

DECISION ITEM

REPORT OF	MEETING	DATE	ITEM NO
DEVELOPMENT DIRECTORATE SERVICES	PLANNING COMMITTEE	26 JULY 2017	6
ST ANDREWS ROAD SOUTH, ST ANNES			

PUBLIC ITEM

This item is for consideration in the public part of the meeting.

SUMMARY

The Regeneration Programme for St Annes has been the subject to a number of Phases over the last 17 years, attracting significant external funding and developer contributions. However, a number of phases remain to be completed. The phases as they are described are set out in the Lytham St Annes 2020 Vision Document and the Council's approved Regeneration Framework. As reported to Committee on the 27th April 2016, the next phase for regeneration was considered to be that centred on The Crescent and St. Andrews Road North/South. This approach was endorsed by Committee.

Approval was also granted within this area for a new street lighting scheme set at a cost of £53,000 and funded by way of Section 106 developer contributions, in addition to additional financial support being made by Lancashire County Council with a smaller amount from St Annes on the Sea Town Council. This scheme is now complete.

This proposed phase of regeneration, the subject of this report, relates to the refurbishment of St Andrews Road South located between The Crescent and Wood Street.

The Capital Programme of the Council includes a sum of £237,000 in 2017/18 relating to St Annes Regeneration Schemes (the balance remaining of the total funding available for the scheme) fully-funded by way of s106 developer contributions. It is recommended that this next phase of regeneration utilises a large proportion of this funding.

The scheme has been the subject of considerable dialogue with the local business community and has its widespread support.

The cost of the scheme is £165,000.

It is proposed to continue with the longstanding arrangement with Lancashire County Council (LCC) which acts as the main contractor. This has proved to be a very cost effective method of procurement. This is partly in view of the established working relationships during construction but also as a way of managing cost controls effectively. In addition, the Borough is able to utilise the in house skills of LCC (e.g. quantity surveyors, necessary traffic management procedures and on-site management) as well as in the procurement of materials, goods and services.

Subject to the approval of Committee it is anticipated that construction of the scheme will commence in mid - September.

RECOMMENDATIONS

1. The Committee is recommended to approve delivery of the detailed scheme as shown in the attached drawing at Appendix 1 at a cost of £165,000 as part of the £237,000 total St Annes Regeneration Scheme that is part of the approved Capital Programme for 2017/18. Funding for the scheme is derived in full from s106 payments made by specific developers specifically for use in the implementation of the St Annes Regeneration Programme as agreed under Section 106 of the Town and Country Planning Act 1990.
2. The Committee agree and authorise the use of the existing partnership between the Council and Lancashire County Council in the procurement and implementation of the scheme and to that end, agree that the council's contract procedure rules will not apply to the scheme.
3. The Committee authorise the commencement of the design for the next phase of the Regeneration Programme namely Wood Street (Park Road to St Andrews Road South and Back St Annes Road West) including the appropriate level of public engagement and present, in due course, a scheme(s) in detail with its full costs of implementation.
4. Officers be authorised to make minor amendments to the St Andrews Road South scheme as a result of consultation on the basis that this does not materially affect the scheme as presented. In so far as other phases in St Annes are concerned as shown in appendix 1, the details of those phases will be presented to Cabinet in due course, following their design and the appropriate level of consultation.

SUMMARY OF PREVIOUS DECISIONS

Development Management Committee, Meeting 27th April 2016.

CORPORATE PRIORITIES

Spending your money in the most efficient way to achieve excellent services (Value for Money)	✓
Delivering the services that customers expect of an excellent council (Clean and Green)	✓
Working with all partners (Vibrant Economy)	✓
To make sure Fylde continues to be one of the most desirable places to live (A Great Place to Live)	✓
Promoting Fylde as a great destination to visit (A Great Place to Visit)	✓

REPORT

Background

1. The regeneration of St Annes has largely been based around a programme of physical interventions in respect of public realm enhancements and building refurbishment. A significant proportion of funding has been secured through capital grants and more recently developer contributions by way of Section 106 Agreements. This was justified by way of the approved Regeneration Framework which sought to relate residential and other relevant approvals to the enhancement of the town centre to promote its economic sustainability. This model has also been used in Lytham, Kirkham and other smaller centres.
2. In respect of St. Annes, the town has effectively been divided into a series of zones, each one being the subject of an individual scheme for improvement. As matters stand, large areas of the centre have been regenerated but some remain to be refurbished in line with the standard of public realm schemes so far completed. Committee agreed, in April of 2016, that the next logical area for regeneration should be centred on The Crescent and St Andrews Road South.
3. This particular area is quite peripheral to the town centre when taken as a whole but nonetheless, is prominent, adjoining The Crescent, which acts as a principal gateway and approach to The Square and its adjoining streets. A new street lighting scheme, that was approved by Committee has now been completed and has resulted in a significant visual improvement to the locality as well as providing higher lighting standards. The opportunity to display banners and decorations on the columns has been included within the

design. Being somewhat peripheral, the particular area has seen a number of business start-ups and failures and there are presently a few vacant premises. In addition, some buildings are in need of refurbishment. However, there are some successful specialist retailers and businesses within the immediate area. It is hoped that a significant improvement to the street-scene will act as a catalyst for improving business confidence and investment thereby helping to sustain and enhance the future economy of the locality.

Funding

4. A Section 106 Agreement was signed with the developer of the 'Heyhouses' mixed use scheme totalling £350,000. The contribution is required to be used *'towards the cost of implementing and thereafter maintaining the St Annes Town Centre Project 1 Regeneration scheme of the Fylde Council Regeneration Framework September 2010 or replacement thereof'*. Of that figure and taking account of projects now completed, the remaining funding amounts to £237,000. This sum is contained within the Council's Capital Programme for 2017/18. It is proposed to utilise this funding to implement the scheme as described later in the report. The residual amount, beyond that required for the implementation of this particular scheme, will be used to partly fund the next phase of the regeneration programme which is referred to towards the end of this report.

Scheme Details

5. Following the decision of Committee to authorise the implementation of the lighting scheme referred to – and now completed – preliminary work commenced on the preparation of the plans to enhance St. Andrews Road South. To this end, both survey work and preliminary discussions took place with tenants and owners of the properties fronting the area of the proposed scheme. This part of the work proved difficult as there are a number of landlords who are not local to this area often with complicated management arrangements in place. However, given time all of the property owners and tenants have now indicated that they are fully supportive of the scheme. The St Annes Enterprise Partnership (the Coastal Community Team for St. Annes) fully endorses the initiative.
6. There are some unusual complications with St Andrews Road South due to land levels and basement projections under forecourts. However, these matters can be overcome with the appropriate constructional techniques. In common with other regeneration schemes, it is proposed to repave both forecourt areas and footways although it is proposed to retain existing kerb lines and the one way traffic flow. The scheme proposals are based around repaving in a 'trotter' block and omit the use of York Stone. This is because St Andrews Road has particular issues with forecourt servicing and access arrangements, which would mean that the use of stone would leave it susceptible to damage from the overrunning or crossing by vehicles. However, it is proposed to restrict forecourt parking as far as possible as this practice is in many cases unauthorised and can lead to the dangerous manoeuvring of vehicles that should not be endorsed as a result of the regeneration scheme.
7. Also proposed is new street lighting, trees, bollards and a small number of seats. In common with these types of project, the scheme has been designed 'in house' by the Regeneration Team.

Outcome

8. Being somewhat of a peripheral area, St Andrews Road South has seen the emergence of a number of new business ventures but unfortunately a number of failures. However, there are a number of established, specialist companies offering niche products and the locality has the potential to become a specialist destination within the overall town centre offer. It is hoped that prior to the works, during or after, property owners will be persuaded to undertake property maintenance that will complement the street works proposed.

Value for Money and Procurement

9. In so far as procurement is concerned, it is proposed to procure the work through the commissioning framework at Lancashire County Council ensuring good value for money within the budget available. Issues relating to the cost effectiveness of this procurement path have previously been considered by The Council in the context of other public realm schemes including St. Annes, Ansdell and Kirkham. It is proposed to maintain this method of working for this scheme. This arrangement provides The Council with assurances in respect of achieving best value in the of procuring materials, equipment for construction and an offers a

specialist experienced workforce, both professional and within the crafts, to ensure a high quality, cost effective outcome.

10. This partnership approach with Lancashire County Council (LCC) has thus far proven to be excellent value for money and enabled the delivery of projects that may not have been possible without this method of implementing such schemes. However, because the estimated cost of the scheme is over £100,000, it should normally be tendered on the open market. Using the partnership with Lancashire County Council will require the committee to agree to not apply the council's contract procedure rules to the contract. The partnership arrangement with LCC has been utilised for the implementation of a number of schemes in St Annes, Kirkham and Ansdell. The principal reasons and benefits of this arrangement include the following:
- Significant cost savings in respect of the preparation of detailed constructional drawings, bill of quantities and tender procedures
 - This Council benefits from the use of the LCC procurement procedures to source materials, plant and services ensuring best value
 - Very early engagement with LCC as contractor to ascertain risks and potential issues which informs the development of the street design scheme
 - The scheme is handled on an 'open book' basis with the scheme being developed at cost.
 - The scheme includes a large element of highway and working alongside the highway authority ensures that all the necessary procedures are complied with e.g. traffic management and the issue of service locations
 - Flexibility in terms of implementing the scheme as regards any issues of unavoidable delays thereby eliminating the risk of financial liabilities
 - Previous experience of implementation and a good record of achieving high quality construction and finished appearance. The 'quality' issue.
 - A good record of working alongside the Borough Council in respect of customer relations and flexibility

Method and costs of financing the scheme

11. It is proposed that the scheme form part of the approved Capital Programme scheme for St Annes Regeneration in 2017/18 in the total sum of £237,000, funded in full by s106 developer contributions.

Future revenue budget impact

12. This will be limited since much of the scheme will be, by and large, paving works which has an extremely long, largely maintenance free lifespan. In the case of works to forecourts (which are few in number) agreement is reached with property owners regarding their responsibility for future maintenance, such as may be required. Lighting will become the responsibility of the County Council. In respect of tree planting the species to be planted are specially chosen to take account of the location, including climatic issues and future maintenance. It may be the case that limited tree replacement may be required over time but this is funded by way of existing revenue budgets.

Risk Assessment

13. There are a number of private forecourts that form part of the scheme and it is important, in respect of the overall potential positive impact, that they are included. To date, all of the property owners have agreed to participate in the scheme and legal agreements will be signed by the parties to ensure high quality future maintenance. The only other relevant risk is in respect of budget overrun in respect of the final scheme cost. Prior to the commencement of development the fully costed scheme, based on the precise specifications are reassessed with any variations agreed. The scheme is cost limited as agreed with Lancashire County Council and contingencies are included to take account of any unforeseen issues that may arise during the construction phase of the works.

Viable Alternatives

14. The Section 106 Agreement specifies that the funding is directly allocated to the St Annes Regeneration Programme. It could be used within other parts of the town centre. However, previous resolutions of Planning Committee have indicated that the next logical phase of public realm enhancement should be St. Andrews Road South. As a consequence, this report deals with the potential implementation of the former resolutions.

Future Phases of Regeneration

15. It is proposed that the residual funding sum that will remain within the overall Capital Programme and relating specifically to St. Annes be retained and utilised to part fund the next phase to follow. This is suggested to be the easterly end of Wood Street that would link the enhanced Park Road with the completed St Andrews Road South. It is anticipated that additional commuted payments (Section 106 Agreements) will be forthcoming in the very near future. Such funding, as is expected, will need to be included within the Councils Capital Programme and will then be available for allocation by Committee.

In view of the present funding situation as is anticipated, it would make sense to commence preliminary work on a street design for this part of Wood Street. This would include engagement with property owners at this time to discuss principles and possibilities. This aspect of preparing schemes can take time, which suggests that this work commences without delay. Of course, a full scheme with costs included would be presented to Committee in the same way as this particular proposal has, in the future..

In the course of general discussions with respect to regeneration in the context of STEP, the Council has been requested to assess the scope for the enhancement of the back street environment of St Annes Road West. This service street also contains a number of businesses and also acts as a pedestrian link. It is therefore, integral to the overall environment of the town centre and perhaps offers the potential for significant improvement. As part of the on-going regeneration initiative it would seem appropriate to give consideration to the potential scope for enhancement and in due course report the findings back to Committee with a series of recommendations.

Conclusion

16. The proposals before Committee seek to extend the regeneration programme by undertaking the next phase as previously identified. The costs of the scheme will be fully met from the Councils approved Capital Programme for 2017/18, relating to St Annes Town Centre, which is in turn is funded by way of commuted payments under Section 106. The scheme has been designed to enhance the appearance of the street through practical interventions, taking account of the nature and trading environment of the particular street.

It is recommended that this Council works in partnership with Lancashire County Council, as on previous schemes of this nature. It is envisaged that the works will commence in September with completion well ahead of the festive season.

IMPLICATIONS	
Finance	The proposed scheme, as described within the report and in the sum of £165,000, would form part of the £237,000 St Annes Regeneration scheme that is within the approved Capital Programme of the Council for 2017/18.
Legal	The scheme construction costs for implementation are based on the established relationship between the Council and Lancashire County Council to ensure best value.
Community Safety	The scheme would assist with safety in view of improved lighting quality, access and pedestrian safety overall.
Human Rights and Equalities	The scheme relates directly to enhancements to the public realm would, therefore, benefit and support equality within the community and has been designed having regard to the access needs of the community
Health & Safety and Risk Management	Matters dealt with by Lancashire County Council during the construction phase

LEAD AUTHOR	CONTACT DETAILS	DATE
Paul Drinnan	Paul.Drinnan@fylde.gov.uk Tel 01253 658434	12.7.18

BACKGROUND PAPERS		
Name of document	Date	Where available for inspection
Lytham St Annes 2020 Vision Document	2010	Town Hall, St Annes www.fylde.gov.uk
Report to Planning Committee	27 April 2016	Town Hall, St Annes

Attached documents

Plan of the St Andrews Road South scheme.