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Bishopgate Street East – Advance Highway and Drainage Works

Date: 10 May 2022

Report of: Head of Station Development

Report to: Chief Officer for 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 (TCF) programme and an overarching project worth £39.4m including additional cycle lanes. 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. A change request form requesting permission to draw down TCF funding ahead of the submission and approval of the Full Business Case to deliver the advanced works was endorsed by WYCA at a meeting on the 9th March 2022. It was subsequently approved by WYCA on the 25th March 2022. The funding for the advanced works is not an additional funding request.
- The eastern works on Bishopgate are due to commence in May 2022 and complete in September 2022.
- The purpose of this report is to seek authority to progress drainage and kerb realignment works on the eastern side of Bishopgate Street in advance of the main works commencing on site in autumn 2022.
- 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.

Recommendations

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

- a) Give authority to spend £497k and appoint Colas via the Leeds Minor Works Framework to deliver drainage and kerb realignment highways works on Bishopgate, in advance of the main project works commencing on site in August 2022; and
- b) Give authority to inject £497k the total cost of the above works into the capital programme. All costs are being funded by WYCA's TCF programme subject to completion of a variation to the existing Funding Agreement between WYCA and LCC and approval is sought to vary the agreement to this effect.

Why is the proposal being put forward?

- 1 The Office of Road and Rail ranked Leeds as the second busiest station in the UK outside London in 2020. The Department for Transport, Network Rail and WYCA have forecast passenger numbers to increase significantly by 2043. Despite the impact of COVID-19, Leeds Station has seen monthly increases in passenger numbers using the station. In October 2021, passenger numbers had increased to on average 101% of pre-covid levels and by 149% at weekends and 84% Monday to Thursday of the levels that were seen in October 2019.
- 2 Forecast numbers for Leeds Station suggest that, if no action is taken in the near future, then it is expected that during this decade the station's gate line and boarding procedures will reach capacity and management adaptations needed accordingly. 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.
- 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.
- 4 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 with better pedestrian routes to the relocated taxi and bus ranks / collections points.
- 5 Network Rail's requirement to increase the scope of works to include their health and safety works to the Mill Goit deck replacement will clearly have an impact on the main programme although this is still to be determined. In order to continue works whilst the design work for the Mill Goit is completed the project team have identified a number of independent and isolated workstreams that can be delivered in advance of the main works commencing on site.
- 6 One of those workstreams is drainage and kerb realignment on the eastern side of Bishopgate Street. These works were included in the planning application for the scheme which was approved at City Plans Panel on the 23rd October 2020. The Judicial Review period has since expired. All planning conditions in relation to these works are in the process of being discharged. These include conditions on permanent wayfinding for the project, highways design, drainage and protection of the water main.
- 7 The other works identified as part of the advanced works are to Neville Street, Dark Neville Street and some further drainage connections along Bishopgate Street. These works will be

delivered by a contractor procured via the SCAPE Framework and subject to a separate approval report.

- 8 As the drainage and kerb realignment works are separate to the Neville Street, Dark Neville Street and Bishopgate works they can be undertaken independently. The drainage and kerb realignment works will commence ahead of the Neville Street, Dark Neville Street and remaining Bishopgate works to help minimise the impact of highway disruption on the public.
- 9 It is proposed to award the drainage and kerb realignment highways works to Colas via the Minor Works Framework. Colas are currently on-site completing works to Boar Lane and as these works are a continuation of the Boar Lane kerb line, efficiencies exist in respect of prelims providing a more competitive price. Highways colleagues would provide project and contract management and site supervision in respect of the eastern Bishopgate works.
- 10 To fund the advance works a change request form was submitted to WYCA on the 1st February 2022 requesting the drawn down of funding in advance of the FBC approval to deliver the works. The change request form was supported by WYCA on the 9th March 2022 and approved by WYCA on the 25th March 2022.
- 11 The WYCA TCF Programme lead has confirmed that WYCA support the delivery of these works on Bishopgate ahead of the main construction programme commencing on site. WYCA have also confirmed that they will continue to support the works even if the main scheme does not proceed as, it meets TCF aims and objectives. LCC would not, therefore, have to repay any of the TCF monies spent to date should the main scheme not proceed once the advance works are completed.

What impact will this proposal have?

Wards Affected: Beeston and Holbeck, Hunslet and Riverside

Have ward members been consulted? Yes No

23. It is intended to instruct Colas via the Leeds Minor Framework which commenced in summer 2021, the advanced highways work will be contract and site managed by highways colleagues.
23. Traffic management arrangements will be put in place in order to physically undertake the Bishopgate and Neville Street works. Whilst still to be finalised it is likely to include a full lane closure on Neville Street and Bishopgate; this is being developed with Highways colleagues and all necessary approvals will be sought. Specific requirements are being discussed in detail with Highways and Comms colleagues so that any impact on the traffic flow around the station and City Square can be programmed and fully communicated and managed across the adjoining and linked city centre highways schemes. Given previous experience of lane closures in this area, delays are expected unless sufficient traffic can be diverted to use alternative routes. Close monitoring of the situation will take place with a few to considering alternative mitigation measures as may be necessary.
24. It is expected that the advance works will commence in May 2022 and complete in September 2022.

What consultation and engagement has taken place?

25. Ward members have been consulted on the overall scheme and are supportive. A letter explaining the Bishopgate works has been developed to go to all Ward Members and briefings offered to new Ward Members in addition to previous Ward Member consultation on the scheme
26. Engagement has taken place with Highways colleagues and WYCA. The proposals are supported; and discussions are ongoing in respect of the coordination with the City Square highways works and the utilities diversion works.
27. Multiple engagement sessions have been held with key stakeholders on the project as a whole 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, Hackney Taxi Operators, Leeds Bradford Airport and local businesses and residents near the station. Full list of consultation undertaken is included in Appendix A.
28. Consultation has been undertaken with WYCA, including the Bus Delivery Team the TCF programme team and Bus Delivery Board.
29. Overall, the feedback from the consultation has been positive with many stakeholders acknowledging the benefits provided by the proposals. There have been some concerns raised by a small number of people from both an accessibility and taxi operator perspective 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 Group over the last 18 months looking at alternative options for the taxi rank, including for it to remain on New Station Street. It was subsequently concluded that retaining the taxi rank on New Station Street would not achieve the benefits of the scheme.
30. There were two claims previously submitted in December 2020 under the Equality Act 2010 in relation to the alleged disregard for disability and equality duties arising from the redevelopment proposals. However, the Magistrates Court determined that the claims could not proceed. As the Station taxi rank had not yet been relocated, there was no evidence of discrimination in breach of the Equality Act. The claim in the Magistrates Court was determined as the incorrect forum for objections to approval of the planning application. This should have been challenged by way of Judicial Review if at all, but the time-limit for Judicial Review proceedings to be brought had expired. Finally, the Magistrates Court determined that Leeds City Council is not the correct defendant to bring the claim against as Network Rail own and manage the property in question.

What are the resource implications?

31. The Leeds Station Sustainable Travel Gateway project will be funded through the Department for Transport's (DfT)(TCF). On the 11th March 2020 DfT announced that the Leeds City Region Strategic Outline Business Case (SOBC) has been awarded £317M in the TCF of which £32.5M has been allocated to the project.
32. The drainage and kerb realignment works on the eastern side of Bishopgate will be delivered by Colas, procured via the Leeds Minor Works Framework.

33. LCC Highways will provide resources to contract manage and provide site supervision services for the Bishopgate highways works supported by the Commercial Manager employed by Matthews Construction Consultants.

What are the legal implications?

34. Leeds City Council has the necessary powers and permissions to carry out the works which are in line with the planning permission approved on the 23rd October 2020 and are within the public highway or on land owned by Network Rail who is party to the agreement

35. A task order will be issued by Highways colleagues to Colas via the Minor Works Framework.

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

36. The key project risks are as follows:

- The space required to deliver the Bishopgate eastern works and Neville Street will require the closure of a lane of traffic on Bishopgate and Neville Street. This could have consequences on the movement of traffic around the city centre. The project team will continue to work with the Highways City Resilience group that has been established to actively manage and minimise the disruption on the city centre traffic movement during the delivery of a number of highways scheme.
- Partner governance processes cause programme delay. WYCA and Network Rail governance processes have 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.

37. 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

38. The delivery of the drainage and kerb realignment works are required to support the installation of the two-way segregated cycle lane on Bishopgate. The cycle lane will help connect the city's north and south cycle infrastructure by connecting Park Row with Neville Street, Dark Neville Street and Granary Wharf. The cycle lane will also provide direct access to the new 560 space cycle hub also located on Bishopgate Street.

Options, timescales and measuring success

a) What other options were considered?

39. Bishopgate Eastern Highways Works

Three options were considered for the delivery of Bishopgate Eastern Highways Works

1. Option One – Principal Contractor to deliver the Bishopgate eastern highways works in advance of the main programme.

This option was not supported as the Principal Contractor cost for the works did not represent value for money to the project.

2. Option Two – Colas to deliver the Bishopgate eastern highways works in advance of the main programme of works.

This option is supported as the Colas price to undertake the drainage and kerb realignment works was more competitive than what was submitted by the Principal Contractor. Furthermore, Colas are already on site undertaking the Boar Lane works and therefore they can mobilise quicker and mitigate the interface risks as the drainage and kerb realignment works on Bishopgate are a continuation of the kerbline on Boar Lane.

3. Option Three – the highways works are reprogrammed and delivered as part of the main programme of works

The option was not supported as even though the eastern highways works are not on critical path it presents an opportunity to undertake some works ahead of the main programme starting on site and ease the pressure on the programme.

b) How will success be measured?

40. The completion of the drainage and kerb realignment works on the eastern side of Bishopgate Street as per the programme.

41. Effective communication strategy to minimise disruption to members of the public, local residents and businesses.

c) What is the timetable for implementation?

42. It is anticipated that the advance works will commence in May 2022 and complete in September 2022.

Appendices

43. Appendix A – List of Full Consultation

44. Appendix B – EDCI Screening

Background papers

45. None