

**Report of Head of Station Development**

**Report to Director of City Development**

**Date: 4<sup>th</sup> March 2021**

**Subject: Request to enter into a funding agreement with West Yorkshire Combined Authority (WYCA)**

Are specific electoral wards affected?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
If yes, name(s) of ward(s): Beeston and Holbeck, Riverside and Hunslet		
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 type="checkbox"/> Yes	<input checked="" 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?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
If relevant, access to information procedure rule number:		
Appendix number:		

**Summary**

**1. Main issues**

- This report is further to two pre-approved reports, one submitted in September 2020 seeking authority to inject the full TCF development funding for detailed design into the capital programme and the second submitted in November 2020 to enter into a funding agreement with West Yorkshire Combined Authority (WYCA) to access TCF development funding.
- The value of the original funding agreement was £1,984,932.
- In October 2020 as part of the OBC approval WYCA colleagues approved a further funding request of £3,104,572 required in order to complete the full detailed design package of works.
- The WYCA advised at the time that LCC would be required to enter into a funding agreement for the initial amount of £1,984,932 (approved by LCC in November 2020) and that the value of the funding agreement would be varied at a later date to include the additional approved sum of £3,104,572. WYCA have completed their legal process to vary the original funding agreement and the full amount of £5,089,504 will now be released.
- It is intended to use the terms and conditions of the original funding agreement but to vary the value and timescales to reflect the current project position.

- The purpose of this report is to seek authority to continue with the original funding agreement with WYCA but approve the value variation reflecting the full funding position of £5,089,504 required to complete the full detailed design.
- In 2017, LPTIP was awarded £173.6m in grant funding by the Department for Transport. LPTIP is administered by WYCA and has been established to transform the bus network, improve rail stations at key economic, housing growth and employment locations, and providing a world-class city centre gateways. Any schemes using LPTIP funding must be delivered by March 2021.
- Executive Board approved a report at the 21<sup>st</sup> June 2017 meeting for the injection of the £173.5m LPTIP funding into the capital programme. In April 2018, WYCA's PAT approved a request for £5m in funding through LPTIP for the development of Leeds Station. £1.779m of funding has been drawn down to date (April 2018 – December 2019). On 22 January 2020, WYCA's PAT approved a Change Request for the drawdown of the remaining £3.221m in LPTIP funds. On 20<sup>th</sup> April the Director of City Development granted authority to spend for the remaining LPTIP grant funding to support the development of the Leeds Integrated Station Programme.

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

The Leeds Station Sustainable Travel Gateway project will contribute to the Leeds Station Programme and the delivery of the Best Council Plan's following priorities:

- Health & wellbeing - the creation of the largest station cycle hub in the north which helps meet forecasted growth in cycle usage and supports and promotes healthy and physically active lifestyles.
- Sustainable infrastructure – installation of segregated cycle lanes on Bishopgate, Neville Street and Dark Neville Street as well as in the wider city will help support the shift towards sustainable forms of transport, resulting in improved air quality facilitated by the reduction in harmful nitrogen dioxide (NO<sub>2</sub>) levels. An air quality survey conducted in 2019 by Friends of the Earth found Neville Street to be the most polluted street outside of London.
- Inclusive growth – the proposed works for a multi-modal transport hub will facilitate modal shift, circulation and capacity. Failure to address these constraints will be a barrier to growth. Cycle ways will be created to link the city centre into the wider cycle network serving communities across Leeds.

## 3. Resource Implications

- Staff time – the Station Development Team will continue to work with colleagues from the station partnership in Network Rail (NR), West Yorkshire Combined Authority (WYCA), and HS2 Ltd.
- Overheads – Overheads will be reviewed as the schemes progress.
- Funding – On the 22<sup>nd</sup> September 2020 approval was granted to inject the original TCF development funding of £1,984,932 and the subsequent £3,104,572 approved by the WYCA investment Committee on the 7<sup>th</sup> October 2020 into the capital programme. In 2017, LPTIP was awarded £173.6m in grant funding by the Department for Transport.

## Recommendations

The Director of City Development is recommended to:

- a) Approve the request to continue with the original funding agreement with WYCA but approve the value variation reflecting the full funding position of £5,089,504 required to complete the full detailed design.

## **1. Purpose of this report**

- 1.1.** The purpose of this report is to seek authority to continue with the original funding agreement with WYCA but approve the value variation reflecting the full funding position of £5,089,504 required to complete the full detailed design.

## **2. Background information**

- 2.1.** With more than 34 million passengers per year Leeds Station has consistently been one of the busiest stations in the North of England over the last decade. Passenger numbers are increasing; in 2019 34 million passengers used the station and the Department for Transport, West Yorkshire Combined Authority and Network Rail have forecast this to increase to 70 million by 2043. Despite the impact of COVID Leeds Station saw monthly increases in passengers using the station when the first lockdown was lifted. DfT has advised that the forecasts should continue to be used as it is anticipated the long term impact will continue.
- 2.2.** In the near term passenger numbers at Leeds Station will be at a level where, if no action is taken, the station's gateline and boarding procedures will need to be managed. This will result in significant numbers of people, particularly at peak times, spilling into New Station Street increasing the risk of pedestrian / vehicle conflict. This will have further implications for the security cordon for the station which must expand to accommodate the additional pedestrians on New Station Street. In order to accommodate this predicted passenger growth the station requires significant investment in its redevelopment and transformation.
- 2.3.** New Station Street does not have enough footpath width to accommodate the necessary space required for pedestrians, cyclists and a vehicle route. Pedestrian pinch points already exist by the Queens Portico, the Platform Building and the element of New Station Street that leads to Boar Lane. Analysis undertaken using the Transport for London Pedestrian Comfort Model recommended by the Connecting Leeds Expert Panel clearly shows the footpaths failing as pedestrian numbers start to increase.
- 2.4.** British Transport Police and Counter Terrorism Police as well as Network Rail have advised that additional security measures are required to meet the increasing volume of passengers on New Station Street. This will include the installation of bollards at the New Station Street and Boar Lane junction and the introduction of a time-limited servicing provision outside peak pedestrian times, operating in a similar way to the existing city centre pedestrian core.
- 2.5.** In order to meet the long term needs of Leeds Station it is proposed to create a pedestrian priority area on New Station Street which is a Network Rail owned structure and relocate the taxis and buses. The proposed location of the taxi rank on Bishopgate Street has been considered as this would address both the existing accessibility concerns for safely boarding taxis kerbside and the wider safety concerns around future station operation and security as well as increased efficiency of the rank itself. It is proposed to relocate the bus services to new stops on Boar Lane and dialogue is ongoing with Bus Operators and WYCA to develop the customer experience work stream.

### **3. Main issues**

**3.1.** In June 2020, the WYCA Investment Committee approved a request from Leeds City Council (LCC) for £1,984,932 from the Transforming Cities Fund (TCF) development fund for the project. This sum was required to reimburse LPTIP for costs incurred in relation to RIBA Stage 3a and 3b and to cover project costs until the approval of the OBC in October 2020. Following the submission of the OBC in June 2020 and further discussions with colleagues from WYCA, LCC sought the full amount of TCF development funding required to complete RIBA Stage 4, an addition of £3,104,572. The funding request was submitted as an appendix to the OBC and recommended for approval within the appraisal report. The Investment Committee meeting was held on the 7th October 2020 where the OBC and the request for the full development funding of £5,089,504 was approved.

**3.2.** WYCA advised that LCC was required to enter into a funding agreement for the initial £1,984,932 with the value then being varied to include the remaining £3,104,572. The original WYCA funding agreement has been reviewed and agreed by LCC Legal.

**3.3.** The development monies will fund the following activities:

- Professional Services Contract with Balfour Beatty
- Employers contingency
- Network Rail resource costs
- Community and stakeholder engagement activities
- Compensation to tenants
- Utilities Investigations
- Consultancy Fees
- Ancillary additional activities

**3.4.** WYCA has advised that the arrangements to vary the value of the original funding agreement has been completed and the full amount of £5,089,504 is now available for LCC to access via the latest version of the funding agreement.

### **4. Corporate considerations**

**4.1.** Consultation and engagement

**4.1.1.** Consultation regarding the scheme proposals has been undertaken with the following stakeholders:

- Network Rail – meetings held on a fortnightly basis with LCC and we understand that Network Rail are also undertaking consultation with all their tenants on a regular basis.
- Access and Use-Ability sub-group re taxi-ranks/Corn Exchange etc – Thursday 19th December 2019
- Chamber – 6th January 2020
- The Queens Hotel – 8th January 2020
- Councillor Judith Blake CBE, Leader of Leeds City Council – 27th January 2020
- Councillor Lisa Mulherin, Executive Board Member for Climate Change, Transport and Sustainable Development, Leeds City Council – 27th January 2020
- Councillor Mohammed Iqbal, Councillor Elizabeth Nash and Councillor Paul Wray Ward, Members for Hunslet and Riverside Ward – 28th January 2020
- Access and Use-Ability Group – 28th January 2020
- Councillor Gohar Almass, Councillor Angela Gabriel and Councillor Andrew Scopes, Ward Members for Beeston and Holbeck Ward – 29th January 2020

- Train Operator Companies – 3rd February 2020
- Leeds Civic Trust – 4th February 2020
- Rt. Hon. Hilary Benn, Member of Parliament for the Leeds Central Constituency, which covers Leeds City Centre – 7th February 2020
- Cycle Forum Sub Group – 12th February 2020
- Bus Operators – 20th February 2020
- Leeds BID – 20th May 2020
- British Transport Police – 22nd May 2020
- West Yorkshire Police – 22nd May 2020
- Expert Panel – 10th July 2020
- Leeds Civic Trust – 14th July 2020
- Access and Use-ability Group – 15th July 2020
- Leeds Bradford Airport – 16th July 2020
- Access and Use-ability sub group – 10th August 2020
- Access and Use-ability sub group – 24th August 2020
- Access and Use-ability sub group – 7th September 2020
- Inclusive Design Group – 8th September 2020
- Leeds Disabled Peoples Organisation – 16th September 2020
- Individuals from the Carers Network (those unable to attend 8th Sept) – 12th October and 27th October 2020
- Age Friendly Leeds – 25th November 2020
- Inclusive Design Group (those unable to attend 8th Sept) – 27th November 2020
- Leeds Civic Trust – 8th December 2020
- Access and Use-Ability sub group – 6th January 2021
- Bus Operators – 14th January 2021
- Unite Union and JTC – 18th January 2021
- Inclusive Design Group – 12th February 2021

**4.1.2.** LCC Legal have been central to the development of the funding agreement and have approved the revised document.

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

**4.2.1.** An Equality Impact Assessment has been produced for the project and has been approved by the Director of City Development

**4.2.2.** Network Rail have recently updated the Leeds Integrated Station Diversity Impact Assessment which includes the Leeds Station Sustainable Travel Gateway project and analysed the impacts and considered the proposed mitigations for the option to relocate the taxi rank to Bishopgate. This has been approved by the Access and Inclusion Manager at Network Rail.

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

**4.3.1.** The Leeds Sustainable Travel Gateway project will contribute towards the following Best Council Plan 2015-20 priorities; Transport & Infrastructure and Good Growth.

**4.3.2.** The project also contributes towards the Inclusive Growth Strategy 21st Century Infrastructure priority supporting requirement for additional capacity to meet the projected passenger growth at Leeds station from 34 million in 2019 to 70 million in 2043.

Climate Emergency

- 4.3.3.** Infrastructure improvements in the city centre will help support the Climate Emergency agenda through the encouragement of sustainable forms of transport. The increased usage of sustainable forms of transport will make a significant contribution to the reduction of carbon emissions in an already busy and congested area. The delivery of the Leeds Station Sustainable Travel Gateway project, along with the other MBARC highways schemes, will reduce the volume of traffic on Bishopgate and Neville Street. Pedestrian footways and cycle routes will be prioritised as the main mode of transport, supported by the creation of the 700 space cycle hub the largest cycle hub in the north with charging points for electric bikes.
- 4.4.** Resources, procurement and value for money
- 4.4.1.** The Station Development Team will continue to work with colleagues from the station partnership in Network Rail (NR), West Yorkshire Combined Authority (WYCA), and HS2 Ltd.
- 4.4.2.** The Leeds Station Sustainable Travel Gateway project will be delivered by a Principal Contractor (Balfour Beatty) procured via the Scape Group, a nationally recognised public sector partnership, using the Scape Civils Framework. The framework utilised for this project was set up following a competitive, open market and OJEU compliant tender process. LCC have signed an 'Access Agreement' to the framework, enabling access to all Building and Engineering Services covered by the framework.
- 4.4.3.** Additional consultancy support will be sought from Steers to assist with the development of the Economic Case and specialist transport modelling necessary to complete the Full Business Case (FBC) plus. For this element of work Steers will be appointed via the Crown Service Framework, which will be subject to a separate approval report.
- 4.4.4.** On the 22<sup>nd</sup> September 2020 approval was granted to inject the original TCF development funding of £1,984,932 and the subsequent £3,104,572 approved by the WYCA investment Committee on the 7<sup>th</sup> October 2020 into the capital programme
- 4.5.** Legal implications, access to information, and call-in
- 4.5.1.** None of the contents of this report are exempt or confidential under the access to information rules detailed in the constitution.
- 4.5.2.** The value of the funding agreements has increased to £5,089,504 and expires at the end of October 2021. If the full amount is not spent by October 2021 it will be repaid to WYCA. The funding can only be spent on the Leeds Station Sustainable Travel Gateway project and on the following activities
- Professional Services Contract with Balfour Beatty
  - Employers contingency
  - Network Rail resource costs
  - Community and stakeholder engagement activities
  - Compensation to tenants
  - Utilities Investigations
  - Consultancy Fees
  - Ancillary additional activities
- 4.6.** Risk Management

- 4.6.1. Programme delay could be incurred in the event that the varied funding agreement is not approved.

## 5. Conclusions

- 5.1. In November 2020 authority was given to enter into an agreement to access TCF development funding for the detailed design stage of the Leeds Station Sustainable Travel Gateway
- 5.2. The value of the original funding agreement was £1,984,932, although this was increased at OBC approval in October 2020 to £5,089,504. Despite the approved increase in value the WYCA advised LCC to approve the initial agreement with a view to varying the amount in the future.
- 5.3. The WYCA have since completed the variation to the funding agreement for LCC to approve.
- 5.4. The revised funding agreement will ensure that the Leeds Station Sustainable Travel Gateway project can access the full funding for the detailed design stage

## 6. Recommendations

The Director of City Development is recommended to:

- a) Approve the request to continue with the original funding agreement with WYCA but approve the value variation reflecting the full funding position of £5,089,504 required to complete the full detailed design.

## Background documents<sup>1</sup> Funding Agreement

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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.