

Leeds Station Sustainable Travel Gateway Scheme

Date: 22nd June 2022

Report of: Director of City Development

Report to: Executive Board

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 (LSSTG) is a £34.9M project being delivered as part of the West Yorkshire Combined Authority (WYCA) Transforming Cities Fund (TCF) programme.
- The Transforming Cities Fund is a Department for Transport (DfT) funding programme only available to Combined Authority's and Local Authority's ringfenced to improve productivity by investing in public and sustainable transport infrastructure. LCC with WYCA secured funding from this programme for the delivery of the Leeds Station Sustainable Travel Gateway project which is the first phase of the Leeds Integrated Station Masterplan (LISM). Network Rail are not eligible to bid for the TCF funding.
- The aim of TCF is to improve access to good jobs and encourage an increase in journeys made by low carbon and sustainable modes of transport. This project meets the aim of TCF through improving the onward journeys for passengers on foot, by bus and cycling. It does this through the pedestrianisation of New Station Street in order to accommodate predicted passenger growth at the station, a 560-space cycle hub and segregated cycle infrastructure on Neville Street, Dark Neville and Bishopgate.
- In October 2018, Executive Board approved the Station Masterplan Strategic Outline Business Case which included zone's one to nine of LISM. Zone 1 included the pedestrianisation of New Station Street, lifts to Bishopgate Street, improvements to Neville Street and Dark Neville Street and associated re-provision of bus and taxi facilities.
- The project is a joint undertaking with WYCA and Network Rail and will be predominately delivered on Network Rail property. Network Rail will manage and maintain the asset once the project is complete. Network Rail will fund all works associated with the structural works to the Mill Goit deck and structure which sits underneath New Station Street and will incorporate the cycle hub. This will include any costs incurred as a result of programme delays caused by the Mill Goit design and construction works. Network Rail will be responsible for all design and technical approvals for the Mill Goit works.

- TCF funding will deliver the remaining elements of the project including the works on New Station Street, Bishopgate Street, Dark Neville Street and Neville Street. Where works are undertaken on Network Rail property, Network Rail will be responsible for approving the designs and technical information and owning and maintaining the assets on completion.
- LISM seeks to redevelop Leeds Station and the surrounding area in a coherent way in order to meet the increasing growth in passenger numbers and create a world class gateway into the Leeds City Region. The LSSTG project will specifically address issues of capacity, accessibility, health and safety, security and connectivity from the station's entrance on New Station Street to the City Centre and South Bank.
- The LSSTG project also contributes to the City's transport strategy and climate emergency target to reduce the volume of traffic travelling through the city centre and provide more sustainable forms of transport. The project has close links to Leeds City Council's (LCC) City Square project, Armley Gyratory (Executive Board approval April 2021) and the TCF cycle schemes being developed in the South Bank area of the city.
- More specifically the LSSTG project contributes to key LCC ambitions of
 - Health and Wellbeing - The creation of the cycle hub helps meet forecasted growth in cycle usage which 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 within the wider City will help support the modal shift towards sustainable forms of transport. Making New Station Street itself more appealing to cyclists and pedestrians by the removal of busses and taxis. This will improve air quality in these areas by reducing harmful nitrogen dioxide (NO₂) levels. An air quality survey conducted earlier in the year 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 and improve connectivity to key and strategic areas of the city, in particular the South Bank which is Europe's largest regeneration area.
- The main works are scheduled to commence in November 2022 subject to Network Rail confirming the design and funding for the Mill Goit works, however, the project team in conjunction with the Principal Contractor have identified a number of workstreams that can be delivered in advance of the main programme and start to deliver benefits sooner. These include highways works on the eastern side of Bishopgate Street, Neville Street (excluding the cycle infrastructure and the installation of the new artwork on the eastern and western bridge structure elevations) and Dark Neville Street. The scope for Dark Neville Street has been reduced to avoid abortive costs given the commencement of the Leeds Existing Station Programme (LESP) enabling works which Network Rail propose to commence in January 2023. The LSSTG preliminary works, which were approved by the Chief Highways Officer on the 10th May 2022 commenced on the eastern side of Bishopgate Street on the 23rd May 2022 with further works on Dark Neville Street and Neville Street scheduled to start on the 4th July 2022. A comprehensive communication plan was activated prior to the commencement of these works to inform key stakeholders and minimise potential travel disruption in the city centre.
- The main programme of works is scheduled to commence in November 2022 subject to Network Rail confirming the design and funding for the Mill Goit works and complete in Summer 2024.

- The purpose of this report is to seek the injection of the remaining TCF funding (subject to WYCA FBC approval) into the capital programme, authority to spend in order to deliver the project, to enter into a construction contract with the Principal Contractor and enter into a Basic Asset Protection Agreement (BAPA) with Network Rail as well as ancillary agreements referenced in the report.

Recommendations

Executive Board is requested to:

- a) Note the previous injections and authority to spend of £9.737m up to the end of May 2022, specifically for development works and advanced works at Bishopgate East, Neville Street, and Dark Neville Street ahead of the main construction programme.
- b) Approve the remaining injection of £25.912m from a total of £35.649m available funding into the Capital Programme (subject to approval at the West Yorkshire Combined Authority (WYCA) Transport Committee 1st July 2022 and entering into a subsequent Funding Agreement with WYCA). The funding will deliver the main construction element of Leeds Station Sustainable Travel Gateway (LSSTG) project. The Board is invited to note that approval to enter into the contracts associated with the delivery of the LSSTG will be subject to approval of the Director of City Development under delegated decision-making authority.
- c) Approve authority to spend £25.912m on the LSSTG programme to deliver the remaining main construction element of the LSSTG project funded by Transforming Cities fund, administered by WYCA subject to the WYCA Transport Committee 1st July 2022.

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. Further to the removal of Plan B by March 2022 passenger number had reach 81% of pre-covid levels. Forecast numbers for Leeds Station, taken from the Leeds Existing Station Programme, Outline Business Case Pedestrian Assessment Report, which in turn is based on Network Rail and DfT forecasts for the station, indicates 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 will need to be put in place. 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. Feedback from consultation indicates that at certain times of the day these footways are at capacity now.
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 and managed 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 with improved pedestrian routes to the relocated taxi rank on Bishopgate Street and bus stops on Boar Lane, Infirmary Street and Wellington Street.
6. The works under the LSSTG project will predominately take place on Network Rail owned land and structure. Leeds City Council will deliver the scheme in close consultation with Network Rail as Network Rail is not eligible to access the TCF funding. The Council will enter into a Basic Asset Protection Agreement with Network Rail allowing the Council and its Contractor to undertake the works approved by Network Rail. All key decisions regarding design, scope, safety, and security will be taken by Network Rail prior to entering into the construction contract. The Council will not enter into the Main Works construction contract until Network Rail has approved the detailed design and funding for the Mill Goit structural works as well as liability for any delays caused to the TCF project as a result of the Mill Goit structural work.

7. The Council's liability during construction will be mitigated through a series of contracts with Network Rail and the Contractor. Negotiations with Network Rail including limiting the liability the Council is exposed to as a result of delays in Network Rail approving the works, ensuring Network Rail has an Asset Protection Officer on site responsible for approving the works, ensuring the Council has no liability in respect of the Mill Goit structural works, where possible flowing risk management to the Contractor are ongoing and will be finalised prior to works commencing on site. The Principal Contractor will be required to enter into direct deeds of warranty with Network Rail.
8. Leeds City Council will manage the project the purpose of which is to accommodate the predicted increase in passenger capacity, and which sits alongside the Leeds Existing Station Programme being led by Network Rail and currently awaiting Outline Business Case approval for £177m to progress detailed design and enabling works.
9. All assets created as part of the project will be owned, managed, and maintained by Network Rail. Network Rail have given approval in principle to the design as well as approval to the detailed design and the project team are working in conjunction with Network Rail to gain final approval of the CCTV and other minor design detail.
10. The design and cost for the Mill Goit is in development. Discussions are taking place with Network Rail who have accepted they will take full liability for the Mill Goit design and construction works. Contracts will be negotiated in parallel to reflect this position.
11. Whilst part of the LISM, the LSSTG 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 and Armley Gyrotory projects 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 will result in the closure of one of the north bound lanes of traffic and the relocation of the taxi rank to Bishopgate with the feeder rank being relocated to Swinegate and Sovereign Street providing the same kerbside space as on New Station Street will require the relocation of the Bishopgate bus stop to Boar Lane.

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

12. Artist impressions are included in Appendix A for a visual representation of the scheme.
13. 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 (a further 15m away from the existing taxi rank and a 3m change in level) 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. In consultation with bus operators and WYCA it is proposed to relocate the bus services to new stops on Boar Lane on the 24th July 2022, and highways works have been completed to facilitate this relocation. A comprehensive and accessible wayfinding strategy is being implemented to support the relocation of the buses and taxis from New Station Street.

14. Designs were developed through engagement with groups representing the protected characteristics as defined by the Equality Act 2010 and a registered Access and Inclusion Consultant. These designs are described in the paragraphs below.
15. Two x 21 person passenger lifts will connect New Station Street and Bishopgate Street providing step free access to the new taxi rank. The lifts will be of sufficient size to accommodate people using wheelchairs, mobility scooters and people with luggage and pushchairs. The new lifts are significantly larger in size than the lifts that are currently provided within the main station building. At Leeds station step free access to platforms 9-17 is reliant on lifts. This is the case for step free access on much of the rail network.
16. The New Station Street lifts are intended to be partially transparent, with glass to some elevations giving a modern and clean aesthetic. In addition, the lift entrances at both New Station Street and Bishopgate levels have been carefully located directly adjacent to the new commercial space to offer natural surveillance through co-location. This will increase the perception of safety for lift users, and to limit the sense that the lifts are an isolated feature in the public realm. The lifts will meet the latest standards on lift accessibility, including the provision of tactile buttons and audio-visual information to assist blind and vision impaired people
17. Acknowledging the concerns of users regarding lift reliability, two lifts are provided within the scheme. Should one of the lifts breakdown or be taken out of use for servicing, then there is a second lift which will provide continued step free access to Bishopgate Street and the taxi rank. In the unlikely event that both lifts fail at the same time then step free access to the taxi rank is also provided by travelling along the pedestrian priority New Station Street turning right onto Bishopgate Street at the Queens Hotel a distance of 160m. This is the same step free route that passengers take, should they use the existing Bishopgate bus stop.
18. The lifts will be accompanied by a series of shallow wide steps that will provide direct access from the station entrance to Bishopgate Street and can accommodate large numbers of people during busy periods. The existing constrained spiral stairs between Bishopgate and New Station Street are inaccessible by modern standards. The new stairs are designed to meet the latest British Standards for accessibility, BS8300, and to reduce any perceptions of confinement in small spaces. The new stairs are proposed to be lit from the handrails (utilising an integral handrail lighting system) which allows for a consistent level of down-lighting on the step treads, making them easier to see and navigate. The new stairs will include tactile paving, contrasting step edge nosing's handrails and other features expected of modern stairs.
19. The existing taxi rank on New Station Street accommodates 28 vehicles, 3 in the main rank and 25 in the feeder rank that stretches along New Station Street to Boar Lane. The new taxi rank on Bishopgate will double the size providing space for 6 vehicles. The feeder ranks on Swinegate and Sovereign Street will provide kerbside space equivalent to the current New Station Street feeder rank.
20. The new taxi shelter is substantially larger than the existing shelter and is directly visible from the station entrance on New Station Street. It is also highly visible for those approaching from Park Row, City Square, Swinegate and Neville Street. Clear signage and wayfinding will be displayed within the station building on the platforms and overbridges, on New Station Street, Bishopgate Street and on the new rank shelter to assist passengers in locating the rank. This will be of particular benefit to those people arriving in Leeds for the first time. Accessible wayfinding is also planned for the station building in order to communicate the forthcoming changes in relation to the relocation of the buses and taxi rank. This will include tactile plans, audio description and British Sign Language videos.

21. The layout of the new taxi rank will address many of the problems of the existing rank by providing kerb side boarding to allow wheelchair users to board into the correct side of the taxi directly from within the shelter. It will allow blind users with guide dogs easy access to the front passenger seat where there is more space for assistance dogs. The new rank will allow the front two vehicles to depart simultaneously, therefore speeding up departures and importantly reducing the social pressures for people to board a taxi quickly; have enough space within the shelter for seating to allow people to rest whilst waiting and enhanced lighting within and surrounding the taxi shelter to make all users feel safer.
22. The independent departure of the front two taxis will assist taxi drivers in quickly managing large queues of customers particularly useful when the London trains arrive at the station. Under the current arrangements only one taxi can depart at a time.
23. British Transport Police patrols, Taxi Watch and the Network Rail Travel Assistance for all passengers will continue for the new shelter and rank.
24. The taxi marshal will be relocated to an archway at the top of Swinegate that provides direct line of sight of the taxi rank and the head of the feeder rank. CCTV will be installed to the underside of the bridge on Swinegate and linked to the marshal's box to provide visibility to the rear of the feeder rank. The taxi marshal will continue to be able to call taxis from other city centre ranks to feed the rank on Swinegate.
25. The works will address the capacity issues for pedestrians on New Station Street by providing sufficient width for the volume of users projected at the station. Creating enough capacity for people to comfortably use the street as pedestrians. Improvements to the public realm will include hard landscaping, new lighting, and seating of different types and heights providing multiple rest areas for pedestrians helping break up journey coupled with planters.
26. To improve passenger safety at the station and as part of the Network Rail security requirements a new line of hostile vehicle mitigation bollards will be installed at either end of New Station Street with a direct line of communication to the Network Rail Reception within the station. Access to New Station Street will be controlled by Network Rail operatives. Additional CCTV cameras will be installed on New Station Street and within the Cycle Hub and controlled and managed by Network Rail. A CCTV camera will also be installed within the taxi rank (as per existing arrangements) with a direct feed to the British Transport Police offices on New Station Street. Leeds Watch CCTV cameras are currently located at the Bishopgate / City Square junction and will have clear visibility of the taxi rank on Bishopgate Street. The rank itself is glazed providing visibility from the surrounding area.
27. A new 560 space multi layered cycle hub will be built as part of the scheme. The main entrance to the cycle hub will be located on Bishopgate Street directly accessible from the new two-way segregated cycle lane that will be installed as part of the works to Neville Street and Bishopgate Street. The majority of the cycle storage space will be located in the former Mill Goit which sits directly underneath New Station Street. Within the cycle hub there will be a members and non-member area, welfare and changing facilities and space for accessible cycles and electric bikes. The cycle hub will be owned by Network Rail who in turn will appoint an operator to manage the cycle hub on their behalf.
28. Environmental improvement works will take place on Neville Street and Dark Neville Street. This includes improved lighting, a two-way segregated cycle lane and in respect of Neville Street only the removal of a lane of traffic northbound which will in turn complement the proposals to introduce bus gates to restrict traffic further and improve the air quality. The existing cladding on Neville Street will be replaced and the arches in Dark Neville Street infilled using the Freestate design proposals approved by Network Rail and shown in the artists impressions at Appendix A.

29. During the design development stage for Dark Neville Street and Neville Street, Network Rail commissioned a company called Freestate who specialise in customer experience master planning to look at how to improve the customer experience at Leeds Station and particularly how to ensure people continue to use the station during the implementation of the works to increase pedestrian capacity and improve safety and security at the station over the next 6 years. Their work considered types of users, facilities they needed, and how to maintain passenger footfall and use of the station.
30. Freestate recommended that the station needed a recognisable branding not just as the railway station but also as a destination in its own right, particularly given the ambition to connect the existing main concourse of the station with a vertical connection into the Dark Arches.
31. Freestate was asked to look at how they would apply the customer experience approach they were advocating, and which has been adopted by Network Rail, to Neville Street and Dark Neville Street so that the scheme was integrated into the Station Estate. On the eastern side of Neville Street, a frame 2023ft long, will be installed to display a new public art piece that will be produced by local artists in the city and unveiled during our 2023 Year of Culture. In the future Network Rail will manage this space to enable the artwork to be replaced and change to evolve with the city. The western side of Neville Street and the arches in Dark Neville Street will adopt the designs as produced by Freestate. Ownership of the cladding on Neville Street will transfer to Network Rail on completion of the project as a result.
32. Discussions have been ongoing with the original artist and curator of the existing art installation on Neville Street to agree a decommissioning approach. It has been agreed that a narrative which describes how the existing art installation was originally created and the impact it has had on the city since its installation in 2009 will be developed. The narrative will be displayed as part of the Freestate proposals on the western side of Neville Street.
33. The Outline Business Case for the project was submitted to WYCA in June 2020 and approved in October 2020. The Full Business Case (FBC) was submitted in April 2022 and following PAT on the 25th May 2022 it will be referred to Transport Committee with a recommendation for approval (subject to conditions to be discharged at Approval to Proceed stage in September) on the 1st July 2022. The delivery of the project is subject to the approval of the FBC and the Council entering into a Funding Agreement with WYCA.

What consultation and engagement has taken place?

34. Ward members have been consulted on the overall scheme and are supportive. A local Ward Member has raised concerns in respect of the existing art installation on Neville Street, however, following discussions with the original curator and artist it has been agreed to incorporate a narrative which tells the story of the sound and light installation as part of a curated decommissioning approach. Therefore, these concerns have been mitigated. A local Ward Member has also asked how we propose to manage the impact on businesses adjacent to the scheme including Mill Hill and Swinegate. Where a meeting has been requested these have been undertaken. Letters have gone to all businesses and face to face meetings offered, access to all businesses will be maintained throughout the works.
35. Multiple engagement sessions have been held with key stakeholders on the project as a whole including, the West Yorkshire Mayor, Member of Parliament for Leeds City Centre; Leader of Leeds City Council; Executive Board Member for Infrastructure and Climate; 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, Leeds Civic Trust and local businesses and residents near the station. The Inclusion Design Team referenced was established following a recommendation from Plans Panel that further consultation with groups that represent all protected characteristics under the Equality Act. A full list of consultation undertaken is included in Appendix B.

36. Consultation has been undertaken with WYCA, including the Bus Delivery Team, the TCF programme team, the Estates and Rail teams and Bus Delivery Board.
37. 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. At a meeting on the 16th June 2021 the AUAG supported the detailed design proposals for the scheme.
38. In compliance with the Equality Act 2010 engagement was undertaken with people representing the protected characteristics, this included development of an Inclusive Design Group with these representatives where designs were shared and developed.

What are the resource implications?

39. 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 £39.5M has been allocated to this project and additional cycle infrastructure, the latter being delivered through a different delivery route.
40. Previous injections and authority to spend approved by LCC are currently £9.737m up to the end of May 2022, specifically for development works and advanced works at Bishopgate East, Neville Street, and Dark Neville Street ahead of the main construction programme.
41. This report is seeking injection and authority to spend £25.912m on the LSSTG programme to deliver the remaining main construction element of the LSSTG project funded by Transforming Cities fund, administered by WYCA subject to the WYCA Transport Committee 1st July 2022.
42. Note the total scheme cost of £35.649m of which £34.961m is to be funded from TCF (CRSTS), with a £0.688m contribution from other secured funding that supported early development costs.
43. The financial breakdown for the scheme is as follows.

Injection required as at June 2022	TOTAL £000's	TO MARCH 2022 £000's	FORECAST				
			2022/23 £000's	2023/24 £000's	2024/25 £000's	2025/26 £000's	2026 on £000's
PREVIOUS INJECTIONS TO MAY 2022	9737.0	5185.0	4552.0	0.0	0.0		
INJECTIONS REQUIRED AT JUNE 2022	25911.7	0.0	10040.9	13163.0	2707.8		
TOTALS	35648.7	5185.0	14592.9	13163.0	2707.8	0.0	0.0

Authority to Spend required on at June 2022	TOTAL £000's	TO MARCH 2022 £000's	FORECAST				
			2022/23 £000's	2023/24 £000's	2024/25 £000's	2025/26 £000's	2026 on £000's
Previous ATS as at May 2022	9737.0	5185.0	4552.0				
ATS Construction June 2022	24151.0		8794.2	13163.0	2193.8		
ATS Other June 2022	1760.7		1246.7		514.0		
TOTALS	35648.7	5185.0	14592.9	13163.0	2707.8	0.0	0.0

Expenditure Profile LSSTG as set out in OBC June 2022	TOTAL £000's	TO MARCH 2022 £000's	FORECAST				
			2022/23 £000's	2023/24 £000's	2024/25 £000's	2025/26 £000's	2026 on £000's
LAND (1)	422.4	422.4					
ENABLING WORKS	1287.2		1287.2				
PROJECT DEVELOPMENT	5956.9	4762.6	1194.3				
CONSTRUCTION DELIVERY	24151.0		11474.0	12163.0	514.0		
OTHER ASSOCIATED DELIVERY	3831.2		637.4	1000.0	2193.8		
TOTALS	35648.7	5185.0	14592.9	13163.0	2707.8	0.0	0.0

Total overall Funding (As per latest Capital Programme)	TOTAL £000's	TO MARCH 2022 £000's	FORECAST				
			2022/23 £000's	2023/24 £000's	2024/25 £000's	2025/26 £000's	2026 on £000's
Government Grant TCF Funding	34961.0	4935.0	14155.2	13163.0	2707.8		
Other Secured Private Sector	687.7	250.0	437.7	0.0	0.0		
Total Funding	35648.7	5185.0	14592.9	13163.0	2707.8	0.0	0.0
Balance / Shortfall =	0.0	0.0	0.0	0.0	0.0	0.0	0.0

44. Network Rail will fully fund the Network Rail works associated with the Mill Goit deck replacement.
45. The construction works delivered as part of the LSSTG project predominately take place on Network Rail owned land, consequently the majority of the assets created will be handed over to Network Rail which they will manage and maintain following completion.
46. Minor works will be undertaken on adopted highway therefore costs associated with the maintenance of these assets will be borne by LCC. These include street lighting on Bishopgate; vertical lighting in Neville Street and Dark Neville Street; road / pavement / cycle lane in Neville Street; pavement and cycle lane on Bishopgate; junctions / signalling on Neville Street / top of Swinegate / Bishopgate; CCTV on Bishopgate and the taxi layby on the adopted highway on Bishopgate Street. The majority of these assets are currently maintained by the Council. The Highways Authority has a requirement to maintain the taxi layby and footway as adopted highway.
47. In terms of LCC resources to date, the project is managed by colleagues from the Station Development Team and includes a Project Manager, Technical Manager and Project Support. The detailed design process has been supported by colleagues from Highways, Legal, Land and Property, Planning, Procurement, Communications, Urban Design and Accessibility. The team have also been supported by an external Commercial Manager who is also providing commercial assistance on the Armley Gyratory and City Square projects.

48. Moving forward into construction it is anticipated that the same core resources from the Station Development Team will be required although on a part time basis with colleagues from the other Council Services. Highways will provide site supervision services and together the whole team will be supported by a Project Manager and Supervisor from Matthew Construction Consultants who were procured by Highways to support the Armley Gyrotory, Regent Street and City Square projects.
49. Network Rail will provide resources in respect of ASPRO, the Asset Protection arm of Network Rail, Sponsor and site supervision.

What are the legal implications?

50. The key issue for the project is the delivery by the Council of a sustainable transport interchange including cycle hub and lanes and safe pedestrian access on an asset owned by Network Rail. This will be managed through a series of contracts between the Council and Network Rail and the Council and Contractor to limit the liability to the Council. Before the Council can enter into these contracts it will require assurance that Network Rail has approved the design for the TCF scheme and for the Mill Goit, that Network Rail has put the funding in place for the Mill Goit works and that all liability associated with the Mill Goit works sits with Network Rail. In respect of the TCF works Network Rail will need to have confirmed that they will be responsible for adequately mitigating the Council's risk in respect of complying with Network Rail's processes for sign off and approval of the works on their asset. Subject to finalising the construction contract Network Rail has indicated its willingness to incorporate a joint approach to liability and approvals based these sitting with the organisation best placed to manage them, e.g., Network Rail taking responsibility for all approvals and handover in respect of their assets.
51. Planning permission and listed building consent was gained on the 23rd October 2020.
52. Highways approval for the design for the highways element of the scheme was obtained on the 13th September 2021.
53. In November 2019, a Principal Contractor was procured via the SCAPE Framework to develop the concept design culminating in the submission of the full planning application in March 2020. The SCAPE Framework was established by the Scape Group, who are a public sector organisation who offer a suite of direct award construction, consultancy and civil engineering frameworks. The frameworks have been established 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. The use of the Scape Framework offers LCC a quicker route to market and reduces the impact on programme.
54. In October 2020, Leeds City Council entered into a Professional Services contract (PSC) with the Principal Contractor to undertake detailed design works with the specific remit to achieve Network Rail approval for the design and produce 'Approved for Construction' drawings. The Professional Services contract is due to complete in Autumn 2022 with the exception of the Mill Goit Deck Replacement design works which are scheduled to complete in November 2022.
55. Approval was gained in May 2022 to deliver some preliminary highway works. LCC have appointed a contractor via the Leeds Minor Works Framework to deliver these. The majority of the "preliminary" highway works, however especially those on Neville Street and Dark

Neville Street, are being delivered via an NEC4 Enabling Works / Short Form Construction Delivery Agreement with the Principal Contractor from the SCAPE Framework.

56. To draw down the TCF funding, the Council will be required to enter into a further Funding Agreement with WYCA.
57. There is a requirement for Network Rail to undertake structural works in the Mill Goit at the same time that the cycle hub is under construction and therefore the works will be carried out under one contract to mitigate construction risks. Network Rail will meet the costs of this work and design is in development at the moment. Approval to enter into a Funding Agreement and any other agreements in respect of these works will be subject to Director of City Development approval under his delegated decision-making authority.
58. Network Rail outline and detailed design approval is required to deliver the works on Network Rail property. To date F001 (Outline Design), F002 (Design Methodology) and F004 (Architectural Layout) has been achieved. The final submission for the F003 (detailed design) was issued to Network Rail on the 14th April 2022 and at the time of writing is expected to be approved by the end of May 2021. This does not include the CCTV design which will follow on and is currently being designed in collaboration with Network Rail.
59. Two claims against the Council were 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. Both claims were dismissed as the Station taxi rank had not yet been relocated, and consequently there was no evidence of discrimination in breach of the Equality Act 2010 and that Leeds City Council is not the correct defendant to bring the claim as they do not control or own the Land in question.

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

60. There is an interface with this scheme and Network Rail's Mill Goit deck replacement project. The design and construction work required to replace the structural beams in the Mill Goit will be managed and fully funded by Network Rail but delivered through the current Professional Services Contract and the future Engineering and Construction Contract with the Principal Contractor. As the Mill Goit is a Network Rail asset LCC will not be liable for the design, construction works, and ongoing maintenance associated with the replacement of the beams.
61. The surveys and design work necessary to develop the requirements for the Mill Goit deck replacement works has introduced a delay to the programme which Network Rail has also committed to fund. The main works contract will be subject to Network Rail approving a final design solution for the Mill Goit and once this has been provided entering into the main works contract and the Funding and ancillary agreements with Network Rail will be subject to approval by the Director of City Development under delegated decision-making authority.
62. Network Rail staff strike action has the potential to delay the programme should New Station Street be required for rail replacement buses. To date strike action has been confirmed for the 21st, 23rd and 25th June which has no impact on the project. Moving forward the project team will continue to monitor the position with Network Rail once the works commence on site in November 2022, however, Network Rail have confirmed that they can manage rail replacement buses using a combination of New Station Street and surrounding areas as a result of any future strikes dependant on where construction works are in the programme. Discussions have also taken place with the Principal Contractor to ensure that where possible submissions and approvals required from Network Rail will be programmed around strike action once known.

63. The ongoing effects of COVID and Brexit has the potential to increase the costs of the works beyond the allowance included in the construction cost estimate. The contractor has included an allowance for inflation based on BCIS inflation forecasts. The council has also allowed for a project contingency for any issues that arise during the construction period. If inflation was to exceed current industry forecasts there would be a risk that the contingency would not be sufficient for the delivery of the project and further discussion would be required with WYCA.
64. The Council must enter into a number of contracts with Network Rail to deliver the works on their land. Discussions are ongoing with Network Rail which include LCC legal officers from the Procurement and Commercial Service to minimise the liability where possible to the Council. This report and the delivery of the project are subject to signing these contracts.
65. Further objections to the scheme could be received which delay the programme and increase the cost, however, the scheme has planning permission, has undertaken wide ranging consultation which has resulted in support for the proposals and the two claims that were received were not supported by the Magistrates Court.
66. The TCF programme is being managed by WYCA and they have confirmed that funding is dependent on this project being delivered by summer 2024. There is a risk that if this programme is not met funding could be withdrawn.
67. 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 LSSTG 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

68. Health and Wellbeing - The creation of the largest station cycle hub in the North helps meet forecasted growth in cycle usage which supports and promotes healthy and physically active lifestyles.
69. Climate Emergency - Installation of segregated cycle lanes on Bishopgate, Neville Street and Dark Neville Street as well as within the wider City will help support the modal shift towards sustainable forms of transport. Making New Station Street itself more appealing to cyclists and pedestrians by the removal of busses and taxis. This will improve air quality in these areas by reducing harmful nitrogen dioxide (NO₂) levels. An air quality survey conducted earlier in the year by 'Friends of the Earth' found Neville Street to be the most polluted street outside of London.
70. Inclusive Growth - The proposed works for a multi-modal transport hub will facilitate modal shift, circulation and capacity and improve connectivity to key and strategic areas of the city, in particular the South Bank which is Europe's largest regeneration area.

Options, timescales and measuring success

a) What other options were considered?

71. Do Something (Preferred Option) - The preferred scheme option involves the re-design and redevelopment of the approaches to the main Leeds station entrance including New Station Street, Bishopgate, Neville Street and Dark Neville Street. The works included in the preferred option have the greatest overall fit with the scheme objectives, critical success factors, the Council's ambitions and the budget available.

72. Do Minimum - The less ambitious scheme focuses on the proposed works on New Station Street and Bishopgate Street only. This option was discounted as it didn't provide the environmental and connectivity improvements to Neville Street, Dark Neville Street and the South Bank area of the city. The exclusion of these areas would mean that the improvements on security and health and safety around the station environment wouldn't be realised and the lack of cycle infrastructure in this area would result in a disjointed network from the north to the south of the city.

73. Do Something - More Ambitious - The more ambitious option would include all works proposed under the preferred option plus the remodelling of Princes Square and the Wellington Street / Aire Street junction. This option was discounted as Princes Square is part of the Leeds Existing Station Programme led by Network Rail and Wellington Street / Aire Street forms part of the city centre package. The inclusion of these two workstreams would also result in an unaffordable project.

74. Do Nothing – This option was discounted as over the last 20 years passenger numbers at Leeds Station have increased from 9 million to 34 million and continue to grow. In 2019 annual passenger numbers stood at 34M and despite the impact of COVID, the Office of Road and Rail confirmed in 2020 that Leeds Station is the second busiest station outside of London. It is the only station in the city and needs to be expanded to accommodate future growth and to support the economic ambitions of the city.

75. Alternative locations for the taxi rank on New Station Street were explored with the architects, security advisors, highways colleagues and Network Rail but were found to be unviable due to the ability to effectively recharge the taxi rank, the pedestrian pinchpoints remaining on New Station Street and wider highways implications.

76. How will success be measured?

The LSSTG has a monitoring and evaluation plan. Success will be measured using the following indicators:

- Monitoring and testing of the air quality in the immediate vicinity around the station to establish changes in levels, specifically in Neville Street and Bishopgate.
- Annual pedestrian flow counts at the southern concourse entrance and New Station Street
- Annual customer perception surveys targeting passenger experience of the station and facilities
- Monitoring cycle storage demand on an annual basis.
- Monthly cycle counts on Dark Neville Street, Neville Street and Bishopgate for 12 months

77. What is the timetable for implementation?

It is anticipated that programme of works will commence in autumn 2022 and complete in summer 2024.

Appendices

78 Appendix A – Artist Impressions of the Scheme

79 Appendix B - Full List of Consultation

80 Appendix C - Equality Impact Assessment

Background papers

81 None.