

+ DECISION ITEM

REPORT OF	MEETING	DATE	ITEM NO
DEVELOPMENT SERVICES DIRECTORATE	PLANNING COMMITTEE	3 JUNE 2020	6
THE PIER - SQUARE LINK ENHANCEMENT, ST. ANNES REGENERATION PROGRAMME			

PUBLIC ITEM

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

SUMMARY

The Regeneration Programme for St. Annes, most recently set out in the 2020 Vision document, includes an on-going commitment to the upgrading of the physical environment of its town centre streets and public spaces, to be delivered through a series of 'public realm projects'. The latest phase of development (presently 'on site') is Phase 3 of Wood Street. The next phase as set out in the 2020 Vision relates to enhancements to St. Anne's Road West – known in the Strategy as the 'Square to Pier Link', as outlined to Committee at its meeting in January of this year. For the most part, the scheme relates to enhancements to the public highway although suggestions are included to improve adjoining private spaces. Also incorporated within the broader scheme are proposals to enhance the area around the bandstand, funded outside the Planning Committee budget, but physically integral to it. The Pier Link is part of the St. Anne's Regeneration Programme.

The detailed design for the scheme and its funding profile is set out in the body of the report with additional supporting information contained within the appendices. The timescales for commencement of the scheme is dependent on several factors including the date when Wood Street is complete and how this coincides with the main holiday season. This in turn may depend on what might be expected e.g. visitor volumes, due to any restrictions associated with the Covid 19 pandemic.

The funding for the scheme is in place (or to be included) within the Capital Programme, which includes commuted Section 106 payments in connection with the grant of planning permissions on development sites. Appendix 3 sets out the funding sources for the scheme.

RECOMMENDATIONS

1. The Committee is recommended to approve the detailed scheme as shown in the attached plan at Appendix 2 at a cost of **£250,300**, plus any additional funding underspend from the Wood Street Scheme, subject to approval from the Finance and Democracy Committee to the additional funding for the scheme as detailed in recommendation 5, below, the St. Anne's Regeneration Scheme being within the approved Capital Programme for 2020/21;
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;
3. Officers be authorised to make minor amendments and variable extensions to the scheme as a result of consultation with third party property owners on the basis that this does not materially affect the scheme as presented and falls within the overall scope of the scheme as set out within the scheme design;
4. Officers be authorised to amend the extent of the scheme, beyond the Base Scheme but within the confines of the Extended Scheme depending on the final budget availability as referenced in Recommendation No. 1.
5. That Planning Committee recommend to the Councils Finance and Democracy Committee that the sum of

£31,300 received and pursuant to planning application 5/18/0743 be included within the Capital Programme for 2020/2021 as a fully funded budget increase to the St. Anne's Regeneration Scheme.

SUMMARY OF PREVIOUS DECISIONS

Report to Planning Committee of the 22nd January. Wood Street Enhancement, St. Anne's Regeneration Programme.

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 and the 2020 Vision Document, 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, as set out in the 2020 Vision Document, 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.
3. The commonly referred to 'Pier Link', officially part of St Anne's Road West, it is important since it provides, as the name suggests, a key connection between the Promenade and the commercial centre of town. At peak times the footways of the road carry significant volumes of pedestrians and the further encouragement of visitors from the Promenade into the town centre has significant economic advantages. The Link also provides access to the Town Hall and so its physical enhancement would compliment the completed works to the grounds and car park area providing a composite uplift of the locality. The adjoining privately owned sites also form an integral part of the street scene and so, suggestions are put forward, which are included within the 'scheme details', discussed further in the report.

Funding

4. A Section 106 Agreement was signed with the developer of the 'Heyhouses' mixed use scheme totalling £350,000. This funding was specifically proposed to enhance the centre of St. Anne's Town Centre with all the schemes and their extent set out in the 2020 Vision document. These schemes seek to make the town centre more visually attractive and enhance connectivity between the different areas helping to increase footfall and thus having significant economic benefits. Since that time, the latter two phases, namely St Andrews Road South and Wood Street Phase 3 have been funded. In addition, the Council have made a capital contribution to implement regeneration schemes.
5. Prior to the commencement of the Wood Street scheme, the approved capital schemes for regeneration works in St. Anne's was in the total sum of £305,000. Phase 3 of Wood Street is costed at £216,000. Of that figure, a contribution of £20,000 capital was made available, following consideration by Operational Services Committee at its meeting in January, from its car park improvement scheme. Therefore, the net cost to the

Regeneration Capital Programme for St. Anne's is £196,000. This would result in an unallocated balance of £109,000 for other regeneration schemes. In addition, the approved Capital Programme includes a specific budget of £110,000 for the Pier Link scheme. This results in a total available funding for regeneration works in St Anne's of £219,000. In addition to the present available funding, a commuted sum, negotiated as part of the approved development at the Morrisons site under the Terms of a Section 106 Agreement, is £31,300. It is recommended that this sum be used to add to the present funding available. The payment has been received and as a result a report will need to be submitted to the Finance and Democracy Committee, such that the sum can be drawn into the Capital programme. It is recommended that Planning Committee recommend that the fund be brought into the Programme and added to the Pier-Link scheme.

6. Subject to the recommendation contained within Paragraph 6, the available funding for the scheme equates to £250,300. The proposals for implementation are further explained in the following section – Scheme Details.

Scheme Details

7. The Bill of Quantities, at Appendix 1 outlines the details of the scheme and the associated cost. It will be noted that the cost equates to £214,000, yet the available funding and recommended spend is £250,300. The former figure relates to what might be referred to as the 'Base Scheme'. This is shown on the plan at Appendix 2. The Plan also shows an enlarged scheme, which would be very desirable if it could be achieved, extending it further to more logical boundaries and having a greater visual benefit. The Plan also shows the possibility of introducing additional planting in the form of shrubs and trees to enhance the character of the road, but these would be located within private curtilages (apart for the Town Hall) and their inclusion subject to the agreement of the landowners. In addition, it is hoped, although not certain, that there may be some savings from the Wood Street scheme, presently under construction, due to unspent contingencies as well as unused contingencies that might arise from this scheme. As a result, when considering the estimated costs as set out in the Bill of Quantities, set against the available budget, plus possible savings, the 'Base Scheme' can be extended, although the precise extent is not certain at this time. Of course, any residual funding would have to be used in such a way as it visually balances the scheme and fits within appropriate logical boundaries.
8. Committee is, therefore, being asked to approve the full scheme in the knowledge that the Base Scheme will be delivered plus appropriate extensions to it but contained within the confines of the Enlarged Scheme both shown within the plan at Appendix 2. The full extent of the delivered scheme will depend on the final available funding.
9. In essence, the scheme proposes the refurbishment and full enhancement of the footways of St. Anne's Road West. An early option was one of widening footways and 'tightening' the radii at the junctions of The Promenade and at Clifton Drive. However, in view of turning movements and vehicle flows, Lancashire County Council highways officers took the view that there would be little to be gained and the costs considerable. The use of the materials proposed will provide a significant contrast between carriageway and footway which will enhance the perception of increased pedestrian space within the overall highway, which is defined by palisade walls of the adjoining property curtilages. The scheme details include:
 - New paving to the footways to follow the palette of materials used elsewhere in the town centre.
 - Use of York stone paving at either ends of this scheme to the kerb radii to integrate it appropriately into those areas undertaken previously i.e. St. Anne's Square and Promenade adjoining the Pier.
 - Inclusion of stone setts to enhance the entrances to adjoining sites e.g. the Town Hall entrance.
 - Introduction of artistic stone floor panels to create a trail, depicting motifs associated with the original Porritt House buildings
 - Potential enhanced planting including new tree planting to add character to the street to enhance the linear/ axial alignment of the Pier and views of it.
 - Interpretation display to describe the significance of the artworks and history of the Porritt Houses
 - Decorative highway safety railings in lieu of the existing functional variety

- Re-painting of the streetlights and the encouragement given to introducing banner displays on them.

10. Extensions beyond the Base Scheme will adopt the same design themes and material palette

11. The Plan at Appendix 2 also shows an area around the Bandstand which is proposed for improvement. This is currently being discussed with officers of the Technical Services Team in order to ensure that the overall proposals are designed in a coordinated and consistent way. This would be funded from other maintenance budgets. All these improvement proposals add to previous environmental enhancements to benefit the quality agenda that is so fundamental to the reputation and attractiveness of St. Anne's and the Borough in general.

Outcome

12. This part of the resort is of a very high profile and a fundamental link between the Promenade attractions, hotels, beach and the retail/commercial centre. Upon completion the scheme will visually extend the public realm quality of the town centre outwards. It will add to the reputational quality of St. Anne's.

Value for Money and Procurement

13. 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 procuring of materials, equipment for construction and an offers a specialist experienced workforce, both professional aspects and within the crafts, to ensure a high quality, cost effective outcome. As the County Council is not for profit organisation, this results in savings within the scheme cost. The process has also allowed for a flexible, working relationship and a saving in revenue costs e.g. the preparation of Bill of Quantities that would otherwise have to be externally procured and funded from the scheme.

This partnership approach with Lancashire County Council 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. The process of working enables accurate costings for such schemes and guarantees about timing and financial monitoring during construction.

Method and costs of financing the scheme

14. It is proposed that the scheme be fully financed from the approved Capital Programme for 2020/21.

Future revenue budget impact

15. This will be very limited since much of the scheme will be, by and large, paving works which has an extremely long, largely maintenance free lifespan. In respect of tree planting, the species potential to be planted are specially chosen to take account of the location, including climatic issues and future maintenance. The tree planting proposals would need to be agreed with adjoining landowners and their future maintenance discussed. In so far as paving materials are concerned, most of the areas are public highway and as result would be maintained by Lancashire County Council. The impact on Fylde Council budgets would, therefore, be negligible. It will be essential however, to ensure that any future maintenance, low as this is expected to be, would be to a high standard effectively replacing or renewing the materials in line with the original specification.

Risk Assessment

16. The only potentially high-level 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. However, in this case the Base Scheme is lower than the total budget and any extensions to the scheme will be fully costed to ensure that the budget is not exceeded since the level of extension will determined by the availability of the residual funding available. 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. In respect of start dates this has not been determined as yet, but it suggested that the modifications to the scheme or its extent and the

programme of implementation could be relayed to the Councils newly constituted Town Centres Working Group.

Viable Alternatives

17. The Section 106 Agreements specify 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 The Pier Link. The scheme has, therefore, been developed in line with previous resolutions.

Potential Future Phases of Regeneration

18. A review of the 2020 Vision is underway which will as part of a revised Strategy framework outlining those parts of the town centre that are yet to be refurbished with approximate costings. The public realm/building refurbishment over the last 20 years has been a huge undertaking amounting to present day values of between 8 and 10 million pounds. Zones for completion include : Back St Annes Road West, with the potential to create a 'mews style business/retail area' ; The Crescent, building in the idea of a floral 'gateway' with enhancements to the buildings and the Gardens ; St Georges Road, semi-pedestrianisation, potentially including the re- purposing and development of the NCP site and the creation of a pedestrian enhanced 'loop' – enhancing the Market, the JR Taylor site, better pedestrian connectivity with Ashton Gardens, Sainsbury's and the Station ; Clifton Drive Gateway; St Georges Road and a number of smaller areas. These 'ideas' could form part of a revised strategy for St. Annes Town Centre, which is to be considered by the Town Centres Working Group.

Conclusion

19. 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 2020/21, relating to St Annes Town Centre, which is in turn funded by way of commuted payments under Section 106 and Council contributions. The scheme has been designed to enhance the appearance of the street through practical interventions, taking account of the nature and use of these public spaces. It is recommended that this Council works in partnership with Lancashire County Council, as on previous schemes of this nature.

IMPLICATIONS	
Finance	<p>The Planning Committee is recommended to approve the detailed scheme as shown in the attached plan at Appendix 2 at a cost of £250,300, plus any additional funding underspend from the Wood Street Scheme, subject to approval from the Finance and Democracy Committee to the additional funding for the scheme as detailed in the report.</p> <p>The Planning Committee is requested to recommend to the Finance and Democracy Committee that the sum of £31,300 received and pursuant to planning application 5/18/0743 be included within the Capital Programme for 2020/2021 as a fully funded budget increase to the St. Anne's Regeneration Scheme.</p> <p>Subject to that approval, the scheme would be fully-funded by the Councils Capital Programme for 2020/21 and s106 receipts and is in line with the approved Lytham St Anne's 2020 Vision document and the adopted Regeneration Framework.</p>
Legal	<p>The scheme construction costs for implementation are based on the established relationship between the Council and Lancashire County Council to ensure best value.</p>
Community Safety	<p>The roadway is well used by the public with high levels of surveillance and adequate street lighting. The scheme will have no bearing in present community safety levels.</p>

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
Sustainability and Environmental Impact	Proposed scheme aimed at enhancing town/district centre economic sustainability
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 01253 658434	15.05.20

BACKGROUND PAPERS		
Name of document	Date	Where available for inspection
LSA 2020 Vision	2010	Town Hall and web site www.fylde.gov.uk
Planning Committees referred to in the report.	14 th March 2018 26 th July 2018	

Attached documents

Appendix 1 : Bill of Quantities setting out the breakdown costs of the scheme

Appendix 2 : Scheme Design Plan

Appendix 3 : Funding Breakdown of the scheme.