



Report of the Director of Environment and Neighbourhoods

Scrutiny Board (City Development)

Date: 22nd April 2008

Subject: TOWN & DISTRICT CENTRE REGENERATION SCHEME

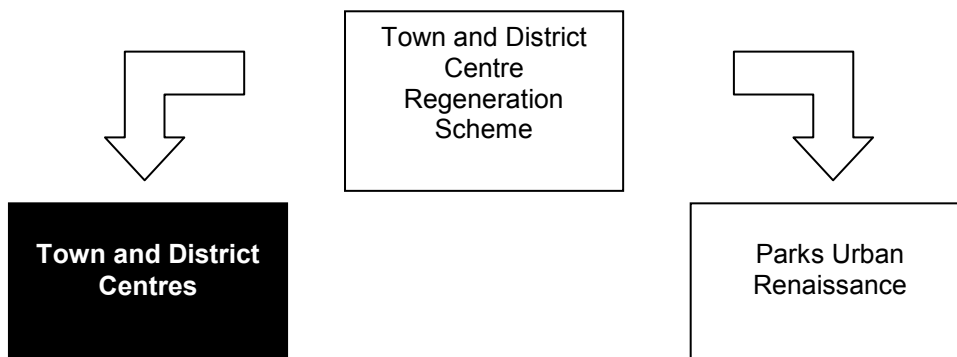
Electoral Wards Affected:	All
<input type="checkbox"/>	Ward Members consulted (referred to in report)

Specific Implications For:	
Equality and Diversity	<input type="checkbox"/>
Community Cohesion	<input type="checkbox"/>
Narrowing the Gap	<input checked="" type="checkbox"/>

1. PURPOSE OF THE REPORT

1.1 This report provides members with an update of the progress of the Council's Town and District Centre Regeneration Scheme following the December 2007 report. Like the earlier report this update focuses on the Town and District Centres strand of the Town and Districts Centre Regeneration Scheme. The Director of Culture and Leisure is delivering the 'Parks Urban renaissance' separately.

Figure 1: Town & District Centre Regeneration Scheme Components



2. BACKGROUND

2.1 On 18th May 2005, Executive Board established the Town & District Centre Regeneration Scheme, the aim of which is to support the economic regeneration

of town, village and district centres. To be considered eligible for funding schemes must:

- support the economic regeneration of town, village and district centres;
- be linked to the achievement of Council priorities;
- not create any additional revenue implications for the Council.

2.2 Since May 2005 officers within E&N have worked closely with officers across the City, but particularly City Development to design, develop and implement schemes that reflect local aspirations for the development of district and other centres. This is reflected in the use of area management staff in the operational project management of each scheme.

2.3 Area committees receive regular reports on the progression of the Town & District Centre schemes and some have provided match funding to support the programme. As schemes have developed from feasibility to business plan and design, Members have also been given the opportunity to influence the design of each scheme.

2.4 The May 2005 Executive Board paper which established the scheme gave oversight of the management and procedures of the Town & District Centre scheme to the then Directors of Development and Corporate Services in consultation with the Executive Member (Development). In practice this responsibility has been delivered through meetings of the Asset Management Group (AMG), supported by a Programme Board.

2.5 The Programme Board meets monthly to receive progress reports, ensure consistent decision making and considers new, amended or variations to projects. The Programme Board's main role is to ensure that the programme as a whole is delivered, by monitoring progress and seeking to resolve cross-cutting issues and receiving monthly highlight, financial, risk and project change reports for consideration.

2.6 The Programme Board is made up of senior officers from Environment and Neighbourhoods (Regeneration), City Development (Asset Management and Strategy and Policy) and Resources (Capital and Treasury). The Board decisions are then considered by AMG. Project co-ordination is provided via monthly Project Team meetings involving Area Management based project managers, along with representatives from Resources (Capital), City Development (Client Services) and the City Projects Team (Regeneration).

3. INFORMATION ON PROJECTS AND INITIATIVES

3.1 Individual proposals are being project managed by the area management teams working in partnership with parish and town councils, local people and the

business community in Leeds. This work is being supported by teams set up to specifically deal with the Town & District Centre Scheme, providing early technical and financial assistance to minimise delays in the programme. This has also helped to secure co-ordination between the implementation of the scheme and other major programmes such as the PFI Lighting Initiative. The current position of each of the schemes is shown in Appendix 1.

Progress

- 3.2 In the December report it was noted that the improvements in some centres will be implemented in a number of phases. Others will be implemented as one larger phase where this is considered the most practical and robust option. At the time of the last report some 11 projects or phases were completed or on site. At that time it was anticipated that a further 5 would be on-site by 31st March, making 16 in total.
- 3.3 In practice an additional 11 schemes were completed or started on site by 31st March, making 22 schemes on site or completed. A further 6-9 are expected on site during Q1 2008/9.

Table 1: Scheme Complete or On Site

Scheme	Status	Value £000
Wetherby Market Square Refurbishment	Complete	261.9
Oakwood Village Clock Car Park	On site	57.2
Otley CCTV	On site	95.5
Yeadon CCTV	On site	57.6
Pudsey:		
Floodlighting	Complete	35.1
Market Stall Redevelopment	Complete	130.0
Market Car Park	Complete	169.3
Lidget Car Park resurfacing	On site	12.9
Farsley:		
Library Building, Memorial Garden & surroundings.	On site	217.0
All fencing/railings/seating to Avenue, Hainsworth, Walton.	Complete	54.0
Town Street – CCTV	Complete	91.5
Minster flats – fencing and seating	Complete	66.6
Back Lane / Prospect Lane: relaying setts	Complete	50.0
Old Road / Town Street (junction) pavement improvements	Complete	11.4
Rothwell (Marsh Street Car Park)	Complete	407.1
Kippax	On-site	36.0
Viewpoint	Complete	35.0
Cross Hills Environmental Improvements	On Site	246.1
Halton CCTV	Complete	35.9
Garforth Miners Hall	On site	55.9
Crossgates CCTV	On site	40.2

- 3.4 Since December there have been 6 major approvals of over £50k and these were:

3.4.1 New Schemes

Garforth	£100k awarded for the redevelopment of Garforth Library, subject to the awarding of a Big Lottery Fund grant of £1.2m.
Chapelton	£250k Enabling Fund created to facilitate the acquisition and demolition of a parade of derelict shops adjacent to the proposed Chapelton JSC.
Crossgates	£113.7k awarded for works to Austhorpe Road following the rejection of a £399k scheme involving 3 rd party land.

3.4.2 Additional Funding

Yeadon	£86.3k awarded to a fulfil public realm improvement scheme to High Street and the Town Hall
Wetherby	£60k awarded to Wetherby Market Place to address increased costs arising from the discovery of severed surface water connections, delays caused by the cold weather and the need to strengthen the pavements to accommodate over-runs during market days.
Rothwell	£109k awarded to address mainly emergency variations caused by unforeseen works following the discovery of underground contamination and the removal of large concrete blocks.

Challenges

- 3.5 Whilst a number of other authorities around the country are pursuing district centre improvement projects none have reached the scale and complexity envisaged by the Town and District Centres scheme. This complexity has led to some specific challenges. Whilst the nature of some of the work is similar each centre has its own specific physical, social and economic constraints.
- 3.6 As a result a number of schemes (see 3.4.2) have exceeded their initial budgets. In anticipation of this a contingency fund of £975k was created. Following the over-run on Marsh Street and Wetherby Market Place the management of contracts via T&DC was reviewed and a series of lessons learnt developed to improve communications, the use of term contractors and site supervision. These 'Lessons' were agreed by AMG in January 2008 and communicated to staff working on the T&DC scheme (see Appendix 2).
- 3.7 These Lessons are designed to facilitate better project management generally and as a result an improvement in financial management. Initial evidence received since the Lessons were circulated has been positive both from within and, from contractors, outside the Council. To this end the Department is committed to ensuring that those involved in the T&DC scheme attend the new

DSC training for Project Managers and many have already done so. In addition all project managers have attending a risk management workshop and have been receiving enhanced levels of risk management support in order to anticipate and mitigate risks.

- 3.8 Finally the Programme Board has instigated a financial review in order to facilitate improved value engineering and the scrutiny of prices and underlying assumptions at key stages of the design process. It is hoped that this work will achieve improved cost certainty, through better budget estimation and prioritisation of key design choices.

Other Issues from the December 2007 Meeting

Encouraging Private Sector Investment

- 3.9 Despite approaches to local traders there has been reluctance by the majority to contribute match funding to the T&DC Scheme. Notwithstanding this there has been co-operation in the consultation and design stages and in facilitating access to contractors who are implementing T&DC in public areas shared by customers and businesses. Consultation with businesses and experience from other capital schemes has shown that securing investment by the private sector is only likely to be achieved through longer term partnerships and/or where direct benefits (perhaps through improvements to private assets such as shop-fronts) are included. To this end a Business Network was launched in Armley in January 2008, supported by the Council and the voluntary sector. The initial response from business has been positive and may provide a model for further business partnerships building upon the achievements of the T&DC scheme.

Other Centres

- 3.10 The issue of T&DC support for smaller neighbourhood centres was also discussed at Scrutiny Board in December 2007. During the initial stages of the development of scheme a number of smaller centres were considered. However, with resources limited priority was given to those larger centres where the economic regeneration priority of the scheme could be most readily achieved. The experience gained during T&DC has improved our capacity to deliver public realm improvements within local centres. This experience could be brought to bear on a future programme of improvements to neighbourhood commercial centres in a future phase of T&DC or through the use of alternative funding sources such as Well-being funding.

Lottery Funding

- 3.11 In December it was reported that two bids had been submitted to the Heritage Lottery Fund (HLF), totalling almost £2m. A decision is expected shortly. If successful the funding will enhance the planned T&DC improvement works within the Armley and Chapeltown conservation areas. The larger Armley scheme will include the repair of key listed buildings and historic shopping parades on Branch Road and Town Street. In Chapeltown, the funding will be used to restore and repair local Victorian and Edwardian properties and carry out restoration work to shop fronts along Chapeltown Road.

Finance

- 3.12 From a total Town & District Centre Scheme budget of £11.75m, £11.5m has been allocated to projects leaving an available balance of £245.8k for projects, the contingency stands at £776k.

Table 2: Town & District Centre Regeneration Scheme Financial Summary (March 2008)

	To March07	2007/8	2008/9	2009/10	2010+	Total
Town and District Centres	509.7	2264.3	4677.9	2277.5	2020.6	11750
Parks Urban Renaissance	616.8	1406.2	727	250	250	3250
TOTAL	1126.5	3670.5	5404.9	2527.5	2270.6	15000

4. RECOMMENDATION

- 4.1 Scrutiny Board is invited to note and comment on the report.

Appendix 1: Town and District Centres Scheme Progress

SCHEME	BUSINESS PLAN	DETAILED DESIGN	CONSULT	PLANNING	DESIGN AND COST	TENDER	CHIEF OFFICER	CONTRACT	ON-SITE	FINISH
Wetherby Market Sq										A
Wetherby Horsefair					B					
Oakwood Village			C2						C1	
Otley	D3					D(2)			D(1)	
Yeadon					E2				E1	
Pudsey		F(3) F(6)	F (7) F(1)						F(8)	F(5) F(4) F(2)
Farsley		G(3)							G(1) G(9)	G(5) G(6) G(7) G(8) G(4) G(2)
Armley			H (1) H (2)							
Rothwell										I
Morley Bottoms	J(3)	J(2)					J(1)			
Kippax									K(2)	K(1)
Halton		L(2)				L(1)				L(3)
Garforth					M(2)				M(1)	
Garforth Library	Q									
Headingley DC		N								
Crossgates	O(2)						O(1b)		O(1a)	
Chapelton	P									
Horseforth	Q									
KEY	†	phase								

Scheme Details:

A) Wetherby Market Sq

New road resurfacing, pedestrianisation TRO, Street furniture (finished).

B) Wetherby Horsefair

New pelican crossing, road widening along Horsefair, York stone surfaces for footway and (part) carriageway.

C)Oakwood Village

C1 – Phase 1 Clock car park and TRO.

C2 – Phase 2 Roundhay Road grass verge parking.

D) Otley Market Place

D1 Installation of 5 CCTV cameras.

D2 Lift and repair setts, replace all joining material in Market Place and Mark Street.
D3 Otley Civic Centre.

E) Yeadon High Street

E1 . CCTV camera.

E2 Gateway works at roundabout and landscaping. Block paving of pedestrian area and new carriageway resurfacing. Plus street furniture to include planters, bollards, benches, bins and cycle stands. Also including heritage style finger posts and a local information board, re-orientation of bus stop and landscaping around the Town Hall.

(F) Pudsey Town Centre

F(1) Pudsey Public Art

F(2) Pudsey floodlighting (finished) 16/11/07).

F(3) Pudsey PFI lighting heritage enhancement

F(4) Pudsey Market Stall (finished 28/6/07).

F(5) Pudsey car park (finished 22/2/07)).

F(6) Pudsey Public Toilet.

F(7) Lidget Hill bus lay-by /planters.

F(8) Lidget Car Park resurfacing.

(G) Farsley Town Centre

G(1) Library Building and surrounding.

G(2) All fencing, railings and seating: Fairfield Avenue, Hainsworth, Walton.

G(3) Demolish Toilet block and make good

G(4) Pavement improvement in Town Street (outside the Parish Church) - finished

G(5) Town Street – CCTV (finished).

G(6) Minster flats - fencing, seating (finished).

G(7) Back Lane / Prospect Lane: relaying setts (finished).

G(8) Old Road / Town Street (junction) pavement improvements (finished).

G(9) Memorial Garden

(H) Armley Town Centre

H(1) One way systems.

H(2) T&DC and Heritage Lottery Fund public realm improvements.

I) Rothwell Marsh Street Car Park

I)Improved car park completed (finished 14/7/07).

(J) Morley Bottoms

J(1) Acquisition of advertising hoarding site, construction of a lay-by for short stay car park.

J(2) Provide “gap funding” for acquisition and redevelopment of dilapidated commercial/ residential premises.

J(3) Traffic survey for one-way traffic system.

(K) Kippax High Street

K(1) Kippax Viewpoint (finished).

K(2) Cross Hills Junction-communal garden area. Pavements on street furniture improvements on High Street.

(L) Halton Village

L(1) Halton Library and Dial House area (soft landscaping improvements).

L(2) Street improvements to the eastern and western gateway along with Main Street.

L(3) Halton CCTV (Finished 21/11/07)

(M) Garforth Main Street

M(1) Miners’ Hall and PFI lighting improvements.

M(2) Gateway feature and Public Art. Main Street improvement. Fiddler Lane pocket park

M(3) Refurbishment scheme linked to Big Lottery Fund application for £1.2m

(N) Headingley

Streetscape improvements across the centre, plus War memorial site redesign and refurbishment.

(O) Crossgates District Centre

O(1a) CCTV cameras

O(1b) Gateway artwork and floodlighting.

O(2) Public realm improvements along Austhorpe Road, including street furniture, lighting and landscaping.

(P) Chapeltown

P) Public realm works to compliment a Heritage Lottery Fund scheme.

(Q) Former Horsforth Library

Q) Refurbishment of LCC asset.

Appendix 2: Lesson's Learnt from Marsh Street

1. Schemes undertaken on brown-field land can face unforeseen abnormal underground conditions. Where this arises Programme Board needs to be informed so that the option of redesigning the scheme and revising cost estimates can be considered. This extra cost needs to be agreed by the client, consultants and contractor.
2. It is important to consider the necessity of "test drilling" at the earliest possible stage in the design process to determine any underground abnormalities. If 'test drilling' is required, there should be additional / greater finances allocated within the overall estimation costs of the scheme.
3. The use of "term" contractors may save time but they may more be expensive. In this instance LCC has one term contractor to do "highways" works which should not normally be used for schemes over £300,000 unless assurances are provided by the client department and the actions are in line with T&DC objectives.
4. Ensure adequate contract site supervision and joint monitoring and inspections with Project Manager, designers and contractors are carried out on a monthly basis.
5. Delays in the production of invoices / certificates reduce the control the project manager has on over each scheme and the project cash flow cannot be monitored actively against work completed. At Marsh Street delays in submitting certificates as work progressed has hidden a very large cost over-run resulting in disputes and unsatisfactory completion of a scheme. Contractors should be tied down to producing monthly invoices / architects certificates and to advice on potential variations as the work progresses. This should be built into the contract and specified in the F order. Delays in submitting invoices should result in penalties particularly where the impact of the risk will have substantial cost and / or time delays.
6. Project Managers (with information provided by the designers and others) must produce a monthly highlight report and risk log with counter measures until project closure and the scheme is signed off by Programme Board.
7. Project Managers should be required to keep monthly lessons learnt log (DSC template) to note down experiential learning and to inform Programme Board through the monthly highlight report. In addition, a lesson learnt report should be incorporated as a standard to the end of project closure reporting process [this could also be used in future at key stages where success or failure is needs to be reported].