

Report of the Director of City Development

Report to Executive Board

Date: 18th September 2019

Subject: Cookridge Street Public Realm Proposals and Design Cost Report

Are specific electoral wards affected? If yes, name(s) of ward(s): Hunslet and Riverside	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Has consultation been carried out?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Will the decision be open for call-in?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, access to information procedure rule number: Appendix number:	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No

Summary

1. Main issues

- Our spaces are the streets and places between buildings. They are continually interconnected spaces including streets, squares, parks, cycleways and the waterfront. Our spaces positively support commerce, reflect our culture and heritage, provide opportunities for relaxation, events and social interaction. They speak of place and community and are often our visual first impression of the city to businesses and visitors.
- The 'Our Spaces Strategy', launched for public engagement in November 2018 (www.leedsourspaces.co.uk), has been developed as the Council's strategic document setting out the vision and ambition for the development of public realm within the City Centre to be vibrant, inclusive and world class and to be our greatest cultural asset.
- Whilst the formal consultation on the Our Spaces Strategy closed at the end of March 2019, the delivery of the associated work programme within the Our Spaces Strategy has continued and in the last few weeks, works to create new and improve existing public realm at Clay Pit Lane (Woodhouse Gardens) and Quarry Hill (Playhouse Gardens) are now complete and a new under 5's play area at Queen Square was opened in time for the start of the school summer holidays.
- The Leeds Public Transport Investment Programme (LPTIP) consisting of £270m from the DfT, LCC, Combined Authority, bus operators and developers will deliver

significant investment in public transport up to 2021. The LPTIP programme will deliver:

- Bus Priority Corridors;
 - City Centre Gateways;
 - New sites and expansion of existing bus and rail park & ride sites;
 - Rail Stations Accessibility and New Stations;
 - Complementary investment in bus services and low emission vehicles
- The Headrow Gateway scheme is located in Leeds City Centre to the north of the pedestrianised core. The scope of the scheme includes the Headrow, Westgate, Vicar Lane between the Headrow and North Street, New Briggate, Cookridge Street between the Headrow and Great George Street, Harrison Street, and small lengths of streets that intersect with these links.
 - The Headrow Gateway (as reported to Executive Board in April 2019) includes proposals for the permanent closure of Cookridge Street, at the junction of the Headrow (to allow buses to move far more efficiently) following the annual success of the 'pop-up park' providing the opportunity for the creation of a new addition to the Our Spaces public realm offer in the city centre.
 - In addition the Headrow Gateway will also facilitate the closure to vehicular traffic of the lower section of New Briggate between the Headrow and Mark Lane (bar servicing which will mirror the servicing arrangements for Briggate), which will provide the opportunity for the re-development of New Briggate in line with the Council's aspirations. This will reduce the volume of traffic and improve the public realm and pedestrian experience around the Grand Theatre and Opera North which is currently undergoing improvements. Proposals for the New Briggate scheme are in development and are proposed to come forward to a later Executive Board meeting.
 - This report sets out the nature and scale of the public realm proposals for Cookridge Street, linked to the LPTIP delivery of the Headrow Gateway, sets out the interdependencies and key milestones and gives consideration to the proposed funding ask and consideration of funding options which could be allocated to assist with the delivery of these schemes.

2. Best Council Plan Implications (click [here](#) for the latest version of the Best Council Plan)

- reducing health inequalities and supporting active lifestyles
- improving the city's transport and digital infrastructure and tackling climate change risks
- making Leeds the best city for children and young people to grow up in
- making Leeds the best city to grow old in
- improving the quality of lives and growing the economy through cultural and creative activities

3. Resource Implications

- The Cookridge Street Our Spaces scheme cost has been estimated using benchmark delivery cost rates at £1.7m.

- The Headrow full business case is due to be presented to West Yorkshire Combined Authority in September and the proposal is to include the proposed Cookridge Street public realm proposals as an addition to that business case. This approach provides a number of benefits including the ability to minimise costs across the LPTIP and Our Spaces programme through efficient delivery through one contract and minimising disruption and impact in the city centre.
- In order to ensure that the Cookridge Street scheme has a financial business case to facilitate their delivery, a number of funding streams are being considered. These include the allocation of the LPTIP 'do minimum' funding allocation for the schemes, potential grant funding, S106 funding allocations and the existing public realm feasibility allocations from within the current capital programme.

Recommendations

Executive Board is requested to:-

- a) Note the progress made with the development of the public realm schemes for Cookridge Street, linked to the delivery of the LPTIP Programme for the Headrow Gateway.
- b) Approve the proposed injection of the S106 contributions £94,197 and give authority to spend of up to £1.7m from the LPTIP programme, S106 and existing public realm feasibility fund within the existing capital programme.
- c) Subject to ongoing consultation with relevant Executive Members as appropriate, note that the Chief Officer for Highways and Transportation will be responsible for the implementation of the decisions outlined in this report.

1.0 Purpose of this Report

- 1.1 The purpose of the report is to set out the proposed redevelopment of Cookridge Street as a new area of public realm, being brought forward through the opportunity presented by The Leeds Public Transport Investment Programme (LPTIP) Headrow Gateway scheme, in line with the vision and ambition set out within the Our Spaces Strategy.

2. Background information

- 2.1 The development of the Our Spaces Strategy for Leeds is a landmark moment for the city. It is the first time that the city has brought together and articulated the importance of Our Spaces and the role it plays in positioning Leeds as the Best City now and in the future. The Our Spaces Strategy sets out our vision and ambition for the City's public realm. It is a route map to ensure that the delivery of new public realm meets our vision for the creation of world class, inclusive and vibrant spaces and that through the delivery of the strategy Our Spaces become the city's greatest cultural asset. The Strategy was opened up for formal consultation in November 2018 and closed in March 2019.
- 2.2 The Strategy sets out how the city centre will develop as significant work programmes such as the Leeds Public Transport Investment Programme (LPTIP),

City Centre Transport Package, Housing Infrastructure Bid (HIF) and ongoing regeneration proposals including South Bank.

- 2.3 In December 2016 Executive Board agreed the submission of a Strategic Outline Business Case (SOBC) for the Leeds Public Transport Investment Programme to DfT for £173.5m for public transport.
- 2.4 The Headrow Gateway scheme, a scheme within the Leeds Public Transport Investment Programme, is located in Leeds City Centre to the north of the pedestrianised core. The scope of the scheme includes the Headrow, Westgate, Vicar Lane between the Headrow and North Street, New Briggate, Cookridge Street between the Headrow and Great George Street, Harrison Street, and small lengths of streets that intersect with these links.
- 2.5 The scheme will transform the area into a World-Class Gateway to Leeds city centre for bus users, pedestrians and cycle users. This will enable bus services to operate with fewer delays and provide high standard waiting facilities for bus users. Connectivity for pedestrians and cycle users will be enhanced, making the area safer and more inclusive. It will feature high quality public realm and increased footway widths which will, improve the townscape and enhance the setting of heritage assets such as the Town Hall and Victoria Gardens, which will make the centre more welcoming and attractive for visitors, residents and employees.
- 2.6 The Headrow Gateway (as reported to Executive Board in April 2019) includes proposals for the permanent closure of Cookridge Street, at the junction of the Headrow (to allow buses to move far more efficiently) following the annual success of the 'pop-up park' providing the opportunity for the creation of a new addition to the Our Spaces public realm offer in the city centre.
- 2.7 In addition the Headrow Gateway will also facilitate the closure to vehicular traffic of the lower section of New Briggate between the Headrow and Mark Lane (bar servicing which will mirror the servicing arrangements for Briggate), which will provide the opportunity for the re-development of New Briggate in line with the Council's aspirations. This will reduce the volume of traffic and improve the public realm and pedestrian experience around the Grand Theatre and Opera North which is currently undergoing improvements. Considerations are being given to the potential scheme for this area, the outcome of which will be brought back to Executive Board at a later date.
- 2.8 The Headrow Gateway Scheme will be the first city centre gateway project to be brought forward under the LPTIP grant funding package. The terms of the grant award requires that the funding for LPTIP must be spent by March 2021. As a consequence this is a fast paced programme but also, as it covers several key gateways in the city centre, the Headrow being one of 3/4, it has the potential to cause disruption to businesses, traffic and visitors/residents. To minimise the disruption associated with LPTIP works it is proposed to deliver the Cookridge Street and New Briggate schemes through the LPTIP delivery partner – Sisk Capita – concurrently with the Headrow Gateway. The full business case for the Headrow Gateway is due to be submitted to the West Yorkshire Combined Authority for approval in September 2019 to allow works to commence on site immediately afterwards.

2.9 In addition an important work programme has been developed by City Development called Planning for Growth. This programme has mapped all known construction projects and programmes being delivered between now and 2040 and identifies areas of interdependency during delivery likely to cause impact or challenge on the highway network, businesses, 2023, visitors, etc and gives an early opportunity to review the associated programmes to minimise this impact.

3 Main issues

3.1 In anticipation of the proposed LPTIP Headrow Gateway works being brought forward for a start on site in September 2019 and both Cookridge Street and New Briggate effectively being linked and interdependent on those works, high level feasibility works for 2 new areas of public realm at Cookridge Street and New Briggate were commissioned in February 2019. The outcome of the feasibility commission for Cookridge Street is set out below.

3.2 Cookridge Street

3.2.1 Cookridge Street is a large area of road infrastructure that since 2016 has annually, during the summer months, been home to the 'pop-up park'. This initiative is part of the Our Spaces tactical and temporary programme of events and activities in the city centre that is well received by members of the public. As part of the Headrow Gateway the city has the opportunity to create a new permanent 'park' in the city centre from the Headrow to St. Anne's Street.

3.2.2 The design brief for the proposals and those set out in the Our Spaces Strategy identifies the ambition for Cookridge Street to 'create a new linear public space that offers opportunities for seating, tree planting, rain gardens, incidental play, cycling and street cafes for everyone to enjoy' as well as providing the opportunity to maximise green infrastructure.

3.2.3 The feasibility works are now complete and the proposals are attached at appendices 1 and 2. The proposals show five raised green landscaped areas incorporating tree and shrub planting, grassed lawns, level timber faced seating areas, sloping retaining edges, lighting and integrated 'rain gardens' to assist with surface water management. Around the raised landscaped areas new paving is being proposed which will be co-ordinated with the LPTIP proposals for the Headrow and the existing hard landscaping in Victoria Gardens.

3.2.4 The junction with St Anne's Street and Cookridge Street will be realigned to allow for a new drop off point in this location to accommodate overnight visitors to the Radisson Blue hotel. The hotel as a result of the proposals to close Cookridge Street, will have no access to vehicles to their existing drop off point. In response to this the Radisson Blue are considering the opportunity to create a new entrance straight into the hotel restaurant from Cookridge Street through one of the existing windows close to St Anne's Street. This would provide several benefits to both the hotel and the public realm proposals, with external café/seating space being created, providing greater opportunity for dining customers alongside the potential to generate revenue from street café licencing. The disabled parking currently located on Cookridge Street, will move to St. Anne's St, on the junction of Cookridge Street and South Parade (at the Park Row end) which will allow better access to a greater variety of destinations.

3.2.5 Running north-south through Cookridge Street is a 2-way cycle lane which has been relocated from the east side of Cookridge Street to the west. This cycleway will connect through across the Headrow to Park Row and will continue south into City Square as part of the LPTIP proposals for the Headrow Gateway.

3.2.6 The feasibility cost estimate for the scheme is £1.7m. This cost is high level at the moment and will be further refined and become more robust as the scheme detailed design develops.

3.2.7 The programme for the works is as follows:-

- Detailed design - September – November 2019
- Updated costings - December 2019
- Start on site (to tie in with Headrow) - Summer 2020
- Completion - March 2021

3.2.8 The proposed funding allocation for the scheme is as follows :-

- £750,000 identified as the LPTIP 'do minimum' scheme
- £94,197 Public Realm S106 funding
- £700,000 public realm funding from within the existing programme.
- £155,803 from within the existing general contingency programme.

£1,700,000 Total

3.2.9 Capital Funding and Cashflow

Injection required for this approval	TOTAL £000's	TO MARCH 2019 £000's	FORECAST		
			2019/20 £000's	2020/21 £000's	2021 & on £000's
LAND (1)	0.0	0.0			
CONSTRUCTION (3)	0.0	0.0			
DESIGN FEES	94.7	0.0	94.7		
OTHER Costs	0.0	0.0			
TOTALS	94.7	0.0	94.7	0.0	0.0
Authority to Spend required for this Approval	TOTAL £000's	TO MARCH 2019 £000's	FORECAST		
			2019/20 £000's	2020/21 £000's	2021 & on £000's
CONSTRUCTION (3)	1400.0	0.0		1400.0	
FEES	300.0	0.0	100.0	200.0	
TOTALS	1700.0	0.0	100.0	1600.0	0.0
Total overall Funding LCC Capital Programme	TOTAL £000's	TO MARCH 2019 £000's	FORECAST		
			2019/20 £000's	2020/21 £000's	2021 & on £000's
LCC Supported Borrowing	855.8	0.0		855.8	
LPTIP DFT grant	750.0		5.8	744.2	
Public Realm Section 106	94.2	0.0	94.2	0.0	
Total Confirmed Funding	1700.0	0.0	100.0	1600.0	0.0
Total Funding Balance	0.0	0.0	0.0	0.0	0.0

Revenue implications

3.2.10 Revenue implications as a result of the proposed public realm works to Cookridge Street will be dealt with from within existing revenue budgets.

4 Corporate considerations

4.1 Consultation and engagement

4.1.1 The Executive Member for Climate Change, Transport and Sustainable Development has been consulted and is supportive of the proposals.

4.1.2 The Headrow Gateway proposals have been the subject of several consultation events through Connecting Leeds. Following a three month transport conversation in Autumn 2016, which was reported to Executive Board on the 14th December 2016, the first phase (1a) of the public consultation was undertaken in February 2018. The initial round of consultation on the City Centre Gateways was undertaken between 20th June and 3rd August 2018 which focused on gathering feedback on nine separate proposals across the city centre including the Headrow at New Briggate, Victoria Gardens and Cookridge Street, Dortmund Square, Vicar Lane, above the Headrow and City Centre Bus stops.

4.1.3 A comprehensive programme of engagement was delivered which can be summarised as: • online consultation portal (Commonplace) with full details of the proposals; • public drop in events and exhibitions • presentations to stakeholders • outreach through attending several community groups and with Seldom heard

groups; • printed literature with some 30,000 leaflets and flyers distributed (across all corridors); • social media campaign; • community outreach; • promotion via real time displays in bus stops and on street; and • promotion through partner networks, advertising strategy and press coverage.

- 4.1.4 The consultation attracted a total of 2067 visits to the online materials with 1515 contributions made. In total over 76% of responses were positive and 12% negative with the remainder neutral. The promotional events were well received with high footfall at the majority and good interaction and engagement from members of the public.
- 4.1.5 The second phase of consultation for the Headrow Gateway (in tandem with the consultation for Infirmary St and Park Row) ran from the 11th March through to 12th April, with a Stakeholder drop in event held on the 20th March at Leeds Art Gallery. The feedback from the consultation was broadly positive of the proposals presented. Key stakeholders were identified and around 100 businesses along the Headrow and Infirmary Street have been consulted. Initial feedback has been positive. Further engagement is planned during the ongoing development of the scheme.
- 4.1.6 The preliminary design incorporated amendments arising out of this phase of consultation and engagement.
- 4.1.7 Public engagement on the Our Spaces strategy commenced in November 2018, concluding in April 2019. The strategy is the Council's strategic document setting out the vision and ambition for the development of public realm within the City Centre to be vibrant, inclusive and world class and to be our greatest cultural asset. Once analysis of feedback is complete it will be used to inform a revised strategy document which defines the ambition and principles for the design of Leeds City Centre Public realm. There were 6270 visits to the online engagement website with 3885 engaging with content and 1,011 contributions made. In addition, we engaged with 200 people through engagement events across the city centre and with 150 young people over 2 events with the Youth Council and Youth Summit. Engagement activities also took place with the citizens' panel and with groups such as the staff networks and the access and use-ability group.
- 4.1.8 Several discussions have been held with the Radisson Blue Hotel and the operating manager of the Light. The concerns raised were regarding the hotel drop off point which would be inaccessible once the works to the Headrow Gateway scheme were complete and the closest access point would be at St Anne's Street. The Radisson Blue operational manager believes that this could have a detrimental impact on the hotel's business. The outcome of the discussions with Radisson Blue is that the hotel will seek to explore the potential to create a new access point into the hotel restaurant by opening up one of the windows close to the junction of St Anne's Street into the hotel's restaurant. This provides the opportunity to bring a new entrance into the hotel close to the new drop off and also to provide a new external dining area that would be managed under a licence with the Radisson Blue.

4.2 Equality and diversity / cohesion and integration

- 4.2.1 An Equality, Diversity, Cohesion and Integration Screening form has been completed at Appendix 3 and proper consideration will be given to equality, diversity, cohesion and integration throughout the design process.

4.3 Council policies and the Best Council Plan

Climate Emergency

- 4.3.1 In March 2019, Leeds City Council Members voted in favour of declaring a climate emergency. An urgent priority for the city is reducing carbon emissions to restrict global warming and green infrastructure (through the Our Spaces programme) can play a key role in contributing to this agenda. Based on locking up carbon to mitigate UK greenhouse gas emissions, the Committee on Climate Change has advised national Government that there is an urgent need to increase national canopy cover from the current 13% to 17-19%. Leeds, therefore has to significantly increase its tree canopy cover and this is not just woodland creation. Urban trees are hugely important, in addition to locking up carbon they also mitigate air pollution and along with other planting, cool urban heat island temperatures, contribute to flood risk management and improve biodiversity. The Cookridge Street proposals include green landscaped areas incorporating tree and shrub planting, grassed lawns and integrated 'rain gardens' to assist with surface water management.
- 4.3.2 The permanent closure of Cookridge Street will contribute to a reduction in emissions in this area of the city centre and any related improvement in air quality.
- 4.3.3 The Our Spaces programme is engaging with colleagues from the Sustainable Energy and Air Quality Team on an ongoing basis to seek opportunities for public realm projects to deliver benefits in relation to the climate emergency and species extinction.
- 4.3.4 In addition to the environmental benefits, improving and greening our spaces has significant social and economic benefits, providing opportunities for people to be active, play and rest and for community interaction whilst enhancing the surrounding buildings, enriching Leeds' cultural offer and making the city attractive for residents, visitors, businesses and investors.

4.4 Resources, procurement and value for money

- 4.4.1 The scheme will be procured through the LPTIP delivery partner. This will minimise the requirement for two separate contracts and contractors, reducing preliminaries and contractor profit. The works will also be carried out concurrently with the Headrow Gateway, thereby minimising disruption.

4.5 Legal implications, access to information, and call-in

- 4.5.1 The scheme is eligible for call-in.

4.6 Risk management

- 4.6.1 The dedicated Project Manager from Asset Management and Regeneration will be responsible for managing the project's risks and interdependencies with the LPTIP scheme and any other projects and programmes related to it. The risk register developed will be reported regularly to the Our Spaces Programme Board where mitigation for risks identified will be adopted.
- 4.6.2 A risk allocation has been incorporated into the budget for the scheme.

5 Conclusions

- 5.1 The LPTIP programme has provided significant momentum for the development of opportunities and delivery of the Our Spaces work programme. The adoption of the Our Spaces Strategy (proposed to return later in the year following the incorporation of comments through the engagement undertaken) has been a landmark moment for the City in setting out its placemaking ambitions and Cookridge Street provides a real opportunity to confirm those ambitions.

6 Recommendations

- 6.1 Note the progress made with the development of the public realm schemes for Cookridge Street, linked to the delivery of the LPTIP Programme for the Headrow Gateway.
- 6.2 Approve injection of the S106 contributions £94,197 and give authority to spend of up to £1.7m from the LPTIP programme, S106 and existing public realm feasibility fund within the existing capital programme.
- 6.3 Subject to ongoing consultation with relevant Executive Members as appropriate, note that the Chief Officer for Highways and Transportation will be responsible for the implementation of the decisions outlined in this report.

7 Background documents¹

- 7.1 None

¹ The background documents listed in this section are available to download from the council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.