

Lichfield City Centre Masterplan

Report of the Cabinet Member for Major Projects & Economic Development



Date:	13 th October 2020
Agenda Item:	15
Contact Officer:	Helen Bielby
Tel Number:	01543 308252
Email:	helen.bielby@lichfielddc.gov.uk
Key decision?	YES
Local Ward	Full Council
Members	

COUNCIL

1. Executive Summary

- 1.1 As Members will recall consultants David Lock Associates were commissioned in 2019 to produce a Masterplan for Lichfield City Centre. Following preparation of a draft plan and public consultation, this was duly submitted to the District Council and considered by the Economic Growth, Environment and Development (O&S) Committee in June of this year and subsequently by Cabinet at its July meeting.
- 1.2 Work has now commenced to consider how the Masterplan and its component parts can be delivered. A Project Initiation Document (PID) has been prepared setting out the basis for how this will be achieved over a period of time and also a programme of projects/work and associated timescales that will be implemented in the short term. The PID also sets out details of governance arrangements and resource requirements.
- 1.3 A Delivery Plan, informed by the aims and objectives of the Masterplan, will be produced. This will define the approach to be taken to fulfilling the aims and objectives of the master plan and delivering the goals set out in that document.
- 1.4 Arrangements for managing delivery of the masterplan and ensuring proper accountability are proposed. Subject to approval, these will include a Member-led Project Board, reporting directly to Cabinet; an officer Project Team, reporting to Project Board and a Member Task & Finish Group, comprising Members from the EGED (O&S) Committee who will scrutinise the decision making and progress of the Project Board.
- 1.5 Proposed budgets for Phase 1 of the work are set out and it is requested that these budgets are included in the MTFS. Part of these budgets can be funded via the Birmingham Road earmarked reserve.
- 1.6 Given the need to move the masterplan delivery forward at a pace it is requested that delegated authority be given to the Cabinet Member for Major Projects and Economic Development, in conjunction with the Head of Economic Growth and Development to implement decisions made by the Project Board. There will be many decisions that will be required within the first 12 months of the project including; strategic direction via confirmation of the PID, priority setting, confirmation and scrutiny of project control documents, procurement of advisors and consultants, resource requirement, external funding bids and financial aspects of the project. Agreeing delegated authority will help the process without removing the requirement to report to Cabinet or Council (in relation to the budget) on matters which can only be considered via these routes.

2. Recommendations

2.1 To:

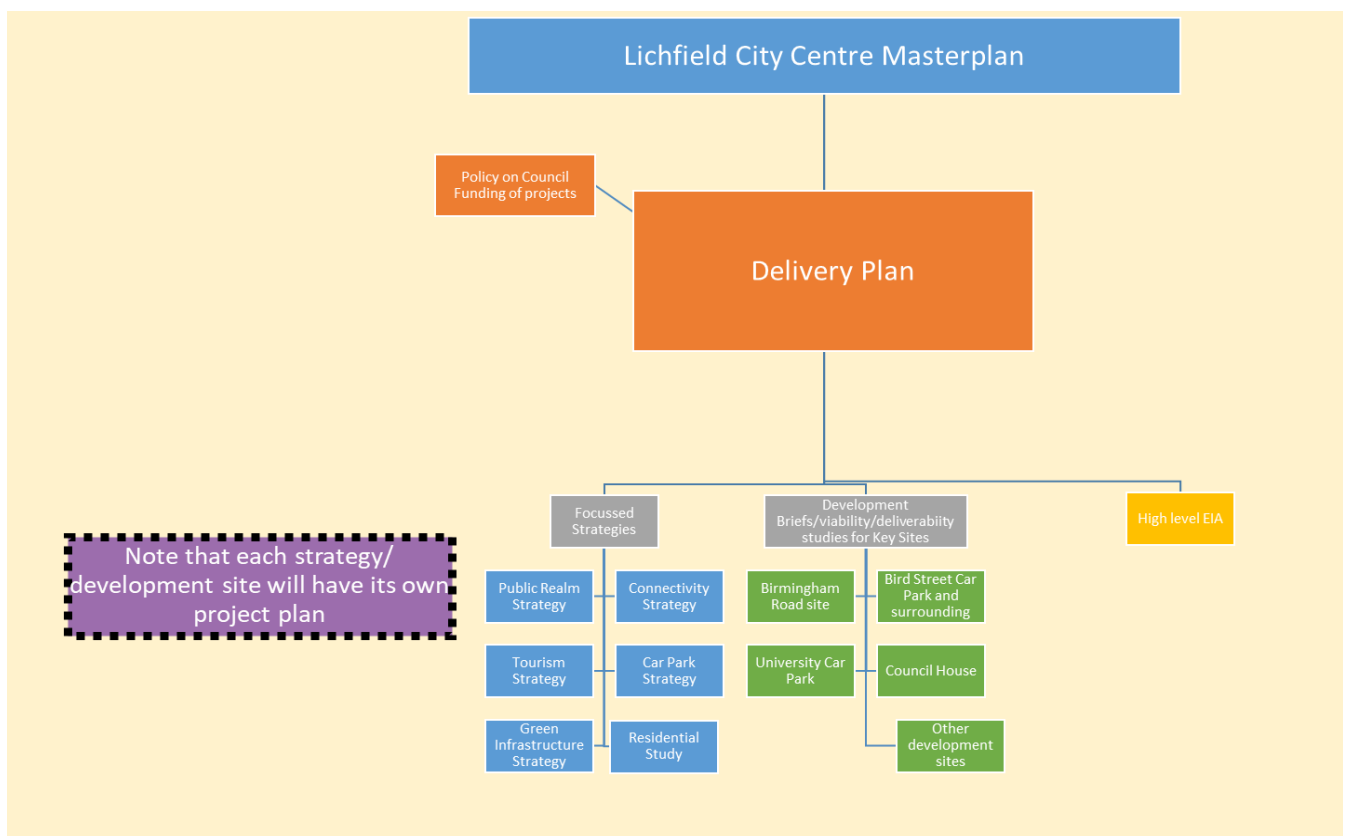
- Approve the proposed revenue budget of **£330,000** (£160,000 in 2020/21 and £170,000 in 2021/22) to take forward Phase 1 of the project.
- Approve the proposed revenue budget being funded by **£100,000** from the BRS earmarked reserve and the balance of **£230,000** being funded from the Multi Storey Car Park Sinking Fund.

3. Background

- 3.1 Consultants David Lock Associates (DLA) were commissioned in July 2019 to undertake work and formulate a Masterplan in respect of the future Lichfield City Centre. This document was subject to public consultation in early 2020 which resulted in some changes. The final document was submitted to the Council in March 2020 and considered by the Economic Growth, Environment and Development (O&S) Committee. Following comments made at EGED (O&S) Committee regarding the impact of CV19 on high streets and centres generally but also specifically on the masterplan and its proposals, advice was sought from (DLA). DLA provided an overview of the impacts of CV19 nationally on centres and a more detailed analysis of the masterplan. They concluded that the masterplan remained robust and credible and that Lichfield was well placed and indeed 'ahead of the curve' due to having a Masterplan framework in place which can be used to underpin any economic recovery plan. This advice was considered by Cabinet on 7th July and duly noted.
- 3.2 Since this date work has focussed on determining how the proposals within the Masterplan can be delivered including what key studies need to be carried out to inform detailed development proposals; to consider the resource implications; and, assess how best the various work streams will be managed, reported on and scrutinised.

Delivering the Masterplan

- 3.3 The diagram below sets out the separate elements of the approach being recommended:



3.4 The first key action is to be the production of a Delivery Plan. This will be a succinct but comprehensive document which will set out actions needed to deliver the first 5 years of the Masterplan. This document is intended to be reviewed on a regular basis and updated as necessary. It will include an outline of the Council’s ambitions for the city centre as well as detailing the development projects which will achieve these ambitions.

3.5 It is important that the Delivery Plan reflects the overarching aims and objectives of the Masterplan and that any development proposals that duly come forward are in line with the ethos set out in the latter document. The outputs that will be envisaged by the Delivery Plan will be informed by the objectives contained within the Masterplan. The aim of the objectives is twofold: firstly to help capture and address identified issues relating to the city centre and secondly, to help underpin projects and proposals set out in the masterplan and how they contribute towards addressing those identified issues.

3.6 These objectives and the potential outputs are detailed in the table below:

<u>Objective</u>	<u>Aim</u>	<u>Project/Strategy link</u>	<u>Potential output/outcomes</u>
<u>1) A Strong Historic Core</u>	<ul style="list-style-type: none"> - To protect, value and enhance the historic fabric and environment of the city centre - To ensure development proposals conserve and enhance existing heritage assets and their wider setting - Protection of existing views towards the cathedral 	<ul style="list-style-type: none"> - Public Realm Strategy - Pedestrianisation project - Car Parking Strategy - Birmingham Road Gateway - District Council House - Bird Street Courtyard 	<ul style="list-style-type: none"> - Creation of high quality public spaces - Positive townscapes created through new development - Protection of existing heritage assets - New mix of leisure, residential, community and commercial development - Increased economic prosperity - Increased visitors and footfall - Increased dwell times
<u>2) Complementary & Supporting Uses</u>	<ul style="list-style-type: none"> - To attract demand for new complementary uses to strengthen the existing mix of city centre uses - Housing diversity in new developments - Vibrant city centre which is populated at all times of the day and into the evening 	<ul style="list-style-type: none"> - Residential Study - Tourism Strategy - Birmingham Road Gateway - District Council House - Bird Street Courtyard - University West Car Park 	<ul style="list-style-type: none"> - Longer visitor stays - Creation of key destinations within the city centre - Delivery of new housing of mixed tenure and type - New mix of leisure, community and commercial development - Increased economic prosperity
<u>3) Welcoming Gateways</u>	<ul style="list-style-type: none"> - To ensure that the transition from being a passenger to a pedestrian is efficient, 	<ul style="list-style-type: none"> - Public Realm strategy - Pedestrianisation project - Connectivity strategy 	<ul style="list-style-type: none"> - Increased visitor numbers - Increased satisfaction by pedestrians moving

	<p>safe and welcoming</p> <ul style="list-style-type: none"> - To provide clear, legible signage and wayfinding across the city centre - To make the city centre easy to understand through public realm improvements - Enhancement to public transport facilities 	<ul style="list-style-type: none"> - Car parking strategy - Birmingham Road Gateway - Birmingham Road Corridor - Lichfield Transport Hub 	<p>around the city centre</p> <ul style="list-style-type: none"> - Ease of use of public and private transport options into/out of the city centre
<u>4) Vibrant Streets and Spaces</u>	<ul style="list-style-type: none"> - Protection of important public spaces - Extension of provision of landscaping and civic spaces - Delivery of development parcels capable of delivering a strong pattern of land uses and activities 	<ul style="list-style-type: none"> - Public realm strategy - Pedestrianisation project - Birmingham Road Gateway - Bird Street Courtyard - Birmingham Road Corridor - Lichfield Transport Hub - Bird Street Walk - Circular Minster Pool Walk - Pedestrian Priority Streets - Signage & Wayfinding 	<ul style="list-style-type: none"> - Increased dwell time - Visitor satisfaction - Increased economic prosperity - Transport improvements within and around the city centre - New mix of leisure, residential, community and commercial development
<u>5) Quality Accessible Environment</u>	<ul style="list-style-type: none"> - Improvement of pedestrian and cycle routes and wayfinding - Improve safety for pedestrians via pedestrian priority streets - Ensure safe and effective servicing arrangements 	<ul style="list-style-type: none"> - Public realm strategy - Pedestrianisation project - Car parking strategy - Connectivity Strategy - Green infrastructure strategy - Birmingham Road Gateway - Bird Street Courtyard - University West Car Park - Birmingham Road Corridor - Lichfield Transport Hub - Bird Street Walk - Circular Minster Pool Walk - Pedestrian Priority Streets - Pedestrian Walkways & Linkages - Signage & Wayfinding 	<ul style="list-style-type: none"> - More people walking and cycling - Improvement of health and wellbeing - Increased dwell time - Less pedestrian/vehicle conflict - Improved air quality - Sustainable leisure, residential, community and commercial development
<u>6) The 'Green' &</u>	<ul style="list-style-type: none"> - Maintain, enhance 	<ul style="list-style-type: none"> - Green infrastructure 	<ul style="list-style-type: none"> - Reduction in air

<p><u>Sustainable City</u></p>	<p>and extend the network of open spaces and landscaping within the city centre</p> <ul style="list-style-type: none"> - Use of sustainable forms of travel - New buildings to be environmentally friendly utilising innovative building construction methods 	<p>strategy</p> <ul style="list-style-type: none"> - Pedestrianisation project - Public realm strategy - Car parking strategy - Connectivity strategy - Residential studies - -Birmingham Road Gateway -District Council House - Bird Street Courtyard - University West Car Park - Birmingham Road Corridor - Lichfield Transport Hub - Circular Minster Pool Walk 	<p>pollution</p> <ul style="list-style-type: none"> - Improvement to peoples physical and mental health - Protection against climate change - Providing comfort in urban environments - More people walking/cycling - Increased dwell time - Increase biodiversity net gain - Innovations in developments such as use of SUDs, design features and construction methods to reduce energy demand - More people walking/cycling/using public transport - Sustainable mix of leisure, residential, community and commercial development
---------------------------------------	---	---	---

3.7 As is set out in the table above, the objectives and aims link to specific projects that are included in the masterplan. In order to assess the success of each project, outputs and outcomes have been identified. These may be revised during the preparation of the Delivery Plan but give an indication as to the positive outcomes that the delivery of the projects could give.

3.8 Some of the projects will contribute to more than one of the stated outcomes. These are the projects that will be therefore be prioritised first (“Phase 1”) and are proposed to include:

- **A Public Realm Strategy** – *in order to give guidance on creation of new high quality public spaces as part of any development scheme, to set out and inform projects to improve the existing public realm (including the 7 projects set out in the Masterplan) and therefore increase visitor numbers, dwell times and positive pedestrian experiences leading to greater economic prosperity*
- **Pedestrianisation Strategy** – *to undertake a feasibility strategy for the pedestrianisation of the city centre, design proposals and public consultation.*
- **A Car Parking Strategy** – *in order to inform development proposals in regards to numbers and locations for car parking, to identify potential development sites where the existing car parking use is no longer required and to update the Council’s approach to car park management and therefore increase customer satisfaction and experience of car parking*
- **The Birmingham Road Gateway project** – *to undertake feasibility/viability, planning and design works to inform the development of a mixed use commercial/leisure/housing scheme to increase economic prosperity, increase visitor numbers and improve transport options within the city centre.*

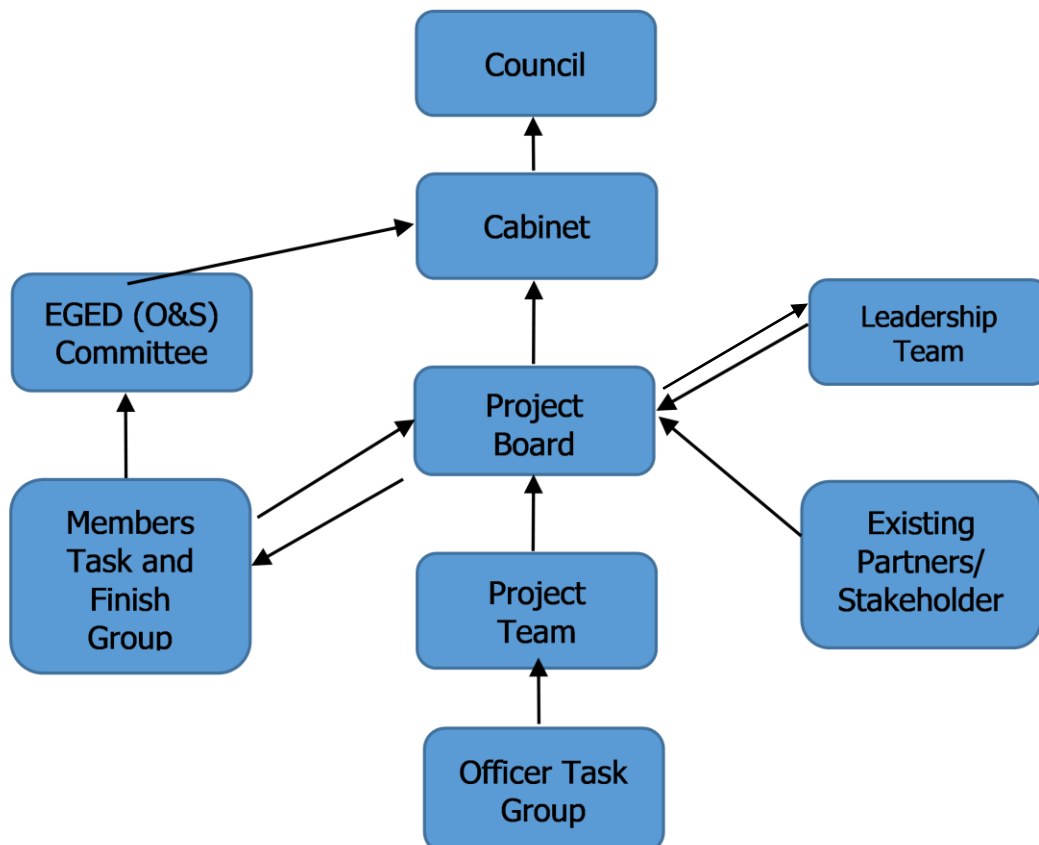
However it will be for the Project Board to confirm the work programme moving forward and therefore additional priorities may be identified to be progressed sooner or in tandem with those stated above.

Resource requirements

- 3.9 Alongside the work programme and as part of developing the Delivery Plan consideration will need to be given to the resources required to implement agreed projects. As far as is possible the Council will seek to utilise in-house resources but given the specialist skills and knowledge that will be required for some of the work streams or tasks associated with these, the Council will need to look to buy-in advice and guidance. Examples of specialist skills and knowledge include commercial property advisors and legal advisors. These skills will be procured in line with Contract and Financial Procedure Rules to be used on an on-call basis. This arrangement would be for a 2 year period and would be reviewed prior to a renewal or re-tendering process.
- 3.10 There will also be a need to procure specialist advisors to progress the work associated with some of the strategies envisaged. These will also be procured in line with Contract and Financial Procedure Rules via a commission for which the tender brief and requirements of such a commission will be drawn up by the Project Team and submitted to the Project Board for approval.

Governance Arrangements

- 3.11 In order to progress the work at a pace it is proposed to set up a dedicated governance structure to give focus and resource to delivery of the masterplan. The proposed structure of this is set out diagrammatically below and reflects arrangements that the Council has put in place for other projects.



- 3.12 The Project Board remit would be to provide the strategic control, direction and accountability for the way in which the masterplan delivery and its component parts is progressed. The Board would make the key/strategic decisions and oversee the actions of officers. It would be responsible for ensuring that the masterplan delivery and the projects emanating from it are viable and deliverable, providing strategic decision making in regards to how the funding of the projects will be delivered. Moreover it will ensure that project costs are identified, funded and resourced, that the Council’s Contract and Financial Procedure Rules are observed and that risks are properly identified, assigned and managed. The Project Board will closely manage the outputs of the Project Team (see below) and ensure satisfactory progress is made in preparing and implementing all necessary plans.

The composition of the Project Board is proposed as follows:

Project Board:

Cabinet Member for Major Projects & Economic Development	Project Champion
Cabinet Member for Innovation, Commercialisation and Corporate Services	Project Champion
Cabinet Member for Finance, Procurement, Customer Services, Revenues & Benefits	Project Champion
Head of Economic Growth & Development	Project Director
Major Development Projects Manager	Project Manager
Chief Executive	Project Challenge
Head of Finance & Procurement (Section 151)	Project Advisor (Finance)

The Board would have the ability to change the composition at any given time if it is thought this would be in the interests of progressing a project(s).

- 3.13 The Project Board will be accountable to Cabinet to progress delivery and will also engage with Leadership Team via the Chief Executive, Section 151 and Head of Economic Growth and Development roles.
- 3.14 The Project Board will be supported by a Project Team who will ensure that the Project Board is informed on project progress including budget, timescales, issues and risks. The Project Team will be led by the Project Manager and will comprise of officers from relevant areas of the Council (Communications, Finance, Planning Policy, Development Management), as well as external officers representing key partners and advisors as needed. The Project Board will task the Project Team with the work programme and the Project Team will deliver the work packages from this programme on time and to quality. Regular reporting on the work programme will be provided by the Project Team to the Project Board for consideration/decision, identifying and reporting risks, issues, financial aspects of the project and any stakeholder issues. In addition to the Project Team, Officer Task Groups may be convened to take forward particular work streams.
- 3.15 In terms of scrutiny, a Member Task and Finish Group is proposed. This would compromise cross-party membership from the Economic Growth, Environment & Development (O&S) Committee. It would provide an opportunity for Members to review proposed plans and projects, challenge assumptions and provide feedback to the Project Board. Importantly, it will allow for members to be assured that work plans and individual projects are effective and deliverable.
- 3.16 Detailed terms of reference have been prepared for the Project Board and the Member Task & Finish Group. These can be found at **Appendix A** to this report. It is proposed that Cabinet approves the Terms of Reference for these groups.

3.17 To ensure that delivery of the project is efficiently carried out and can meet agreed timescales, as part of the governance arrangements it is proposed that delegated authority is given to the Cabinet Member for Major Projects & Economic Development in consultation with the Head of Economic Growth and Development to progress decisions taken by the Project Board unless these are decisions that cannot only be taken by the Cabinet or Council. Any decisions and actions taken will be reported to the Project Board and be open to scrutiny by the Member Task and Finish Group.

Timescales

3.18 The table below sets out the indicative Project Plan timescales up to March 2021 as set out in the PID. These will be reviewed and monitored by the Project Board at each meeting with further tasks added as required. A further project plan for projects post March 2021 will be formulated prior to January 2021 following completion of the initial tasks.

Indicative Project Plan and timescales

Description	Expected Timescales	Methodology / outline project plan
Project initiation	July-October 2020	Project initiation – Complete PID
Governance	July – October 2020	Confirm governance arrangements and reporting structures. Appoint personnel to relevant project boards/teams
Risk register	October-November 2020	Develop a high level risk register and ensure mitigation measures are in place.
Issues log	October-November 2020	Set up issues log and identify an owner for its continued use, sharing and updating
Lessons learned log	October - November 2020	Develop a high level lessons learned log and ensure mistakes are not repeated and to identify any areas that might be useful in future projects.
Communications Plan	November 2020	Develop a communication plan that aligns to the project delivery requirements and puts in place the required protocols for information sharing and response to queries. Agree how documents/information will be controlled, updated and shared.
Budgets	October 2020	Confirm budgets for Phase 1
IT Requirements	October 2020	Establish a Shared T:Drive for the project and sub-projects
Phase 1 – up to March 2021		
Project support	October-December 2020	To tender for and appoint specialist advisors on an on-call basis to be used throughout Phase 1 and subsequent phases
Delivery Plan	October-December 2020	Development of the Delivery Plan to give basis, timescales, resource needs and budgets to Phase 1 projects and subsequent phases.
Public Realm Strategy	October 2020- March 2021	Formulation of PID and Project Plans. Drafting of brief for tender, procurement exercise and appointment of Landscape Architect/Professional Team to produce Public Realm Strategy. Production of Strategy and submission to Project Board for approval
Pedestrianisation Project – Feasibility Study	October 2020 – March 2021	LDC commission SCC to produce a feasibility study looking at options and costs for further pedestrianisation of the city centre. Design team undertake vehicle / pedestrian counts to inform report.

Description	Expected Timescales	Methodology / outline project plan
Car Parking Strategy	October 2020- March 2021	Formulation of PID and Project Plans. Drafting of brief for tender, procurement exercise and appointment of consultants as required. Note key interdependency of development mix on major sites will inform car parking requirements – any delays to decision making on this will impact on car parking strategy production
BRS site feasibility/viability study	October 2020 – March 2021 (ongoing monitoring and dependent on other projects)	To develop evidence, base viability plan and outline design that sets out the Council's ambitions for the site. To consider delivery options for the development of the site. Note that this will need specialist input from commercial property advisors and also has interdependencies with other Council projects which will inform the direction in terms of phasing and components for development of the site
District Council House development	October 2020 – March 2021	To consider development options for the site as set out in Entrust reports and other options that are available e.g bringing site into BRS. Determine if Council relocation is required moving forward.
Funding Sources	September 2020- onwards	To identify and seek additional funding as a contribution project costs for the projects identified
Stakeholder Strategy	October 2020- January 2021	To identify key stakeholders and their roles in the delivery of the Masterplan. Formulate strategy. Strategy to be kept under review
Economic Impact Assessment	March 2021	To ascertain the economic impact of the implementation of the proposed strategies and developments

Finance

- 3.19 The implementation of the Masterplan proposals will require revenue funding. It is proposed that funding requirement for Phase 1 will be:

Requirement	Timescale required over	Amount	Notes
Project Support - Commercial property advice	Up to 2 years from contract award + possible extension	£65,000/annum = £130,000 Total	To advise on BRS feasibility/viability plus other development opportunities as required. To advise on funding routes and act for the council on negotiations with 3 rd party developers, advise on ownership structures and overall delivery of developments
Project Support - Legal	Up to 2 years from contract award + possible extension	£50,000/annum = £100,000 Total	To advise on all legal aspects of delivery of development, agreements with 3 rd parties, funding agreements, land

			ownership matters etc
Public Realm Strategy – tender and production costs	October 2020 - March 2021	£30,000	Tender for consultants and strategy production (note no costs for project implementation emanating from the strategy included at this stage)
Car Parking Strategy	October 2020-January 2021	£15,000	Tender for consultants and strategy production (note no costs for project implementation emanating from the strategy included at this stage)
BRS Feasibility/Viability work	October 2020 – March 2021 (ongoing monitoring and dependent on other projects)	As part of Commercial Property/Legal Advice budgets	To advise on BRS feasibility/viability
Pedestrianisation Project – Feasibility study	October 2020-March 2021 (Feasibility study) March 2021- onwards (Design and Consultation)	£30,000	Tender for feasibility study production, design work and consultation (note no costs for project implementation emanating from the strategy included at this stage)
Contingency		£25,000	To ensure sufficient funds are available as necessary
		<u>TOTAL £330,000</u>	

3.20 It is proposed to fund £100,000 of these works from the BRS earmarked reserve. The remaining £230,000 is subject to the approval of the report related to Deed of Release & Deed of Variation with Railway Pension Nominees Ltd in regards to Three Spires Shopping Centre, Lichfield. Approval of the report will enable the Multi Storey Car Park Sinking Fund to be utilised however rejection will necessitate the use of General Reserves.

Concluding remarks

3.21 Members have previously noted and accepted the importance of the master plan in the context of providing a framework for growing and developing Lichfield City Centre ensuring that it remains a focal point for investment and a location which meets the varied needs of residents, business and visitors. It is vital now that arrangements are put in place to deliver on the ambitions of the masterplan and the aims and objectives within it. The report before members sets out what is considered to be a suitable mechanism for delivering the strategies and developments that will underpin the future of the city centre for the next 25-30 years.

Alternative Options	1. Members could request alternative proposals to the Delivery Plan and associated documents as set out above in order to bring forward the implementation of the City Centre Masterplan
Consultation	1. The draft Masterplan has been subject to public consultation as outlined in the main body of this report. Ongoing consultation and engagement with key stakeholders including local residents will take place as the Delivery Plan is finalised. There will be public consultation on major projects that are part of the Delivery Plan.
Financial Implications	1. The implementation of the Delivery Plan and the projects emanating from it will require revenue funding and potentially capital funding from the District Council. More detailed work to be carried out will determine the scale and nature of funding required. It should also be noted that potential funding from external partners will also be explored be it from the private or public sectors.
Contribution to the Delivery of the Strategic Plan	<ol style="list-style-type: none"> 1. The Masterplan, Delivery Plan and the associated delivery documents will particularly help to support and deliver the Council's strategic objectives of developing prosperity and shaping places to benefit residents and business. 2. The implementation of projects will also assist in enabling residents and those who access services and facilities within Lichfield city centre to live healthy and active lives.
Equality, Diversity and Human Rights Implications	1. None
Crime & Safety Issues	1. None
Environmental Impact	1. None directly from this report, although the projects that will emanate from the Delivery Plan will be able to contribute to the Council's ambitions regarding sustainable development
GDPR/Privacy Impact Assessment	1. Not applicable

	Risk Description	How We Manage It	Severity of Risk (RYG)
A	Some of the proposals contained within the Delivery Plan may not be welcomed by all stakeholders	The public consultation has demonstrated considerable support for the proposals included in the masterplan and the Delivery Plan takes these ideas forward to the implementation stage. Further public consultation may take place on specific development opportunities prior to statutory consultation via planning applications etc	Likelihood: Yellow Impact: Yellow Severity of Risk: Yellow
B	To take the Delivery Plan forward capital and revenue funding will be needed and this has not yet been	A budget will be drawn up and approved within the MTFs and reported on regularly. Options for	Likelihood: Yellow Impact: Yellow Severity of Risk: Yellow

	included in the MTFS (<i>although the Birmingham Road earmarked reserve will contribute to this budget</i>)	funding from other public bodies is already being and will continue to be researched. Funding options for development projects will be further considered	
C	Officer resource may not be available and delivery of the projects may be delayed	Recruitment is taking place for a further team member within the Major Development Projects team with the post to be appointed to in the Autumn. Further resource requirements will be identified in due course	Likelihood: Green Impact: Yellow Severity of Risk: Yellow
D	The changes to the planning system announced could impact on the implementation of the projects	Monitoring of the proposed changes will take place. Some of the proposed changes may positively impact on the development of the city centre, including quicker delivery timescales.	Likelihood: Yellow Impact: Yellow Severity of Risk: Yellow
E	The impact of Covid-19 on centres is not yet ascertained. Economic instability will have an impact on investment funding of major projects. Local government funding may also decrease and the ability to bring forward development projects may be severely hampered	Advice on the impact of Covid-19 on city centres, with focus on Lichfield, has been obtained and considered. Budgets and work programmes will be adjusted as necessary. Further work to consider the long term impact of the pandemic on city centres and the interventions that may be required to ensure a successful city centre could also be undertaken.	Likelihood: Red Impact: Red Severity of Risk: Red
F	The car parking strategy doesn't/cannot identify the car parking requirements moving forward due to uncertainty of development mix on development sites	The Masterplan sets out the vision for development on each of the major development sites. However there may need to be some variance from this due to viability/deliverability issues. This will be acknowledged within the car parking strategy and carefully monitored as and when the proposed development mix is more clear.	Likelihood: Yellow Impact: Yellow Severity of Risk: Yellow
G	Changes to local government organisation/structure as a result of the White Paper means that the proposals within the City Centre Masterplan will be delayed or abandoned	Analysis of the White Paper when published and quick consideration of implications moving forward	Likelihood: Yellow Impact: Red Severity of Risk: Red

Background documents

Appendix A – Terms of Reference

Relevant web links