



**APPENDIX 1 NOT FOR PUBLICATION**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: 4<sup>th</sup> March 2009**

**Subject: Refurbishment of Kirkgate and Bond Street, Leeds City Centre**

**Capital Scheme Number 14838 / 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 injection of £1.2 million of Yorkshire Forward funding into the City Development Capital Programme (Scheme 13328).

This report also seeks approval, under the parent scheme 13328, for the refurbishment of pedestrianised section of Kirkgate that is bounded by Briggate and Vicar Lane and the refurbishment of Bond Street, both in the city centre.

It is proposed that the refurbishments of Kirkgate and Bond Street be of a comparably high standard and use similar high quality traditional materials to recently completed schemes on Albion Place, King Edward Street and Briggate.

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) Approve the injection of £1.2million Yorkshire Forward funding in to the City Development Capital Programme (13328);
- b) Approval for the scheme designs outlined in this report;
- c) Authority to spend monies from City Development Capital Programme funding for the refurbishment scheme outlined in this report and detailed in Appendix 1.

## **2.0 Background Information**

### **2.1 Yorkshire Forward**

Yorkshire Forward have confirmed that £1.2M is available to Leeds City Council for public realm enhancement work in the city centre. This funding is for spend in the financial year 2009/10 and match funds a recent injection of £1.2M by Leeds City Council for the same purpose. This report proposes the injection of the Yorkshire Forward funds in to the City Development Capital Programme for use on the 'City Centre Upgrade Programme' (13328).

### **Economic Context**

2.2 The quality of the public realm in the city centre is important in terms of attracting investors, employers, employees, residents, shoppers, visitors and tourists to the city and ensuring they return. This is particularly the case given the current economic situation. The proposed 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.

### **Private Sector Developments**

2.3 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 Alders 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.

### **Kirkgate**

2.4 The pedestrianised section of Kirkgate is in an important city centre location, it is a key gateway that links Leeds City Market, the Vicar Lane bus stops and the bus station with the key shopping and business districts of the city centre. For these reasons Kirkgate has a very high footfall and is often the first impression of Leeds' pedestrianised area for many visitors to Leeds.

### **Bond Street**

- 2.5 Bond Street links the prime business district of the city centre with the prime retail area. Its footfall is very high, particularly during the working week. Bond Street has benefited from the recent refurbishments of West Riding House, the Natwest Building on the corner of Park Row and the opening of two prime retailers.

### **Reporting**

- 2.6 The 'Landmark Scheme' report to Executive Board in February 2004 recommended that a phased replacement of Landmark was required over the next few years. Mid-Albion Street and Albion Place have been completely refurbished to a high standard with funding from Yorkshire Forward and Leeds City Council. The refurbishment of Lands Lane and Central Square was approved by Executive Board on 8<sup>th</sup> October 2008 and will begin on site in March 2009. Briggate and King Edward Street have also been improved. The schemes are very well regarded by retailers, other businesses and users.
- 2.7 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.
- 2.8 The scheme is included in the 'Leeds City Centre Strategic Plan 2006 to 2010'.
- 2.9 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 the pedestrianised section of Kirkgate will form the third phase of the programme (following Albion Place and Lands Lane & Central Square).
- 2.10 The report 'Proposed Refurbishment Of The City Centre Public Realm' (agreed at Executive Board on 11th September 2007) highlighted the need for improving the pedestrianised area and adjacent streets in 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.

### **Replacement of Landmark Leeds**

- 2.11 The refurbishment of this key city centre street, together with the imminent refurbishment of Lands Lane and Central Square, is another step towards the replacement of the 'Landmark' scheme, implemented in 1991/92. The condition of the pedestrianised section of Kirkgate has noticeably deteriorated and it has become increasingly difficult to maintain the street in a safe condition. The proposed refurbishment is intended to create an attractive, high quality shopping environment and focal point befitting a major national retail centre.

### **Public Transport Box**

- 2.12 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 £6.548 million has previously been injected into the capital programme by Leeds City Council, Yorkshire Forward and the private sector (see Appendix 1, item ii)) and a further £1.2M to be injected as part of this report. Further funding is currently being sought, including public and private sources external to Leeds City Council.

## **3.0 Main Issues**

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

- 3.1.1 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.
- 3.1.2 The extent of the proposed works to Kirkgate is shown in Appendix 2. The scheme will repave the section of Kirkgate between Vicar Lane and Briggate. Work will not take place to the remaining, trafficked section of Kirkgate.
- 3.1.3 The work to Bond Street is subject to further investigation to ascertain the scope of work and the link with the Trinity Quarter West development (currently in the pre-planning stage). This report proposes that funds are approved for Bond Street, subject to satisfactory resolution of these issues. Early approval for the refurbishment of Bond Street allows the potential for both schemes to be packaged and tendered together, leading to overall estimated savings of up to £350,000. If the refurbishment of Bond Street proves unfeasible, then consideration will be given to delivering a similar scheme on Central Road in the city centre, at a cost, timescale and quality similar to those identified as part of this report for Bond Street.
- 3.1.4 The scheme proposes the continued 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 Kirkgate.
- 3.1.5 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. There will be improved seating on on Kirkgate.
- 3.1.6 The scheme proposes planting of additional trees on Kirkgate and Bond Street. The trees will be selected for their robustness and appropriateness for a city centre environment.
- 3.1.7 The street lighting proposals will add value to proposed PFI upgrade. Approval of 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.
- 3.1.8 The cost of repaving Bond Street and the pedestrianised section of Kirkgate 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 businesses and

adjacent property owners regarding potential opportunities for external contributions towards the cost of the scheme.

## **3.2 Consultations**

- 3.2.1 The concept and detailed design of the Kirkgate and Bond Street refurbishment schemes will be progressed by a multi-disciplinary Project Team comprising officers from the City Council's City Development Directorate and Environment and Neighbourhoods Directorate.
- 3.2.2 The concept design, cost estimate and proposed phasing for the schemes 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 the streets 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. On Albion Place a similar refurbishment scheme was the catalyst for the arrival of a number of new businesses on the street and the refurbishment and fit out of three previously vacant properties.
- 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 compromise the ability to complete the Kirkgate scheme within the financial year 2009-2010.
- 3.3.2 The timetable below has been estimated by Highways Design & Construction. The dates given are indicative only. It allows the large majority of the work and the expenditure to be confined to the financial year 2009/10. As noted in 3.1.3, the refurbishment of Bond Street is subject to further investigations so it may be prudent to alter the timescales in order to fit in with other developments.

Out to tender	04/05/09
Tender Return	10/06/09
Contract Award	03/07/09
Start on site (Kirkgate)	17/08/09
Start on site (Bond St)	11/01/10
Finish (Kirkgate)	31/03/10
Finish (Bond St)	30/07/10

## **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 the private sector investors to secure a

contribution to the schemes. 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 and the Leeds City Centre 2020 Vision Prospectus.
- 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**

- a) Following completion of the refurbishment of Kirkgate and Bond Street, 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.

- b) The removal of the existing seating on Kirkgate and its replacement with new benches should not incur any additional revenue costs. 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.
- c) As part of the tree provision an initial period of maintenance (by Parks and Countryside) will be included in the purchase price to ensure the trees continue to thrive. The trees will be selected for their robustness and appropriateness for a city centre environment.
- 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 are 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 off set 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.

Operation Risk – On Bond Street, the Trinity West development may be on site in a similar time frame to the proposed refurbishment work, leading to the potential for delays to the scheme.

Response – Ensure close liaison with Planning Officers and the developers to minimize any conflict between the two developments.

- 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.

## **Legal Implications**

5.4 There are no legal implications as a result of this report

## **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 vi) 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
- 7.13 Leeds City Centre 2020 Vision Prospectus