

**Report of Projects & Programmes Project Officer**

**Report to Chief Officer Highways and Transportation**

**Date: 11 August 2020**

**Subject: Design and Cost Report for the S106 funded uplift and completion of Merrion Way Phase 1 S278 public highways works and development of Phase 2**

**Capital Scheme Number: 32472 MWA**

Are specific electoral wards affected? If yes, name(s) of ward(s): Little London & Woodhouse	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Has consultation been carried out?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Will the decision be open for call-in?	<input type="checkbox"/> Yes <input checked="" 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**

**1. Main issues**

- This report requests a total of £88,425 to facilitate an uplift in the materials used for the S278 works at the Unite student accommodation tower blocks currently under construction at Merrion Way and to develop Phase 2 of the Merrion Way highway and environmental improvement works, up to the completion of the Technical Stage (RIBA Stage 4).

**2. Best Council Plan Implications** (click [here](#) for the latest version of the Best Council Plan)

- The project will support the Best Council Plan 2019-2021 objectives to promote safe, strong communities, through the installation of HVM seating, making the public space along Merrion Way accessible, safe, clean and welcoming and by creating a local environment that encourages active travel and better health and wellbeing for citizens.

**3. Resource Implications**

- Asset Management & Regeneration and Highways & Transportation will work jointly to complete the delivery of phase 1 of the Merrion Way scheme and develop phase 2 up to completion of RIBA stage 4. Work programmes have been agreed in principle and staffing costs are requested from the S106 funds from 18/05738/FU and 18/01819/FU within this report.

## Recommendations

- a) The Chief Officer Highways and Transportation is requested to approve costs of up to £88,425, with a capital injection of £88,425 from the S106 contributions from planning approvals 18/05738/FU and 18/01819/FU. This will provide funding for the uplift in quality of paving materials and the provision of HVM benches, within the HVM barrier being developed along part of Merrion Way and fund staff costs for 2020/21 for the completion of Phase 1 and the design of Phase 2 up to RIBA Stage 4.

### 1. Purpose of this report

- 1.1 To provide background information and detail in respect of the proposal to redevelop Merrion Way.
- 1.2 To provide details of the costs to achieve an uplift in the quality of materials and the provision of HVM benches that are proposed, to enhance the S278 works being delivered as part of the Unite Students accommodation development scheme (Planning Ref: 18/05738/FU) along Merrion Way.
- 1.3 To request the Chief Officer of Highways and Transportation approve expenditure of £88,425 from S106 funds from 18/05738/FU and 18/01819/FU to achieve an uplift in the materials used for the S278 works being delivered as part of the Unite Students accommodation development scheme along Merrion Way and to commence the development of phase 2 of the Merrion Way highway and public realm improvement project.

### 2. Background information

- 2.1 It is proposed that the regeneration of Merrion Way be delivered over 4 separate project phases. This approach is driven by the development programme that is currently underway along Merrion Way. A decision on phasing will be formalised once there is clarity on how the Yorkshire Bank site will be redeveloped.
- 2.2 The delivery of phases 1 – 3 are linked to the developers S278 and S106 obligations in relation to the delivery of the two Unite Students blocks of student accommodation and the delivery of Olympian block of student accommodation (planning ref: 18/01819/FU). There may be further opportunities for S106 funding from other proposed developments in the area as they come forward.
- 2.3 Phase 4 will focus on and around the site currently occupied by Yorkshire Bank's Headquarters, which is presently scheduled to be vacated in spring 2021. A decision will be taken on the extent of the works once there is more clarity around the plans for the building.
- 2.4 Merrion Way is currently experiencing a high level of redevelopment that will significantly change the character of the area, with the delivery of 1728 bed spaces in a mix of cluster flats and studios, aimed at the student market in Leeds. This will alter the way the area functions, bringing forward an opportunity to enhance the highway layout, improve permeability and connectivity along key routes and into surrounding areas of the city centre, increase the quality of materials used within the public realm and create a safe and well-designed environment for residents and visitors to the area.
- 2.5 The recent Our Spaces strategy sets out a vision and ambition to enhance the public realm within the city centre. The Arena Quarter, within which Merrion Way is located, is identified as one of the 'key intervention areas' within the strategy and the key principles highlighted within the strategy are reflected in the design ambitions set out in the document.

## 2.6 Strategic transport planning

- 2.6.1 The Leeds Transport Strategy highlights that excellent walking and cycling routes are required alongside safer and more pleasant streets, which will enable more journeys to be made by a sustainable mode. In response to the Covid-19 pandemic, the focus on active travel has intensified and the improvements made to Merrion Way will contribute to reducing car journeys by providing a pedestrian and cycle friendly streetscape.
- 2.6.2 Phase 1 of the Merrion Way scheme will deliver improved footpath connectivity to the universities and a raised pedestrian crossing leading to Brunswick Terrace, the First Direct Arena from Merrion Way and the Merrion Centre. This will facilitate the increased pedestrian movement through Merrion Way once students begin to take up residence in the new student accommodation blocks in late 2020.
- 2.6.3 Phase 2 aims to uplift paving materials along Merrion Way and highway resurfacing through Merrion Way.
- 2.6.4 Phases 3 and 4 will improve connectivity at both the eastern and western ends of the street and along Brunswick Terrace, leading to the First Direct Arena. Phase 3 delivers the eastern improvements which will develop the connection between Merrion Way and Merrion Gardens/St John's churchyard, leading to New Briggate and The Headrow. Phase 4 will be the western improvements which will enhance connections to Woodhouse Lane pocket park, the Civic Quarter and the Innovation District, including walking routes to the universities.

### 2.7 Planning policy position

- 2.7.1 The proposed Phase 1 uplift works relate to previously agreed S278 works that will be delivered on the adopted highway.

### 2.8 Development context

- 2.8.1 There are 2 student residential developments currently on site at Merrion Way, which will deliver 1728 bed spaces through a mix of cluster flats and studios. The Yorkshire Bank Headquarters will be vacated in the spring of 2021 and discussions are currently being progressed with regards to a future use for the site. Sites at Commerce House on Wade Lane and the Santander offices on Merrion Street have current planning applications under consideration. The proposed Commerce House development is a part 8 stories, part 18 stories student accommodation block. The proposed Santander building development is part 4, part 10 and part 32 stories and current proposals comprise of student accommodation and commercial space.

### 2.9 Climate change

- 2.9.1 The council is committed to making Leeds carbon neutral by 2030. In response to the UN's report on climate change, Leeds declared a climate emergency in March 2019.
- 2.9.2 The causes of climate change are to be tackled through our best council plan and decision making structures.

#### 2.10 Our plan includes:

- building sustainable infrastructure
- improving air quality
- reducing pollution and noise
- promoting a less wasteful, low carbon economy
- reducing flooding and other risks from future climate change

### **3. Main issues**

#### **3.1 Design Proposals and Full Scheme Description.**

- 3.1.1 The S278 works relating to the Unite Students blocks were agreed previously on 25/02/2020 by Highways & Transportation Board. GA Drawing 733222/LCC/HWT/XX/DR/CH/MI\_07 shows the works in principle and is provided as a background document for reference.
- 3.1.2 Phase 1 elements of the Merrion Way scheme that require an uplift in funding from the S106 agreement relating to 18/05738/FU, which will incorporate the installation of 4 HVM benches in place of standard HVM bollards. The inclusion of HVM benches is being trialled as an alternative to simply using bollards and if successful may be used at other locations around the city centre. In addition the quality of the paving will be uplifted to use Tobermore Breamar Alto-Silver, in line with secondary palette being used for LPTIP schemes within the city centre.
- 3.1.3 The uplift cost for the HVM benches is £16,050. The uplift cost for the paving and associated works is £55,650. This gives a total Phase 1 uplift cost of £71,700. A 6% contingency budget is factored in to the S278 uplift costs.
- 3.1.4 The development of Phase 2 of the project will commence immediately after Phase 1 starts on site and will take Phase 2 up to the detailed design stage. Staff costs for Phase 2 are anticipated to be £16,725. A 6% contingency budget is factored into staff costs.

### **4. Corporate considerations**

#### **4.1 Consultation and engagement**

- 4.1.1 Ward Members were consulted on 16<sup>th</sup> January 2020; no comments were received. In addition Emergency Services and West Yorkshire Combined Authority we also consulted; no comments were received.
- 4.1.2 Further consultation with ward members and key stakeholders is scheduled to be undertaken in advance of the project starting on site. This will be undertaken by the Highways Civil Engineering team. LCC Highways Asset Management have been consulted on the uplift in paving materials.
- 4.1.3 Colleagues in the Building Control Access Team have been consulted on the installation of HVM benches and are supportive of additional seating in the area, particularly so close to the Access Bus pick up/drop off point on Merrion Way.
- 4.1.4 Regular progress reports regarding phase 1 of the project have been provided to the Our Spaces Programme Board.

#### **4.2 Equality and diversity / cohesion and integration**

- 4.2.1 An EDCI screening document has been prepared and an independent impact assessment is not required for the approvals requested. See appendix A.

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

- 4.3.1 Public Realm: Merrion Way is a key gateway to the internationally renowned Leeds First Direct Arena (LDFA). It is envisaged that the enhanced public realm will deliver vastly improved connectivity between the LDFA and surrounding areas of the city centre, as well as greater pedestrian travel encouraging safer and active travel through the city centre for both residents and visitors. The provision of seating is envisaged to increase dwell time on Merrion Way for residents, workers and visitors to the area.

- 4.3.2 The public realm is a key delivery vehicle in improving, promoting and managing the city centre as a residential neighbourhood, business location, an engine for economic growth and retail and visitor destination of national significance. Improvements in the public realm will help Leeds to be an economically strong and compassionate city in three ways. Firstly by creating employment opportunities both through the supply chain to deliver the public realm improvements and by enhancing commercial opportunities arising from both the subsequent higher levels of footfall and space for street cafes/events etc.; secondly by creating better, healthier environments for residents, workers, visitors and investors and thirdly by improving connectivity and 'walkability' thereby giving better access to employment and leisure opportunities.
- 4.3.3 Highway: The highway improvements will assist the drive to encourage active travel through the city centre, by delivering an enhanced crossing point at Brunswick Terrace, paving to delineate pedestrian zone and form continuous footway on Merrion Way across the junction to Brunswick Terrace and extension of the westbound contraflow cycle lane.
- 4.3.4 Culture: The redeveloped Merrion Way will provide an enhanced approach to the First Direct Arena, a key cultural destination within the city. The accessibility of the redeveloped Merrion Way will ensure that culture can be created and experienced by anyone. The redeveloped Merrion Way will enhance the image of Leeds by managing the arrival for people attending major events and attractions.
- 4.3.5 Economic impact: A redeveloped Merrion Way will complement the ongoing economic growth in the area as excellent public realm has the potential to enhance the surrounding buildings, businesses and streets. Improved greenspace and place making will attract more people and increase dwell time in the area. This enhancement will increase visitors which in turn generates additional income and attracts further investment in the city. A vibrant city with excellent public realm also contributes to the increase in land and property value. The project will help unlocking economic benefits whilst enhancing the City Profile, increasing visitor spend and supporting commercial activity around the space.
- 4.3.6 Our Spaces Strategy: embodies our vision for the creation of vibrant, inclusive, world class city centre public realm. Our ambition is that through the Our Spaces Strategy, our public realm becomes the city's greatest cultural asset.
- 4.3.7 Culture: The 'Our Spaces Strategy' has the ambition of making our spaces our greatest cultural asset. Through its Culture Strategy the city has set a bold new vision for our public spaces to become our greatest cultural asset, building on the legacy of our parks and waterways to create a new international standard which embeds culture in our streets, shopping centres, parks and urban spaces. Investment in the public realm is needed to realise this ambition.
- 4.3.8 Strategic Outcomes: A redeveloped Merrion Way will contribute to increasing 'access to green spaces'. A redeveloped Merrion Way will also contribute to people moving 'around a well-planned city easily'.
- 4.3.9 Our Values
- 4.3.10 Sustainable infrastructure: A redeveloped Merrion Way will prioritise pedestrians, improve connectivity through the city centre, create a safer environment within which residents and visitors can move around in and encourage active travel both through and to our spaces.
- 4.3.11 Age Friendly Leeds: The redevelopment of Merrion will support accessible and affordable transport options which help older people get around. The redeveloped Merrion Way will be accessible, safe, clean and welcoming.
- 4.3.12 Culture: The redeveloped Merrion Way will provide an improved sense of arrival to the First Direct Arena. The accessibility of the redeveloped Merrion Way will ensure that culture can be created and experienced by anyone. The redeveloped Merrion Way will

enhance the image of Leeds by providing small event spaces and managing the safe arrival for people attending major events and attractions at the First Direct Arena.

4.3.13 Child Friendly City: A new Merrion Way will enhance the city now and for future generations.

4.3.14 Best Council Plan Outcomes: The improved connectivity will enable greater access to green spaces, leisure and the arts both in and around Merrion Way. The redeveloped Merrion Way will contribute to people being able to move around a well-planned city easily.

4.3.15 Climate Emergency: The greening of Merrion Way will increase carbon capture and assist the management of water runoff during extreme weather events. The impact will be determined as part of the detailed design.

#### 4.4 Resources, procurement and value for money

4.4.1 The S106 funding, which currently stands at £300,000 and will total £608,793 on completion of both developments, will enable an uplift in the quality of paving materials and the partial replacement of HVM bollards with HVM benches.

##### 4.4.2 Capital Funding and Cashflow

Previous total Authority to Spend on this scheme	TOTAL £000's	TO MARCH 2020 £000's	FORECAST					
			2020/21 £000's	2021/22 £000's	2022/23 £000's	2023/24 £000's	2024 on £000's	
LAND (1)	0.0							
CONSTRUCTION (3)	0.0							
FURN & EQPT (5)	0.0							
DESIGN FEES (6)	31.3	31.3						
OTHER COSTS (7)	19.1	11.3	7.8					
<b>TOTALS</b>	<b>50.4</b>	<b>42.6</b>	<b>7.8</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 2020 £000's	FORECAST					
			2020/21 £000's	2021/22 £000's	2022/23 £000's	2023/24 £000's	2024 on £000's	
LAND (1)	0.0							
CONSTRUCTION (3)	71.7		71.7					
FURN & EQPT (5)	0.0							
DESIGN FEES (6)	16.7		16.7					
OTHER COSTS (7)	0.0							
<b>TOTALS</b>	<b>88.4</b>	<b>0.0</b>	<b>88.4</b>	<b>0.0</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 2020 £000's	FORECAST					
			2020/21 £000's	2021/22 £000's	2022/23 £000's	2023/24 £000's	2024 on £000's	
LCC Funding	50.4	42.6	7.8					
S106 ( )	88.4		88.4	0.0				
			0.0					
<b>Total Funding</b>	<b>138.8</b>	<b>42.6</b>	<b>96.2</b>	<b>0.0</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>	

#### 4.5 Legal implications, access to information, and call-in

4.5.1 The Chief Officer of Highways and Transportation has been granted the delegated authority to approve an Authority to Spend up to the value of £250k.

#### 4.6 Risk management

4.6.1 Risk is to be managed through application of 'best practice' project management tools and techniques via the City Council's 'PM Lite' risk methodology. Experienced Project Management resource has been allocated from within City Development.

- 4.6.2 A risk register has been produced by Highways colleagues, so that the contractor is aware of the site issues i.e. shows at the Arena and other things that may affect the works. Under the NEC3 contract, the risk register will be kept up to date which could trigger an Early Warning, followed by Early Warning meetings to reduce the risk and record the outcomes. A 6% contingency budget has been incorporated into the uplift costs provided within this report.

## **5. Conclusions**

- 5.1 The S106 contribution for 18/05738/FU (Unite Students development) sets out that an 'Off land highways works contribution' for the sum of £178,793 be applied towards the highway and environmental improvements to Merrion Way to improve pedestrian access. The council has received payment of £85,000 at this time, with the remaining amount to be paid on completion. It is proposed that this is utilised to fund the uplift requirements detailed in this report for Phase 1, which total £71,700.
- 5.2 The S106 contribution for 18/01819/FU (Olympian development) sets out that an 'Off site highways works contribution' for the amount of £430,000 be applied towards the highway and environmental improvements at Merrion Way. The council has received payment of £215,000 at this time, with the remaining amount to be paid on completion. It is proposed that this is utilised to fund the Phase 2 staff costs up to Technical Design stage (RIBA Stage 4), which total £16,725.
- 5.3 Phase 1 of the project will deliver an uplift in the quality of materials to be used on the Merrion Way S278 project.
- 5.4 The development of Phase 2 of the scheme, up to completion of the Technical Design stage (RIBA Stage 4), will commence once Phase 1 has started on site.
- 5.5 This work package is necessary to allow the progression of the transformational public realm opportunities outlined within the Our Spaces Strategy.

## **6. Recommendations**

- 6.1 The Chief Officer Highways and Transportation is requested to approve costs of up to £88,425, with a capital injection of £88,425 from the S106 contributions from planning approvals 18/05738/FU and 18/01819/FU. This will provide funding for the uplift in quality of paving materials and the provision of HVM benches, within the HVM barrier being developed along part of Merrion Way and fund staff costs for 2020/21 for the completion of Phase 1 and the design of Phase 2 up to RIBA Stage 4.

## **7. Background documents**

- 7.1 None

## **8. Appendices**

- 8.1 EDCI Screening
- 8.2 Leeds Our Spaces Strategy (The strategy can be found at [www.leedsourspaces.co.uk](http://www.leedsourspaces.co.uk))
- 8.3 Merrion Way General Arrangement
- 8.4 Merrion Way Phasing Plan