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## APPENDIX 1 NOT FOR PUBLICATION

Exempt / Confidential under Rule 10.4 (3) Financial and Business Affairs

### Report of Director of City Development Directorate

To Executive Board

Date: 8<sup>th</sup> October 2008

Subject: DESIGN AND COST REPORT

Scheme Title : Lands Lane and Central Square Refurbishment  
Capital Scheme Number 14689 / 000 / 000

#### Electoral Wards Affected:

City and Hunslet

#### Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call In ✓

Not Eligible for Call In  
(Details contained in the report)

### Executive Summary

This report seeks approval for the refurbishment of Lands Lane and Central Square. The scope and the quality of the scheme has been reviewed following the refurbishment of Briggate, King Edward Street and Mid-Albion Street, Albion Place and it is proposed that the refurbishment of Lands Lane and Central Square should be of a comparably high standard and use similar high quality traditional materials. This report contains confidential information in appendix 1.

#### 1.0 Purpose of this Report

1.1 The purpose of this report is to seek:

- a) approval for the scheme design outlined in this report;

b) authority to spend monies from Leeds City Council Capital funding for the refurbishment scheme outlined in this report and detailed in appendix 1.

## **2.0 Background Information**

- 2.1 The image and environment of the city centre are important in terms of attracting investors, employers, employees, residents, shoppers, visitors and tourists to the city and ensuring they return. The quality of the public realm is therefore fundamental to the city centre's ability to compete successfully with other cities.
- 2.2 Lands Lane and Central Square are in a key city centre location and are home to high profile retailers, The Core shopping centre (former Headrow Centre) which is undergoing a £30 million facelift, Trinity (former Leeds Shopping Plaza) undergoing a £650 million remodel and some of the city's most ornate arcades. Central Square is the pedestrian core's only true plaza or square in the setting of key listed buildings. The street was refurbished in 1991/92 as part of the Landmark Leeds project. Its surface has now noticeably deteriorated and it has become increasingly difficult to maintain the street in a safe condition. The refurbishment of Lands Lane and Central Square is intended to create an attractive, high quality shopping environment and focal point befitting a major national retail centre. The scheme will make an important contribution to sustaining and improving the vitality and viability of Leeds city centre and ensuring that it continues to make a significant contribution to the economic and social well being of the region.
- 2.3 The 'Landmark Scheme' report to Executive Board in February 2004 suggested that a phased replacement of Landmark was required over the next few years. This has begun: Mid-Albion Street and Albion Place have been completely refurbished to a high standard with funding from Yorkshire Forward and Leeds City Council. Briggate and King Edward Street have also been improved. The schemes are well regarded by retailers, other businesses and users.
- 2.4 As was noted in the "City Centre Pedestrian Area" report to Executive Board, dated 5 September 2004, the city centre benefits the rest of the city and the region as a whole in terms of the jobs, investment, amenities and facilities which it provides.
- 2.5 There are numerous private sector developments, both planned and in progress within the retail quarter such as Eastgate Quarters, Trinity Leeds, The Core (former Headrow Centre) and Broadgate (former Allders site). These developments present opportunities and challenges with the creation of commercial space and in the development of large areas of private-public realm. In most cases this will be privately maintained. Therefore, it is imperative there is a high standard in Leeds City Council maintained public realm across the city centre connecting these high quality private developments. This will ensure a useable, viable, attractive and cohesive city centre environment for businesses and the general public.
- 2.6 The refurbishment of Briggate, King Edward Street, Mid-Albion Street and Albion Place in high quality natural materials with the reduction of street clutter have set the standard for Leeds City Centre. The use of Yorkstone and the innovative use of

street furniture and building mounted lighting reduces street clutter giving streets and squares a sense of openness and space.

- 2.7 The scheme is included in the 'Leeds City Centre Strategic Plan 2006 to 2010'.
- 2.8 The Capital Programme Monitoring Update report approved at Executive Board on 22<sup>nd</sup> August 2007 approved the 'City Centre Upgrade Programme' (13328). The refurbishment of Lands Lane and Central Square will form the second phase of the programme.
- 2.9 The report 'Proposed Refurbishment Of The City Centre Public Realm' (agreed at Executive Board on 11th September 2007) highlighted the need for improving the Landmark and associated areas of the city centre. The Board agreed the principle of a co-ordinated programme of maintenance and improvements of street and public space refurbishment in the city centre pedestrianised area.
- 2.10 It should be noted that the refurbishment of the Public Transport Box (PTB), i.e. those streets which are boxed by The Headrow, Vicar Lane, Boar Lane and Park Row and other connector streets will cost around £29 million of which £5 million has previously been injected into the capital programme (see 2.8). Further funding is currently being sought, including public and private sources external to Leeds City Council.
- 2.11 The cost of repaving Lands Lane and Central Square in high quality natural material such as Yorkstone, with granite inset and installing building mounted or column lighting, bollards, benches and trees is detailed in appendix 1. Discussions are underway with external stakeholders, including Yorkshire Forward, businesses and property owners on Lands Lane and Central Square, regarding potential opportunities for external contributions towards the cost of the scheme.
- 2.12 Appendix 1, which is confidential, details the financial implications for Leeds City Council in progressing with the Lands Lane and Central Square improvements. Publication of this information could prejudice the City Council's negotiations with external parties.
- 2.13 The first section of Central Square has already been refurbished under the jointly funded Albion Place scheme with funding from Leeds City council, Yorkshire Forward and the private sector. The proposed Lands Lane and Central Square refurbishment will carry on the high quality paving from the perimeter of the Albion Place works north to the Headrow and South to the boundary of the Trinity shopping development.
- 2.14 The refurbishment of Lands Lane and Central Square will be tendered as a standard ICE (Institute of Civil Engineering) contract. The remainder of the work within the PTB/pedestrian core will be tendered, if long-term funding can be secured, under a single contractor term contract, with the next street starting on site early 2010. Works will be phased depending on funding (internal and external), other developments on site (eg Trinity Leeds) and maximising other works such as the 278 works for the Eastgate Quarters.

### **3.0 Main Issues**

#### **3.1 Design Proposals / Scheme Description**

- 3.1.1 The extent of the works on Lands Lane and Central Square will run south from the top of Lands Lane south to the boundary of the Trinity works. The scheme will cut across Albion Place following on the paving delivered under this scheme. Appendix 2 shows the design for the area.
- 3.1.2 The scheme proposes the use of high quality materials such as, slip resistant 200mm x 150mm Yorkstone setts, as the principal material to create a single, level surface between building frontages. Yorkstone not only provides greater durability and longevity in maintenance terms but also, as Briggate demonstrates, provides the quality of appearance appropriate within the city centre conservation area. The type of construction proposed is appropriate to deal with the vehicular traffic and loading that is experienced on Lands Lane and Central Square.
- 3.1.3 The street furniture in the scheme will be a mix of Leeds City Council Standard items, with the use of bespoke 'accent' pieces. All items will be subject to agreement by the relevant maintaining Directorate or Service.
- 3.1.4 There will be seating within Central Square and possibly within Lands Lane. External funding sources are being explored to facilitate the use of an artist to design and make the seating on Central Square. However, the cost of provision of these items will be taken into account within the scheme capital costs.
- 3.1.5 The trees on Lands Lane and Central Square will be appropriate for the city centre environment, having an upright habit, high canopy and a relatively light and textured foliage.
- 3.1.6 The street lighting proposals will add value to proposed PFI upgrade. This DCR allows way-leave work to immediately commence to establish if building mounted lighting is feasible taking into account the required agreements from building owners/occupiers and the frontage design. Should building mounted lighting not be a feasible option then a sympathetic column scheme will be introduced.

#### **3.2 Consultations**

- 3.2.1 The concept and detailed design of the Lands Lane and Central Square refurbishment scheme will be progressed by a multi-disciplinary Project Team comprising officers from the City Council's City Development Directorate and Environment and Neighbourhoods Directorate. The City Centre Manager will continue to meet with several of the private sector stakeholders within the area.
- 3.2.2 The concept design, cost estimate and proposed phasing for this scheme are supported by City Centre Public Realm Project Board, Chaired by Leeds City Council's Chief Economic Services Officer.
- 3.2.3 Representatives from each of the traders and businesses located on Lands Lane and Central Square and other interested parties, including Ward Members, property

owners and the Civic Trust are involved in the consultation process and their views will be considered. A number of property owners have indicated they will now be more willing to invest in their properties to ensure they complement the improved environment, and indeed some are already in the process of doing so.

- 3.2.4 Building on the success of the public perception survey for Mid-Albion Street, a co-ordinated approach will be taken to gauging public perception of the whole of the pedestrian core/PTB area over the next 5 years.

### **3.3 Programme**

- 3.3.1 The following proposed programme is subject to approval of this report at Executive Board. Any delays in approval would result in a conflict with the City Centre's peak Christmas shopping period and may necessitate a delay until 2010.
- 3.3.2 The programme dates have been carefully considered and timetabled minimising conflict with other developments and major works within the scheme vicinity. The Core completion date is February 2009. The scheme includes major remodeling and external works, to the former Headrow Centre, with site access and scaffolding on Lands Lane. The timetable also builds upon the lessons learnt from the stone procurement lead-in times for Albion Place. Under advice from Engineering Services, Contract and Construction additional weeks have been built into the programme between tender award and start on site. It should be noted potential conflict with the works on the City Varieties will also be minimised, as Lands Lane will be the principle vehicle access to the site.

Tenders Out : 8<sup>th</sup> December 2008

Tenders In: 21<sup>st</sup> January 2009

Start on Site: 20<sup>th</sup> April 2009 (29 week contract)

Completion: 6<sup>th</sup> November 2009

### **3.4 Implications for Council Policy and Governance**

- 3.4.1 Appendix 1 is confidential under Access to Information Rule 10.4.3 because publication could prejudice the City Council's commercial interests. Sensitive negotiations are currently underway with Yorkshire Forward and the private sector investors to secure a contribution to the Lands Lane and Central Square improvement works. In these circumstances it is considered that the public interest in not disclosing this financial information outweighs the interests of disclosure.

### **4.1 Compliance with Council Policies**

- 4.1.1 The proposals to upgrade the city centre streets and spaces, accord with a number of key Council policies and strategies, which stress the need to improve the city centre public realm and the overall appeal and attractiveness of the city centre. These include the Council Plan, Unitary Development Plan, City Centre Urban Design Strategy and the Economic Development Strategy. The proposals accord with the Council's Green Strategy to help secure sustainable economic development by promoting the city centre and enhancing the local environment.

4.1.2 The proposals also accord with the 'Vision for Leeds 2004 to 2020' key objectives, contributes to delivering the outcomes and priorities of the Leeds Strategic Plan 2008 to 2011 and with the aims and objectives of the 'Leeds City Centre Strategic Plan 2006 to 2010'. The improvements of city centre streets and spaces also contributes towards the emerging Legible Leeds Wayfinding Strategy.

4.1.3 The proposals are in line with the Council's core values to put customers first, looking after Leeds and treat people fairly. The work to minimise obstructions and to improve the quality of the finished surface will increase the accessibility of the street for all users.

## **4.2 Council Constitution**

4.2.1 There are no reasons for this report to be exempt from the call in procedure.

## **4.3 Community Safety**

4.3.1 The proposals contained in the report do have implications under Section 17 of the Crime and Disorder Act 1998 and these are as follows:

4.3.2 The proposed improvements will help improve people's perceptions of safety in the city centre, and help reduce fear of crime.

## **5.0 Legal and Resource Implications**

### **5.1 Scheme Design Estimate** **See Appendix 1**

### **5.2 Capital Funding and Cash Flow** **See Appendix 1**

#### **5.2.1 Revenue Effects**

5.2.1 a) Following completion of the refurbishment Lands Lane and Central Square project, Environment and Neighbourhoods Directorate will continue to cleanse the street and maintain the bins. City Development will maintain the highway, and bollards. Any items commissioned as public art pieces will need to be reviewed on a case by case basis.

5.2.1 b) The removal of the complicated, bespoke, pink granite and varnished wood seating on Central Square and its replacement with high quality benches should not incur any additional costs over and above those associated with maintaining the pink granite and varnished wood. It would be expected that maintaining new high quality items would have lower revenue implications. As highlighted in 3.1.3 all items included in the scheme will be subject to the approval of the appropriate maintaining Directorate of Service.

5.2.1 c) As part of the tree provision under the Lands Lane and Central Square contract an initial period of maintenance will be included to ensure the trees thrive and are viable prior to Parks and Countryside continuing to maintain the trees.

5.2.1 d) The materials and design of this scheme have been selected for their robust nature, high quality, durability and long life span consequently, the initial capital costs for the material is higher but will result in items lasting longer than inferior and lower quality materials. However, this does not mitigate the occasional one off cost due to accidental damage, such as vehicle collision, this single cost should be offset against the lower cost of on-going maintenance.

### **5.3 Risk Assessments**

5.3.1 Financial Risk – There is a financial risk that the cost of implementing the scheme will exceed the funding available.

Response – This risk will be minimised through the tendering process.

5.3.2 Operational Risk -There is an operational risk that there might be slippage in the construction programme or overspend on the project.

Response – These risks will be minimised by ensuring that only contractors on Leeds City Council's approved list will be invited to tender and by appropriate on-site project management and supervision of the contract by the Engineering Services section of the City Development Directorate.

5.3.3 Programme Issues – There are risks, as with any project of this nature, of delays in supply of materials or due to exceptionally adverse weather conditions.

Response – The appointed contractor will be experienced in securing materials and will be aware of the specified timescales. The contract timetable is flexible enough to accommodate a reasonable amount of exceptional weather.

5.3.4 General Risk Management – In addition to specialised management of the contract by staff from the Engineering Services section of the City Development Directorate, the project will also have a dedicated project manager from City Centre Management, to apply general project management techniques. The project manager will draw together the project multi-disciplinary team to deal with design, operational, financial issues which may arise through the life of the project. The project manager will report to the City Centre Public Realm Project Board.

5.3.5 City Centre Public Realm Project Board oversee the project with regard to the quality of the scheme, timescales and funding. A risk register will be prepared and reported to the Board to allow risks to be properly managed. The contractors will also be invited to meetings of the Board, as and when necessary, to discuss and seek agreement on any outstanding issues.

5.3.6 The appropriate DSC methodologies will be applied to the project.

### **6.0 Recommendations**

6.1 Executive Board is recommended to :-

- Approve the scheme design as outlined in this report.

- Authorise the release of scheme expenditure as outlined in appendix 1 vii) at lines Authority to Spend (3) and Authority to Spend (6).

## **7.0 Background Papers**

- 7.1 Executive Board report “Landmark Scheme”, February 2004
- 7.2 Executive Board report “Proposed Refurbishment Of The City Centre Public Realm” dated 11th September 2007
- 7.3 Executive Board report “The Capital Programme Monitoring Update” dated 22<sup>nd</sup> August 2007
- 7.4 Executive Board report “City Centre Pedestrian Area”, September 2004
- 7.5 Leeds City Centre Strategic Plan 2006 to 2010
- 7.6 Vision for Leeds 2004 to 2020
- 7.7 The Council Plan
- 7.8 Unitary Development Plan
- 7.9 City Centre Urban Design Strategy
- 7.10 Economic Development Strategy
- 7.11 The Council’s Green Strategy
- 7.12 Leeds Strategic Plan 2008 to 2011