works, seeks Authority to Spend £2.526m from existing Capital Scheme Nos. 32214 and 16256 on the proposed highway and public realm improvement works.
4. Plans showing the proposed highway and public realm improvement works are attached to the report.

### **Recommendation**

5. Executive Board is requested to:
  - i) Approve Authority to Spend £2.526m from existing Capital Scheme Nos. 32214 and 16256 for the proposed highway and public realm improvement works at the junction of Clay Pit Lane and Woodhouse Lane as detailed in the report; and
  - ii) Note the actions required to implement the decision, the proposed timescale to progress the project as detailed in paragraphs 3.1 and 3.2 of the report and, that the Chief Officer Highways and Transportation will be responsible for the implementation of the decision.

## **1 Purpose of this report**

- 1.1 The purpose of the report is to seek Executive Board's approval to Authority to Spend £2.526m from existing Capital Scheme Nos. 32214 and 16256 for the proposed highway and public realm improvement works at the junction of Clay Pit Lane and Woodhouse Lane.

## **2 Background information**

- 2.1 The Breakthrough Project '*World-class events and a vibrant city centre that all can benefit from*' recognises that city centres are evolving as critical centres for people to interact, exchange knowledge and drive commerce. Members will be aware that Leeds has recently been named in the Lonely Planets 'Best in Europe 2017' list, citing its urban regeneration and flourishing cultural scene. Consultation undertaken as part of the Breakthrough Project prioritised improving the quality of our public realm, re-thinking our approach to street design and reducing the impact of traffic, to improve the pedestrian experience while creating enhanced settings for our cultural and heritage assets and key gateways.
- 2.2 Members of Executive Board may recall that in October 2015, Executive Board approved the principle of the Council developing a strategic plan for public realm improvements in the city centre and, that officers should consult and engage with stakeholders on potential schemes to be brought forward based on the design ideas and opportunities document entitled 'Leeds Public Realm Design, Ideas and Opportunities, August 2015'. This document provided details of a number of key gateway sites and areas around some of the city's major cultural and heritage buildings where the opportunity existed to significantly enhance the public realm to create better, less stressful and healthier environments for residents, workers and visitors to the city.
- 2.3 Amongst the potential schemes identified where public realm improvements could be progressed in the short/medium term was the Woodhouse Lane/Clay Pit Lane junction. At present it is a large heavily trafficked junction (both vehicles and pedestrians) with staggered crossings and offers little attraction to encourage 'dwell time'. However, the junction does provide links to Millennium Square, the city centre, the First Direct Arena, Merrion House and the emerging Innovation District and, therefore, there is the opportunity to reduce the highway infrastructure, significantly improve the public realm and enable pedestrians to regain ownership of the space.
- 2.4 The subway at the centre of the junction has not been used by pedestrians for many years and, as a consequence, the junction incorporates at-grade pedestrian crossings. More recently the subways and light well at the centre of the junction have been used to store equipment for use by the City Centre Management Events team, predominantly used for Millennium Square events. This storage requirement has recently been relocated to City Council owned premises at Cross Green. The cost of relocating the storage facility to Cross Green has been funded from the estimated total project cost of £2.8m noted in this report.
- 2.5 As part of the enabling works undertaken in advance of the main proposed works, the Chief Officer Highways and Transportation approved the infilling of the subway

tunnels with foam concrete. The infilling of the subway tunnels was successfully completed in early April 2017.

### **3.0 Main Issues**

- 3.1 A planning condition of the Merrion House refurbishment and new build works requires the widening of 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 17 March 2015. It is proposed that the work to widen the footway adjacent to the new build office development is incorporated into the proposed junction/public realm improvement works. The planning condition noted above requires that the footway widening must be done before the opening of the completed Merrion House development. As such, the most practical 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.
- 3.2 BAM, the contractor undertaking the refurbishment works to Merrion House commenced work on site in early 2016 and their programme envisages handover of the completed building in December 2017. The contractor's current programme indicates the main highway works commencing in August 2017 to correspond with access being given to the footway surrounding the new extension.
- 3.3 Earlier collaborative working with BAM has led to the introduction of an "enabling works" phase that was done at the contractor's cost. This phase is currently in place whilst the Merrion House extension is being constructed. The contractor was given approval for this work via a licence combining Section 50 of New Road And Street Works Act and Section 171 of the Highways Act 1980. A major Yorkshire Water sewer diversion in the highway has also been progressed as part of these works. The purpose of these works was predominantly to allow space to construct the new office building on the site of the former 'sunken courtyard'.
- 3.4 As part of the "enabling works" phase introduced on behalf of the developer, a section of Merrion Way was temporarily made one way. This change has not been problematic from a Highways perspective. For a number of years there has been an aspiration within the Council to adopt a one way arrangement on this street and to make it less-dominated by traffic. Significant improvements to the public realm would be possible for pedestrians if this arrangement is adopted permanently. The benefits will be evident on Merrion Way as well as on the Clay Pit Lane/Woodhouse Lane junction. The proposed works to the Woodhouse Lane/Clay Pit Lane junction have regard to the potential to make a section of Merrion Way one way. Detailed proposals remain to be developed and consultations with stakeholders affected by such a proposed change have yet to be undertaken. The proposals for Merrion Way will be the subject of a further report to Executive Board in due course.
- 3.5 Filling-in the subways, the associated light-well in the centre of the junction and the access ramps will provide the opportunity to create an area suitable for enhanced public open space. The left turn lane adjacent to the former Cobourg public house will become redundant and when removed, will combine with the existing small grassed area behind which is in the ownership of the City Council. The resultant

area provides the opportunity to significantly improve the appearance and feel of this traffic dominated area, to create a new gateway to the city centre. Indicative proposals for the new public realm are shown in the sketches attached to the report.

- 3.6 If Executive Board is minded to approved the Authority to Spend to enable the proposed works to proceed, it is proposed to employ the Highways term contractor to carry out the proposed works as their flexibility allows the programme for the proposed works to be adjusted around the date that access to the site is provided by the contractor progressing the Merrion House works. The successful delivery of this scheme as outlined above will see this key gateway transformed into a new area of public realm in the city centre, the first new public realm scheme to be delivered as part of the Breakthrough Project '*World-class events and a vibrant city centre that all can benefit from*'.
- 3.7 Recent developments adjacent to the junction have utilised the access routes to the old subway. As a result, the subways could never have been re-utilised and were a maintenance liability for the Authority. The "tunnels" of the subway have been completely filled with pumped foamed concrete. The light-well in the centre of the junction and the pedestrian access ramp on Cookridge Street currently remain in-place and will be filled-in as part of the proposed main highway works.
- 3.8 As part of the proposed works, a new telecommunication pipe run/duct will be installed between Merrion House and the Civic Hall in order to provide the required network resilience as identified by the Council's Digital and Information Service for when the building is re-occupied by the City Council. Installing the new pipe run/duct whilst the junction works are being undertaken and the paving in the vicinity of Merrion House is being renewed would prevent abortive works and costs being incurred if such work was to be undertaken as part of a separate contract.

## **4.0 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.
- 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 and will improve pedestrian safety at the junction.

## **4.3 Council Policies and Best Council Plan**

- 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 Resources and value for money**

- 4.4.1 The total scheme costs are estimated to be £2,800,000 inclusive of fees and contingency. The cost of the works will be funded from City Council Capital resources (£1.472m), Section 106 funds (£388,000) , Government Grant (£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.

#### 4.4.3 Capital Funding and Cash Flow.

Previous total Authority to Spend on this scheme	TOTAL £000's	TO MARCH 2017 £000's	FORECAST					
			2017/18 £000's	2018/19 £000's	2019/20 £000's	2020/21 £000's	2021 on £000's	
LAND (1)	0.0							
CONSTRUCTION (3)	245.0	211.2	33.8					
FURN & EQPT (5)	0.0							
DESIGN FEES (6)	0.0							
OTHER COSTS (7)	29.0	28.5	0.5					
<b>TOTALS</b>	<b>274.0</b>	<b>239.7</b>	<b>34.3</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>
Authority to Spend required for this Approval	TOTAL £000's	TO MARCH 2017 £000's	FORECAST					
			2017/18 £000's	2018/19 £000's	2019/20 £000's	2020/21 £000's	2021 on £000's	
LAND (1)	0.0							
CONSTRUCTION (3)	2200.0		2000.0	200				
FURN & EQPT (5)	0.0							
DESIGN FEES (6)	300.0	91.8	208.2					
OTHER COSTS (7)	26.0	24.5	1.5					
<b>TOTALS</b>	<b>2526.0</b>	<b>116.3</b>	<b>2209.7</b>	<b>200.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	
Total overall Funding (As per latest Capital Programme)	TOTAL £000's	TO MARCH 2017 £000's	FORECAST					
			2017/18 £000's	2018/19 £000's	2019/20 £000's	2020/21 £000's	2021 on £000's	
LCC Supported Borrowing	1472.0	148.0	1124.0	200.0				
Revenue Contribution	0.0							
Capital Receipt	0.0							
Insurance Receipt	0.0							
Lottery	0.0							
Gifts / Bequests / Trusts	0.0							
European Grant	0.0							
Health Authority	0.0							
School Fundraising	0.0							
Private Sector	113.0		113.0					
Section 106 / 278	275.0		275.0					
Government Grant	660.0	208.0	452.0					
SCE ( C )	0.0							
SCE ( R )	0.0							
Departmental USB	0.0							
Corporate USB	0.0							
Changing the Workplace funds	280.0		280.0					
<b>Total Funding</b>	<b>2800.0</b>	<b>356.0</b>	<b>2244.0</b>	<b>200.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	
<b>Balance / Shortfall =</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	

**Parent Scheme Number :** 32214 / 000 / 000  
**Title :** Clay Pit Lane / Woodhouse Lane Junction Improvement

and :

**Parent Scheme Number:** 16256 / 000 / 000  
**Title:** Changing the workplace

#### 4.4.4 Revenue Effects

4.4.5 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.

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

4.5.1 The decision taken in this report is eligible for call-in.

## **4.6 Risk Management**

4.6.1 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 ramps 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.

## **5 Conclusions**

5.1 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 a number of years.

## **6 Recommendation**

6.1 Executive Board is requested to;

- i) Approve Authority to Spend £2.526m from existing Capital Scheme Nos. 32214 and 16256 for the proposed highway and public realm improvement works at the junction of Clay Pit Lane and Woodhouse Lane as detailed in the report; and
- ii) Note the actions required to implement the decision, the proposed timescale to progress the project as detailed in paragraph 3.1 and 3.2 of the report and, that the Chief Officer Highways and Transportation will be responsible for the implementation of the decision.

## **7 Background documents<sup>1</sup>**

7.1 None.

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<sup>1</sup> 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.



# 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.

<b>Directorate: City Development</b>	<b>Service area: Highways &amp; Transportation</b>
<b>Lead person: James Gray</b>	<b>Contact number: 37 87371</b>

<b>1. Title: Proposed Clay Pit Lane/Woodhouse Lane Junction and Public Realm Improvements</b>			
Is this a:			
<input type="checkbox"/>	<b>Strategy / Policy</b>	<input checked="" type="checkbox"/>	<b>Service / Function</b>
<input type="checkbox"/>		<input type="checkbox"/>	<b>Other</b>
<b>If other, please specify</b>			

<b>2. Please provide a brief description of what you are screening</b>
The screening focuses on the highway and public realm improvement works proposed at the junction of Clay Pit Lane and Woodhouse Lane. Work includes: <ul style="list-style-type: none"> <li>• Filling the remaining subway sections with recycled crushed stone.</li> <li>• Junction realignment work to Clay Pit Lane and Woodhouse Lane.</li> <li>• Relocation of the left turn onto Clay Pit Lane to facility a new Public Realm area.</li> <li>• A new Public Realm area adjacent to the college.</li> <li>• Improvements to the controlled crossing facilities.</li> <li>• Footway widening on Clay Pit Lane.</li> <li>• Additional cycle facilities.</li> </ul>

<b>3. Relevance to equality, diversity, cohesion and integration</b>
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"> <li>• Eliminating unlawful discrimination, victimisation and harassment</li> <li>• Advancing equality of opportunity</li> <li>• Fostering good relations</li> </ul>		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
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Date to complete your impact assessment	N/A
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Lead person for your impact assessment (Include name and job title)	N/A
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**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](mailto:equalityteam@leeds.gov.uk). For record keeping purposes it will be kept on file (but not published).

<b>Date screening completed</b>	09/05/17
If relates to a Key Decision - <b>date sent to Corporate Governance</b>	N/A
Any other decision – <b>date sent to Equality Team (equalityteam@leeds.gov.uk)</b>	N/A