

Leeds Station Sustainable Travel Gateway Scheme

Date: 24 August 2021

Report of: Head of Station Development

Report to: Chief Officer Highways and Transportation

Will the decision be open for call in? Yes No

Does the report contain confidential or exempt information? Yes No

What is this report about?

Including how it contributes to the city's and council's ambitions

- The Leeds Station Sustainable Travel Gateway Project is a £32.5M project being delivered as part of the West Yorkshire Combined Authority (WYCA) Transforming Cities Fund programme. It also represents zone one of the Leeds Integrated Station Masterplan.
- The project seeks to address issues of accessibility and connectivity and create a world class gateway into Leeds City Centre.
- Planning permission and Outline Business Case approval for the scheme was granted in October 2020. The Final Business Case is due to be submitted in October 2021 alongside an Executive Board report seeking approval for injection into the capital programme and to deliver the scheme.
- Construction works are due to commence in February 2022 and complete in August 2023.
- The purpose of this report is to seek approval for the revised highway alignment of Bishopgate, Mill Hill, Swinegate and Neville Street part of the project.
- The Leeds Station Sustainable Travel Gateway project contributes to the wider proposals to reduce the volume of traffic travelling through the city centre and provide more sustainable forms of transport. The project has close links to the City Square project and also the TCF cycle schemes being developed in the South Bank area of the city. The installation of the two-way segregated cycle lane on Neville Street has resulted in the closure of one of the north bound lanes and the relocation of the taxi rank to Bishopgate with the feeder rank on Swinegate has forced changes to the network around the station.

Recommendations

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

- a) Approve the highways proposals for the Leeds Station Sustainable Travel Gateway Project as documented in Appendix A

- b) Approve the procurement, via the Leeds Minor Works Contractor Framework Agreement (MWCFA), of a contractor to undertake statutory diversion works in late 2021. This will be done as part of the Boar Lane delivery works.
- c) Approve the design and arrangement of proposed traffic restrictions which will be implemented by way of draft Traffic Regulation Orders (TRO) for the Leeds Station Sustainable Travel Gateway project. The required TROs will be secured using the powers contained within the Road Traffic Regulation Act 1984, the Highways Act 1980 and pedestrian and cycle facilities are constructed under the powers contained under the provisions of section 65(1) of the Highways Act 1980 for segregated or shared joint use by pedal cyclists and pedestrians.
- d) Authorise the City Solicitor to advertise a notice under the provision of Section 23 of the Road Traffic Regulation Act 1984 (amended) associated with the provision of a pedestrian crossing and if no valid objections are received, to implement the pedestrian crossing as advertised.
- e) To advertise the draft TROs as shown in Appendix B, and if no valid objections are received, to make, seal and implement the Orders as advertised.
- f) To note that a further report will be submitted to the Highways Authority seeking approval to regularise the status of the Highway.

Why is the proposal being put forward?

- 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 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. 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.
- 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.
- 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.

- 6 Whilst part of the Leeds Integrated Station Masterplan, the Leeds Station Sustainable Travel Gateway project contributes to the wider proposals to reduce the volume of traffic travelling through the city centre and provide more sustainable forms of transport. The project has close links to the City Square project and also the TCF cycle schemes being developed in the South Bank area of the city. The installation of the two-way segregated cycle lane on Neville Street has resulted in the closure of one of the north bound lanes and the relocation of the taxi rank to Bishopgate with the feeder rank on Swinegate has forced changes to the network around the station.

What impact will this proposal have?

Wards Affected: Beeston and Holbeck, Hunslet and Riverside, Little London and Woodhouse

Have ward members been consulted? Yes No

- 7 In October 2019, approval was given by the Director of City Development to utilise the Scape Civils Framework to enter into a Professional Services short form contract with Balfour Beatty Civil Engineering Ltd to produce the concept designs for the scheme. This contract also included securing Leeds City Council (LCC) planning approval and Network Rail Asset Protection approval.
- 8 In September 2020, LCC entered into a second Professional Services contract with Balfour Beatty to produce the detailed design for the scheme culminating in the development of a full design package, market tested construction costs and Network Rail approval to progress to construction. The Professional Services contract is scheduled to conclude in October 2021.
- 9 The scope of works for the Leeds Station Sustainable Travel Gateway scheme is centred around New Station Street, Bishopgate Street, Neville Street and Dark Neville Street although the relocation of the station taxi and feeder rank has implications for Mill Hill and Swinegate.
- 10 The existing taxi rank on New Station Street accommodates 3 vehicles with a feeder rank of 25 vehicles along the length of New Station Street towards Boar Lane. The existing rank has widely acknowledged accessibility issues. Passengers exiting the station are required to cross traffic on New Station Street and make their way to the offside/drivers' side of the taxi to access the taxi for side entry boarding. Wheelchair accessible taxis are generally designed to be boarded from the passenger's side or the rear. As a result, the taxi rank has a specific crossing point to an island to enable boarding of wheelchair users from the right or the rear, however this is not at the front of the queue. Given that not all taxis are wheelchair accessible, this design can create social pressures.
- 11 To resolve these issues the taxi rank will relocate to Bishopgate (a distance of 15m and a 3m level drop from the existing rank) and double in size accommodating 6 vehicles. Passengers will board from the passenger side of the vehicle at multiple points allowing simultaneous departing.
- 12 The new taxi rank will have a pedestrian shelter which is substantially larger than the existing shelter on New Station Street. The rank will be fitted with an overhanging canopy at the rear, providing protection to passengers in inclement weather. Within the shelter, there will be

designated seating for 15 people, set at differing heights and fitted with back and arm rests, in addition to the standing space.

- 13 The main station feeder rank will be located on Swinegate and accommodate 14 vehicles. A secondary feeder rank will be on Sovereign Street providing space for another 12 vehicles. Together, these feeder ranks provide the same kerbside space as what is currently available on New Station Street.
- 14 Taxis in the feeder rank on Swinegate will be called forward to the Bishopgate rank by an LED matrix sign that will identify the number of available spaces within the rank. The timing of the traffic signals will be adjusted to enable up to 6 taxis to be called forward to the taxi rank.
- 15 To support the operation of the taxi rank the taxi marshal will be relocated to dedicated space within the redundant archway at the top of Swinegate. A CCTV camera installed on the underside of the Swinegate bridge will provide the taxi marshal with visibility of the rear of the feeder rank so that they can continue to manage the flow of taxis feeding the station rank.
- 16 The management and maintenance of the taxi marshal office and CCTV equipment will be captured in the licence agreement between Network Rail and the Joint Trade Council.
- 17 The proposed taxi rank on Bishopgate Street is currently on adopted highway and will remain as adopted highway, however in order for Network Rail to continue to provide the travel assistance service and for British Transport Police to patrol the rank, a licence will be granted to Network Rail under section 63 of the Local Government (Miscellaneous Provisions) Act 1976. This licence will enable Network Rail to manage and maintain the rank moving forward. LCC Land and Property and Legal are currently drafting the Heads of Term for the licence which will be issued to Network Rail for comment prior to the licence being entered into.
- 18 Step free access to the taxi rank, Bishopgate and the south of the city will be provided by the installation of two 21-person passenger lifts. These lifts easily accommodate wheelchair users and people with luggage, pushchairs and bikes. In addition, a series of wide staircases will be built providing an alternative option for people accessing Bishopgate.
- 19 The passenger lifts and staircases will be owned and managed by Network Rail; however, the last few steps of each staircase encroach onto adopted highway. Legal services will undertake the relevant legal steps to regularise the status of the highway.
- 20 A new 560 space cycle hub will be built as part of the Bishopgate scheme proposals. The cycle hub will be multi-layered with the main bulk of the cycle storage space in the former Mill Goit located below street level. The entrance to the cycle hub will be via Bishopgate Street with direct access from the new two-way segregated cycle lane travelling westbound on Neville Street. The cycle hub will have storage for accessible and electric bikes. In addition to cycle storage the hub will also have space for bike maintenance at Bishopgate level and retail located at New Station Street level.
- 21 The new cycle hub is located on Network Rail land and therefore will be wholly owned and maintained by Network Rail. Network Rail intend to lease the cycle hub to a specialist operator and discussions are ongoing with interested parties.
- 22 The roof canopy of the cycle hub overhangs onto the adopted highway of Bishopgate Street and a projection licence has been submitted to Network Management for approval.

- 23 Two-way segregated cycle lanes will be installed on Dark Neville Street, Neville Street (westbound) and Bishopgate Street (eastbound) as part of the scheme. The cycle lane relocates to the eastbound side of Bishopgate Street just after the Neville Street bridge to mitigate the health and safety risks in respect of the taxi rank and separate cyclists from vulnerable people. A new pedestrian / cycle crossing at the southern end of Bishopgate Street has been designed to support this transition.
- 24 To accommodate the two-way segregated cycle lane on Neville Street the northbound traffic has been reduced to one lane. A new bus gate will be installed south of the Neville Street tunnel as part of the TCF Neville Street cycle scheme which will restrict private vehicles from accessing Neville Street and Bishopgate Street. This reduction in traffic allows for one of the northbound lanes to be removed.
- 25 Whilst funded by TCF, the Leeds Station Sustainable Travel Gateway project is closely aligned to several Highways projects designed to transform and reduce the flow of traffic in and around Leeds City Centre. This includes projects at Meadow Lane (now delivered as part of Corn Exchange Gateway), Armley Gyratory, Regent Street and City Square. Due to the geographical locations the Leeds Station scheme is aligned to the City Square project and as such the project teams have implemented a coordinated design approach in respect of the Bishopgate / Boar Lane junction and materials and tie in.
- 26 To allow for the demolition works on New Station Street / Bishopgate, several utilities on Bishopgate Street will need to be diverted. Balfour Beatty have appointed Corderoy to manage the process. Corderoy are working with the utility companies to obtain C4 estimates and designs with a view to completing the works prior to the start of construction, currently scheduled for February 2022. To maximise programme opportunities, utility diversion works will take place towards the end of 2021. The specific details are still to be determined but it is likely they will require a single lane closure on Bishopgate and night-time working.
27. As part of the City Square project, approval will be sought to use the Leeds MWCFA to deliver the Boar Lane highways realignment works. The works to Boar Lane will allow the bus services on New Station Street to be relocated in advance of the main construction works commencing in February 2022.

What consultation and engagement has taken place?

28. During the detailed design process multiple design workshops have been held between consultants Atkins and officers from Highways and Transportation.
29. Final design workshops with LCC Highways colleagues were held on the 14th and 15th July 2021. Atkins are to update some of the drawings in line with comments received.
30. In respect of the wider scheme engagement sessions have been held with multiple stakeholders including, Member of Parliament for Leeds City Centre; Leader of Leeds City Council; Executive Board Member for Climate Change; Transport and Sustainable Development; Ward Members for Beeston and Holbeck; Ward Members for Hunslet and Riverside; Network Rail, Network Rail Built Environment and Access Panel, Connecting Leeds Expert Panel, Access and Use-Ability Group; Bus Operators, Cycle Forum Sub Group; Train Operator Companies, Inclusive Design Group, Leeds Bradford Airport and local businesses and residents to the station.

31. Extensive consultation has been undertaken with the West Yorkshire Combined Authority, in particular the Chair of the Transport for the West Yorkshire Combined Authority and the Bus Delivery Team regarding the proposed location of the taxi rank and bus services.
32. Overall, the feedback from the consultation has been positive with many stakeholders acknowledging that the benefits provided by the proposals. Concerns have been raised by a small number of people from the Access and Use-Ability Group who believe the relocation of the taxi rank from New Station Street to Bishopgate discriminates people with protected characteristics as defined by the Equality Act. The project team have worked closely with the Access and Use-Ability sub group over the last 18 months looking at alternative options for the taxi rank, including for it to remain on New Station Street. As the Highways Board will be aware from the previously submitted report on the 3rd November 2020, retaining the taxi rank on New Station Street would not achieve the benefits of the scheme.
33. Planning permission for the scheme was granted in October 2020.

What are the resource implications?

34. The Leeds Station Sustainable Travel Gateway project will be funded through the Department for Transport's (DfT) Transforming Cities Fund. On the 11th March 2020 DfT announced that the Leeds City Region Strategic Outline Business Case (SOBC) has been awarded £317M in the Transforming Cities Fund of which £32.5M has been allocated to the project.
35. 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.
36. The construction phase of the project will be managed by resources from the Station Development team; however, it is expected that some level of assistance will be required from Highways colleagues in respect of any unforeseen highways design changes and on-site safety inspections.

What are the legal implications?

37. In respect of the taxi rank on Bishopgate Street, a licence can be granted to Network Rail under section 63 of the Local Government (Miscellaneous Provisions) Act 1976 for them to manage and maintain the taxi rank and shelter on Bishopgate. The footway on Bishopgate will be retained as adopted highway and the highways authority will continue to be responsible for its maintenance.
38. The project team are in the process of appointing highways to seek a stopping up order for the New Station Street / Bishopgate steps under Section 116. A separate highways board report will be submitted in due course seeking approval to initiate the legal process.

What are the key risks and how are they being managed?

The key project risks are as follows:

- Network Rail structural works to the beams in the Mill Goit could delay the programme. The structural beams that underpin New Station Street require an element of repair work. As this is a maintenance issue Network Rail are responsible for delivering this work. There is a risk that Network Rail's programme causes delay to the overall programme. LCC have an

agreement with Network Rail that any works required to the Mill Goit will not impact the programme or will be undertaken once the project is complete.

- The space required for the site compound will require Bishopgate Street to reduce to one lane. This could have consequences on the movement of traffic around the city centre. The project team are part of the Highways City Resilience group that has been established to manage and minimise the disruption on the city centre traffic movement during the delivery of a number of highways schemes.
- The project requires significant changes to statutory undertakers' equipment on Bishopgate Street increasing the cost of construction. C4s have been requested and are due to be returned imminently at which point the strategy for the utilities will be reviewed.
- Partner governance processes cause programme delay. The West Yorkshire Combined Authority and Network Rail governance process has been agreed and incorporated within the project programme. This will continue to be monitored and escalated should it cause any future delay to the programme.

A joint risk log has been developed with the Principal Contractor to ensure all project risks are allocated to a relevant, appropriate risk owner. The project risk log will continue to be maintained and updated throughout the project and escalation of any risks that sit outside of the agreed tolerances will be managed via the Leeds Station Sustainable Travel Gateway Project Board which has been established to govern the project.

Does this proposal support the council's 3 Key Pillars?

Inclusive Growth

Health and Wellbeing

Climate Emergency

- The creation of one of the largest station cycle hubs in the North helps meet forecasted growth in cycle usage which supports and promotes healthy and physically active lifestyles. An inclusive design consultant was appointed on the recommendation of the AUAG at concept stage and has been central to the development of the design. The scheme is being designed to BS 8300-2:2018 although the project aims to exceed this guidance.
- 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 one of the largest station cycle hubs in the north with charging points for electric bikes

Options, timescales and measuring success

a) What other options were considered?

For the taxi rank, 13 potential locations were considered ranging from Bishopgate Street, Wellington Street, Quebec Street, Boar Lane, Park Row and Sovereign Street. Each location was assessed against the following criteria:

- Taxi rank needs to be within close proximity of main station entrance – important because of mobility impairments especially of those with luggage
- Need to retain loading and servicing access, and bus access, while improving cycle connections

- Compatible with City Square works – modelling suggests that removal of traffic and current planned works have significant journey time reductions for buses, likely benefitting bus-rail interchange
- Solves problem caused by existing over-ranking which can affect all buses in station environs (not just New Station St)
- Over-ranking by taxis in the feeder rank would have minimal impact on buses

Detailed analysis of Princes Square and Neville Street was undertaken as potential locations for the taxi given their proximity to the Station, however, both options were discounted.

b) How will success be measured?

39. As part of the WYCA assurance process and to accompany the Full Business Case, a Monitoring and Evaluation Plan will be developed to assess Benefits Realisation. The data used to inform the SMART objectives will be gathered from various sources such as modelling, questionnaires and on-site data collection

40. The project objectives are as follows:

- Improve air quality in the immediate vicinity of Leeds Station: by 12 months on Bishopgate Street and Dark Neville Street the NO₂ Air Quality Index will reduce by 10%.
- Enhance Leeds Station's role as a civic gateway: by 2023 increase in aggregate pedestrian activity on New Station Street, Bishopgate Street and Dark Neville Street from 34.2 million (current passengers) to approx. 46 million in 2026.
- Improve pedestrian flows and reduce severance between the city centre and the station: by 2024 a reduction in pedestrian crowding on New Station Street and at the Bishopsgate Street/Boar Lane Pedestrian Crossing [as measured by Frewin level of service]
- Improve accessibility and enhance options for step-free access to Leeds Station measured through passenger satisfaction surveys before and after completion as part of benefits realisation
- Support and facilitate forecast growth in rail passengers using Leeds Station by providing safe, secure and welcoming pedestrian access, monitored through increase in use of Leeds Station as measured by Office of Rail and Road (ORR) (but also noting that this scheme will be just one small influence on the throughput numbers)
- Support mode shift to sustainable modes and away from the private car to help reduce carbon emissions, in response to West Yorkshire Combined Authority's declaration of a Climate Emergency. Increase in cycle trips to and from Leeds Station by 70% by 2024
- Support and facilitate the ongoing redevelopment and regeneration of the city centre and South Bank areas by improving pedestrian and cyclist visibility and links to and from the station to other key destinations in the city. Create well developed and clearly signposted connections to City Square and Bishopgate. The project is investigating whether a South Bank survey could be undertaken of occupiers.

c) What is the timetable for implementation?

Milestone	Date
FBC Submission	September 2021
FBC Approval	November / December 2021
Contractor Mobilisation	January 2022
On-site Construction	February 2022
Construction Completion	August 2023

Appendices

- 41. Appendix A – General Arrangement Drawings
- 42. Appendix B – TRO Drawing
- 43. Appendix C – Counsel Notes 23-04-21 & 10-06-21
- 44. Appendix D – Stopping Up Order Proposal

Background papers

- 45. None