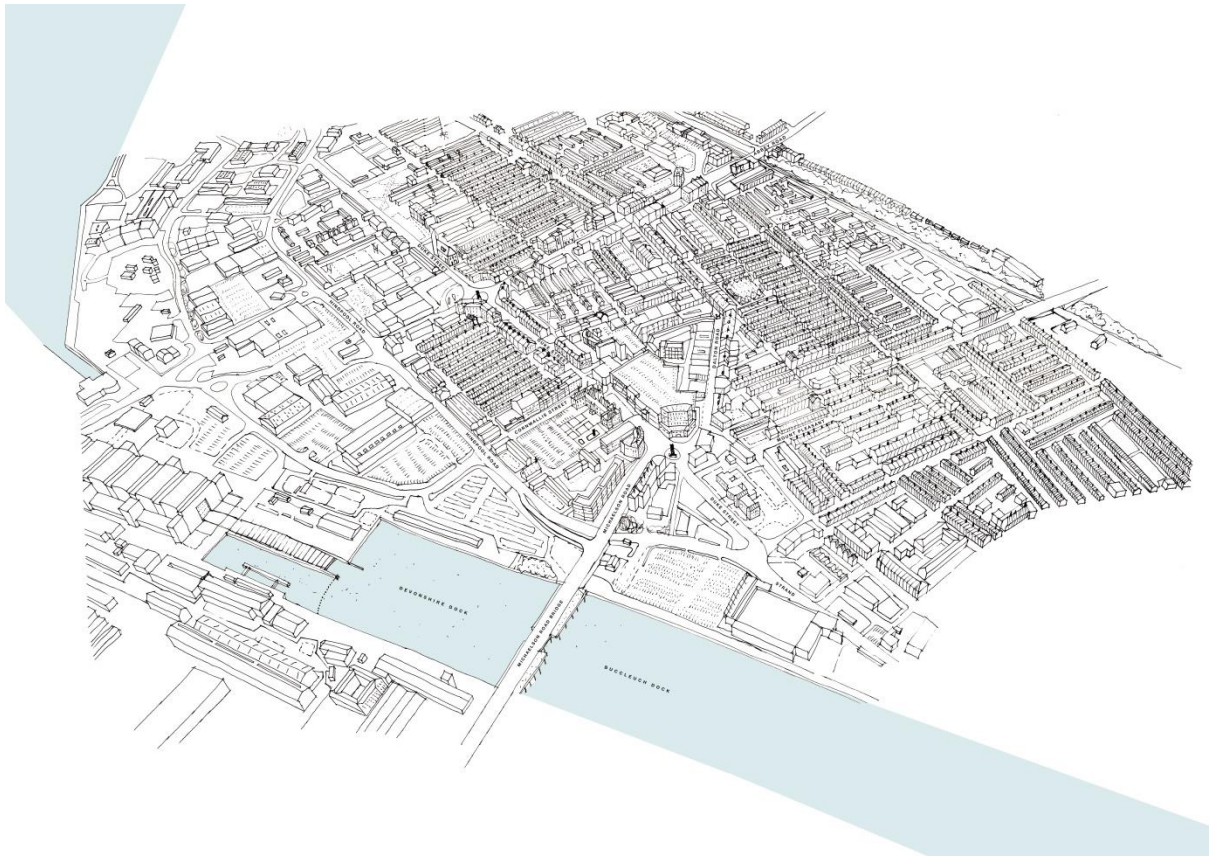


# Levelling Up Fund - Barrow Borough Council

## Appendix D | Delivery Plan



# Barrow Borough Council

## Barrow Levelling Up Fund - Appendix D - Delivery Plan

June 2021

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# Contents Page

<b>1.</b>	<b>Introduction</b>	<b>1</b>
<b>2.</b>	<b>Project Governance and Management</b>	<b>2</b>
<b>3.</b>	<b>Project Plan</b>	<b>12</b>
<b>4.</b>	<b>Communication and Stakeholder Management</b>	<b>20</b>
<b>5.</b>	<b>Risk Management Strategy</b>	<b>24</b>
<b>6.</b>	<b>Monitoring and Evaluation (M&amp;E)</b>	<b>26</b>
<b>7.</b>	<b>Procurement Strategy</b>	<b>35</b>

## Appendix A - Detailed Programme

# 1. Introduction

## Purpose

- 1.1 This is the detailed delivery plan for the Barrow LUF project. It sets out the governance and management arrangements for the project, a project delivery schedule, details of project management to deliver the works, the track record, skills and experience of the senior project team, stakeholder consultation details and a summary of the project risks and mitigation strategies.
- 1.2 The project risk register is attached separately in Appendix E.

## Requirements

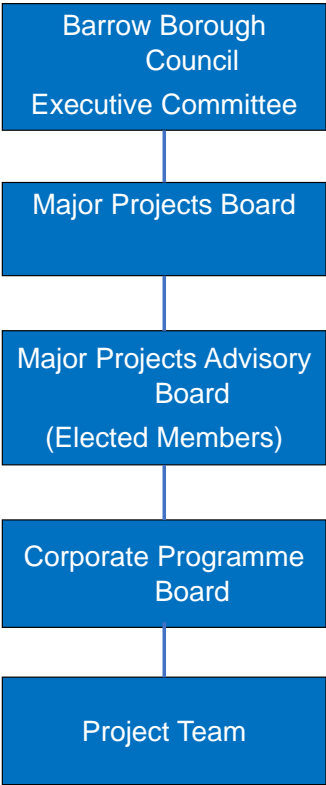
- 1.3 The delivery plan responds to the government's guidance on the preparation of LUF applications (see p11-12 in LUF Technical Note). Table 1.1 sets out how the delivery plan aligns with the LUF application form

Table 1.1 Delivery Plan Requirements		
LUF Application Section	LUF Requirements	Section in Delivery Plan
6.3a	Clear milestones, key dependencies and interfaces, resource requirements, task durations and contingency	Section 3
6.3a, 6.3g	Understanding of roles and responsibilities, skills, capability or capacity needed	Section 2
6.3a	Arrangements for managing any delivery partners	Section 2
6.3a	Engagement of developers/occupiers as needed	N/A
6.3a	Strategy for managing stakeholders and considering their interests and influences	Section 4
6.3a	Confirmation of statutory approvals and details of information of ownership or agreements of land/assets needed to deliver the bid	Section 3
6.3a	Any powers/consents needed /obtained, details of date acquired, challenge period (if applicable) and date of expiry of powers and conditions attached to them	Section 3
6.4a	Monitoring and Evaluation Plan; Benefits Realisation Plan	Section 6
General	Ability to spend LUF in 2021/22	Sections 3&4, Appendix A
6.3e and separate attached risk register	Detailed risk assessment which sets out barriers and levels of risk to delivery, appropriate and effective arrangements for managing and mitigating risks, clear understanding on roles, responsibilities for risk	Section 5
6.3a, 6.3g	Evidence of track record and past experience of delivering schemes of a similar scale and type	Section 2
6.2a	Procurement strategy	Section 7

## 2. Project Governance and Management

- 2.1 The governance structure within the Council to deal with major projects including the Barrow LUF project is provided in Figure 2.1 below. The project benefits from a strong governance structure, defined and owned by Barrow Borough Council. The structure is central to robust decision making and underpinning project management processes. Should investment funding be secured, the Barrow LUF scheme will be included in the Council's Capital Programme.
- 2.2 Governance arrangements are broadly structured into two areas: Decision Making and Delivery and Partnership Arrangements. Decision making and delivery for Barrow Borough Council (Barrow BC) is achieved through a committee structure for members and officers with Full Council sitting above the Executive Committee supported by the Council's Corporate Programme Board and Major Projects Advisory Board. The roles of the key bodies are described below:
- **Executive Committee** – Responsible for formulating, co-ordinating and implementing corporate policies and strategies and making decisions that are not reserved for Full Council.
  - **Major Projects Board** – Partnership group that brings together officers from key partners to shape policy and strategy and align funding opportunities. It has oversight of major projects in Barrow to ensure strategic co-ordination. Members at senior level include Barrow BC, Cumbria County Council, BAE, University of Cumbria, and Local Enterprise Partnership.
  - **Major Projects Advisory Board** - Barrow BC Elected Member Group including committee chairs, Leader and Deputy Leader which contributes to place shaping and major projects in Barrow.
  - **Corporate Programme Board** - comprises Chief Executive, Director of Resources, Section 151 Officer, Head of Legal and Governance and Director of People and Place. It is responsible for the governance of Barrow BC project activities to ensure they are properly resourced, managed and controlled at all stages of the project lifecycle.
  - **Project Team - SRO Director of People and Place** - The project team is cross Barrow BC and CCC and will be responsible for the LUF project's delivery. Membership will include Barrow BC's Regeneration and Policy Manager, Strategic Asset Manager, Head of Legal and Governance, Head of Finance from Barrow BC. Plus, Highways Manager and Planning, Place and Enterprise Manager from Cumbria County Council. Leads from the Project Team will regularly report to the Corporate Programme Board.

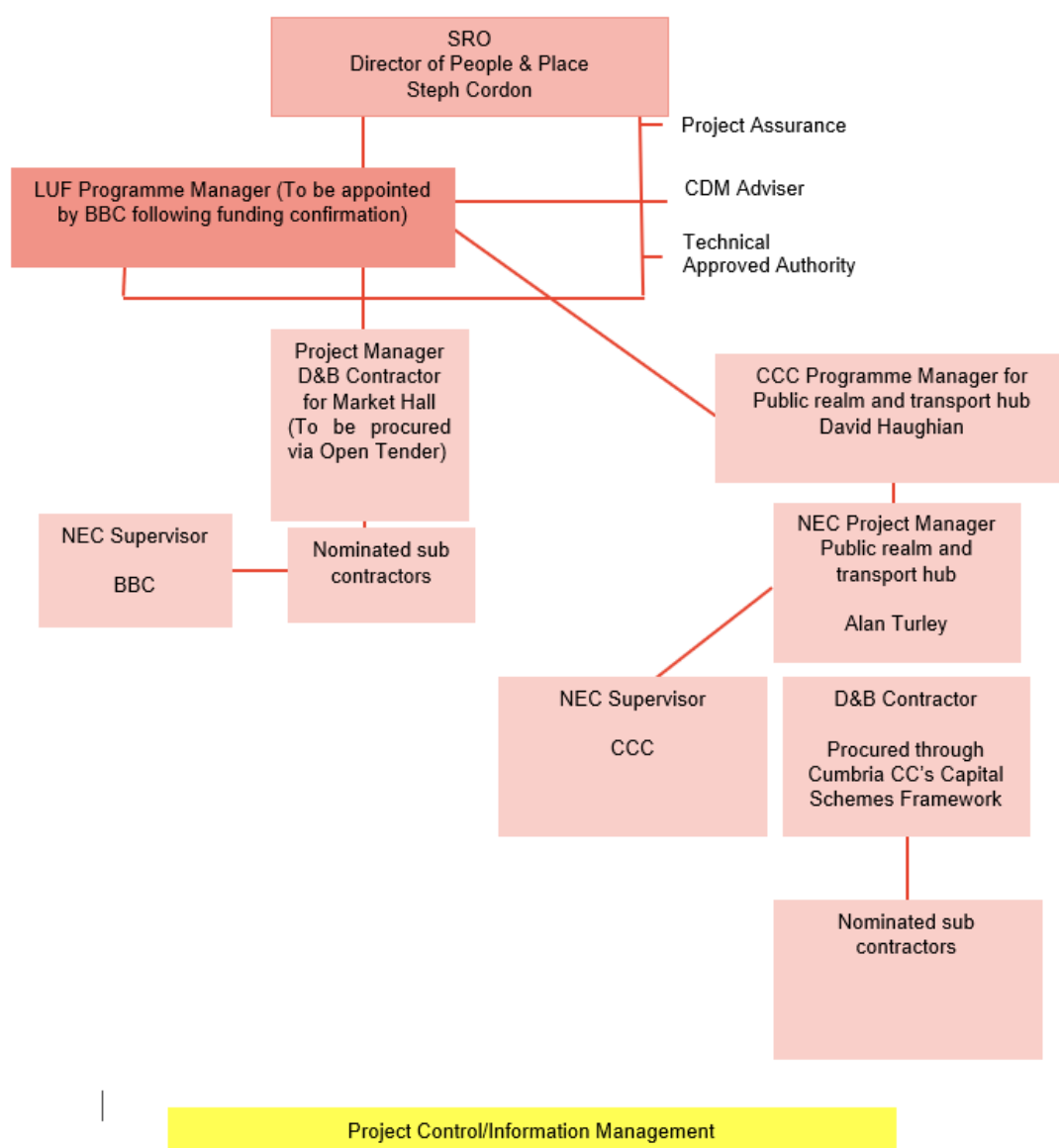
Figure 2.1 Barrow BC Major Projects Governance Structure and LUF Governance



Source: Barrow Borough Council

- 2.3 To meet the timescales as set out by the Government a LUF Project Team will be established to feed into and align with the established governance structure. This team will be made up of appropriate delivery officers from within the Council and project partners. Figure 2.2 below sets out the structure of the LUF Project Team.

Figure 2.2 LUF Project Team



Source: Barrow Borough Council

- 2.4 Barrow Borough Council will oversee the delivery of the works in line with the governance process set out above. Cumbria County Council will deliver the highways/public realm workstream. An allowance has been made within the costings for project management by Barrow Borough Council and Cumbria County Council.

## Project Management

- 2.5 A LUF Programme Manager will be appointed to lead on the development and delivery of projects for Barrow Borough Council. The responsibilities of the Programme Manager will be:
- Leading the work of the LUF Project Team.

- Management of the LUF project throughout its life cycle including delivery of the Market Hall works and being the primary point of contact liaising with Cumbria County Council to manage delivery of the Accessibility and Public Realm improvements element of the programme.
  - Overseeing all technical consultants providing advice on environmental, design and engineering and transport issues relating to the scheme and its delivery.
  - Reporting to the Corporate Programme Board at each project Stage Gate for scrutiny of project resources, timescales and budgets. This provides the transparency and assurance that the scheme is being delivered as efficiently as possible through the Council's Capital Programme, and that all objectives are being met.
  - Coordinating and developing partnerships including the partnership for the LUF project and other complementary activity such as Town Deal.
  - Providing quarterly reviews to the Major Projects Board and Major Projects Advisory Board which will be produced to the quality requirements agreed with the government.
- 2.6 This structure will allow us to maximise the use of best practice from within both Councils in delivering regeneration/government funding programmes.
- 2.7 The LUF Project Team will be responsible for delivering the scheme. It will seek approval from the Corporate Programme Board, in line with the programme, for key elements of work. Where necessary, it will seek authorisation for expenditure or any divergence from the approved scheme, which attracts extra cost or savings. The LUF Project Team will meet monthly to ensure progress is maintained and that all issues are resolved in a timely manner.
- 2.8 Each project will have an appropriate lead officer and they will work closely with the LUF Programme Manager. The Programme Manager and the project leads will work closely as appropriate with the private sector and Barrow BID to support the most effective delivery mechanism for the programme.
- 2.9 The Programme Manager will prepare a report to present at the Corporate Programme Board which are held monthly. This report is the main source of documentation which summarises progress, performance and any change in the scheme. The report will set out the following:
- Progress on each workstream and status update on the scheme;
  - Key activities undertaken since the previous meeting;
  - Key activities to be undertaken before the next meeting;
  - Approvals required before the next meeting;
  - Programme and budget update.
- 2.10 Council officers from a range of disciplines including Development Management, Building Control, Policy, Property Services, Finance and Legal will advise and support the LUF Project Team at all stages.

## Project Management Framework

- 2.11 The project will be managed in accordance with the Council's Project Management Toolkit. The toolkit is aligned to Association of Project Management (APM) principles and has been adapted to suit the delivery of infrastructure projects within the Council's governance structure and used to deliver the annual Capital Programme. The four lifecycle stages are:
- 1) Initiate (Outline business case);

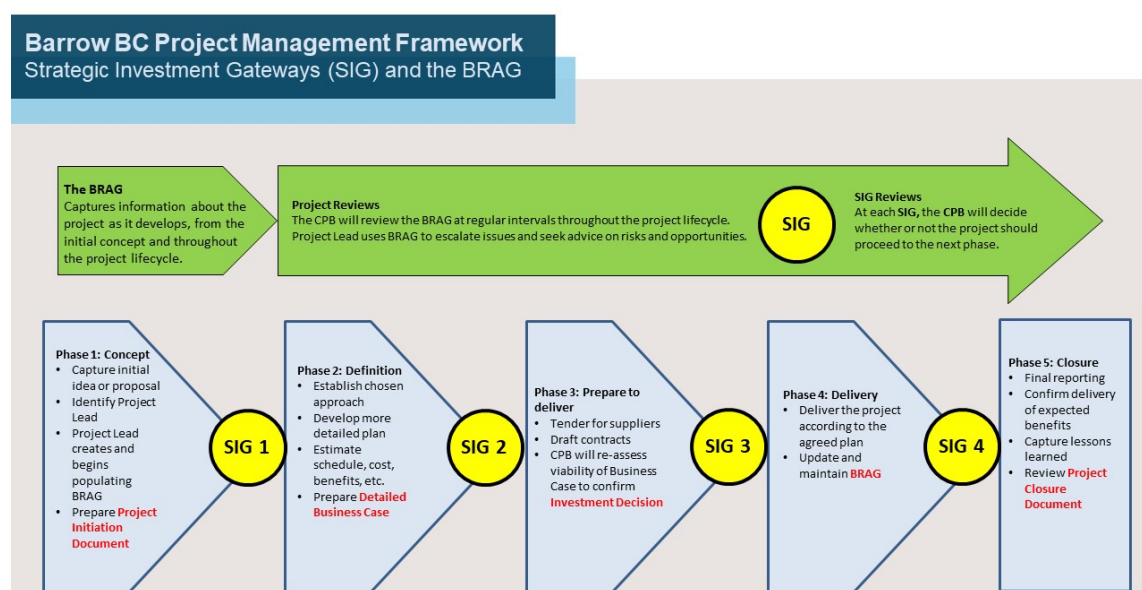


- 2) Define (Full business case);
- 3) Deliver (RAG reporting);
- 4) Close (Project closure).

2.12 The project management framework used by Barrow BC has two key components:

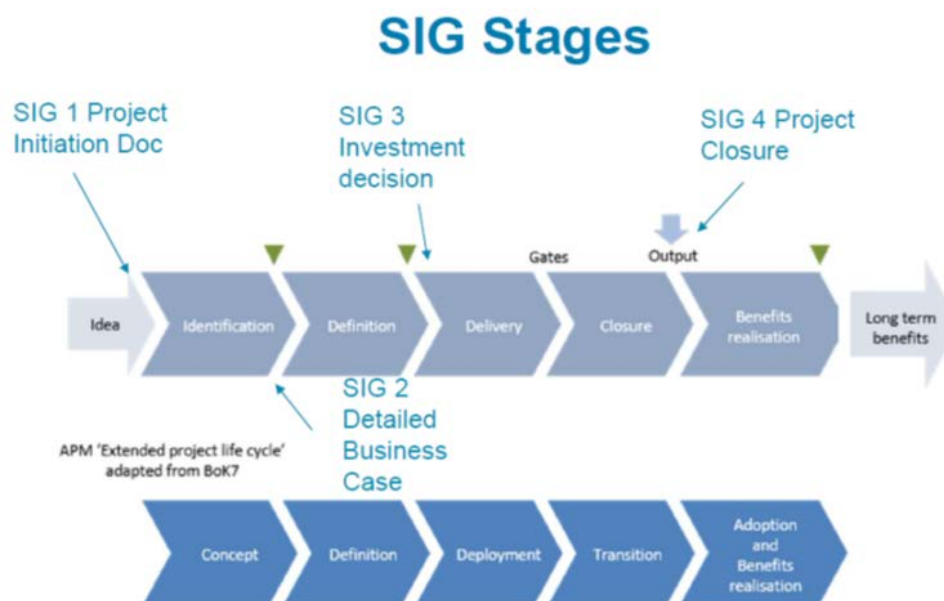
- Strategic Investment Gateway Reviews – support gateway reviews of key projects at agreed milestones in the project;
- BRAG progress reports – for review by the Corporate Programme Board on a monthly/quarterly basis.

Figure 2.3 Barrow BC Project Management Framework



2.13 Both Barrow BC and CCC have adopted the SIG process to support gateway reviews of key projects at agreed milestones in the project. This approach strengthens internal governance within both authorities and ensures that appropriate governance has been followed throughout the lifetime of the project.

Figure 2.4 SIG Stages



## Arrangements for managing delivery partners

- 2.14 The Barrow Market Hall project will be delivered directly by Barrow Borough Council. The public realm and accessibility improvements will be delivered by Cumbria County Council.
- 2.15 Barrow Borough Council will enter into a collaboration agreement with Cumbria County Council which will outline the fact that Barrow BC has received funding and that Cumbria CC will be supporting delivery of their project. The agreement will outline the relevant roles and responsibilities of each party. A similar approach has been adopted by Cumbria County Council on their Future High Street Fund projects in both Carlisle and Allerdale. The agreement will set out the scope of works to be delivered by the County Council, the interface with Barrow BC works, the available budget and the programme. Barrow Borough Council will remain responsible for achieving the outcomes and outputs as set out in this application.
- 2.16 The Programme Manager at Cumbria County Council will produce monthly progress reports and updates on project financial outturn and risks which will be reviewed by Barrow Borough Council's LUF Programme Manager.

## Skills and Experience

- 2.17 Both Barrow Borough Council and Cumbria County Council have strong track records of successfully delivering major projects. Barrow BC has recently completed the construction of a £3 million Business Centre on the gateway to Barrow Waterfront Business Park with funding from ERDF, and a major landscaping project on Barrow Island.
- 2.18 Cumbria County Council has completed many major infrastructure schemes and public realm enhancements across Cumbria including in Barrow. It has a Capital Programme of c.£130 million per annum which comprises a range of property, infrastructure and maintenance schemes.
- 2.19 A list of relevant major projects is provided in Table 2.1 overleaf. This demonstrates the breadth of experience, systems and processes in place to undertake schemes of this scale and type, and

therefore the Councils' capabilities and capacity to deliver the projects set out within the Barrow LUF application.

Table 2.1 Examples of Relevant Major Projects					
Scheme	Delivery Body	Description	Date Completed	Contract Type	Approx. Value
Waterfront Gateway Managed Business Centre	Barrow BC	Construction of serviced offices as part of strategic gateway into Barrow Waterfront Business Park	March 2020	Joint Contracts Tribunal (JCT)	£3m
Maritime Streets, Barrow Island	Barrow BC	Landscaping project including capital works to the highway and Section 278 agreement with Cumbria County Council	2017	JCT	£1m
Town Deal	Barrow BC	Secured Towns Fund investment for 7 major projects, with Barrow BC as accountable body and lead for 3 of the projects. Currently developing full business cases for submission to government.	Ongoing	Agreed Heads of Terms	£25m
Marina Village	Barrow BC	Partnership with Cumbria County Council to remediate part of brownfield site and enable delivery of 100+ homes	March 2024	Various	£4m
High Street Heritage Action Zone	Barrow BC	Grant awarded for works to rejuvenate Duke Street, including property enhancements, feasibility studies and public realm improvements to restore and enhance the historic character of the high street, improve opportunities for housing development and provide strong cultural programmes .	2024	Historic England Standard Agreement	£1.1m
Low Carbon Barrow	Barrow BC	Investment in carbon emissions reduction demonstrator projects including energy efficiency projects, electric vehicle charging infrastructure and a zero carbon programme at Piel Island.	2024	Various	£2m

Scheme	Delivery Body	Description	Date Completed	Contract Type	Approx. Value
Infrastructure Recovery Programme	Cumbria CC	Major programme of repair and replacement to the County's road and bridges following unprecedented storm damage in November/December 2015	2016 -2019	New Engineering contract (NEC)	£120m
Carlisle Southern Link Road	Cumbria CC	New highways link to enable delivery of St. Cuthberts Garden village	2015 - ongoing	NEC	£112m
South Ulverston Highway Improvements	Cumbria CC	Package of junction improvements and new access road to support employment and housing	2016-2018	NEC	£4.5m
Barrow Highway improvements	Cumbria CC	Package of road widening, junction improvements, and major bridge refurbishment.	2018-2021	NEC	£6.5m
Bransty Junction Public realm scheme and junction improvements	Cumbria CC	Junction improvement and public realm scheme in Whitehaven to support economic development	2018-2021	NEC	£2.5m

## Experience of Key Team Members

- 2.20 The programme and project managers leading the delivery of the LUF project will all have experience at managing and overseeing NEC contracts and Design and Build contracts. The key individuals, their roles and relevant experience are summarised in Table 2.2 below.

Table 2.2 Named Individuals, Role & Experience		
Name	Responsibility	Experience
Steph Cordon, Director of People and Place	Senior Responsible Officer	16 years' experience in the public sector in high level strategic policy setting, commissioning, procurement
LUF Programme Manager (to be appointed)	Programme Management of LUF projects and direct project management responsibility for the indoor market	Minimum of 10 years' experience of managing complex property and infrastructure projects, utilising NEC forms of contract.
David Haughian (Programme Manager)	Programme management of the accessibility and public realm elements of the LUF Bid and interface with Barrow BC.	16 years' experience of managing a range of property and infrastructure projects, utilising the NEC forms of contract.
Alan Turley	NEC project manager for the public realm and accessibility improvements	Over 20 years' experience of managing highway related projects for the County Council with a comprehensive understanding of the administration of the NEC Contract
NEC Supervisor	Providing site supervision on the project during the delivery phase.	The NEC supervisor will have a minimum of 10 years site experience and will either be appointed via an agency or drawn down from Cumbria CC's pool of inhouse NEC Site supervisors.

Source: Barrow Borough Council

### 3. Project Plan

#### Key Milestones

- 3.1 A detailed schedule of the project's milestones, resource and dependencies is shown in Appendix A. A summary of key milestones, resources required and dependencies is set out in Table 3.1 below.

Table 3.1 Key Project Milestones				
Stage	Milestone	Date	Resource	Dependencies
Initiation	Secure LUF funding approval from MHCLG	01.08.21	Barrow BC - SRO	Complete Barrow LUF application
Initiation	Barrow BC enter into funding agreement with MHCLG	01.09.21	Barrow BC - SRO	Secure funding approval from Barrow LUF
Delivery	Demolition consent for empty retail unit and Dalton Road properties secured	15.12.21	Barrow BC - SRO	Site surveys and procurement of demolition contractor
Delivery	Demolition works commence on empty retail unit and Dalton Road units and site secured	30.01.22	Barrow BC - Programme Manager	Demolition consent secured
Delivery	Demolition works completed on empty retail unit and Dalton Road units	30.04.22	Barrow BC - Programme Manager	Demolition contractor appointed and consent secured
Design	RIBA 3 design of Market Hall completed	31.03.22	Barrow BC - Programme Manager	Procure RIBA 3 designer
Design	RIBA 3 design of Public realm/accessibility completed	31.04.22	Cumbria CC - Programme Manager	Procure RIBA 3 designer
Design	Indoor Market Planning Permission and listed building consent secured	30.07.22	Barrow BC - Programme Manager	Outline designs completed
Design	Accessibility project Planning Permission and listed building consent and TRO's secured	30.07.22	Cumbria CC - Programme Manager	Outline designs completed
Design	Indoor Market Detailed design completed	30.11.22	Barrow BC - Programme Manager	Designs signed off by Project Board
Design	Public realm and accessibility project and detailed design completed	01.01.23	Cumbria CC - Programme Manager	Designs signed off by Project Board

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Stage	Milestone	Date	Resource	Dependencies
Delivery	Market traders relocated temporarily	01.11.22	Barrow BC - Programme Manager	Alternative premises secured for hosting market traders
Delivery	Indoor market works commence on site	05.01.23	Barrow BC - Programme Manager	Principal contractors price and method statement approved
Delivery	Public realm and accessibility project works commence on site	01.04.23	Cumbria CC - Programme Manager	Principal contractors price and method statement approved
Closure	Indoor market works completed	15.03.24	Barrow BC - Programme Manager	Works delivered as per specification
Closure	Public realm and accessibility project works completed	30.03.24	Cumbria CC - Programme Manager	Works delivered as per specification and stats diversions completed
Closure	End of defects liability - Indoor market	15.03.26	Barrow BC - Programme Manager	All defects identified resolved
Closure	End of defects liability - Public realm and accessibility project works	30.03.26	Cumbria CC - Programme Manager	All defects identified resolved

3.2 As stated earlier, both Councils have adopted the Strategic Investment Gateway Process. This means that, at key milestones within the programme, the Senior Management Team within each respective Council will review whether their project can move to the next development gateway. One of the most critical gateways is Gateway 3 – Investment decision stage. This stage is before award of the Construction works to the D&B contractors. At this stage the Councils' respective management teams will:

- Confirm the full business case and benefits plan;
- Confirm that the objectives and desired outputs are still aligned with the project and the Council plan;
- Check that all necessary statutory and procedural requirements were followed;
- Confirm that the recommended decision is likely to deliver the specified output/outcomes on time, within budget, quality and will provide value for money;
- Ensure that management controls are in place to manage the scheme through to completion;
- Confirm there are plans for risk, issue and change management (technical and business).

3.3 This strong governance helps to prevent some of the most common causes of project failure and ensures that programme and potential cost overruns are minimised.



- 3.4 The Project Plan will be updated monthly by the LUF Programme Manager and presented to the Corporate Programme Board. Updates will be presented to the Major Projects Advisory Board (elected members) on a quarterly basis. Updates will also be presented to the Major Projects Board (external stakeholders) on a regular basis to ensure the LUF continues to align with wider town activities.

## Stages 1 and 2 Initial Technical Work (Completed)

- 3.5 Initial design, costings and other technical work on the project including options development, demand modelling and economic appraisal were completed by Cushman & Wakefield, OPEN and WSP in the period to June 2021. This included RIBA 1 and 2 designs.

## Stage 3 Preliminary Design (to Planning)

- 3.6 Stage 3 tasks will be procured and delivered through a design contract procured through the Professional services framework. Cumbria County Council will procure the works for the accessibility and public realm improvements through the same Framework.
- 3.7 These work activities to progress the scheme from the concept design, through to preliminary design to the planning application/listed building submission, are critical to the project's successful delivery. This stage will take the design from concept to outline and include workshops with stakeholders at key stages of the design development. The preliminary design activities, once complete, will further define the project details and inform the final delivery cost.

## Stage 4 Statutory Process

- 3.8 Stage 4 includes several key activities, including:
- the planning approval process for the indoor market and the accessibility improvements;
  - listed building consents are required for the external works to the indoor market and accessibility improvements due to their proximity to the Grade II listed Town Hall;
  - Demolition consents for the Dalton Road properties and empty retail unit at the rear of the indoor market. This is an early on-site deliverable and will be delivered separately via a mini competition. **This will allow a demolition contractor to be appointed in 21/22 and works to commence within this financial year.**
  - Amendments to the traffic regulation order will be required to legally advertised and approved by Cumbria CC's Barrow Local Committee.
- 3.9 The planning application will necessitate collation of appropriate information in line with government legislation. The application will enable the case for the scheme to be put forward by experts and interested parties; including due opportunity for challenge. It is not anticipated the planning application will include the submission of an Environmental Impact Assessment or Environmental Statement. Time is programmed for the preparation of the planning application and corresponding timescales for the planning period.

## Stage 5 Construction Preparation

- 3.10 The detailed design process effectively creates the pre-construction documentation. It will incorporate changes required by the statutory processes such as any planning conditions or amendments. The detailed design will be undertaken by D&B Contractors.

- 3.11 Production of a works tender document is a critical path element – it clearly defines the scope of the scheme, describes any unduly onerous risks, and transfers knowledge on any health and safety concerns. This helps ensure the Contractor's tendered price is sufficient to cover the entire works, thereby increasing cost certainty to the Council.
- 3.12 During this period, the risk register and risk management plan will be continually updated and reviewed to ensure all foreseeable risks are captured. Each risk will be assigned to the party best able to manage that risk with an associated mitigation strategy recorded. Activities considered to be wholly within the contractor's control will be identified as Disallowed Costs under the NEC contract. This further incentivises the contractor to control their activities to ensure the project is completed on time and to budget, and reduces the risk to the Council.
- 3.13 The Full Business Case (FBC) will also be delivered through Stage 5, updating this Outline Business Case to provide all the necessary and time-critical information for an internal investment decision. It will form a key element of the Stage Gate Assessment Review, prior to the construction contract being awarded. This is the last decision point for the Council to commit the resources to construct the scheme.

## Stage 6 Construction

- 3.14 Stage 6 represents the main construction works activities and will be delivered by the D&B Contractors following approval of their Stage 2 price by Barrow Borough Council and Cumbria County Council for their respective contracts.
- 3.15 The contracts will be administered by a Programme Manager within Barrow BC's and Cumbria CC's Project Team.
- 3.16 During 21/22 the key activities which will generate spend are summarised as follows:
  - 1) Preliminary design of the indoor market;
  - 2) Preliminary design of accessibility project and public realm enhancements;
  - 3) Demolition of redundant properties on Dalton Road and empty retail unit at the rear of the indoor market via a separate demolition contract;
  - 4) Programme management fees;
  - 5) Survey costs, including but not limited to Demolition and refurbishment surveys, bat, bird, drainage, topographical surveys, Ground penetrating radar surveys, measured building surveys.

## Key Dependencies and Interfaces

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- 3.17 The key dependencies and interfaces include:
  - 1) Securing LUF investment, without which the projects will not proceed.
  - 2) Completion of surveys and consents to proceed with demolition of empty retail unit at rear of market and Dalton Road properties (by end January 2022). On award of the LUF funding, Barrow BC will proceed with intrusive surveys on these buildings e.g. measured building surveys, asbestos and structural surveys. In parallel a specialist demolition contractor will be appointed via a mini competition in order to allow works to commence in 21/22.

- 3) Obtaining planning consents, including for listed building works, as described below (Q1 2022-3). Early pre application engagement with the planning authority (Barrow BC), historic England and Cumbria CC's traffic team will ensure that designs and traffic regulation order amendments are developed in a form that is most likely to secure consent. Wider stakeholder engagement activities and taking on board the views of local businesses, market traders and residents will increase the likelihood of consents being obtained in a timely manner. Without planning consents and listed building consents the schemes will not be able to proceed to detailed design phase.
- 4) Barrow BC securing premises for temporary accommodation of Market Traders (Barrow BC responsibility backed by a Relocation Strategy), and scheduled for November 2022. Accommodation for the temporary relocation of the existing market traders during the main construction works will be secured. The relocation property will be in the general locality of the existing Market Hall and will be sourced and secured by Barrow BC Property Services Group. The relocation will be planned and managed to keep any business interruption to a minimum. Further information on the relocation strategy is provided later in this section of the delivery plan.

3.18 All land required for this project is in Local Authority ownership. Therefore, no land needs to be acquired to deliver the project, which derisks the scheme.

## Consents

- 3.19 There are a number of consents required which inform the phasing and delivery of the scheme. These are set out in Table 3.2 below.
- 3.20 A key early deliverable (21/22) for the Barrow LUF project involves the demolition of the vacant retail unit at the rear of the Market Hall and three properties located on Dalton Road, to facilitate the creation of an improved pedestrian connection from the main shopping core to the indoor market and an improved entrance to the Market Hall. Surveys to inform the demolition consent will be undertaken on announcement of the LUF funding and demolition consent sought before the end of 2021, with demolition works taking place prior to March 2022.

Table 3.2 Consents Required			
Consent	Description	Timeframe	Mitigation
Demolition consents	Demolition consents for Dalton Road properties and empty retail unit at the rear of the indoor market.	Dec 2021-Feb 2022	Asbestos surveys, bird and bat surveys will commence on funding award to ensure early delivery of the demolition works. To inform this application, existing asbestos information has been reviewed and indicative quotes obtained from the supply chain.
Planning & listed building consent – Indoor market external works	Planning consent is required for external works to the indoor market. Due to its proximity to the Grade II listed Town Hall, listed building consent is required.	Apr-Jun 2022	Early engagement with Barrow Borough Council Development Management Team as the planning authority, including officers with conservation specialisms. This will ensure that designs are acceptable and consider setting of the listed building. Early pre app discussions

Consent	Description	Timeframe	Mitigation
			have taken place and no major issues identified. Both Councils have regular engagement with Historic England to ensure buy in to the scheme, and these will continue as designs are development.
Planning & listed building consent – Accessibility improvements	Due to its proximity to the Grade II listed Town Hall, planning and listed building consent is required.	May-Jul 2022	Early engagement with Barrow Borough Council planning authority to ensure that designs are acceptable and consider setting of the listed building. Early pre app discussions have taken place and no major issues identified. Both Councils have regular engagement with Historic England to ensure buy in to the scheme, and this engagement will continue as designs are developed.
Amendments to Traffic regulation orders	Amendments will be required to the existing town centre traffic regulation order to facilitate the accessibility project.	July 2022	Early engagement with Barrow Local Committee has demonstrated support for the scheme in principle. Further engagement with residents, local businesses and Members will continue during the preliminary design stage.

## Temporary Relocation of Existing Market Hall Stallholders

### Principles

- 3.21 In addition to repositioning the physical fabric of the Market Hall, the Market Hall project provides Barrow BC with the opportunity to deliver a step change in the market offer to better align the expectations of users. The Market Management Team has been running a successful initiative over the last couple of years to support new businesses to test their offer in the market. Whilst this initiative has been successful, its potential impact has been constrained by the physical condition of the existing market hall. The outcome of the LUF project will be a market offer which continues to serve the needs of local residents but also attracts more affluent users including workers from local businesses within the Town Centre including BAE/other major employers and visitors from Cumbria and beyond.
- 3.22 The current proposal includes additional market stalls, an area which will be dedicated to supporting new businesses to try the market with the aim of supporting them to be able to take up permanent space in the town (reducing voids). The proposal also includes a soft play area (targeted at families) and an expanded F&B offer (targeted at families, visitors, tourists and our well paid workers).
- 3.23 Currently some of the existing stallholders only operate their stalls on a part time basis and therefore some stalls are “closed” when the market is open. Following the refurbishment, it is proposed that the market will be open longer hours, including potentially in the evening, and additional days. It may be that some stallholders will not want to take up this opportunity.

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Discussions will also need to take place with some stall holders about their leases in recognition that their stall is not viable – there are a number of existing tenants with medium term rent arrears.

### Temporary Relocation of Stallholders

- 3.24 The scale of the works to the market will be such that it will be necessary to temporarily close the market and relocate existing stallholders in an alternative location. The period of this relocation will be optimised to minimise the impact on the stallholders and ensure the most efficient build.
- 3.25 Once the funding is confirmed, one to one discussions will be undertaken with the existing stallholders to understand their future requirements and their fit with the revamped market hall. The findings of these consultations will support our relocation strategy and the detailed design of the new market stalls.
- 3.26 The requirements of those stallholders who do want to be relocated temporarily will be collated to determine the quantum of space which will be required. There are a number of vacant units within the town centre and we will negotiate with the landlords to determine the optimum building in terms of site, cost and also location. We will seek to identify a temporary market hall which is as close as possible to the existing market hall to maintain the profile of the market and footfall in the heart of the town throughout the works. This will be reinforced through communication via #BrilliantBarrow to keep all stakeholders informed of progress.

### Indicative Phasing

- 3.27 The phasing of the relocation of stallholders will align with the delivery programme as follows:
  - Phase 1 – negotiations to understand who will need to be relocated and determination of the quantum of space required for a temporary market stall (during design and contractor appointment);
  - Phase 2 – relocation – to align with when the contractors need to start on site (assume 1 month);
  - Phase 3 – operation of temporary market hall (during construction phase);
  - Phase 4 – relocation back into transformed market hall (to align with the opening of the Market Hall).

### Costings

- 3.28 The management costs of the Market Hall are already covered by Barrow BC and a revamped market hall capable of attracting more viable stallholders means that Barrow BC is likely to be able to reduce its subsidy in the market hall and in the longer term a surplus will be achieved which can be reinvested back into the centre. The projects costs do include a budget for relocation costs to cover legal fees linked to negotiations with current tenants and costs included with the temporary relocation of stallholders etc.

## Assurance and Approvals

- 3.29 Steph Cordon, Director of People and Place oversees the delivery of the Council's annual Capital Programme. The scheme will be included in the Council's Capital Programme, and managed by the Barrow LUF Programme Manager, who will oversee all elements of the scheme. The Programme Manager is responsible for reporting to the Corporate Programme Board and Barrow BC's Executive Committee and ensuring all executive decisions (Officer decision records, SIG approvals) are in place in advance of works progressing.

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- 3.30 Procurement of all elements procured by Barrow Borough Council and Cumbria County Council will require approval by the respective legal and finance teams and follow their contract procedure rules. Works over £500k procured by Cumbria CC need to be advertised in advance on the forward plan.
- 3.31 The SRO and Corporate Programme Board will have responsibility for the assurance of all workstreams, or will identify the relevant personnel to provide this assurance.

## 4. Communication and Stakeholder Management

- 4.1 The stakeholders targeted in the Stakeholder Communications Plan for our Levelling Up Fund proposals are set out in Table 4.1 below.

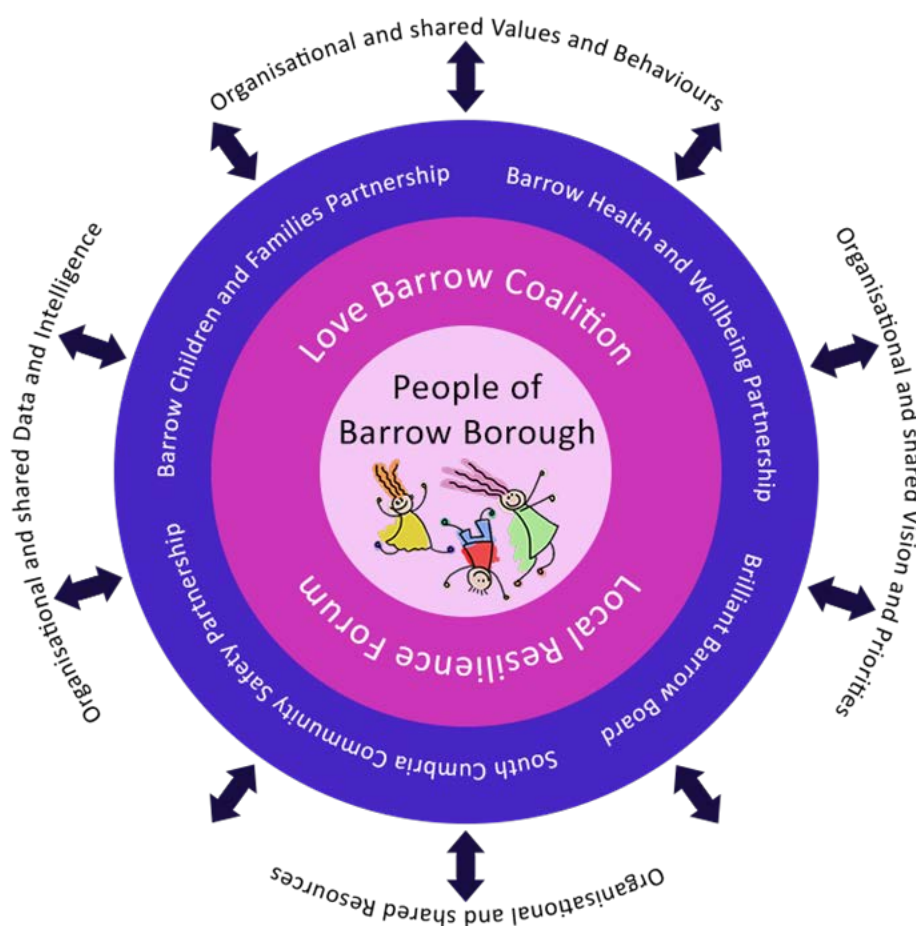
Table 4.1 Stakeholder Communications Plan		
Stakeholder	Stakeholder Role	Communications Channels
General Public	<ul style="list-style-type: none"> <li>Wider community view</li> <li>Equalities impacts</li> </ul>	Social media Traditional media Direct engagement
Traders	<ul style="list-style-type: none"> <li>Commercial view of proposed changes</li> <li>Aesthetic view of proposed changes</li> </ul>	Borough Council Market Liaison Committee Direct engagement Market Staff
Businesses	<ul style="list-style-type: none"> <li>Commercial view of proposed changes</li> <li>Aesthetic view of proposed changes</li> <li>Interaction with Town Centre</li> <li>Strategic economic opportunities</li> </ul>	Barrow BiD Meetings/Forums Social Media Traditional media Direct engagement
Barrow BiD	<ul style="list-style-type: none"> <li>Commercial view of proposed changes</li> <li>Aesthetic view of proposed changes</li> <li>Interaction with Town Centre</li> </ul>	Direct engagement Forums / Meetings
Community Sector	<ul style="list-style-type: none"> <li>Wider community view</li> <li>Equalities impacts</li> <li>"hard to reach" groups</li> </ul>	BCLRF Direct engagement Social media Traditional media
Public sector partners	<ul style="list-style-type: none"> <li>Statutory service opportunity</li> <li>Linking with key services</li> <li>Strategic opportunities</li> </ul>	BCLRF Direct engagement
Residents groups	<ul style="list-style-type: none"> <li>Wider community view</li> <li>Equalities impacts</li> <li>"hard to reach" groups</li> </ul>	BCLRF Direct engagement
Bus Operators /Transport Reps	<ul style="list-style-type: none"> <li>Commercial view of proposed changes</li> <li>Aesthetic view of proposed changes</li> <li>Interaction with Town Centre</li> </ul>	Direct engagement Workshops / Meetings

- 4.2 As a key part of Barrow Borough Council's Covid-19 recovery plan (illustrated in Figure 4.1, below), the Council are working closely with key organisations from the Barrow Community Local Resilience Forum (BCLRF) to develop and implement an Engagement Framework which will help link key strategic decision making partnerships with the residents of the Borough, to ensure:
- Equal opportunity for residents to shape and influence policy making;
  - More effective and efficient partnership work on engagement;

- Exploit engagement opportunities more widely and consistently across the whole public and community sector remit;
- Exploit engagement outputs more widely and consistently across the whole public and community sector remit;
- Provide a "pick and mix" of engagement techniques that all organisations can use;
- Share engagement resource more effectively across all partners;
- Have a single point of access engagement outcome depository that can be utilised by all partners;
- Have an online platform where residents can share their views and ideas 24/7 without the need for a "formal engagement" opportunity.

4.3 The development and implementation of this collective engagement vision will help to shape and deliver the projects within the LUF bid, in the same way it will do for the Town Deal projects. It also ensures that residents do not suffer "engagement fatigue" and allows a more joined up, consistent approach to all activity across the Borough.

Figure 4.1 Visual representation of *The Barrow Way* the Borough Council's Covid-19 recovery plan





- 4.4 Future engagement will be co-ordinated by Barrow Borough Council using the methods established by the #BrilliantBarrow Communications and Engagement Group, which is made up of partner organisations that are delivering the Barrow Town Investment Plan and Towns Fund projects. Broadly the original aims and objectives established by the group will be adopted to deliver a co-ordinated approach to community/stakeholder engagement, both within the LUF project and in tandem with other engagement being undertaken by partners, throughout the lifetime of the project.
- 4.5 The proposed approach to communications is based on good practice and seeks to be mindful that activity influences the reputation and perception of Barrow-in-Furness and local partners. We will be aware of this in all our communication and engagement initiatives, actions and publications:
- 1) Every contact we make or receive provides an opportunity to engage with stakeholders. We will pay attention to all 'touch points';
  - 2) We recognise the need to be open and transparent, where possible, about how the deal is progressing. Managing expectations and listening to local people; and
  - 3) Communication and engagement are essential to understand how people are experiencing the changes in the local community and what their priorities are.
- 4.6 In keeping with these principles our communication and engagement activity should be:
- Clear, timely and accurate;
  - Targeted and appropriate avoiding a 'scatter-gun' approach, which can be less effective;
  - Accountable to the Project Team, Accountable Body and Government where appropriate;
  - Planned, consistent and professional;
  - Two way - with feedback considered in every interaction.
- 4.7 It should also:
- Build a consistent and clear story of the Levelling Up Fund and complementary investment such as the Town Deal and other town centre improvement schemes;
  - Take a coordinated Barrow-wide approach;
  - Be put into context and linked into the 'bigger picture' (with Barrow Borough Council's Strategic vision in mind when creating messages);
  - Use all available channels and techniques that are appropriate to the audience;
  - Be meaningful and provide a feedback mechanism at all times;
  - Be mindful of all the partners when sharing information.
- 4.8 If funding is awarded as the Levelling Up Fund activity progresses and focuses on the delivery of the specific projects it is planned to utilise the comprehensive community partnerships that were established as part of the Barrow Community Local Resilience Forum during the Covid-19 national crisis to plan, share and deliver communication and engagement. A collaboration of public, private, third and community sector organisations that are embedded across the Borough meets on a fortnightly basis and provides a network of key organisations, groups and individuals that effectively represent the whole community. It is available for the Communication and Engagement group to target specific communications and engagement, or to carry out broader "project-wide" work. The group is regularly updated and mapped and is a great resource for disseminating and delivering engagement activity across the Borough.

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- 4.9 Mapping is underway to identify underrepresented groups (and particularly those who would qualify as having protected characteristics under the Equalities Act 2010) to ensure those that are "hard to reach" are afforded full opportunity to engage and participate. There will be concerted efforts to engage with those who suffer digital vulnerabilities through the provision on non-digital materials and we will target children and young people using the education network and the Futures Board, a group of children and young people from a variety of socio-economic backgrounds, who are committed to participating in the forward engagement plan.
- 4.10 Throughout the lifetime of the project we will review and analyse the engagement undertaken and the feedback received, in order to provide regular updates in line with other monitoring and evaluation, of what has been delivered to date against each element of the proposals and how it delivery could be improved for future activity. This will include a review of which organisations have contributed resource and where the gaps are for future activity. Providing regular feedback, updates and amendments with stakeholders and residents will give them confidence that their views have been taken on board, particularly at design stage.
- 4.11 Monthly and weekly reporting structures between the Project Team and the Communication and Engagement group will be established to include Levelling Up Fund project management within the Council's wider Project Management programme. There is an effective and established method of partnership working which will be reviewed and refined as appropriate.
- 4.12 Reporting structures are in place as described above. The #BrilliantBarrow website and social media channels allow for two way communication with the general public and will be developed and integral in updating residents and visitors on progress.
- 4.13 Partnership working is effective and embedded but will be reviewed throughout the lifetime of the project. The diverse nature of the Communication and Engagement group, allows for effective partnership working. The BCLRF structure is both comprehensive and reflective of the community that it serves. Meeting regularly, and communicating virtually in between, it offers a "one-stop-shop" for effective communication and engagement using a variety of channels.
- 4.14 The structures described above offer good opportunity to feedback across partners and the wider-community. Feedback structures will be identified as a key deliverable for all communication and engagement activities in the detailed Stakeholder Communications Plan which will be drawn up should funding be awarded.
- 4.15 Regular and quality evaluation is key to guiding the Stakeholder Communications Plan as the project develops. The reporting and feedback structures (monthly to Corporate Programme Board and weekly to Project Leads) will evaluate and capture learning to guide the next steps. This allows the Engagement Plan to be a "live" document that can react to success or failure of activity, linking the outcomes to the project objectives and altering the focus should there be a need.

## 5. Risk Management Strategy

### Approach to effective risk management

- 5.1 Barrow Borough Council recognises that effective risk management is critical for a project's successful delivery. The Council's governance structures are built around risk, as it sits firmly on the agenda of Directorate and Senior Management Team meetings and is reviewed regularly by Elected Members. Risks are also reviewed at Strategic Project Gateways as part of the SIG process.
- 5.2 For the Barrow LUF project, a systematic approach has been adopted to risk management, to understand the scale and likelihood of each identified risk, and to put a strategy in place to manage them through each project stage. This methodology is in line with the Council's Corporate Risk Management Policy and adopting it will help to achieve the scheme's overall objectives.
- 5.3 The LUF Programme Manager will develop the detailed Risk Register and identify those elements of the project plan that require immediate attention. The risk register will also allocate risks when contractors' tenders are being prepared and reviewed. The residual risk can then be correctly allocated to the Council or the contractor.
- 5.4 A risk workshop was held in 2021 to inform the application and was the start of a continual risk review process – in place to ensure the risk register is updated regularly to record any re-rating in risks, changes in actions and relevant comments, risks closed out or expired, and any new risks identified. The risk register will be a controlled document, with each update given a revision number and saved so a progressive record is kept of the risk management process. This will be a valuable future reference to establish how risks evolve and are managed.
- 5.5 Updating the risk register will be an ongoing process, requiring the following steps:
  - **Identify risk** – identify risks and opportunities and enter onto the register. The bulk of initial entries will be created at the risk workshop but will be updated throughout the life of the project;
  - **Identify Severity Rating** – this is the product of the Probability (i.e. likelihood) of the risk occurring, and the Impact it would have, would it to occur; both Probability and Impact are entered as a rating against each risk to produce a High, Medium or Low severity rating;
  - **Identify risk owner** – each identified risk will be assigned an owner, usually by the Project Manager. The risk owner will implement the mitigation strategy, and subsequent actions to reduce or eliminate the risk by a specified date;
  - **Develop Risk Mitigation Plan** – this puts in place the actions that need to be taken to mitigate or eliminate the risk. The Severity Rating will determine what level of action to take; the plan will record the nature and date of actions taken, people responsible (usually the risk owner), the new severity rating following mitigation and any cost implications;
  - **Review Severity Rating** – re-calculate the severity rating following mitigating action through revised Probability and Impact inputs;
  - **Assess residual cost impact** – following mitigation, the cost of each residual risk should be calculated on the basis that it will occur; optimistic and pessimistic costs should be prepared for each risk.
- 5.6 Our current risk register and proposed mitigation are provided in the separate risk register (Appendix E). We set down below the top 5 risks and our approach to mitigation.

Table 5.1 Top 5 Risks and Mitigation

Risk	Mitigation
Actual costs are higher than anticipated	Appropriate due diligence has been undertaken at this Bid Stage. Analysis has been undertaken by specialists and appropriate contingencies have been allowed. Further due diligence will be undertaken on confirmation of the success of our bid and in advice of formal procurement. If costs rise we will need to adapt our proposals to remain within the agreed budget.
Difficulties in procuring contractors	Barrow BC/CC have strong track records in procuring contractors with access to a range of its own and regional frameworks for procurement. The processes and best practice in procurement are tried and tested and an allowance has been made in project timetables. If an established framework could be used to procure contractors this will expedite delivery.
Issues with Planning & Listed Building consents	Although it is acknowledged that the Town Hall is a Listed Building our proposals are seeking to enhance the setting of the building. Our proposals for the Market Hall and surrounding areas also seek to enhance place and as such will support the town centre planning policy objectives. Officers and councillors have been involved throughout the development of the business case and further discussions with relevant officers will take place as projects are refined, e.g. around design, agreeing materials, mitigation of minor impacts, etc.
Lack of demand for market stallholders	Feedback from existing stallholders for our proposals have been very positive. Over the last three years Barrow Market has been running a six week business trial for prospective new traders. It seeks potential occupiers to test the local market. We have welcomed new businesses into the Market Hall who have all signed up to our six week business trial period. This provides us with confidence that our proposed model responds to market demand and show stimulate businesses to test the market and then move on to appropriate space.
Structural issues with the indoor market	We have worked hard to undertake further due diligence to provide us with confidence that our proposed scheme is deliverable, including visual structural surveys of the market.

Source: Barrow Borough Council

## 6. Monitoring and Evaluation (M&E) Plan

- 6.1 Our M&E Plan is set out below. It follows best practice but will be updated to reflect the specific M&E requirements of the Levelling Up Fund when these are published.

### Theory of Change

- 6.2 The objectives our Levelling Up Fund project are:

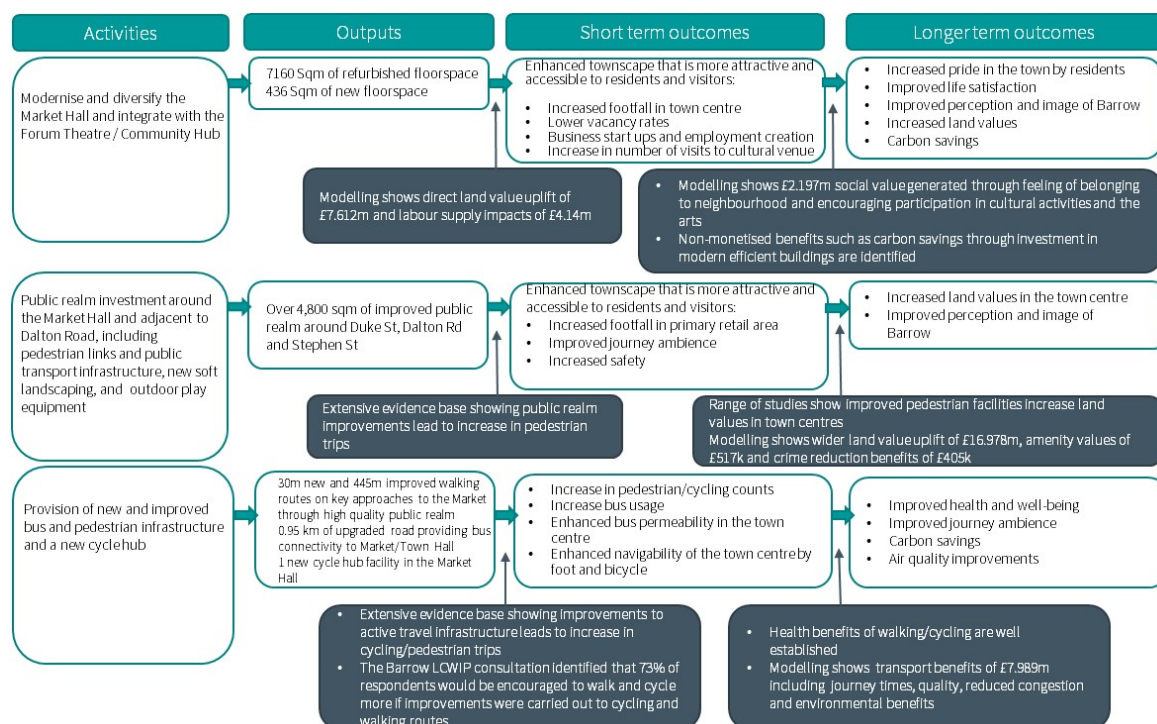
- Transform the role and perceptions of Barrow through an enhanced leisure, arts and culture offer;
- Diversify the town centre by creating a contemporary, attractive, and exciting indoor destination to encourage footfall, resident/visitor dwell time and spend;
- Establish a gateway to the heart of the town with an exceptional sense of arrival which encourages and enables people to use the town centre.

- 6.3 These objectives will be achieved by:

- Modernising & diversifying the Market Hall and integrating it with the Forum Theatre/Community Hub;
- Substantially improving public realm around the Market Hall and between Barrow's retail area and civic/cultural quarter
- Delivering new and improved bus, cycling and walking infrastructure.

- 6.4 Our project and how it meets our objectives is underpinned by the theory of change set out in Figure 6.1 below.

Figure 6.1 Barrow LUF Project Theory of Change



Source: Hatch

## Monitoring and Evaluation Plan Objectives

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- 6.5 Our M&E Plan will contribute to successful delivery of the LUF investment and to maximise its lasting impacts by:
- Generating timely and insightful data enabling us to assess progress and establish whether project activities are delivered on time and on budget;
  - Assess and provide reassurance that LUF bid objectives were met;
  - Capture the economic and social impacts of the investments and the value for money they deliver;
  - Understand any under or over-performance against our targets, identifying where we need to refine our management and maintenance of the Market Hall, our public realm, streets and junctions investments.
- 6.6 Implementation of the M&E Plan is guided by the following key questions:
- Were the investments based on a sound rationale?
  - Have they proved consistent with policy priorities?
  - Did the projects meet their milestones? If not, why?
  - Did project governance, management and delivery structures and processes work effectively? How could they be improved?
  - What quantifiable outcomes are being achieved? To what extent are these attributable to the projects?
  - What was the total cost of the completed projects? Are the economic and social benefits justifying these costs?

## Approach to M&E

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- 6.7 Responsibility for monitoring project performance is the responsibility of Barrow BC and will be led by the SRO and the Programme Manager. The process will involve:
- Assembling baseline data;
  - Tracking progress of project delivery against milestones, working with appointed contractors;
  - Regularly monitoring of expenditure and output indicators, as described in the table below;
  - Collecting and analysing secondary data to track progress on outcomes and impacts.
- 6.8 All information will be stored in a single database enabling progress to be reported regularly and consistently to the Programme Board, Executive Committee and UK Government as required.
- 6.9 We will commission an independent evaluation to assess the impact and effectiveness of the projects. The timing of this evaluation will need to be agreed once the M&E requirements of LUF are clearer. Timing will also determine the scope of the evaluation as it will take some time for several outcomes to materialise.
- 6.10 We anticipate a single stage ex-post evaluation. The tasks will be determined by the independent evaluators but are expected to include:
- Review of policies and background documentation to assess rationale for investment;

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- Analysis of all monitoring data to assess performance against objectives, outputs and outcome targets, and delivery effectiveness;
- Consultations with delivery team and key stakeholders;
- Beneficiary surveys, potentially to include market traders and users, bus operator, representations of communities and visitors.

6.11 Counterfactual impact evaluation methods were considered. However they are not considered feasible given the scale and nature of the project, and the time period likely to pass before impacts can be fully established.

## Monitoring and Evaluation Plan Schedule

- 6.12 The schedule set out in Table 6.1 below summarises each stage of the M&E Plan, provides an overview of the indicators which may be captured by the Project Team or external evaluators, relevant data sources and methods of data collection, and the indicative timing and frequency of data collection. The evidence collected during the delivery of the projects will contribute to reports to the project boards and Barrow Borough Council Executive, and will provide the external evaluator with a data resource for the final evaluation. Baseline data collection and output/outcome monitoring will be proportionate to the resources available for data collection and the scope and quality of data sources.

Table 6.1 Monitoring and Evaluation Plan Schedule

Stage	Indicator	Source/Method of collection	Timing/Frequency
Baseline	Current Market Hall floorspace	Barrow BC – owner/manager	Q3/4 2021/2 – pre-project start
	Public realm in project area	Barrow BC/Cumbria CC – pre-project design inputs	
	Metres of current cycling and walking infrastructure		
	Public transport routes in project area		
	Town centre visitor numbers, footfall and expenditure, town centre	Barrow BC survey data Cumbria Tourism data	Q3 and Q4 2021/2 and post-project completion
	Market Hall visitor numbers and turnover	Barrow BC monitoring data as owner	
	Town centre employment, including Market Hall employment	ONS Business Register and Employment Survey (BRES); Barrow BC Market Hall data	
	Unemployment	ONS claimant count	
	Residential and commercial land values	Barrow BC property data ONS house price data/House Price Index VOA business data	
	Pedestrian/cycling counts in Town Centre project area	Existing pedestrian/cycling survey data - Barrow BC	
	Bus journey and facility use, including journey quality and frequency	Stagecoach data/Barrow BC data	
	Carbon emissions	Barrow BC monitoring (if appropriate data available)	

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	Air quality	Barrow BC/CCC monitoring data (as above)	
	Perceptions of Barrow – residents and visitors	Barrow BC survey/#Brilliant Barrow survey data Cumbria Tourism visitor data	
	Town centre crime	Cumbria Constabulary, data.police.uk	
Input/ expenditure	£ spent directly on project delivery (either local authority or implementation partners)	Barrow BC Project Team	Quarterly
	£ co-funding spent on project delivery (private and public)		
Milestones	% of milestones started on time according to contract	Barrow BC/CCC working with contractors	Quarterly
	% of milestones completed on time		
Outputs	1 improved cultural facility	Barrow BC Project Team CCC Programme Manager	6 monthly
	7,160 sq m of refurbished floorspace		
	4 sites cleared		
	4,800 sq m of improved public realm		
	30 metres of new and 445 metres improved cycling/walking infrastructure		
	0.95 km of improved public transport routes		
Outcomes	Increase in town centre footfall	Barrow BC Project Team – Footfall counters	Year on year monthly % change
	Increase in Market Hall visitors	Barrow BC – Management data	Quarterly post-project completion – duration TBC
	Increase in Market Hall turnover	Barrow BC – Management data	
	Reduction in vacancy rate (town centre)	Barrow BC, using Council property data or survey	Annual – duration TBC
	New businesses started	Barrow BC – business survey	Annual post-project completion – duration TBC
	New town centre jobs created	Barrow BC – business survey	
	New entrants/re-entrants taking up jobs	Barrow BC/Job Centre Plus	
	Increases in visitors to cultural venue (Forum)	Barrow BC/Forum – footfall counter and ticket data	Quarterly year on year-duration TBC
	Increase in walking/cycling activity	Barrow BC Automatic counters and surveys	Annual post-project completion – duration TBC

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	Increase in bus usage and journey quality	Stagecoach and Barrow BC – passenger numbers and quality survey	Quarterly year on year - duration TBC
	Improved air quality	Barrow BC/CCC monitoring	Consistent with current monitoring frequency – Duration TBC
	CO2 emissions reductions – vehicle and building energy efficiency	Barrow BC/CCC monitoring	Consistent with current monitoring frequency – duration TBC
	Reduction in crime	Cumbria Constabulary, data.police.uk	Quarterly year on year – duration TBC
Impacts	Improved resident and visitor perceptions of Barrow	Resident & visitor surveys External evaluator	Post-project evaluation Timing TBC
	Increase in residential and commercial land values	ONS house price data VOA property data Barrow BC property data External evaluator	
	Improved health and wellbeing	NHS/CCG Surveys External evaluator	
	Carbon savings	Barrow BC/CCC data External evaluator	

## M&E Resourcing and Management

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- 6.13 Overall delivery of the M&E Plan will be led by the LUF Programme Manager, supported by the Barrow BC/CCC project team. They will develop monitoring systems and a framework for contractors to report on progress against milestones. Monitoring data will be collated in a data tool to enable consistent tracking against milestones and targets. The Programme Manager will be responsible for reporting to the Barrow BC Executive, the Major Projects Board/Advisory Board, and the Corporate Board, along with any reporting requirements for government.
- 6.14 The evaluators will be appointed through a competitive procurement exercise and will report to the LUF Programme Manager. An evaluation steering group will be convened to oversee the process and review the evaluation's findings and recommendations.

## Benefits Realisation Plan

- 6.15 The Benefits Realisation Plan sets out the expected benefits of a scheme, and the way in which these benefits will be planned for, tracked and realised through scheme implementation, it should be read in conjunction with the Monitoring and Evaluation Plan.
- 6.16 The LUF proposals have been developed and designed to respond to agreed scheme objectives. The success of the projects will be judged on their ability to deliver these objectives, and thus they are key to realising the benefits of the projects and proposal as a whole.
- 6.17 The Benefits Realisation Plan identifies benefits as objectives of the proposals, then sets out how they will be experienced, who will benefit and how the benefit will be targeted and over what timescale. The Monitoring & Evaluation Plan describes the data that will be collected to check progress in delivering the scheme's benefits, and how it will be assessed to show that the projects have fully delivered the anticipated benefits.

Table 6.2 Indicative Benefits Realisation Plan

Objective/Benefits	Measure/Benefit Experienced	Target/ Who will benefit	Timescale/ Benefits realised
Transform the role and perceptions of Barrow	<ul style="list-style-type: none"> <li>Increased pride in residents</li> <li>Increased attractiveness to non-residents to come to work, or move to Barrow to live</li> <li>Revitalisation of existing retail, leisure and commercial offer</li> <li>More made of heritage of Barrow</li> </ul>	<ul style="list-style-type: none"> <li>Residents, local workers and employers, local businesses and community groups, visitors to Barrow, future developers and investors, education providers</li> </ul>	21/22 – 24/25
Provide enhanced leisure, arts and culture offer	<ul style="list-style-type: none"> <li>Enhanced entrance to Forum will drive footfall to the theatre and encourage linked visits</li> <li>Flexible space will allow a wider range of uses and users</li> <li>Improved public realm will deliver improvements to outdoor events and activities</li> </ul>	<ul style="list-style-type: none"> <li>Residents, businesses, community groups, artists and arts organisations, local media and performers, local workers, visitors to Barrow</li> </ul>	21/22 – 24/25
Modernisation of Market Hall	<ul style="list-style-type: none"> <li>Indoor destination to encourage footfall, resident/visitor dwell time and spend</li> <li>Expanded retail offer</li> <li>Enhanced Food &amp; Beverage provision</li> </ul>	<ul style="list-style-type: none"> <li>Residents including families, businesses including start-ups, students, local workers, future retailers and investors, current traders retail operators, cyclists</li> </ul>	21/22 – 24/25

	<ul style="list-style-type: none"> <li>Wider range of users – cyclists, children’s play and business in addition to retail</li> <li>Higher visitor spend and activity in the town centre, benefitting the economy</li> </ul>		
Improved Transport Infrastructure – Buses walking and cycling	<ul style="list-style-type: none"> <li>Gateway established to the heart of the town</li> <li>Enhancements to bus infrastructure including new bus stops</li> <li>Passengers will be dropped close to new Market Hall and retail area</li> <li>Reduced journey times</li> <li>Increased patronage for public transport</li> <li>Improvements for those on foot and cyclists</li> <li>Access to the town centre is direct, easy, safe and legible</li> </ul>	<ul style="list-style-type: none"> <li>Residents, Bus operators businesses, students, local workers, developers/investors, retailers, cyclists</li> </ul>	21/22 – 24/25
Enhanced Public Realm	<ul style="list-style-type: none"> <li>Town Hall historic setting improved</li> <li>Increased attractiveness for future commercial and business development as the area becomes more accessible and revitalised</li> <li>Increased attractiveness to non-residents to come to work, or move to Barrow to live</li> <li>Access to the town centre is direct, easy, safe and legible</li> </ul>	<ul style="list-style-type: none"> <li>Residents, Bus operators businesses, students, local workers, developers/investors, retailers, cyclists and visitors</li> </ul>	21/22 – 24/25

## 7. Procurement strategy

### Procurement Outcomes

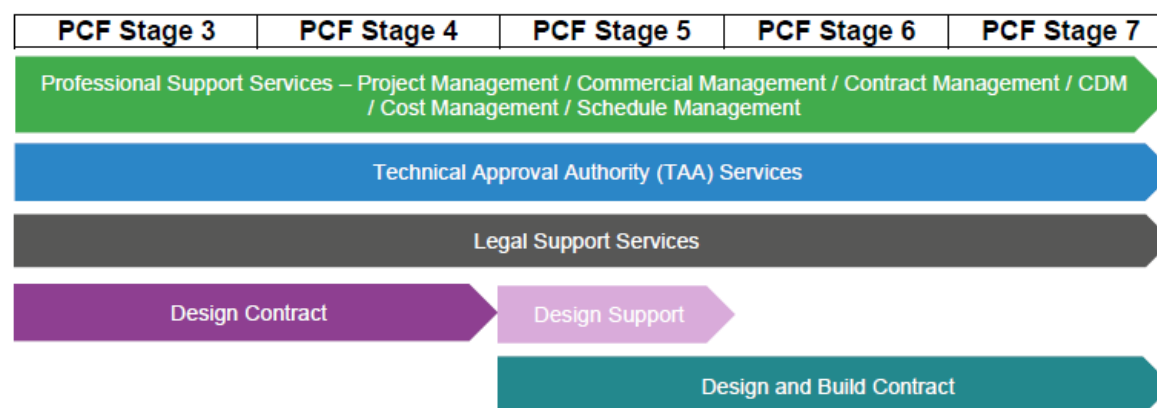
7.1 The procurement strategy for the Barrow LUF needs to achieve the following:

- 1) Deliver value for money, whilst minimising risks and interfaces, ensuring that the contracting approach for each work package is commensurate with level of technical and operational risk.
- 2) Provide a framework to define risks and allocate them to the appropriate party.
- 3) Achieve an optimal technical solution that achieves (or exceeds, whilst delivering value for money) the envisaged benefits of the scheme.
- 4) Streamline delivery within the required timescales in order to ensure that the agreed benefits are delivered.
- 5) Promptly achieve robust cost estimates for future stages in order that funders can be provided with robust information on which to base future funding decisions.

### Market Hall

- 7.2 The main delivery agent for the Market Hall will be Barrow Borough Council. This project follows the Project Control Framework, as used by Government Departments. Stages 1 and 2 were delivered by consultants Cushman and Wakefield, WSP and OPEN who carried out the design and technical work to progress the scheme through options identification and assessment, demand modelling and economic appraisal, and OBC documentation and delivery. Cushman & Wakefield, WSP and OPEN also produced RIBA 1 and 2 Designs. This was completed in June 2021. On award of funding, a demolition contractor will be appointed via a mini-competition through the Capital Works framework or an established framework to demolish the properties on Dalton road and the redundant unit at the rear of the market. The main works to the indoor market and accessibility/public realm improvements will follow the process described below.
- 7.3 For the Market Hall, the following diagram summarises the stages of scheme development covered by the Procurement Strategy:

Figure 7.1 Market Hall Scheme Development



Source: Barrow Borough Council

- 7.4 Additional to these main procurements it is envisaged that a number of ad-hoc support services (Project Management, Commercial Management, Legal Support, TAA, etc.) may be required to support Barrow BC's internal capability. These will be competitively procured via CCC's PSF Framework on an 'as and when' basis.

#### Public realm and Accessibility Improvements

- 7.5 The Public Realm and Accessibility Improvement project will be procured in the same way, except this process will be led by Cumbria County Council. Planning permission/listed building consent will be required for the accessibility improvements due to its proximity to the Grade II listed Town hall. These consents will not be required for the public realm works as it will be considered permitted development. The successful contractor will hand-over the completed works to CCC Asset Management as the Highways Agency for them to assume the maintenance and long-term management of the Enabling Streets and Junctions elements of the project.

#### Delivery Capability

- 7.6 All contracts will be administered by an experienced Programme Manager. The Borough and County Council will administer all activities involved with keeping accurate records, e.g. performance, payments and changes to the contract. They will also ensure prompt payment for goods or services received, which meets government targets for payment turnaround.
- 7.7 Barrow Borough Council and Cumbria County Council have strong track records of successfully delivering regeneration and infrastructure projects. Table 2.1 showed a selection of other relevant schemes which have been delivered and which are currently being delivered. This demonstrates the breadth of experience, systems and processes in place to undertake projects of this scale and type.

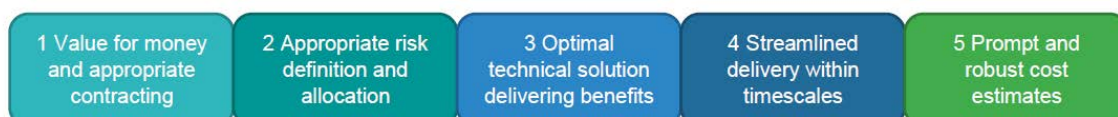
#### Procurement Sourcing Options

- 7.8 The procurement paths proposed for LUF were selected following an assessment of sourcing options for each element of work. For each work element, a shortlist of sourcing options was

developed following an initial sifting exercise which considered a long list of sourcing options, including:

- In-House Provision ('Make');
- Partner Contracts (ECI);
- Design and then Construct (Tendered Process);
- Design and then Construct (Existing Frameworks e.g. SCAPE);
- Design & Build (D&B).

7.9 These shortlisted options were then considered against the Key Procurement Outcomes and considered here as:



7.10 The recommended route to deliver and procure has been identified by key partners and project sponsors following consideration of a number of sourcing options. The assessment of sourcing options considered the suitability of each option in the context of the delivery of a major project by Barrow Council. Key in the decision-making approach was the need for an efficient and time-sensitive approach given the LUF funding is conditioned upon its being delivered by March 2024. This timescale consideration means the fourth procurement outcome (Design & Build – shown above) is the most important influencer of procurement option.

## Additional Information About Delivery Model

7.11 The key stages in the procurement as summarised in the diagram in the Commercial Case are described below in further detail:

### For PCF Stages 3 and 4 – A design, engineering and scheme development contract to end of preliminary design

7.12 The Market Hall will be procured as a consultant contract for PCF Stage 3 (preliminary design, equivalent to RIBA Stage 3) and Stage 4 through the Professional Services Framework (PSF). The PSF is used for design and other professional services in respect of Local Authority schemes. This will allow for a quick procurement of trusted consultants to achieve our programme.



## Stage 3: Preliminary Design (to Planning Application)

- 7.13 Procured and managed through the PSF, the consultant/architect team will be chosen on an assessment of quality and price or for scheme delivery continuity. Stage 3 activities will include preliminary design, engagement with stakeholders and carrying out surveys to be submitted with the planning application. This is a key milestone in the scheme's development as it fixes and defines the designs in detail.

## Stage 4: Statutory Processes (Planning Period, Orders, Public Inquiry)

- 7.14 Through the PSF, the appointed consultant/architect team will undertake other supporting tasks towards a successful planning outcome. This will include engagement with the planning team within Barrow BC and CCC and Historic England.

## For PCF Stages 5-7 – Design and Build contract through to scheme completion

- 7.15 Barrow BC will procure a main contractor to undertake both the 'design and build' (D&B) contract for all of PCF Stage 5 (equivalent to RIBA Stage 4) and PCF Stage 6, through to completion at PCF Stage 7. This will be through an existing framework (CSF) or OJEU Restricted Procedure (dependant on forecasted contract value) to appoint a contractor to provide detailed technical designs and to construct the scheme under the NEC form of contract.

- 7.16 A consultant will be procured to provide general design support and preparation of Stage 5-7 construction documentation.

- **Stage 5: Construction Preparation (Detailed Design)** – The successful design/engineering consultant will be selected on assessment of quality and price. The appointed consultant will be responsible for providing general design support and producing the construction preparation documentation based on the handover of designs from Stages 3-4. The successful design & build contractor will be selected on assessment of quality and price, and will be responsible for providing a detailed design, along with construction related documentation for a solution that meets Barrow BC's time/cost/quality parameters.
- **Stage 6: Construction Period, Commissioning and Handover** – Subject to Barrow BC approval of the design & build contractors proposals, Stage 6 will include the complete construction, commissioning and handover of the works based on the outline design of Stages 1-4, subsequently developed further by the design & build contractor.
- **Stage 7: Closeout** – The successful contractor will hand-over the completed works to Barrow BC Asset Management for them to assume the maintenance and long-term management of the Market Hall project.

## Contractual Issues

- 7.17 The form of contract is the primary means of risk transfer on the project and therefore the motivation to control costs.

- 7.18 A long list of potential contracting strategies was considered by BCC, taking into account the nature of the project, the project's lifespan, the contractual relationship created, cost, and Barrow BC capacity and experience. This deemed a Project/Strategic Alliance, Joint Venture, or Management Contracting approach as not appropriate for the LUF project and identified a traditional Client & Contractor relationship as the preferred option.
- 7.19 The founding principles of the NEC3 ECC contract is for all parties to act in a spirit of trust and mutual cooperation. It also includes for six main options, based on different mechanism for payment to be made to the Contractor, with different levels of risk transfer and motivation to control costs. These are assessed below.

## Payment mechanisms

- 7.20 Within the NEC contract, payment will be made following the Project Manager's assessment of the Contractor 'application for payment', usually on a monthly basis. Payment will be certified by the Project Manager (excluding any disallowed costs, as defined in the contract) and subsequently invoiced to the Employer by the Contractor.
- 7.21 Under NEC3 ECC there are six Main Options, based on different mechanisms for payment to be made to the Contractor, with different levels of risk transfer and motivation to control costs. That is, six methods of pricing and payment:
- Option A - Priced contract with activity schedule
  - Option B - Priced contract with bill of quantities
  - Option C - Target contract with activity schedule
  - Option D - Target contract with bill of quantities
  - Option E - Cost reimbursable contract
  - Option F - Management contract
- 7.22 Each carries its own level of commercial exposure and essentially determines the balance of financial risk between the County and the contractor as detailed below. The preferred option will be determined after RIBA 3.

Figure 7.2 Balance of Risk

Contract Type	Main Options	Balance of Risk	
		Employer	Contractor
Priced	A		
	B		
Target	C		
	D		
Cost reimbursable	E		
Management contract	F		

## Appendix A - Detailed Programme

Task	2021/22				2022/23				2023/24				2024/25			
	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
<b>Initiation</b>																
Secure LUF funding approval from MHCLG																
Barrow BC delegated approval to enter into funding agreement with MHCLG and to provide cofunding																
Appointment of Programme Manager																
<b>Market Hall</b>																
Procure RIBA 3 designs																
Undertake RIBA 3 designs/Survey works																
Surveys undertaken on Dalton Road properties and empty market retail unit																
Procure demolition contractor																
Seek demolition consent																
Undertake demolition works to Dalton Road properties and empty market retail unit																
Stakeholder engagement																
Planning permission sought/determined for Indoor Market																
Procurement of D&B Contractor																
Appoint contractor																
RIBA 4 designs																
Relocate Market traders																
Construction (15 months)																
Practical completion (month 15)																
End of Defects Liability (24 months defect period) - Retention claimed and held in segregated account																
<b>Accessibility Improvements &amp; Public realm</b>																
Procure RIBA 3 design																
Undertake RIBA 3 designs/Survey works																

Task	2021/22				2022/23				2023/24				2024/25			
	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
Planning/listed building consent sought/determined																
Stakeholder engagement																
Procure D&B contractor																
Appoint contractor																
Detailed designs																
Preliminaries (utilities etc)																
Construction (12 months)																
Practical completion (month 13)																
End of Defects Liability (24 months defect period) - Retention claimed and held in segregated account																
<b>Monitoring and Evaluation</b>																

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