

Report of Economic Development Programme Leader

Report to Director of City Development

Date: 7th November 2018

Subject: Design & Cost Report for Greek Street Resurfacing Scheme

Capital Scheme Number: 32236 GST 000

Are specific electoral Wards affected? If relevant, name(s) of Ward(s): Little London and Woodhouse	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Is the decision eligible for Call-In?	<input type="checkbox"/> Yes	<input checked="" 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 of main issues

- 1.1 Greek Street is one of city's key night time destinations and since being pedestrianised in 2016, has gone from strength to strength in terms of occupancy, footfall, sales and jobs growth.
- 1.2 A resurfacing scheme is proposed which would significantly improve the quality of the environment on the street and assist in maximising the benefits already accrued. This scheme has received significant financial support from the private sector, primarily through contributions from businesses based on the street.
- 1.3 Surveying of the public, via online surveys and face to face interviews, in September 2017 revealed that 74% think the street should be resurfaced to make it more pedestrian friendly. The bars/restaurants located on the street are equally supportive of the scheme, and they have contributed financially to enable the scheme to happen.
- 1.4 This report requests that a total of £463,100 is allocated to a resurfacing scheme from a variety of sources, both internal and external.

Recommendations

1. The Director of City Development approves authority to spend £463,100 on a scheme to resurface Greek Street in Leeds city centre.
2. The Director of City Development agrees to inject £123,000 of external funding into the Capital Programme to enable delivery of the scheme.

2 Purpose of this report

- 2.1 To request that the Director of City Development approves authority to spend £463,100 on a scheme to resurface Greek Street in Leeds city centre.

3 Background information

- 3.1 Greek Street is one of city's key night time destinations and since being pedestrianised in 2016, has gone from strength to strength in terms of occupancy, footfall, sales and jobs growth.

Jobs Growth

- 3.2 A net gain of around 250 new, additional jobs has been created on Greek Street since 2016 from the ground floor food/beverage and hotel businesses alone (110 of which are as a result of the hotel).

Occupancy

- 3.3 The ground floor occupancy rate is at 100% for Food and Beverage use, for the first time ever.

Business Rates Growth

- 3.4 As a consequence of the above the Business Rates income on the street is at its highest ever level, with over £650,000 per year being generated from the ground floor F&B businesses alone. This represents a 52% increase on the previous year. With the Council's ability to retain rates income since 1st April 2018, the street is a positive contributor towards the Council's funding stream. In addition, £30,000pa is generated through Street Café licensing income (an increase from just £8,800 before 2016's pedestrianisation). Overall, the ground floor business on Greek Street contributed an additional £245,000 to LCC in 2017 compared to the 2016 baseline.

Year	2017	2016	2015	2014	2013	2012
Business Rates Income from Greek St	£656,521	£432,704	£421,332	£442,840	£425,011	£510,078

4 Main issues

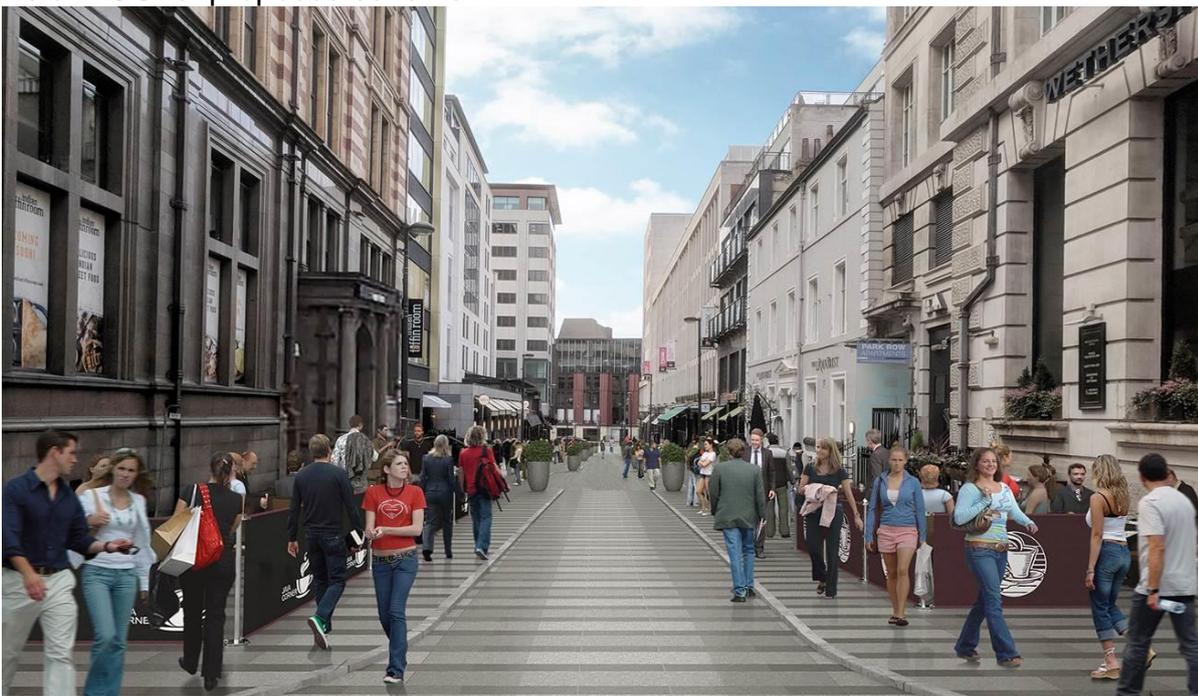
- 4.1 **Proposals and Full Scheme Descriptions.**

- 4.1.1 In order to underline Greek Street's appeal as a key night-time destination, to further improve footfall and to create an environment which encourages the retention of key F&B businesses, it is proposed to carry out a resurfacing/remodelling scheme on the street.
- 4.1.2 The technical Highways aspects of the design, including the provision of a level surface, a proposed Traffic Regulation Order, and the longevity and maintenance of materials, has been agreed as part of a separate report to Leeds City Council's Highways Board.



Above: Greek Street now. Standard kerb and carriageway layout.

Below: CGI of proposed scheme.



4.1.3 The scheme will provide the following benefits:

- Level surface from building to building (agreed with LCC Access & Usability Group). See 6.1.4 and 6.1.5, below.
- Wider footways.
- High quality granite surfacing using same colour palette as nearby Bond Court on all footways and across the whole street at the top and bottom of the street.
- An enhanced tarmac with silver/grey colour-chip along a narrower central carriageway
- See attached plan 010-0600-040-003B for more details.
- Innovative 'Copenhagen crossings' at Greek Street's junctions with East Parade and Park Row, to improve the pedestrian experience at both locations and to ensure that vehicles enter the space slowly.

Timescales

4.1.4 Detailed design work is being carried out now, and will be completed by December 2018.

4.1.5 The programme currently shows a start on site date of 7th January 2019 and a completion date of 24th May 2019.

5 Corporate Considerations

5.1 Consultation and Engagement

5.1.1 The Leader of Leeds City Council and the Executive Member for Regeneration, Transport and Planning have been consulted and are supportive of the proposals.

5.1.2 Leeds City Council's City Development Directorate (CDD) leadership team and Public Realm Programme Board are supportive of the scheme.

5.1.3 The Council's Access and Usability Group have been consulted on proposals and are supportive.

5.1.4 Internal consultation has taken place with the appropriate sections of Highways & Transportation and advice has been sought from the Department for Transport, in particular reference to the provision of a level surface at this location.

5.1.5 Emergency Services, Ward Members and WYCA have been consulted three times previously on the temporary and permanent closures, and no objections have been received. They will be consulted again in advance of the period of construction.

5.1.6 Extensive consultation has taken place with businesses on Greek Street who are supportive of the scheme.

5.1.7 The Police, Licencing Officers and Safer Leeds have been consulted previously on proposals to pedestrianise the street and they remain supportive.

6.1 Equality and Diversity / Cohesion and Integration

- 6.1.1 The scheme is designed to make Greek Street and the venues along it, accessible for all.
- 6.1.2 Pedestrian and cycle access will be fully maintained at all times during the construction of the scheme.
- 6.1.3 The scheme includes a level surface from building to building. This approach has been agreed as the most suitable solution for Greek Street by the Council's Access and Usability Group, who specifically supported the level surface on the basis that:
- It removes a potential trip hazard;
 - The street is fully pedestrianised at known times, every day;
 - The level surface is accessible to everyone, and removes the need to navigate up and down kerbs to access the premises and the outdoor areas.

The scheme was discussed at Access and Usability Group meetings on 24th April 2018 and 7th August 2018

- 6.1.4 The Department for Transport issued a 'pause' on shared space schemes in August 2018, but further clarified that *"It is not the intention of the Inclusive Transport Strategy to prevent authorities implementing much-needed traffic management measures or public realm enhancements to improve pedestrian facilities and create better places"* and therefore that *"Town centre schemes involving no kerbs would be included [in the pause], unless applied to a pedestrian zone where there is no motor traffic, or **signed specific servicing times**. It is for local authorities to determine if any aspects of schemes they are planning fall into this description"*
- 6.1.5 In order to ensure that the Greek Street proposals conform with the DfT's pause on Shared Space, Leeds City Council's Highways Board agreed that a Traffic Regulation Order be introduced to the effect that there were '**signed specific servicing times**' as required in the DfT's clarification at 6.1.4, above.

7.1 Council policies and City Priorities

- 7.1.1 The Greek Street proposals are in line with the emerging vision to be the **Best City Centre by 2030**, in particular, it aligns with these key principles, in making Leeds city centre:
- Welcoming
 - Quality environment, including improved air quality
 - Walkable
 - Liveable
 - Business Friendly

The scheme complements nearby planned and recently completed investment, such as Bond Court/Russell Street refurbishment scheme and planned work on Park Row, Infirmary Street and City Square.

- 7.1.2 The proposed scheme also accords with the city’s emerging public realm principles within the **Our Spaces** strategy, in particular, it supports these four principles:
- i. Our spaces will be designed for people – comfortable, stimulating, relaxing and safe
 - ii. Our spaces will be highly connected, considering pedestrians first, clearly legible and easily navigable
 - iii. Our spaces will celebrate Leeds’ built and natural assets, from the edges of the River Aire to the magnificent architecture of the city centre
 - iv. Our spaces will be valuable economic infrastructure, that supports businesses and provide a canvas for new investment.

8.1 Resources and value for money

- 8.1.1 The total cost of the scheme including fees is £463,100, which is broken down as follows:

Item	Amount
Main works	£358,288
Fees (Highways)	£68,983
Contingency	£35,829
Total	£463,100

The scheme and associated costs have been developed by Leeds City Council’s Highways Majors Projects team and costings are provided based on three months of design work. A contingency figure of £35,829 (10% of works cost) has been included

- 8.1.1 The Director of City Development, under Leeds City Council’s Capital Approvals and Reporting Framework (Financial Regulations) has delegated Authority to Spend up to £500,000 for Key Decisions, for ‘Category A’ schemes. The proposed resurfacing scheme on Greek Street is a Category A scheme in that it enhances an existing Leeds City Council asset. Furthermore, under the same regulations, the Director of City Development has delegated authority to inject an unlimited amount of external funding into the Capital Programme.
- 8.1.2 Funding for the scheme has been drawn from a variety of sources, with more than half coming from the private sector, and the rest coming from existing allocated Leeds City Council budgets. The details of the funding is included below.

GREEK STREET Scheme Total Cost	£463,100	Existing Scheme code where relevant
Contributions from businesses on the street including landlords and	£210,000	A holding code has been set up by Finance to cover this until

tenants (pledged as at August 2018)		contributions are actually received.
Existing contributions from businesses on the street from 2016	£19,000	To be injected into Capital Programme as a result of this report
Section 106 Contribution from existing S106 receipts	£50,000	To be injected into Capital Programme as a result of this report
Contribution related to removal of restrictive covenant (Dakota Hotel)	£40,000	To be injected into Capital Programme as a result of this report
Existing external contributions within Lands Lane scheme (now a dormant scheme)	£14,000	To be injected into Capital Programme as a result of this report
SUB TOTAL: Total external contributions:	£333,000	
REQUIRED LCC FUNDS ARE THEREFORE:	£130,100	
Re-allocate funds from Calverley Street Widening Scheme	£83,000	32472
Re-allocate funds from Lower Basinghall Street Scheme	£20,000	16500 BAS
Allocate funding from existing agreed City Centre Enhancements Parent capital schme	£27,100	32236
SUB TOTAL: Total LCC contributions:	£130,100	
Total Funding Available	£463,100	

8.1.3 Contributions from the private sector are in the form of pledged contributions, secured through a signed agreement with each contributor by letter. This methodology has been agreed by the Procurement Manager.

8.1.4 Of the external funding secured, this report requests that £123,000 is injected into the Capital Programme.

8.2 Full scheme estimate

8.2.1 The total cost of the scheme is £463,100 (including Highways fees)

8.2.2 The scheme cost has been estimated following a period of detailed design and investigative work, and it is proposed that the Council's Highways Term Contractor deliver the scheme on site.

Capital Funding and Cash Flow.

Parent Scheme Number : 32236

Title : City Centre Enhancements

Funding Approval :	Capital Section Reference Number :-		32236 various				
Previous total Authority to Spend on this scheme	TOTAL	TO MARCH	FORECAST				
	£000's	2018	2018/19	2019/20	2020/21	2021/22	2022 on
		£000's	£000's	£000's	£000's	£000's	£000's
LAND (1)	0.0						
CONSTRUCTION (3)	0.0						
FURN & EQPT (5)	0.0						
DESIGN FEES (6)	0.0						
OTHER COSTS (7)	0.0						
TOTALS	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Authority to Spend required for this Approval	TOTAL	TO MARCH	FORECAST				
	£000's	2018	2018/19	2019/20	2020/21	2021/22	2022 on
		£000's	£000's	£000's	£000's	£000's	£000's
LAND (1)	0.0						
CONSTRUCTION (3)	358.4		60.0	298.4			
FURN & EQPT (5)	0.0						
DESIGN FEES (6)	68.9		44.0	24.9			
OTHER COSTS (7)	35.8			35.8			
TOTALS	463.1	0.0	104.0	359.1	0.0	0.0	0.0
Total overall Funding (As per latest Capital Programme)	TOTAL	TO MARCH	FORECAST				
	£000's	2018	2018/19	2019/20	2020/21	2021/22	2022 on
		£000's	£000's	£000's	£000's	£000's	£000's
LCC Supported Borrowing	130.1		4.0	126.1			
Section 106	50.0		27.0	23.0			
Private Sector	283.0		73.0	210.0			
Total Funding	463.1	0.0	104.0	359.1	0.0	0.0	0.0
Balance / Shortfall =	0.0	0.0	0.0	0.0	0.0	0.0	0.0

8.3 Revenue Effects

8.3.1 Leeds City Council has seen a £245,000pa increase in income in 2017, compared to the 2016 baseline, from ground floor businesses on Greek Street. The scheme proposed is designed to retain businesses and improve their trading environment. This means the scheme will help to ensure that the uplift in both Business Rates and Street Café Licensing income is maintained (or improved) in the medium term.

8.3.2 Greek Street currently receives about 10 maintenance visits per year and some areas are currently in need of significant repair. The quality of both the materials and the bedding/grouting method proposed as part of the scheme is proven elsewhere in the city centre to provide a low maintenance burden. The central carriageway is enhanced tarmac, rather than a 'one-off' special treatment, so again is relatively straightforward in terms of maintenance. Considering this, the net effect in terms of maintenance costs should be that the annual cost of maintaining the street is lower than currently.

9 Legal Implications, Access to Information and Call In

9.1 Not eligible for call in.

9.1.1 As noted in 8.2.4, contributions from the private sector are in the form of pledged contributions, secured through a signed agreement with each contributor by letter. This methodology has been agreed by the Procurement Manager.

9.1.2 Should one or more of the contributors go in to liquidation in the next few months, the receipt of their contribution will be at risk, as Leeds City Council will be an unsecured creditor. It is not practical to secure the contributions against property or other assets, given the small and voluntary nature of the contributions. The actual risk is low, as:

i) The risk is spread among 11 contributors, not just one.

ii) The contributing businesses are well established and have medium to long term interests in their Greek Street business ventures.

9.2 Risk Management

9.2.1 A project risk assessment is included below, and the mitigation and actions have been agreed at Highways Board in September 2018:

Risk	Rating (<i>Probability x Impact</i>)	Mitigation	Actions
The scheme is deemed as not complying with the DfT's recent 'pause' on shared space schemes	Medium Risk (<i>unlikely x moderate</i>)	<p>The Department for Transport issued a 'pause' on shared space schemes in August 2018, but further clarified that "It is not the intention of the Inclusive Transport Strategy to prevent authorities implementing much-needed traffic management measures or public realm enhancements to improve pedestrian facilities and create better places" and therefore that "Town centre schemes involving no kerbs would be included [in the pause], unless applied to a pedestrian zone where there is no motor traffic, or signed specific servicing times. It is for local authorities to determine if any aspects of schemes they are planning fall into this description".</p> <p>It is therefore recommended that a TRO is introduced such that Greek Street complies with this guidance and specifically that 'signed, specific servicing times' are introduced (as opposed to access by general traffic.</p>	Introduce a TRO such that Greek Street complies with this DfT guidance and specifically that 'signed, specific servicing times' are introduced.

<p>Complaints are received about the provision of a level surface at this location, most probably from partially sighted individuals or groups.</p>	<p>Low Risk <i>(unlikely x minor)</i></p>	<p>The provision of a level surface on Greek Street has been specifically agreed by the Council's Access & Usability Group (who represent a diverse range of access issues, including partially sighted). Their judgment was based on the fact that:</p> <ul style="list-style-type: none"> • the level surface removes a potential trip hazard; • The street is pedestrianised at known times, every day; • The level surface is accessible to everyone, and removes the need to navigate up and down kerbs to access the premises and the outdoor areas. <p>The liaison with the Council's Access and Usability Group has been ongoing for 3 years in relation to Greek Street, and they have been involved at every stage.</p> <p>In practical terms, the introduction/retention of kerbs means that there is stepped access within the street as noted above. The solution to this, where wheelchair mobility is concerned, has been mobile, deployable ramps. However this is not particularly practical because waiters are not always aware of a wheelchair access need outside, and the ramps themselves can be a hazard for partially sighted people.</p>	<p>Introduce the TRO as above.</p>
<p>Increased risk of pedestrian vs vehicle collisions/accidents as a result of the level surface</p>	<p>High Risk <i>(rare x significant)</i></p>	<p>The street is fully pedestrianised at its busiest times for pedestrians, i.e. between 11.30am and midnight.</p> <p>The risk of a vehicle/pedestrian collision is only therefore a possibility between midnight and 10.30am (except in the instance of vehicles using the street illegally).</p> <p>On other pedestrianised streets in Leeds city centre, where there is a time window for deliveries, and where there is a similar, level surface, there has been a very low incidence of pedestrian vs vehicle accidents (only one recorded incident since 2013). This evidence suggests that the risk on Greek Street is also low.</p> <p>The key difference between Greek Street and the city's retail core is the likelihood of pedestrians being under</p>	<p>Explore whether the pedestrianised hours can be extended to 5am (rather than 12midnight)</p> <p>Ensure that the proposed colour contrast between carriageway and footway is sufficient.</p>

		<p>the influence of alcohol after midnight, when the street is open to traffic. It is therefore proposed that an extension to the street's pedestrianised hours be explored, such that the street is pedestrianised until 5am, when all of the venues have been shut for at least 2 hours.</p> <p>It is also proposed to introduce a colour contrast between the carriageway and footway, so that pedestrians can easily distinguish between these areas. The colour contrast will be such that partially sighted people can also recognise it.</p>	
Increased maintenance burden as a result of the use of premium materials	Low Risk (<i>unlikely x minor</i>)	Greek Street currently receives about 10 maintenance visits per year and some areas are currently in need of significant repair. The quality of both the materials and the bedding/grouting method is proven elsewhere in the city centre to provide a low maintenance burden. The central carriageway is enhanced tarmac, rather than a 'one-off' special treatment, so again is relatively straightforward in terms of maintenance.	
Quality of finish does not meet the expectations of contributors towards the scheme	Low Risk (<i>unlikely x minor</i>)	Each contributor will be sent a plan and a letter which requires them to 'sign up' to the scheme on the basis of that plan. The plan details the finishes that are proposed.	Ensure each contributor signs up to the letter and plan.

10 Conclusions

- 10.1 Greek Street is one of city's key night time destinations and since being pedestrianised in 2016, has gone from strength to strength in terms of occupancy, footfall, sales and jobs growth.
- 10.2 A resurfacing scheme is proposed which would significantly improve the quality of the environment on the street and assist in maximising the benefits already accrued. This scheme has received significant financial support from the private sector.
- 10.3 Surveying of the public, via online surveys and face to face interviews, in September 2017 revealed that 74% think the street should be resurfaced to make it more pedestrian friendly. The bars/restaurants located on the street are equally supportive of the scheme, and they have contributed financially to enable the scheme to happen.
- 10.4 This report requests that a total of £463,100 is allocated to a resurfacing scheme from a variety of sources, both internal and external.

11 Recommendations

- 11.1 The Director of City Development approves authority to spend £463,100 on a scheme to resurface Greek Street in Leeds city centre.
- 11.2 The Director of City Development agrees to inject £123,000 of external funding into the Capital Programme to enable delivery of the scheme.

12 Background documents¹

- 12.1 None.

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