

CABINET

Wednesday, 13 June 2018

LOWESTOFT REGENERATION GOVERNANCE (REP1881)

EXECUTIVE SUMMARY

1. This paper outlines a new proposed governance structure to drive forward the delivery of the Lowestoft Growth and Regeneration Programme, with a particular focus on the next five years. The Programme brings together the main initiatives from a number of strategies including the Lowestoft Lake Lothing and Outer Harbour Area Action Plan (soon to be replaced by the new Local Plan polices for Central Lowestoft), the Lowestoft Transport and Infrastructure Prospectus, the Enterprise Zone Delivery Plan, the Heritage Action Zone Delivery Plan, and the Lowestoft Seafront Strategy and South Beach Vision (Coastal Community Team).
2. The rationale for this is that it will:
 - enable better oversight of activity across Lowestoft and improve communication
 - enable better cross working, and reduce duplication
 - rationalise some of the existing structures, for a more stream lined process for driving forward delivery
 - improve transparency
 - enable prioritisation of pipeline projects and future funding
 - provide a coordinated approach to marketing the town and the wider sub-region as a place to invest.
3. The paper also sets out resourcing to support project and programme delivery, which will be primarily funded through Enterprise Zone income and will replace the Area Action Plan Project Management fixed term role which finished in March 2018.

Is the report Open or Exempt?	Open
-------------------------------	------

Wards Affected:	Kirkley, Harbour, Oulton Broad
------------------------	--------------------------------

Cabinet Member:	Councillor Michael Ladd Cabinet Member for Tourism and Economic Development
------------------------	--

Supporting Officer:	Paul Wood Head of Economic Development and Regeneration 01394 444249 paul.wood@eastsoffolk.gov.uk
----------------------------	--

1 INTRODUCTION

- 1.1 Lowestoft is currently undergoing significant changes with a variety of new developments, including plans for an iconic new river crossing, new employment premises in the Enterprise Zones, redevelopment of Cefas' marine science centre, the new offshore renewables construction and operations hub in the Port of Lowestoft, and the creation of new permanent flood defences.
- 1.2 With large amounts public and private sector investment in the town, new policies for Central and Coastal Lowestoft in the draft Local Plan, and the newly formed town and parish councils, it is timely to review the current governance arrangements for the development and delivery of regeneration schemes and priority growth areas. It is essential to ensure a coordinated partnership approach, with the Council playing a central role as plan maker, development management authority and regeneration delivery agent.
- 1.3 As the largest town in East Suffolk, Lowestoft has some of the key growth opportunities, but also some of the greatest challenges, particularly in the central and coastal areas. It is proposed to create a new Lowestoft Growth and Regeneration Board, comprising of lead representatives from partnership organisations, who in many cases are already steering the delivery of existing schemes, and who can collaborate and drive forward change in Lowestoft.
- 1.4 The Board will focus on the major development projects to:
- enable better oversight of activity across Lowestoft, and assist with the communication, promotion, and public understanding
 - enable better cross working, and reduce duplication
 - provide a steer on future funding and investment priorities
 - provide strategic guidance, and a platform for the discussion and development of project ideas
 - champion the potential Lowestoft has to contribute to the regional growth targets
 - provide a coordinated approach to marketing the town and the wider sub-region as a place to invest.
- 1.5 The Board will be supported by a Programme Delivery Team, who will manage the programme, ensuring that projects led by the Council are compliant with East Suffolk's corporate project management processes and that projects managed by partners are monitored in respect of their contribution to the overall programme.
- 1.6 The outline terms of reference for the Board are included in *Appendix A*.
- 1.7 In addition, 1.6 fte project managers will be recruited to replace the Area Action Plan Project Manager post, which expired in March 2018. These posts will focus on the delivery of inter-related projects that feed into the programme, including the Enterprise Zones, Power Park, and mixed-use regeneration schemes in Lake Lothing, where the need for additional resource has been identified. 75% of the funding for these posts will come from Enterprise Zone income ("Pot A") for the first two years (with the remainder coming out of existing core budget) with 100% of the funding from Pot A in year 3. The resourcing will be reviewed before the end of year 3. There is sufficient income for project management posts to be retained for further years if required.
- 1.8 Where the projects require extra support, for example on viability, urban design, or land agent/surveyor, the Programme Delivery Team will draw upon the expertise within the Council in the first instance, but where there is insufficient resource they will look to procure consultancy support.

2 BACKGROUND

- 2.1 It is noted in the new draft Local Plan that whilst Lowestoft faces significant challenges with issues relating to poor economic performance and deprivation, especially in the central parts of the town, it also has the greatest potential for positive transformation and growth.
- 2.2 Central Lowestoft benefits from the town centre, port, the beach and Broads, extensive areas of waterfront, a rich historic environment and good public transport links. It also benefits from substantial redevelopment opportunities on former industrial sites which are currently underutilised or derelict.
- 2.3 An Area Action Plan (AAP) for the Lake Lothing and Outer Harbour area of central Lowestoft was adopted in 2012, which provided a spatial policy framework for revitalisation of the area. The new Local Plan will replace this plan in its entirety, but will carry forward many of the proposals in order to ensure a planned approach to the regeneration of central Lowestoft is achieved.
- 2.4 The original intention was that the delivery of the AAP would be driven forward by a Partnership Board, but this was not put in place. The AAP is monitored by the Local Plan Working Group, and there have been a number of officer groups that have progressed delivery of parts of the plan.
- 2.5 In addition to the AAP, the Lowestoft Transport and Infrastructure Prospectus (LTIP) was published in 2013. This brought together public and private sector partners to drive forward transport and infrastructure improvements in and around Lowestoft as part of plans to position the town as an economic force in the region. Stakeholders meet on a quarterly basis to oversee the delivery of the LTIP, and the group has had significant successes with the development of the Third Crossing and Flood Risk Management Project, which both now have separate stakeholder groups.
- 2.6 In 2014 Lowestoft, along with Great Yarmouth, was awarded Enterprise Zone status. The Enterprise Zone delivery is supported by a working group of key partners (New Anglia Local Enterprise Partnership, Suffolk and Norfolk County Councils, Great Yarmouth Borough Council), however the delivery is not fully integrated with the wider Lowestoft regeneration, and in particular needs to be more closely linked with the Inner and Outer Harbour/PowerPark.
- 2.7 In 2015 the Government created Coastal Community Teams (CCTs), new Public Private Partnerships to drive forward economic development in coastal towns. Lowestoft was one of the pilot areas and the CCT focussed activity on the seafront and town centre areas. The CCT published their Seafront Strategy and Delivery Plan in 2016. The focus is on tourism, retail, culture and heritage. They have had some notable successes with the Seafront Vision (Hemingway Design) and subsequent projects, funding for the East of England Park and the development of the Heritage Action Zone in the historic High Street area. The CCT is not a decision making body, but an active stakeholder advisory group. Central government continue to focus Coastal Community Funds and Coastal Revival Funds through the CCTs.

3 PROPOSED GOVERNANCE ARRANGEMENTS

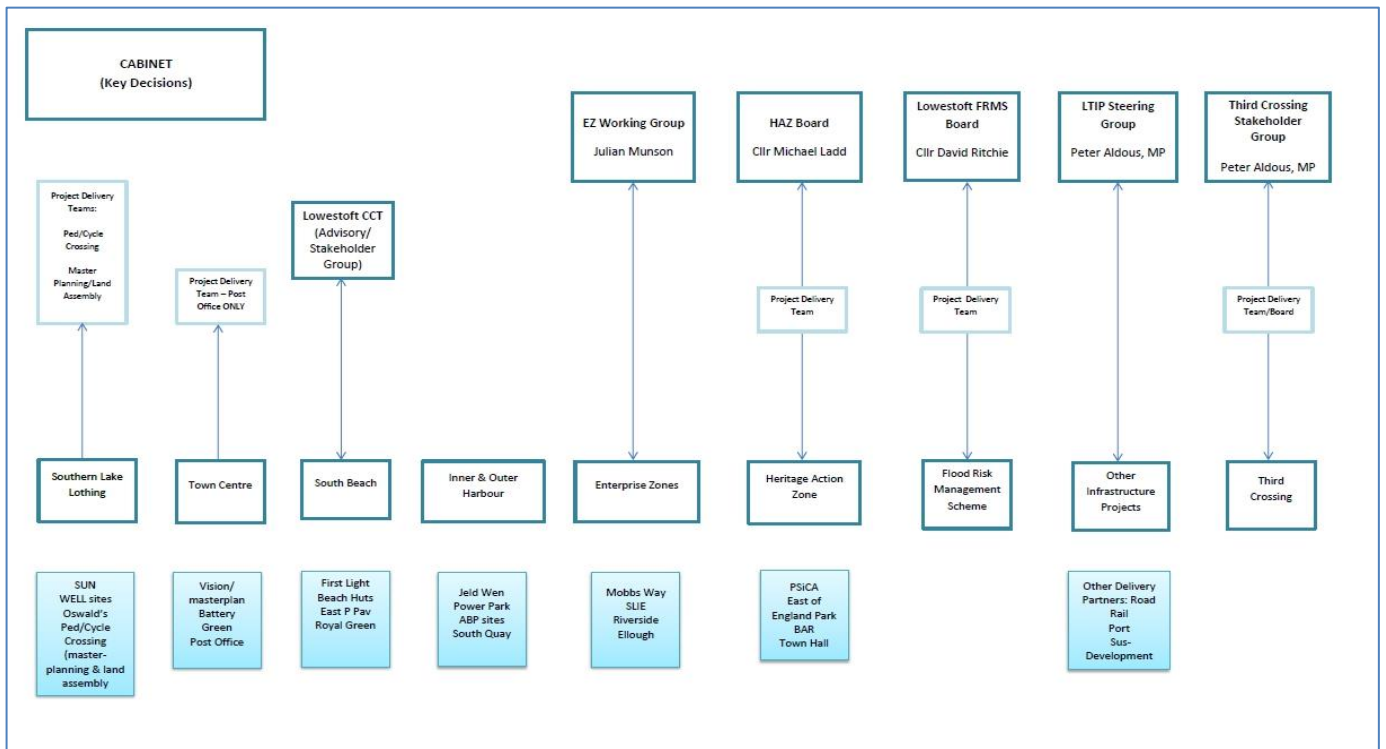
- 3.1 There has been an organic growth of different steering and stakeholder groups, but in reviewing the arrangements there are both duplication in some areas, but also some gaps (*see Fig 1*). Where projects require key decisions these are fed through Cabinet, but whilst there is oversight at the officer level there is no single partnership that coordinates and drives forward the programme.
- 3.2 It is therefore proposed to create a new Lowestoft Growth and Regeneration Board, which will take on this role. The Board will include senior representatives from Waveney District Council/East Suffolk Council, Suffolk County Council, Lowestoft Town Council, Oulton Broad Parish Council, New Anglia Local Enterprise Partnership and the Chamber of Commerce. It is proposed that the Board should be chaired by the MP for Waveney.

4 DELIVERY PLAN

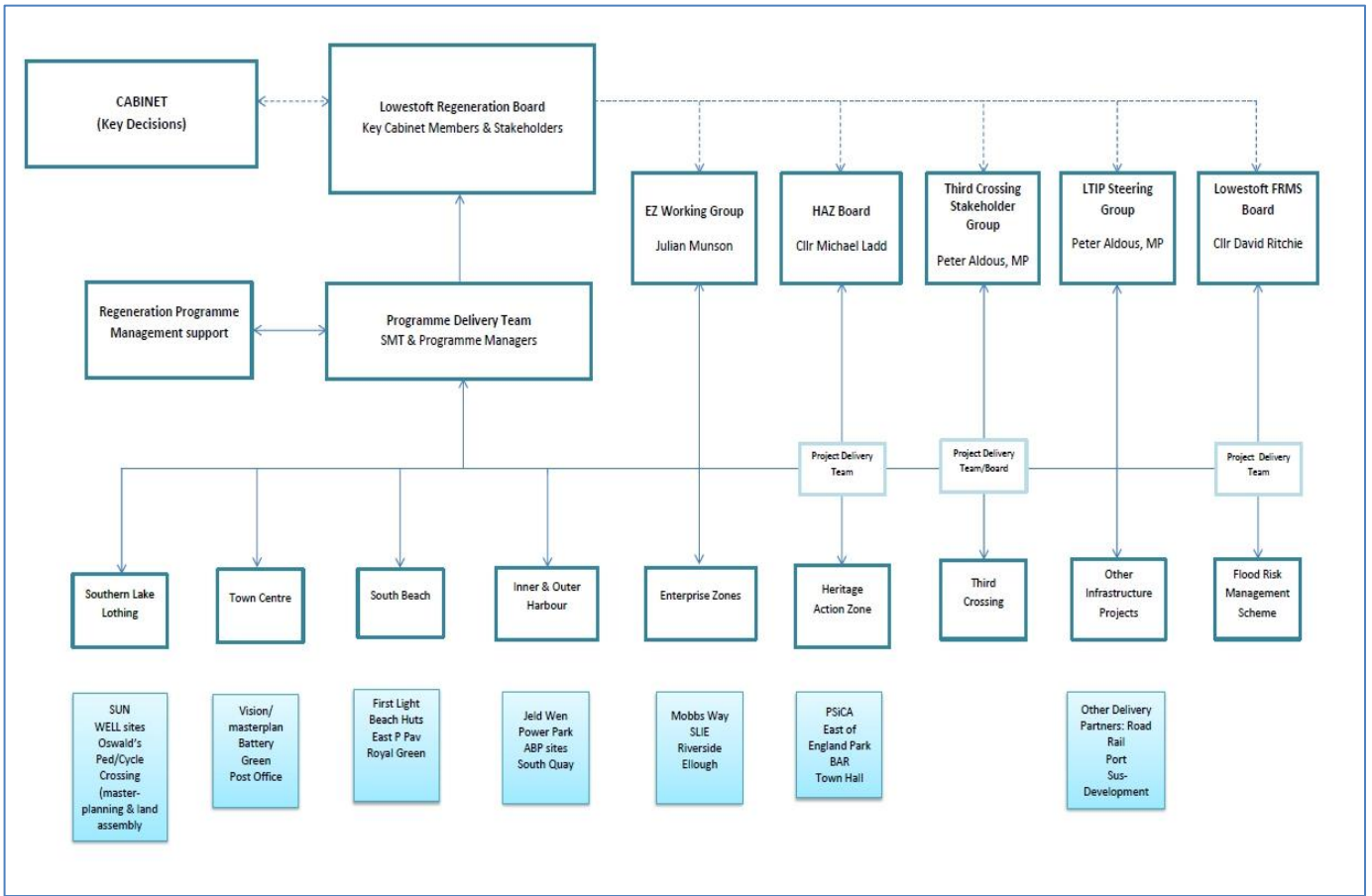
- 4.1 The Growth and Regeneration Board will be responsible for agreeing and realising the objectives and projects set out in the Delivery Plan. This has been drafted, and once agreed by the Board it will be published, along with six monthly progress reports, and regular updates.
- 4.2 The Delivery Plan focuses on six priority places (see map – Appendix B) covering the key employment sites, housing-led regeneration developments, and improved retail and leisure. The priority places include:
- Southern Lake Lothing (comprising planning policy areas the Sustainable Urban Neighbourhood and Western End of Lake Lothing)
 - South Beach (covering the main tourism opportunities, including the redevelopment of council owned assets)
 - Town Centre (including the station area, Post Office and Battery Green sites)
 - Heritage Action Zone (historic High Street, Town Hall, Scores and East of England Park)
 - Enterprise Zones (some of which are outside the Central Lowestoft but are linked to the PowerPark through their support for the growth of offshore industries, particularly renewables)
 - Inner & Outer Harbour/PowerPark (main opportunities for development related to the port and offshore industries).
- 4.3 There are also two broader themes covered in the Plan:
- Transport and infrastructure (including road, rail, port, sustainable, flood protection, broadband)
 - Culture and Heritage (including natural heritage)

Fig 1

Current governance arrangements



Proposed Governance Arrangements



5 PROJECT MANAGEMENT SUPPORT

- 5.1 The Growth and Regeneration Programme set out in the Delivery Plan will be need additional resources to help manage individual projects, and this has become critical since the AAP Project Manager's contract expired in March 2018.
- 5.2 This AAP post was part funded from Enterprise Zone income, with the remaining 50% coming from the Council's core budget.
- 5.3 Following a renegotiation with New Anglia Local Enterprise Partnership, the Council has increased its share of Enterprise Zone income (Pot A), so from 2018 is proposed to increase the project management support to 2 post s(1.6 fte) for a further three years, with £60,000pa funded through Enterprise Zone income in years 1 and 2 (c.75%), and 85,000 in year 3 (100%). This will result in an increase in project management resources, but at a much lower cost to the Council.

RESOURCES	YEAR 1	YEAR 2	YEAR 3	TOTAL	EZ INCOME	CORE FUNDING
1.6 X FTE	80,797	82,850	84,908	248,908	204,908	43,647

6 HOW DOES THIS RELATE TO EAST SUFFOLK BUSINESS PLAN?

- 6.1 The Council's overall Vision, as set out in East Suffolk Business Plan is to 'Maintain and substantially improve the quality of life for everyone growing up in, living in, working in and visiting East Suffolk.' The proposed Lowestoft Growth and Regeneration Programme will contribute substantially to this goal and to the specific challenges identified in the East Suffolk Business Plan by: by helping to attract and retain businesses to the area promoting economic growth; enabling communities to feel included and proud of where they live; and by creating new businesses and new homes therefore increasing income through business rates, new homes bonus and council tax to help make the council more self-sufficient.
- 6.2 The 'critical success factors' for delivery of the Business Plan that relate to Lowestoft Growth and Regeneration Board include:
- Economic Development & Tourism - A strong, sustainable, and dynamic local economy offering our communities more stable, high quality and high value jobs, with increased opportunities for all.
 - Planning - Well managed development of sustainable, thriving communities, with the quality facilities and services needed for a growing economy, whilst preserving the historic and natural environment.
 - Housing- Improved access to appropriate housing to meet existing and future needs, including more affordable homes for local people.

- Communities - A diverse mix of resilient and supportive communities that value their rural and coastal heritage; which feel engaged, valued and empowered; and where people's needs are met and where they can make a difference to their community.

6.3 The Delivery Plan also directly links to the thematic and place based priorities within the new Norfolk and Suffolk Economic Strategy and links to the East Suffolk Economic Growth Plan by:

- Supporting appropriate provision of employment land and premises
- Addressing key infrastructure constraints
- Marketing and promoting of East Suffolk

7 FINANCIAL AND GOVERNANCE IMPLICATIONS

7.1 Financial implications: There are financial implications in the cost of additional project management support, but these are budgeted for and greatly reduced due to a renegotiation of Enterprise Zone income.

7.2 Governance: Will be strengthened by the creation of a Board to focus on the key regeneration area of Lowestoft. Similar models may be replicated elsewhere in East Suffolk as appropriate.

8 OTHER KEY ISSUES

8.1 This report has been prepared having taken into account the results of an Equality Impact Assessment, a Sustainability Impact Assessment and a Partnership Impact Assessment.

With regard to the Partnership Impact Assessment this proposal will strengthen partnership working.

9 CONSULTATION

9.1 The proposal has been discussed at Cabinet Briefing, and subject to Cabinet approval will be discussed with other key stakeholders.

10 OTHER OPTIONS CONSIDERED

10.1 Option 1 – Do nothing and let the current arrangements stand. The option was discounted as project delivery will continue to be disjointed.

10.2 Option 2 – Programme Board/Delivery Team at officer level only. This option will allow for greater coordination, but will not address the need to influence others and promote Lowestoft at a regional and national level.

10.3 Option 3 – Remove all the existing stakeholder groups and replace with a single group. The number of stakeholders would make this group less effective.

11 REASON FOR RECOMMENDATION

11.1 The proposed Growth and Regeneration Board will: enable better oversight of activity across Lowestoft; drive forward the development of the town; provide a steer on future funding and investment priorities; champion the potential Lowestoft has to contribute to

the regional growth targets; and provide a coordinated approach to marketing the town and the wider sub-region as a place to invest.

RECOMMENDATIONS

1. That Cabinet approves the proposal to create the Lowestoft Growth and Regeneration Board to bring together key stakeholders to lead the regeneration of Central Lowestoft.
2. That Cabinet also approves the replacement of the AAP Project Manager post (previously funded for three years) with 1.6fte project management posts, to support the delivery of projects led by Waveney District Council.

APPENDICES

Appendix A	Draft Terms of Reference
Appendix B	Map of priority places

BACKGROUND PAPERS – None