

Leeds Station Sustainable Travel Gateway Scheme

Date: October 2022

Report of: Head of Station Development

Report to: Director of City Development

Will the decision be open for call in? Yes No

Does the report contain confidential or exempt information? Yes No

If relevant, access to information procedure rule number: 10.4.3

Appendix number A

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 being delivered as part of the West Yorkshire Combined Authority (WYCA) Transforming Cities Fund (TCF) programme and is also the first phase of delivering the Leeds Integrated Station Masterplan.
- 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 LSSTG project. 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 Street.
- In June 2022, Executive Board approved the injection of £25.912m into the Capital Programme and gave authority to spend £25.912m to deliver the project.
- 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. The works to the station entrance will also include the Mill Goit deck replacement, which is a structure that sits underneath New Station Street and will incorporate the cycle hub. Network Rail will fund all works associated with the structural works which includes 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.
- The construction works will be delivered by a Principal Contractor, Balfour Beatty procured via the Scape Framework. In November 2019 Balfour Beatty was procured on a Professional Services Contract to complete the concept and detailed design of the scheme and obtain Planning permission and Network Rail approval. Balfour Beatty are delivering design and construction works on a number of interfacing highways projects including Armley Gyratory and City Square.
- To deliver the works LCC will need to enter into a number of contracts, agreements and licences. This includes the NEC Engineering and Construction Option C target cost contract with the Principal Contractor, the Basic Asset Protection Agreement (BAPA) with Network Rail, a Funding Agreement with WYCA (to draw down TCF funding) and a Funding Agreement Network Rail (for the Mill Goit works) and a number of licence agreements with Network Rail to allow for the management and maintenance of their assets on adopted highway.
- 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.
- 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 buses and taxis. This will improve air quality in these areas by reducing harmful nitrogen dioxide (NO₂) levels.
 - 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.
- The contract is due to be entered into on the 26th January 2023, however, the project team in conjunction with the Contractor identified a number of workstreams which are being 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) intrusive surveys which Network Rail propose to commence in January 2023. The LSSTG preliminary works, which were approved by the Chief Officer, Highways and Transportation on the 10th May 2022 commenced on the eastern side of Bishopgate Street on the 23rd May 2022 and Dark Neville Street on the 4th July 2022. The Neville Street works are due to commence in December 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.

- Construction works are scheduled to commence in February 2023 and complete in October 2025. The overall programme has been extended by 12 months to account for the Network Rail Mill Goit design and construction works.
- The purpose of this report is to seek approval to enter into the Option C contract with the Contractor, the Network Rail Basic Asset Protection Agreement, the Funding Agreement with WYCA (to draw down TCF funding) and the Funding Agreement with Network Rail (to claim Mill Goit design and construction costs).

Recommendations

The Director of City Development is requested to approve the Council entering into:

- a) An Option C Engineering and Construction Contract with the Contractor at a value of £27,543,758 to deliver the Leeds Station Sustainable Travel Gateway project plus the Mill Goit project which is fully funded by Network Rail subject to final approval of the City Solicitor to the terms of the legal agreement and Network Rail formal approval of the detailed design of the Mill Goit.
- b) The Network Rail Basic Asset Protection Agreement.
- c) A Deed of Variation to the Grant Agreement with WYCA to draw down Transforming Cities Funding for the full cost of the project of £46,099,610.
- d) A Funding Agreement with Network Rail for the Mill Goit design and construction works.

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. On average passenger numbers have increased to circa 84% of pre covid levels during the week and upwards of 101% at weekends. 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. As such Network Rail will need to approve all aspects of the design, scope safety and security requirements of the assets that are to be built on their land. To date Network Rail have approved the F001 concept design, F002 design methodology, F003, detailed design with the exception of the CCTV, Neville Street Lighting and Cladding and the Mill Goit, and F004 the architectural layout. The CCTV and Neville Street packages were submitted to Network Rail on the 5th October with responses due back by the 9th November 2022. The Mill Goit design is due to be submitted at the end of October. The Council will not enter into a contract until Network Rail have approved these design packages and the costs have been agreed and included in the target price.
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 have included 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 and ensuring the Council has no liability in respect of the Mill Goit structural works. The Principal Contractor will be required to enter into direct deeds of warranty with Network Rail.

8. Network Rail confirmed that they have formal approval to enter into a Funding Agreement with the Council to meet all costs associated with the design, construction and delivery of the Mill Goit structural works including contingency, risk, inflation, LCC resource costs, programme delay costs incurred on the LSSTG project and any adjoining tenant and third-party compensation claims that may arise due to the disturbance caused by the Mill Goit works. A formal confirmation letter is due to be issued to LCC confirming this position shortly. Network Rail have accepted they will take full liability for the Mill Goit design and construction works.

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

9. 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) is to be constructed to 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 the bus services were relocated to new stops on Boar Lane on the 24th July 2022, and highways works having been completed to facilitate this relocation. A comprehensive and accessible wayfinding strategy was implemented to support the relocation of the buses and will be developed to support the relocation of the taxis from New Station Street.
10. Note, Network Rail will temporarily relocate the taxi rank to Princes Square for an 18-month period whilst the Mill Goit structural works are ongoing as New Station Street will be closed to through traffic from August 2023 until February 2025. Network Rail will be responsible for all works including any reconfiguration of Princes Square and liaison with LCC Highways, costs and stakeholder engagement associated with this temporary location.
11. 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.
12. Two x 21 person passengers 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.
13. 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
14. 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.

15. 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.
16. 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.
17. The new taxi shelter is substantially larger than the existing shelter and is directly visible from the stations 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.
18. 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.
19. 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.
20. British Transport Police patrols, Taxi Watch and the Network Rail Travel Assistance for all passengers will continue for the new shelter and rank.
21. 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. The archway is currently owned by ArchCo, however, Network Rail have agreed to buy back the arch from ArchCo as the need to have an operational taxi rank at the station (of which the marshal plays an integral role) meets the buyback criteria clause included in the sale agreement from Network Rail to ArchCo. Network Rail are working to secure vacant possession from ArchCo.

22. 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.
23. 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.
24. 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.
25. 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.
26. To support the city's environmental agenda, a two-way segregated cycle lane will be installed on Neville Street and Dark Neville Street, connecting the South Bank to City Square and Park Row.
27. Network Rail commissioned consultants Freestate who were 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.
28. Discussions have been ongoing with the original artist and curator of the existing art installation on Neville Street to agree a decommissioning approach. The narrative which has since been incorporated into the Freestate proposals for the western side of Neville Street 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 artwork on the western side of Neville Street will be installed as part of the advanced works.
29. 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 of May 2022 was referred to the Transport Committee, subject to conditions to be discharged at Approval to Proceed stage. These conditions have since been discharged by WYCA and the PAT meeting is scheduled for the 26th of October 2022. It is anticipated that an Approval to Proceed decision will be subject to a financial cap on the project estimated to be in the region of £46M will be taken at the Finance and Resource meeting on the 11th of November 2022.

What consultation and engagement has taken place?

30. 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 resolved. 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 by a business 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.
31. 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.
32. Consultation has been undertaken with WYCA, including the Bus Delivery Team, the TCF programme team, the Estates and Rail teams and Bus Delivery Board.
33. 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 (AUAG) 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 reviewed the detailed design proposals for the scheme and made comments in relation to the choice of materials for the footway and highway and the number of seats to be installed on New Station Street.
34. 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?

35. 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 together with additional cycle infrastructure, the latter being delivered through a different delivery route.
36. On the 22nd June 2022 Executive Board approved the injection into the capital programme and authority to spend of £25.912M. Inflation and risk increases due to external economic pressures incurred over the last six months has increased this figure to £36,362.9M.
37. The LSSTG project will be funded by the Transforming Cities fund, administered by WYCA. Approval to Proceed is expected to be awarded at the Finance and Resource meeting on the 11th November 2022.
38. Note the total scheme cost of £46,099.6M of which £45,314.2M is to be funded from TCF (CRSTS), with a £0.785m contribution from other secured funding (LPTIP and Network Rail Heritage Fund) that supported early development costs.
39. Subject to WYCA approvals in November 22 for additional funding of £10.451m a further report to DoCD to inject and grant authority to spend will be brought forward as a key decision.
40. 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 on 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. Highways Authority approval was gained for this ongoing maintenance on 16th August 2021. Note, the management and maintenance of the taxi rank shelter, although situated on adopted highway will be transferred to Network Rail under licence from LCC.
41. In respect of the lighting on Neville Street, the Council already maintains the adopted highway lighting, the decorative lighting, however, will be a new asset. LCC is currently responsible for maintaining the cladding on Neville Street which will be transferred to Network Rail once the works are complete. Part of this maintenance budget will transfer to Streetlighting so they can maintain the new decorative lighting in addition to the adopted highway lighting. The decorative lighting on Neville Street is LED and energy efficient.
42. 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. In relation to the Mill Goit deck replacement works, Network Rail will fully fund all design and construction costs including, all costs incurred by the project and the Council in respect of programme delay.
43. External resources have been procured to provide commercial and contract support. Mark Matthews Consultancy, originally procured by Highways will provide commercial and contract support in respect a Commercial Manager, an NEC4 Project Manager and an adopted highway site Supervisor. NPS will provide a specialist and industry experienced buildings supervisor. Network Rail will provide all roles required to meet their approvals under the terms of the BAPA.
44. In terms of LCC resources, the project will be managed by specialist colleagues from the Station Development Team and includes a Project Manager, Technical Manager and Project Support.

What are the legal implications?

45. The LSSTG project will be delivered by a Contractor 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
46. The Council's liability is determined through a series of agreements between Network Rail and the Contractor, namely the Basic Asset Protection Agreement, the Network Rail Funding Agreement and the NEC4 Engineering and Construction Contract Option C Target Cost. Details of which are included in the Confidential Appendix. Approval is being sought to enter into the main contract on the terms set out in the Confidential Appendix subject to the final drafting being approved by the City Solicitor to enable the Council to enter into the contract.
47. To draw down the TCF funding, the Council will sign a Deed of Variation to the original Grant Agreement for the main works. The Deed of Variation will include the revised scope, project milestones and cost profile for the main works. The terms and conditions of the original Grant Agreement will continue to still apply during the main works. By entering into the Deed of Variation the Council will be committed to delivering the project to the scope milestones and cost profile as specified in the document. Failure to do so could result in the Council being liable to repay the TCF monies back to WYCA within 90 days of being found to have breached the terms and conditions.
48. The Council will only be able to claim Eligible Expenditure which is all costs associated with the delivery of the project, except some LCC resources costs which WYCA confirmed at the outset of the TCF programme have to be funded by each local authority.
49. The Grant Agreement affords WYCA the opportunity to withhold the TCF funding if the Council fails to comply with WYCA governance and approval process, if the Council breaches the terms of the Grant Agreement, varies the project scope without seeking approval from the WYCA and fails to comply with the timescales and Long Stop Date.
50. The Council will need to enter into a number of property licences with Network Rail as part of the delivery of the LSSTG project. The licences are required in respect of where Network Rail has their equipment on adopted highway and where the Council has equipment on Network Rail land. The licences from the Council to Network Rail include the taxi shelter on Bishopgate Street, the hostile vehicle mitigation bollards on New Station Street, City Square Junction and a CCTV column on Bishopgate Street. The licences from Network Rail to the Council include wayfinding on New Station Street and Dark Neville Street and the installation of the artwork vinyl on the eastern side of Neville Street (the cladding should have transferred to Network Rail as their asset at the point in which the artwork is complete and ready for installation). The requirement for the licences has been approved by highways and legal colleagues and work is ongoing to agree the agreements. As this is likely to conclude later in the programme approval to enter into the licenses will be sought from the Chief Officer for Asset Management and Regeneration.
51. The Traffic Regulation Order (TRO) covering the permanent highways changes including the taxi feeder ranks and Miscellaneous Provision Act 1976 for the provision of the taxi rank on adopted highway have been obtained. There were no objections to the public advertisements and the orders are now being finalised.
52. The S247 for the stopping up of the land on which the New Station Street / Bishopgate steps are located has been approved by the Department for Transport. There was an initial public consultation period in which two objections were received from utility providers. These have since been withdrawn as the providers had entered previous agreements to divert their

equipment due to the demolition works scheduled to take place as part of the main scheme, therefore they will be no longer impacted by the stopping up order. The process is now in a second and final public consultation period which commenced on the 4th October 2022 and concludes on the 15th November 2022. This consultation period is to allow members of the public to object to the High Court regarding the stopping up decision.

53. A separate exercise is underway to procure local artists to produce artwork that will be located on the eastern side of Neville Street. This was approved by the Chief Officer for Asset Management and Regeneration on the 9th August 2022.
54. Planning permission and listed building consent was gained on the 23rd October 2020. Of the 28 planning conditions applied to the approval, 5 are no longer applicable, 10 have been discharged, 6 are expected to be discharged by the end of 2022 and 7 will be discharged during construction.
55. Highways approval for the design for the highways element of the scheme was obtained on the 13th September 2021.
56. 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 by the Court.
57. In considering this matter the Council has to comply with the public sector equality duty.

Section 149 of the Equality Act 2010 sets out the Public Sector Equality Duty whereby a public authority must, in the exercise of its functions (which includes [planning]) have due regard to the need to –

- a) Eliminate discrimination, harassment, victimisation and any other conduct prohibited by the Act.
- b) Advance equality of opportunity between persons who share a relevant protected characteristics and persons who do not share it;
- c) Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

With regard to b) above due regard must be given to the need to:

- a) Remove or minimise disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic;
- b) Take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it;
- c) Encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.

58. An Equality Impact Assessment has been completed for the LSSTG project.
59. The heads of terms for the BAPA, construction contract and Funding Agreement are contained in the confidential appendix access to information procedure rule number: 10.4.3 because the terms contain commercial information which if made public could prejudice the Council's position.

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 Engineering and Construction Contract with the Contractor. Network Rail was unable to act quickly enough to appoint a consultant of their own therefore the design for the Mill Goit was undertaken through the Council's Professional Services Contract. The construction of the Mill Goit is interdependent on the construction of the LSSTG scheme therefore will be incorporated in the Council's construction contract. To mitigate the liability to the Council associated with delivering a project on Network Rail asset the Council has entered into a BAPA and Funding Agreement with Network Rail. The terms of the BAPA and the Funding Agreement are set out in the confidential appendix. On completion of the works the asset will transfer to Network Rail who will be responsible for all future maintenance.
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. These costs include material increases as a result of inflation, additional contractor prelims and LCC resources. All costs associated with the Mill Goit including disturbance claims will be met by Network Rail.
62. The main works contract will be subject to Network Rail approving a final design solution for the Mill Goit. The F003 detailed design package for the Mill Goit is due to be submitted to Network Rail at the end of October. Network Rail have agreed to try and better their approval timescales which should be achievable given that Network Rail resources have been fully involved in the design process to date. Only once the Mill Goit design has been approved along with the total construction costs will the Council be in a position to enter into the main works contract.
63. Network Rail staff strike action has the potential to delay the programme should Network Rail project resource be diverted during the strikes. Dates of forthcoming strikes have not been announced so the project team will maintain a watching brief. Discussions, however, have taken place with the Contractor to ensure that where possible submissions and approvals required from Network Rail will be programmed around strike action once known.
64. 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. Following the conclusion of the retendering exercise the costs will be baselined as of the 14th October 2022 which will form the basis for the Target Cost in the contract. As part of this process the Contractor has obtained (where possible as some sub-contractors have declined to submit revised prices) three quotes for each of the work packages to ensure competition. The costs at the 14th October include a limited number of provisional sums which will have been finalised prior to entering into contract and should not exceed the Target Cost.
65. The Target Cost also includes an allowance for inflation from the baseline position to practical completion based on BCIS inflation forecasts. If inflation was to exceed current industry forecasts there would be a risk that this allowance would not be sufficient for the delivery of the project and further discussion would be required with WYCA.
66. COVID, Brexit and the cost-of-living crisis has the potential to impact on the supply of goods, materials and resource. The Principal Contractor will look to mitigate this risk by commencing early procurement of key materials and undertaking due diligence when appointing sub-contractors. The project budget includes an allowance for inflation and risk / contingency, however, any significant cost increases as a result of these items may exhaust the monies available.

67. A joint risk log has been developed with the Contractor to ensure all project risks are allocated to the relevant and appropriate risk owner. The Council's risk register has been developed by Mark Matthews Consulting and both risk log prices are included in the project cost. The project risk log will continue to be maintained and updated throughout the project and escalation of any risks that sit outside the agreed tolerances will be managed via the LSSTG Project Board.

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 Programme. 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

London. It is the only station in the city centre and needs to be expanded to accommodate future growth and to support the economic ambitions of the city together with the Connecting Leeds Transport Strategy targets for mode shift to rail to meet the climate emergency.

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, passenger security 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 the main construction works will commence in January 2023 and complete in October 2025.

Appendix

Appendix A – Confidential under 10.4(3)

Appendix B – Equality Assessment

Background papers

None