



LISBURN CITY CENTRE MASTERPLAN

A REGIONAL CITY WITH A HISTORIC HEART - EXECUTIVE SUMMARY

AUGUST 2010



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01. INTRODUCTION

With its strong economic credentials and potential, Lisburn can be very positive about its future. As one of the fastest growing areas in Northern Ireland over recent years, it has demonstrated its potential as an investment location and a great place to live. The City Centre has a unique and pivotal role to play in its future economic success.



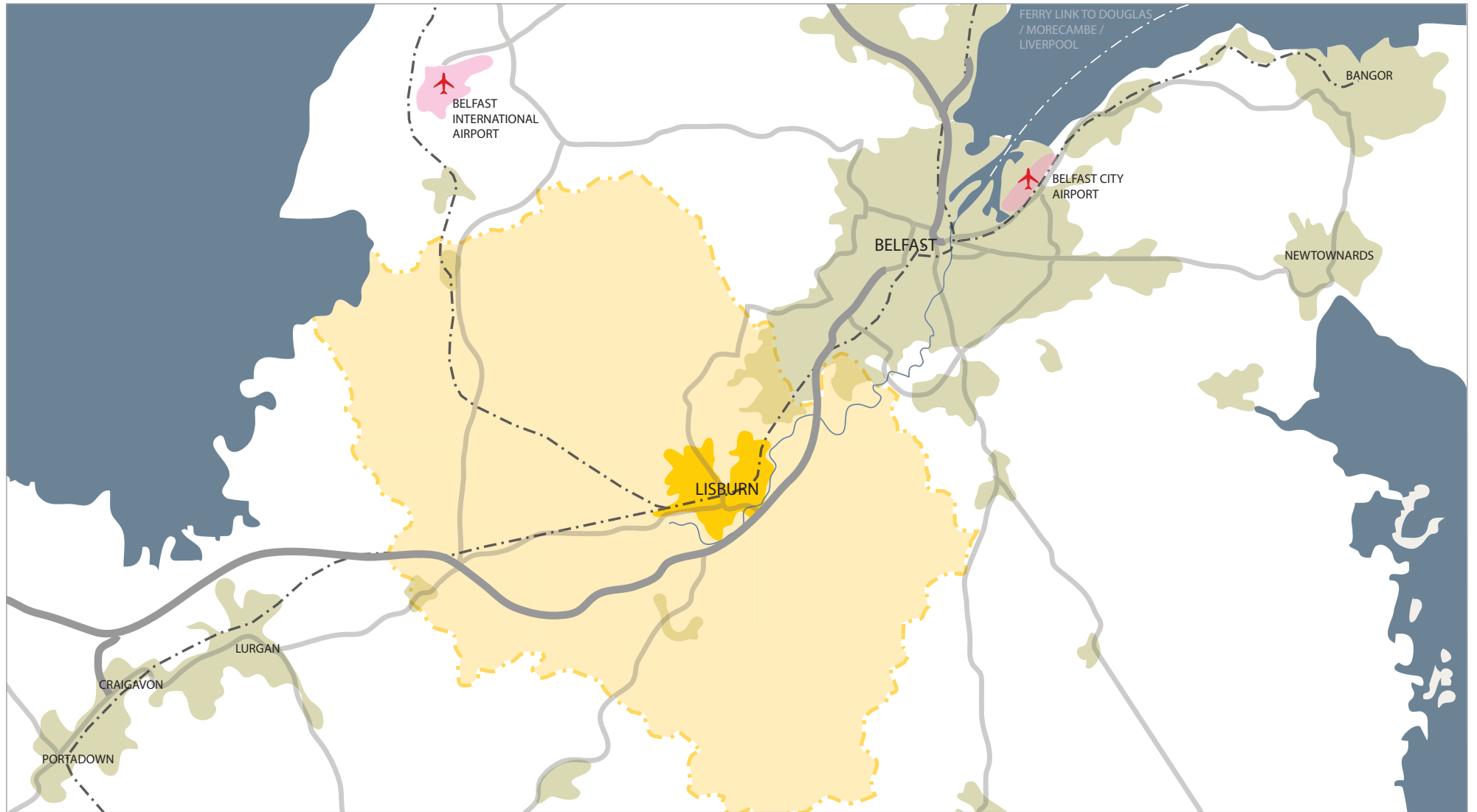
The vision for the masterplan is designed to ensure that Lisburn plays a more significant role within the region and develops the range of facilities and attractions that are expected of a regionally significant city.

Belfast is recognised in the Regional Development Strategy as a primary Regional Centre. However, Lisburn City Centre will play a strong complementary role to Belfast City Centre and Sprucefield – with Lisburn being distinguished by its compact nature, environmental setting, heritage and quality of life.

The vision also denotes what is really special and distinct about the City Centre – its fine heritage and attractive historic form. This is a feature that will help to distinguish Lisburn from other settlements and is key to its long term appeal.

This masterplan is designed to show how Lisburn City Centre can make this vision a reality and achieve its full economic potential. In essence it provides:

- A series of regeneration objectives to guide development;
- A spatial plan to help guide appropriate development to the right locations where it will have the greatest impact;
- A series of strategic projects that are pivotal to the success and competitiveness of the City Centre in the future; and
- Design principles to guide development and ensure that the highest standards of design quality are achieved in all development.



02. CONTEXT

Lisburn is the second largest city in Northern Ireland. It was granted city status in 2002, however it has a long and proud history that predates this.

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The principal streets and spaces which form the axis of the City Centre today (Market Square, Bow Street, Castle Street, Bridge Street) were laid out in the 17th century and have been a defining feature of life for 400 years. Lisburn City Centre today still retains many fine historic buildings including the Cathedral and Castle House among others.

Lisburn is popularly known as being the “birthplace” of the Irish linen industry, which was established in the town in the 17th century and provided a source of prosperity for many years.

Today the City's proud industrial heritage is celebrated in the Irish Linen Centre and Lisburn Museum, situated in the former Market Hall.

Lisburn City Centre has many distinct features which this masterplan seeks to strengthen and capitalise upon. It is historically rich, compact, attractive and offers many opportunities for investment and commercial regeneration in the future. Unlike many other cities of a similar size, Lisburn has retained a very strong independent retailing sector. It still attracts a loyal clientele which are drawn from a large rural and urban catchment area. Bow Street, Bow Street Mall, Lisburn Square and Market Square contain a range of multiple retailers as well as independents.

Lisburn also benefits from a relatively wealthy population catchment area, with many residential neighbourhoods located within an easy walking distance of the City Centre. In recent years Lisburn has been one of the fastest growing parts of Northern Ireland's economy. However, despite the pace of change in the local economy, the City Centre has not fully benefited from investment or development. The City Centre lacks many of the features that shoppers, businesses, residents and visitors would expect in a growing and prosperous city.



INVESTMENT CONTEXT

The Bow Street Mall has undergone an extensive refurbishment and extension and Lisburn Square offers a distinctive, heritage themed shopping experience. A £10m 60 bedroom Premier Inn has recently opened. The £5m Lisburn City library, opened to the public in 2005, offers an extensive range of facilities. The City Centre has also benefited from a £2.4m investment in a new bus station which incorporates innovative environmental technologies such as thermal heating.

Lisburn Historic Quarter has been the subject of a successful Townscape Heritage Initiative which has started the process of bringing back historic buildings into use. The £4.3m refurbishment of Castle Gardens has also made a significant contribution to the City Centre, and is accessible space for all to enjoy.



Lisburn City Council has made a significant investment in the Lagan Valley Island Centre which includes cultural, arts and conferencing facilities.

South Eastern Regional College has recently completed a multi-million pound investment programme to redevelop its existing campus on Castle Street. This will bring not only additional students to the City Centre, but associated spending power and activity during the day and the evening. The interaction between the townscape heritage initiative and the College's investment will further strengthen the historic core of Lisburn City Centre.

Proposals for major new retail provision at Sprucefield Phase 2 and evolving plans for the 360 acre former Maze complex are an essential context for the City Centre Masterplan.

Despite these significant investments by both the public and the private sector, there are many challenges remaining if the City Centre is to realise its full economic potential. These challenges include:

- Diversification of the economic base – the City Centre functions as a shopping destination. It underperforms in terms of all other types of economic activity and employment. Historically the City Centre has been constrained by a lack of modern office accommodation to attract businesses. Many skilled people travel outside Lisburn to find employment.
- Strengthening the Retail Offer – the City Centre currently benefits from a range of independent stores, but is under-represented in terms of multiple retailers. The City Centre also lacks a retail anchor such as a modest sized department store and/ or anchor food store. Areas such as Market Square and Bridge Street are showing signs of retail vacancy and difficult to let property. The same pattern of difficult to let property also affects more modern schemes such as Lisburn Square. The retail economy functions quite narrowly, with most shops closed by 5pm and footfall dropping dramatically thereafter.
- Strengthening the Leisure Offer – the City Centre contains a limited range of leisure attractions, which are predominantly “heritage” based. Some progress has been achieved in terms of the cultural facilities available, albeit these are located outside the ring road. The City Centre does not contain a supporting restaurant and bar offer that would help to sustain activity in the City Centre outside traditional business hours. The lack of centrally located hotel accommodation is also a major barrier to development of the City Centre's leisure economy.



03. THE VISION AND FRAMEWORK

The Masterplan Vision is: Lisburn - A Regional City with a Historic Heart.

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A day in the life of the Regional City with a historic heart...

Firmly established on the tourist trail, visitors will marvel at the restored historic core of the city and its elegant Market Square while enjoying leisure opportunities and cultural buzz of the city astride the River Lagan.

Shoppers will come to Lisburn to experience its distinctive mix of traditional shops and friendly customer service as well as an impressive range of high street names. Many shops will stay open past 6pm due to popular demand.

The daily bustle of the City Centre as a major shopping and business destination will extend into the evening. Guests of the city will enjoy a range of hotel accommodation as well as gourmet restaurants and lively street side cafes and bars.

The cultural life of the City Centre will spill out of its theatre, art galleries and performance spaces, with a range of street festivals and events being held regularly throughout the year.

Well connected and easy to get around, the investment in its world class public realm will make Lisburn City Centre a special destination. The City Centre will also be a place that many people are proud to call "home", with a range of new riverside homes and desirable historic properties being highly coveted.



STRATEGIC REGENERATION OBJECTIVES

1. To rejuvenate the historic Market Square as the heart of the City Centre
2. To invest in a high quality public realm to support private investment in the City Centre
3. To create a portfolio of development opportunity sites which will help to attract inward investment and re-investment by existing businesses
4. To improve the range and value of businesses and employment opportunities in the City Centre by diversifying the business base from retailing to a more balanced economy
5. To capture retail expenditure and improve the retail health of City Centre businesses
6. To enhance the range of facilities that support an improved leisure and visitor economy – particularly addressing the need to provide hotel accommodation and opportunities for an enhanced night-time economy
7. To create a range of opportunities for living within and close to the City Centre in a range of private sector and affordable homes
8. To reconnect the City Centre with the River Lagan
9. To improve access to, from and within the City Centre – ensuring that future growth of the City Centre is supported by its road network, public transport system and car parking arrangements

THE FRAMEWORK

Responding to the issues and opportunities that have been identified, a masterplan framework plan has been produced. This plan illustrates the overall strategy for the City Centre and in particular:

- The potential pattern of land uses;
- Areas of future development potential;
- Areas for Improvement;
- Gateways to the City Centre; and
- The ways in which pedestrians and vehicles will potentially move around the City Centre in the future.

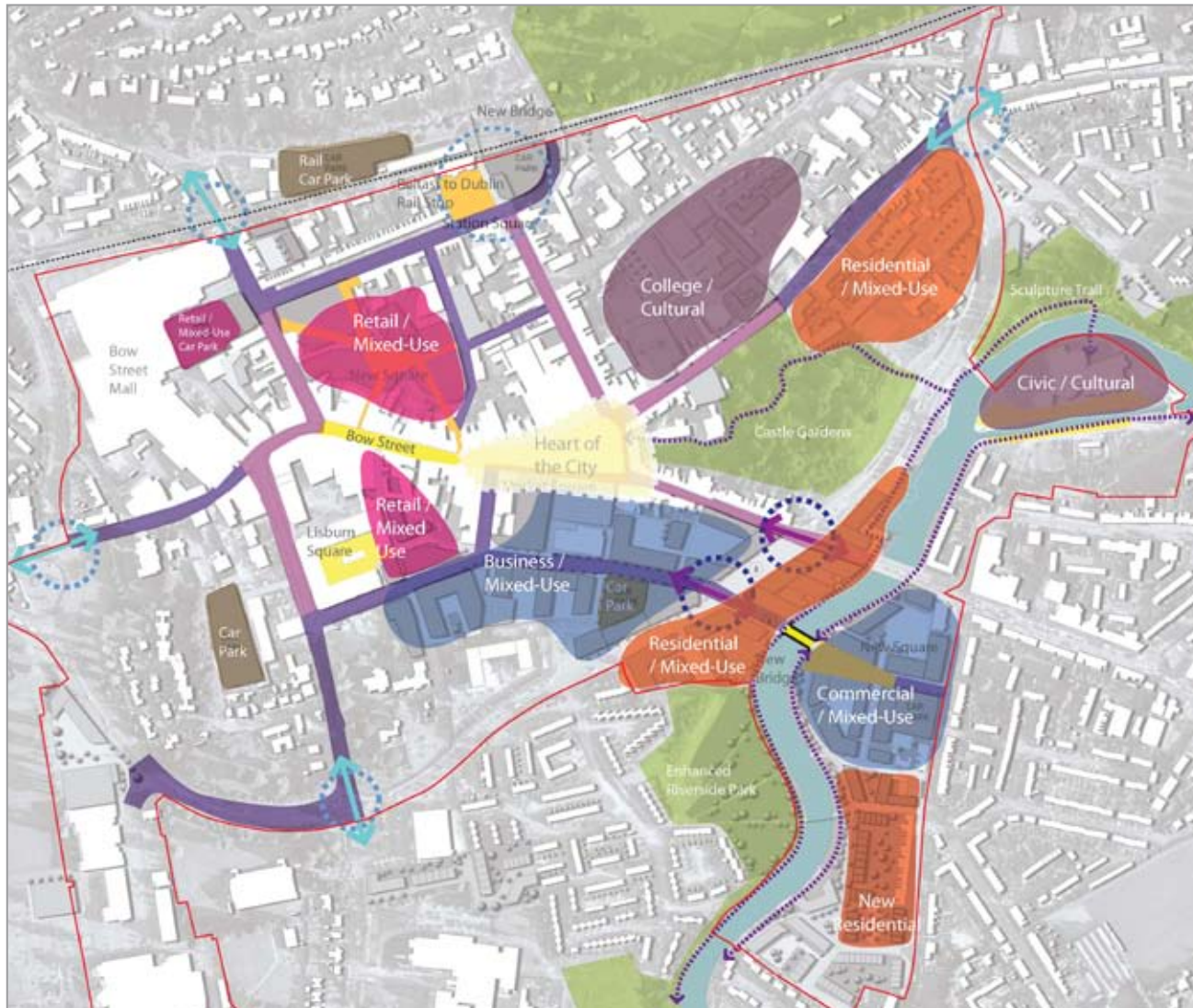
The framework illustrates the opportunities for:

- Re-establishing Market Square as the heart of the City Centre, surrounded by a cluster of new mixed use developments and playing a clear role in relation to the cultural and evening economy of the City Centre;
- Developing a contemporary retail offer and a strengthened retail circuit comprising Market Square, Bow Street, Jordan's Mill, Bow Street Mall, Lisburn Square and Smithfield Square;
- Developing a new mixed use Business District containing a range of high quality offices and a mix of uses along Linenhall Street;
- Creating new mixed use development areas fronting onto the River Lagan and offering a range of business accommodation fronting the river, and a range of new homes;

- Improving key public spaces including Market Square and creating a new public square in front of the railway station;
- Enhanced public realm on Bow Street;
- Opportunities for hotel developments in prominent locations including Market Square and a site adjacent to the River Lagan;
- Stronger pedestrian links to the River Lagan and to adjacent neighbourhoods;
- A range of new car parking options serving the City Centre; and
- Potential enhancements to the pedestrian environment to promote easier access to and within the City Centre.

The framework sets the context for the development of the final masterplan.

THE MASTERPLAN FRAMEWORK

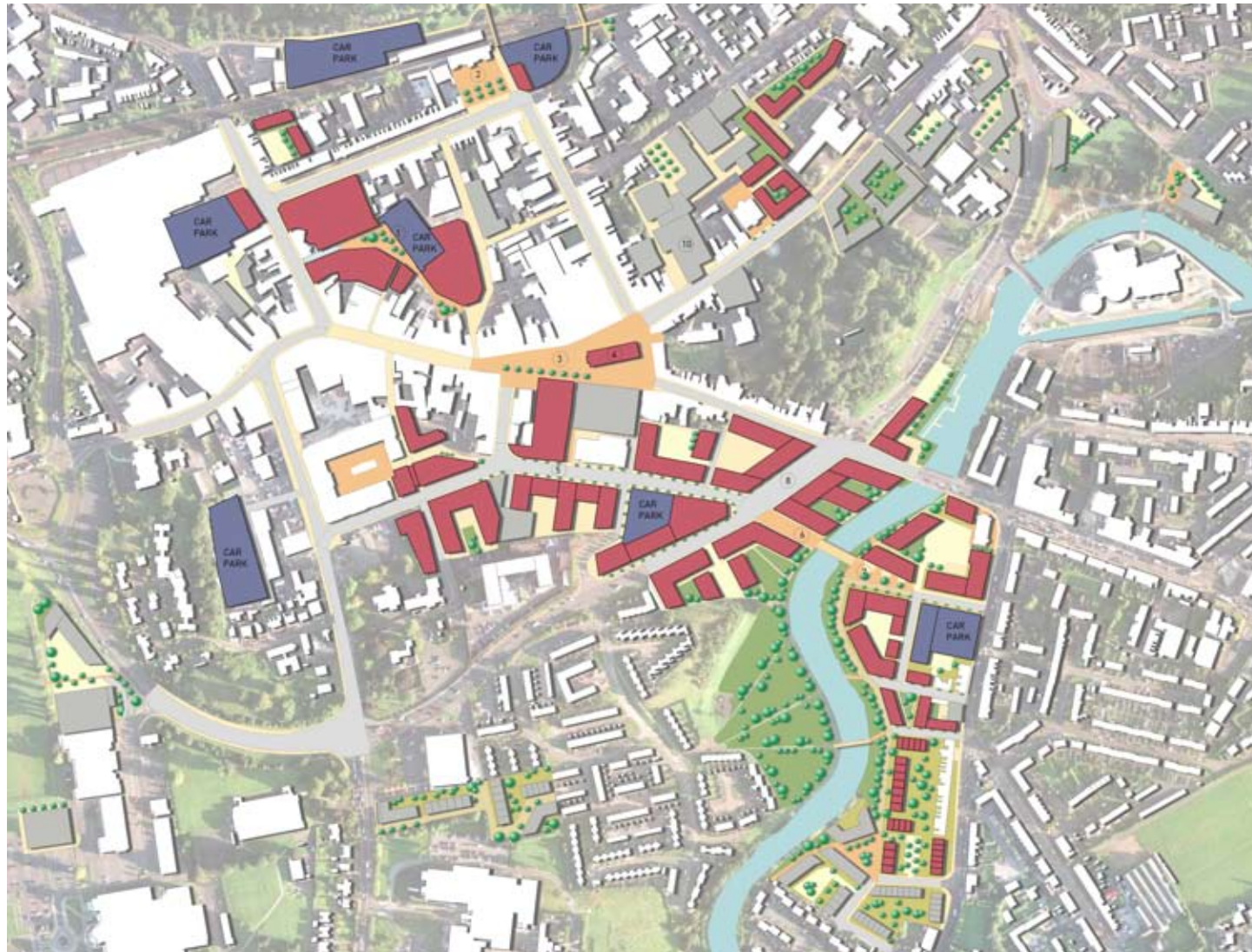


KEY

- City Centre Boundary
- Improved Public Space
- New Public Space
- Pedestrian Priority
- Pedestrian Friendly
- Leisure Walk
- New Pedestrian Bridge
- Gateway Public Art Opportunity
- Improved Crossing & Reshaped Junction
- Car Park
- Civic/Cultural
- Residential
- Residential/Mixed-Use
- Business/Mixed-Use
- Retail/Mixed-Use

LISBURN CITY CENTRE MASTERPLAN

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- 1/ JORDAN'S MILL
- 2/ STATION SQUARE
- 3/ MARKET SQUARE/ BOW STREET
- 4/ IRISH LINEN CENTRE
- 5/ LINENHALL STREET
- 6/ LAGANBANK WEST
- 7/ LAGANBANK EAST
- 8/ NEW GATEWAY
- 9/ CASTLE GARDENS RESIDENTIAL
- 10/ COLLEGE REDEVELOPMENT

-  CAR PARKING
-  NEW DEVELOPMENT
-  EXISTING BUILDINGS
-  OTHER DEVELOPMENT
-  PEDESTRIANISED
-  PAVEMENT

04. THE MASTERPLAN

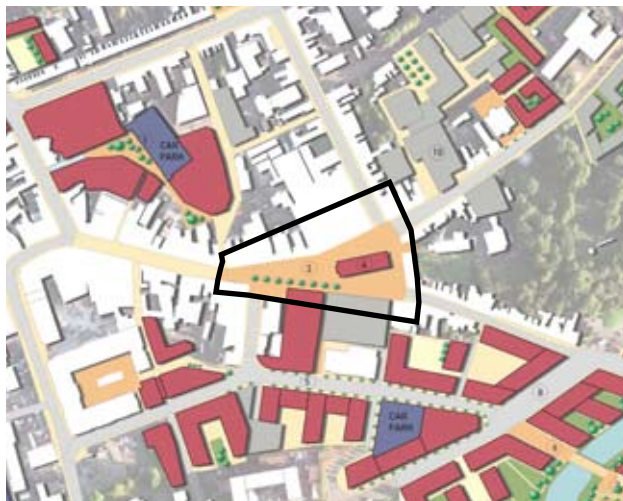
The Lisburn City Centre masterplan is shown on the opposite page. It shows how the City Centre might look in 15 years. It illustrates the relationship between new buildings, spaces and routes and the existing City Centre. Key development and public realm projects included within the masterplan are highlighted.

The masterplan contains a series of major development projects which are designed to make the City Centre more competitive, attractive and appealing to investors.

MARKET SQUARE - HEART OF THE CITY CENTRE

Market Square will become a focal point for the City Centre once again. This historic meeting point of routes in the City Centre will be re-established as a destination in its own right and a place where people enjoy spending time.

Key to the reinvigoration of Market Square will be the introduction of a variety of new uses that attract people throughout the day and into the evening.



INDICATIVE PROPOSAL FOR MARKET SQUARE

LINENHALL STREET – BUSINESS DISTRICT

The City Centre is currently heavily dependent upon retail uses to sustain activity and its economic wellbeing. The Masterplan recognises the need to diversify the economic base of the City Centre and to create new opportunities for mixed use, office based development alongside an improved retail offer.

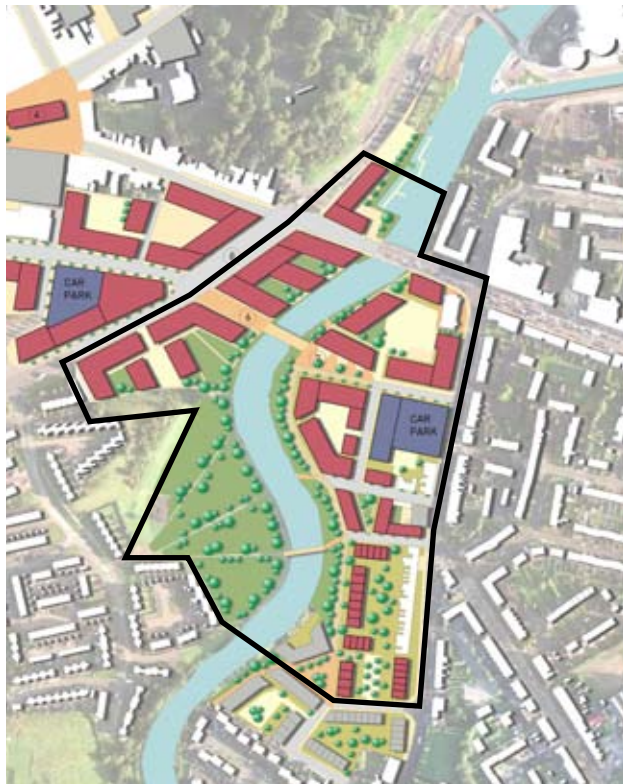
The Masterplan seeks to establish a new mixed use business district. This will be highly visible at a gateway location on the approach from the motorway into the City Centre. It will be branded as a business district and the emphasis will be upon establishing a cluster of office based businesses. The Masterplan identifies sites fronting Linenhall Street as being suitable to accommodate a new business district. This location will work successfully with the revitalised Market Square – providing a source of clientele for its enhanced range of eating and drinking establishments. It will also help to support the retail areas of the City Centre by bringing additional workers into the City Centre on a daily basis.



BUSINESS DISTRICT – AN INDICATIVE VIEW DOWN LINENHALL STREET TOWARDS LAGANBANK

LAGANBANK MIXED USE RIVERSIDE

Laganbank is an area of under-utilised land adjacent to the River Lagan that has the potential to be better integrated with the City Centre as well as playing a positive role in the Lagan Valley Regional Park. It is currently characterised by a mix of vacant retail space, industrial and showroom uses and heavy landscaping which shields the river from view. The surrounding land uses effectively turn their back to the river.



The Lagan Valley Regional Park lies within the Belfast City, Castlereagh Borough and Lisburn City Council Areas. It is a valuable asset for the population of the Belfast Metropolitan Area. It has an integral position adjacent to Belfast and is a huge recreational resource covering 2120 hectares and stretching for 13 miles along the River Lagan from Belfast City to Lisburn City.

The Regional Development Strategy states the importance of Lagan Valley Regional Park as a unique asset and sets a clear policy direction for its future role. The Plan seeks to protect and enhance the natural and man made heritage of the Park and the conservation of its character. In many respects the development of Laganbank will provide a "front door" from the river to the City Centre. As such, the Laganbank development area has an important role to play in connecting the City Centre with the Regional Park proposals.



JORDAN'S MILL – A NEW RETAIL DESTINATION

Development of the Jordan's Mill Site provides a unique opportunity to strengthen the City Centre Retail circuit and to address gaps in its offer. Jordan's Mill has the capacity to accommodate a new City Centre foodstore as well as a range of appropriately sized comparison retail units and new homes as part of a mixed use development.



INDICATIVE VIEW OF JORDAN'S MILL DEVELOPMENT

ANTRIM STREET CAR PARK

Antrim Street Car Park is a surface level pay and display non-surplus car park that is located to the front of Bow Street Mall. It provides a development site opportunity to introduce new retail premises onto Antrim Street as well as creating a better connection to the City Centre retail circuit to Bow Street Mall.



ANTRIM STREET CAR PARK SITE – AN INDICATIVE VIEW FROM JORDAN'S MILL

REVITALISING SMITHFIELD SQUARE

Completing the masterplan's retail circuit is Smithfield Square. This site is adjacent to Lisburn Square and is currently used as a non-surplus surface level car park as well as being periodically used as a temporary overspill for the City Centre market. As a non-surplus car park, provision is replaced in the locality of the existing car park.

Footfall through from Bow Street to Lisburn Square has historically been limited by the lack of a retail "anchor" store in this location. The effects have been retail vacancies and long letting periods for the smaller shop units.

The lack of direct connectivity with the prime shopping area along Bow Street and Bow Street Mall is also a factor in the relatively low footfall in this location. Access from the prime retail area is via the narrow Haslem's Lane.



REDEVELOPMENT OF THE COURT HOUSE SITE

The existing Courts building dates from the 1970's and sits adjacent to the historic railway station. It is understood that the building does not meet all of the accommodation requirements of the Northern Ireland Court and Tribunal Service (Courts & Tribunal Service) and within the lifetime of the masterplan, a new facility will be required.

This is a strategic site which is highly visible on arrival in the City Centre by train. Plans are presented later in the masterplan for a new public square in front of the station building. Redevelopment of the Courts site in this context would provide a valuable addition to the arrival point in the City.

Complementing the development projects, a series of public realm and street improvements are integral to the masterplan. In addition to Market Square public realm enhancements the key public realm projects include...

BOW STREET AND HASLEM'S LANE PUBLIC REALM

Bow Street is the City's principal shopping street, but its public realm has become tired and does not effectively sign and distribute pedestrians to Lisburn Square, Bow Street Mall, Market Square and Jordan's Mill. Bow Street's public realm is now dated, cluttered and does not support the ambitions of the masterplan to enhance the City Centre retail circuit.

The masterplan proposes enhancements to update and improve the quality of Bow Street's public realm. The scheme will be designed to:

- Simplify street furniture and lighting
- Create an enhanced route leading to Market Square
- Complement public realm enhancements to Haslem's Lane and the pedestrian route to Jordan's Mill
- Incorporate appropriate signage to support the functioning of the retail circuit





BOW STREET - PROPOSED

A NEW STATION SQUARE

As a major arrival point to the City Centre, the space outside the station will be transformed into a new public square:

- The square will be a pedestrian friendly environment
- It will enable pedestrian movement from the station to major destinations in the City Centre, such as Market Square
- The space will include a simplified street treatment to complement the attractive and historic station building
- The redesign will provide safe and convenient opportunities for pedestrian crossing on Railway Street and Bachelor's Walk
- Replacement car parking will be provided on one side of the new public square in a multi-storey car park



AN INDICATIVE VIEW OF A NEW STATION SQUARE

TRANSPORT ASSESSMENT OF THE MASTERPLAN

This masterplan proposes a scale of development that Lisburn has not accommodated previously. The City Centre must remain accessible by all modes of transport if it is to continue to be attractive to commercial investors, businesses and visitors to the City. Therefore, alongside the masterplan a Transport Assessment was conducted to assess the impacts of the masterplan development. This ascertains the traffic impacts on the existing road network.

Lisburn City Council and DSD appointed The Paul Hogarth Company Ltd in partnership with JMP to prepare a transport assessment of the City Centre Masterplan proposals. This assessment responded to the need to ensure that traffic flow is maintained to and within the city centre, but that in parallel the pedestrian experience of the city centre is enhanced.

While the reintroduction of two way traffic through the City Centre is not possible, the ambition to create a legible and pedestrian friendly environment throughout the City Centre underpins the Masterplan. This will be achieved through urban design and visual measures to reduce average traffic speeds and ensure that pedestrians can safely and easily traverse the City Centre.

A series of scenarios were tested through the transport assessment.

PREFERRED SCENARIO

The masterplan aims to create a city centre which is accessible to all. It encourages the improvement of the public realm in order to improve the experience of the city centre for pedestrians, but is also mindful of the importance of allowing motorists easy access to the city centre. From testing the proposals to introduce a two-way system and to pedestrianise Market Square, it has been concluded that this would impede traffic flow and create congestion that could only be relieved by major infrastructure. This would compromise the historic character of the city centre.

For the above reasons, it has been concluded that Scenario 2A, to retain the one way system but introduce a series of junction improvements, represents the best solution in support of delivering the Masterplan and mitigating against any negative transport impacts.

Scenario 2A includes the development of the Lagan Valley Hospital and full masterplan proposals, with the retention of the one-way system.

It is supported by the following infrastructure improvements:

- Sloan Street / Young Street junction – Revised traffic signals and potential need for realignment of junction;
- Laganbank Road / Sloan Street junction (Tear Drop) – Revised signals;
- Governors Road / Hillsborough Road junction – Revised signals;

- Sprucefield / M1 Ramps junction – Introduction of part-time partial signal control and
- A1/A101 junction – Improvement of “by-pass” lane.

There may also be a potential need for road re-alignment on Young Street/Sloan Street junction to accommodate road widening, adequate pavement provision and maintain traffic flow.

While the reintroduction of two way traffic through the City Centre is not possible, the ambition to create a legible and pedestrian friendly environment throughout the City Centre underpins the Masterplan. This will be achieved through urban design and visual measures to reduce average traffic speeds and ensure that pedestrians can safely and easily traverse the City Centre.

In addition to the junction improvements associated with Scenario 2A, particular emphasis will need to be placed on the design of the streetscape and floorscape around the junction arrangement at Laganbank Road / Linenhall Street / Bridge Street / Sloan Street to off-set the visual impact of the ring road continuing through this space.

Changes to traffic arrangements will be phased in accordance with the sequence and timing of the development of opportunity sites. This will be complemented by the pedestrian focus of the city centre core, supported by public realm improvements, and with the provision of car parking within close proximity

A complementary parking strategy will ensure that all areas of the City Centre are easily accessible and all additional parking requirements generated by new development are met.

PARKING STRATEGY

The Lisburn City Centre Masterplan proposes to bring forward a significant amount of commercial and retail floorspace, as well as residential development. The parking requirements of this additional space have been incorporated into the masterplan.

Overall, the masterplan car parking strategy meets the demand created by new development and supplies a net increase in 40 car parking spaces. Following this strategy, the City Centre functions in terms of parking provision, and the level of parking brought forward from the development proposed in the masterplan satisfies the parking standards set out in dBMAP.

05. OUTPUTS AND OUTCOMES

The impact of the masterplan will be significant. Once implemented it will ensure that Lisburn has at its very centre the range of facilities, the quality of environment and access arrangements that befit its city status.

In headline terms, the masterplan will generate the following direct outputs:

- 300,000 sq ft office floorspace – primarily focused in the new Business Quarter centred on Linenhall Street;
- 200,000 sq ft of new retail floorspace – complementing Belfast City Centre and Sprucefield, strengthening Lisburn’s retail circuit and enhancing pedestrian footfall at key destinations such as Market Square;
- 200 hotel bedrooms – contained in a new hotel fronting Market Square and complementing investment in the square;
- 700 homes – providing a range of one, two and three bedroom accommodation to suit a range of household needs and requirements;
- 1,500 parking spaces – fully accounting for the requirements generated by new developments;
- A new park and ride facility reinforcing Lisburn’s strategic location on the Belfast to Dublin rail line;
- New public realm – 50,000 sq m (500,000 s ft) of high quality public realm linking the various quarters of the City Centre together and complementing investment in the City Centre’s built stock;
- Realignment of Linenhall Street in order to create a significant new development parcel;

- A series of redesigned road junctions and signals to sustainably accommodate traffic that might be generated by the masterplan
- Major new infrastructure – such as the Lagan Pedestrian Footbridge linking the City Centre with the new neighbourhood at Laganbank.
- A new river boardwalk and investment in moorings close to the Union Bridge

Applying a range of standard employment densities to the economic development proposals contained in the masterplan, it is estimated that 2,800 gross jobs could be created. Taking account of the multiplier effects that this might generate in the local economy, and also the likely levels of displacement, it is further estimated that 1,900 net jobs could be created. Given the current economic circumstances and the outlook of moderate growth it is apparent that the masterplan could provide a major economic boost to Lisburn. Further, it could help to maintain and improve levels of prosperity for local residents into the future.

The value of jobs to the local economy has been estimated using average gross value added (GVA) figures associated with the business sectors which are forecast for growth in Lisburn. On this basis it is estimated that the cumulative effect of the masterplan could be in the order of £28M additional GVA per annum. This could be a conservative estimate if high value or knowledge intensive industries are secured within the City Centre.

A MAJOR BOOST TO THE LEISURE ECONOMY

One of the strategic objectives of the masterplan was to provide a sustainable basis to grow the visitor economy. The scope and scale of the masterplan proposals will help Lisburn to achieve this.

The value of visitor expenditure has been estimated, using average hotel occupancy rates and associated overnight visitor expenditure figures. The masterplan proposes the addition of 200 hotel rooms to the City Centre across two developments. This could potentially generate £4M visitor spend per year. The recently opened Premier Inn (located just outside the City Centre boundary) will also exert an influence on patterns of visitor expenditure locally.

06. IMPLEMENTATION PLAN

INTERPRETATION AND USE

The Masterplan is a non statutory document and as such is intended to inform:

- The development of policy which supports investment in the City Centre;
- The formation of public-public and public-private partnerships to deliver strategic development projects included within the masterplan and pursuant to its aims and objectives; and
- Planning and design decisions at the pre-application stage.

The masterplan and associated design compendium are not intended to stifle creativity in the process of configuring development opportunities. They are, however, intended to set a benchmark in terms of the quality of development and design that Lisburn City Centre should aspire to and deliver in all developments.

DELIVERY STRATEGY

GENERAL PRINCIPLES

The City Centre Masterplan has been prepared at a time of considerable uncertainty in terms of the global and UK economy, the operation of property markets, availability of private finance and public sector funding. Despite these challenges, Lisburn has strong credentials which are derived from its strategic location, quality of environment, skilled workforce and business base. Property market research conducted to inform the masterplan has proven that there is latent demand and that many land owners and developers are interested in investing in the City Centre.

Despite the turbulent economic conditions of the last year, development has proceeded with the opening of a new hotel, major investment in the College and the submission of planning applications for mixed use development. These achievements are a good barometer of the ongoing market interest in the City Centre.

Developer and land owner interest has typically been on a single, property by property basis and the process of regeneration has therefore been incremental. The masterplan seeks to accelerate the pace of development in order to make sure that the City Centre realises its full potential and generates maximum impact on the City's economy. This necessitates a co-ordinated approach to delivery that:

- Encourages local land owners to collaborate with each other, the City Council and DSD to bring forward the type, scale and quality of development envisaged in the masterplan; and
- Where necessary, implements a more comprehensive approach which is led by the public sector partners in partnership with appropriate private sector partners.

Funding and statutory powers held by the public sector means that it has a critical role to play in the early years of the delivery programme. It is important to use finite public funding that is available to kick-start development. However, the key delivery principle must be to achieve self financing development and to seek contributions towards meeting the cost of improving the City Centre's public realm and streetscape.

Given the scale of the masterplan and the inclusion of strategic projects (such as the redesign of the "tear drop" gyratory, the provision of a pedestrian bridge across the river and other projects), the partners might also consider

innovative measures to capture value and hold this for reinvestment. This could be through the creation of a special purpose vehicle, and implementation of Article 40 and Article 122 agreements. For example, the partners might consider investing public sector assets into an asset backed delivery vehicle, which could be a mechanism for "ring fencing" the value of those assets, and reinvesting in strategic acquisitions and other enhancements as set out in the masterplan. The applicability of this approach requires further detailed investigation and discussion between the partners to establish the viability of such an approach. It is recommended that in the short term, and in the absence of a delivery vehicle, the partners should explore private routes to delivery, encouraging collaboration between land owners, stakeholders and other interested parties where practical.

A delivery route for each of the major projects included in the masterplan is outlined below. Where more innovative forms of delivery need to be considered, these are highlighted. Development profiles for each site included within the masterplan are appended.

Changes to traffic arrangements will be phased alongside developments, as opportunities come forward. It will be supported by public realm improvements and car park developments.

SHORT TERM DELIVERY PRIORITIES (2010 – 2013)

PUBLIC REALM (MARKET SQUARE/BOW STREET)

In locations where public realm improvements cannot be directly related to a development, an Environmental Improvement Scheme can raise the quality of the environment. This approach, with the public sector funding the cost of the public realm, will be particularly appropriate along Market Square and Bow Street in the early years of the masterplan.

The commission of a framework for public art will enable the form and nature of the public art within the city centre to be regulated and monitored.

SMITHFIELD SQUARE CAR PARK AND ANTRIM STREET

In the short term, preparatory work to bring forward the two non-surplus car parks identified within the masterplan will be undertaken. DSD in conjunction with the City Council will prepare development briefs for each site. The development briefs will set out appropriate design guidance for development of the sites and replacement parking provision. This should draw upon the guidance contained in the Design Compendium document produced alongside the masterplan. It is then proposed that a 'restricted route' procurement process is undertaken with the view to appointing one or more preferred developers.

COLLEGE CAMPUS AND CASTLE GARDENS HOUSING

Completion of the college campus and additional residential development is phased between 2010 and 2014. A new £20m college development has been completed on the Castle Street site. The proposed residential development will have a private delivery and funding route. The Council should look to negotiate Article 40 contributions towards public realm improvements along Castle Street and Castle Gardens, as well as appropriate access arrangements to the development site.

LAGANBANK QUARTER DEVELOPMENT SCHEME

Preparation of a full development scheme for the Laganbank Quarter development proposals.

MEDIUM TERM DELIVERY PRIORITIES (2013 – 2017)

SMITHFIELD SQUARE CAR PARK AND ANTRIM STREET

The redevelopment of Smithfield and Antrim Street Car Parks, to include a modest department store among other uses, will strengthen the City Centre's retail circuit. The parking previously provided in these areas would need to be replaced locally within the city centre.

In the short term, the necessary due diligence process on selected developers will need to be undertaken, as well as associated public consultation and production of a development agreement.

Article 40 of the 1991 Planning Order set out agreements to facilitate, regulate or restrict development or use of land. Planning Service regards it as reasonable to seek Article 40 agreements where this:

- is needed to enable the development to go ahead;
- will contribute to meeting the cost of providing necessary facilities in the near future;
- is otherwise so directly related to the proposed development and to the use of the land after its completion, that the development ought not to be permitted without it;
- is designed to secure an acceptable balance of uses;
- is designed to secure the implementation of development plan policies in respect of a particular area or type of development; or
- is intended to offset the loss of or impact on any amenity or resource present on the site prior to development.

Article 40 contributions should be sought to ensure that parking, access and public realm is delivered in accordance with the City Centre Masterplan.

LAGANBANK QUARTER

This is a complex project involving multiple development phases which will potentially require land acquisition and co-ordination of a range of development partners.

Many of the development blocks fronting Laganbank Road have a private delivery route and a supportive ownership, however the wider Laganbank area is in multiple ownership.

It is envisaged that the project will therefore need to proceed as a Comprehensive Development Scheme, with the Department for Social Development in association with Lisburn City Council using their statutory regeneration powers to assemble sites and package them for disposal.

In acknowledgement of the “linking infrastructure” that is required in this area, not least the pedestrian footbridge over the river and public realm treatment to connect the northside of the development to Linenhall Street, Article 40 contributions will need to be sought from developers.

REDEVELOPMENT OF EXISTING COURTS SITE AND DELIVERY OF THE STATION SQUARE

The redevelopment of the existing Courts facility will be triggered by a requirement for new accommodation by the Northern Ireland Courts Service. It is anticipated that the Courts Service will dispose of the site independently. DSD and the Council should work closely with the Courts Service to understand the timing of any relocation and fully investigate the possibilities of securing a suitable alternative site within the City Centre for relocation. Redevelopment of the courts site will have a private delivery and funding route, but may require public participation to integrate the development with the proposed station.

Investment in the station square will be timed to coincide with the availability of new park and ride facilities, as proposed by Translink. Reconfiguration of the surface level parking in front of the station to form a landmark square will need to be funded by the public sector as an Environmental Improvement Scheme.

PARK AND RIDE FACILITY

To the north of the City Centre, the delivery of the park and ride facility between 2013-2014 will increase the number of available parking spaces for rail users. The delivery of the Park & Ride will be directly delivered by Translink.

LINENHALL STREET REALIGNMENT

The realignment of Linenhall Street junction with Laganbank Road will involve the removal of the existing gyratory, the creation of signalised junctions and other road enhancements. This development has been programmed for 2014-2015. This development will require an initial public sector investment. The disposal of the DRD-owned car park may present an opportunity to provide funding towards the realignment of the junction and other infrastructure works within the area.

Developer contributions through Article 122 of the Roads Order Northern Ireland (1993) can assist in recouping the initial capital cost of the works.

An Article 122 agreement can be made between DRD and the applicant. This establishes a base case in terms of journeys, followed by a further study once the development is completed. If the study detects an increase in journey times over the base case attributable to traffic generated by the development, mitigation works can be required. The developer will be obliged to pay an agreed sum as a traffic management contribution to a defined scheme of works. Any works in excess of the agreed sum may later be recoverable from the developer.

Article 122 agreements are not commonly used and can be more time consuming to draft and agree than other forms of developer contribution, however their advantage

is being responsive to how a completed development actually works and the traffic impacts that it creates. While it is not suggested that this approach is necessarily appropriate for the short term delivery priorities, it may be something that is considered for the medium to long term strategic development opportunities (e.g. Jordan's Mill, Linenhall Street).

As an example, the development of the reconfigured teardrop junction will benefit development along Linenhall Street and Laganbank. Therefore, an Article 40 agreement could be used to secure contributions to the infrastructure and public realm associated with the development, and Article 122 could secure further infrastructure costs relating to the scheme of works, and any further recoverable costs.

JORDAN'S MILL

The sites required to deliver Jordan's Mill are understood to be owned by a relatively small number of interested parties. It is recommended that DSD and the Council bring together the landowners in this strategic development area and encourage collaboration to deliver the opportunity. Establishment of a Partnership (which could involve public and private sector partners) would help to guide a detailed site masterplan and help to crystallise delivery arrangements.

The Masterplan proposed the creation of a new public route linking Antrim Street with Bow Street, new public realm and a public square at the centre of the development. Article 40 contributions should be sought to ensure that the quality of the routes and public realm accord with the principles set out in the Design Compendium.

LONG TERM DELIVERY PRIORITIES (2018 – 2025)

LAGANBANK QUARTER

The Laganbank Quarter is programmed for completion in the period 2018-2025. A preferred delivery route is described above.

ANTRIM STREET HOUSING

This development presents an opportunity to consolidate the residential development in the area.

The delivery of residential development along Antrim Street will have a private funding and delivery route. Therefore this will be beyond the influence of the public sector.

MANAGEMENT OF THE MASTERPLAN

In the short term, the masterplan will continue to be managed by the Department for Social Development (DSD) under its statutory responsibility for regeneration in Northern Ireland. Following the Review of Public Administration, however, the responsibility for delivering regeneration is expected to rest with Lisburn City Council. Lisburn will join Castlereagh, and along with regeneration from DSD, the council can expect a remit for planning and car parking.

Delivery of the masterplan is contingent on a strong partnership developing between Lisburn City Council, DSD and the Department for Regional Development (DRD) Roads Service. Each of the partners have ownership interests within the context of the masterplan, statutory powers and democratic decision making capacities.

It is recommended that a Masterplan Board is established by the Council with key representatives of the above organisations as well as Lisburn City Centre Management, SIB and other partners in order to oversee delivery of the masterplan. This Board will make recommendations on the priorities for delivery of masterplan projects. It is recommended that the Masterplan Board holds quarterly meetings.

The requirement for a special purpose delivery vehicle should be subject to further consideration by the Masterplan Board. This would seek to invest public sector assets and funding and attract private sector partners to deliver development, sharing risk and reward.

DELIVERY APPROACHES

The masterplan contains a range of strategic development opportunities and infrastructure works, as well as a range of smaller scale and independent interventions. While there is a private funding and delivery route associated with many of the projects, for the more complex and long term projects, such as Laganbank and Linenhall Street, it will be necessary for the partners to consider the mechanisms by which strategic development can be enabled and infrastructure financed and delivered at the right time.

Laganbank and Linenhall Street development areas are linked by the provision of strategic infrastructure, namely:

- Reconfiguration of the existing gyratory on Laganbank Road to a signalised junction with capacity to accommodate the anticipated volume of additional traffic movements associated with new development in the City Centre;

- Realignment of Linenhall Street to create development plots and to create a clear route through the City Centre and into the Laganbank development area;
- Construction of a pedestrian bridge over the River Lagan to connect Laganbank to the City Centre more effectively; and
- Junction improvements to Sloan Street/ Young Street to accommodate the anticipated traffic movements associated with development at Laganbank and the redesign of the gyratory.

In addition to these enabling infrastructure works, both Laganbank and Linenhall Street development areas contain multiple ownership interests. Although some interests have been engaged through the masterplan consultation period and are supportive of the vision and proposed development, consideration needs to be given to the appropriate way in which interests can be co-ordinated to ensure that the vision for these areas is comprehensively realised. In addition, public sector land and property assets within Laganbank and Linenhall Street may provide an opportunity to generate value and contribute to delivery of the masterplan's vision for these development areas. It is likely that the full vision will only be realised if there is effective partnership between the public and private sector interests in these areas.

Consideration is given below to the range of development partnerships and agreements which the partners may wish to explore further in implementing the masterplan.

DEVELOPMENT PARTNERSHIPS

LAND ASSEMBLY INVESTMENT MODEL

This would bring together major investors in the form of a Special Purpose Vehicle (SPV). This could be formed with a public sector body and would invest in speculative site acquisition, development plans, fund the cost of compulsory purchase, invest in demolition, remediation and infrastructure, and engage development partners in a phased release of development parcels. It does not undertake development itself, but would make development of key sites within the masterplan more attractive to developers.

Public-public partnerships could be formed between local authorities and other public bodies for the purpose of joint procurement or asset-merging, which can promote efficiency. An investment body can partner with the Public Sector in an area that is mainly in private sector ownership. The commitment from the public sector is in the first instance to help support land acquisition, including use of CPO powers. However, the delivery of the Implementation Strategy will result in the disposal of the public sector portfolio (land and property). Any lost income from this land will be off-set by the increased Council Tax revenue arising from the scheme.

This approach can be successful in areas of largely private sector ownership, as in Lisburn City Centre, where commitment from the public sector (by partnering with investors) can support land acquisition.

LOCAL ASSET BACKED VEHICLE

Local Asset Backed Vehicles (LABVs) involve the Local Authority and/or other public sector bodies contributing their land and property assets, particularly for housing redevelopment and diversification. On the back of an agreed Business Plan, the public sector establishes the parameters in which funding institutions then bid for in order to establish a value on the asset and match that valuation with cash equity. The life of the vehicle is some ten to fifteen years.

LOCAL AUTHORITY BORROWING

Prudential borrowing with repayments made on disposal of the site for development. This may be more appropriate where there is a need to fund infrastructure interventions or remediation that would unlock higher site development value.

This option would need to be explored locally in the context of the current funding climate. This is a higher risk route where property markets are untested or a new commercial/ residential product is being trialled.

The roles and responsibilities of each of the principal partners are considered in more depth below.

ROLES AND RESPONSIBILITIES

The public sector and its partners will play a pivotal role in delivering the masterplan. This will involve:

- Providing leadership and acting in an advocacy role for the masterplan
- Utilising existing land/assets to facilitate delivery of masterplan projects
- Acquiring sites/assets to facilitate comprehensive regeneration
- Commissioning feasibility, due diligence and professional services in relation to delivery of the masterplan
- Management of the masterplan projects in an officer capacity
- Co-ordination of funding bids and administration of funding
- Ongoing communication, monitoring and evaluation.

Further to this Lisburn City Centre Management and other partners will support the council in implementation of the masterplan, including consultation and stakeholder engagement. Lisburn City Council members can also play an active role in promoting the masterplan.

The Department for Social Development will:

- Use its land acquisition powers to facilitate comprehensive regeneration
- Provide funding for priority works and projects

-
- Work with other Government departments to ensure a joined up approach to regeneration and investment in the City Centre

The role of DSD is set to evolve and its new powers will need to be considered in relation to delivery of the masterplan.

The Department for Regional Development (DRD) Roads Service is a key partner. DRD's role will comprise:

- Partnership as a land owner in relation to key sites, including surface level car parking identified as potential redevelopment opportunities within the masterplan
- As a strategic consultee on the masterplan
- As an important funding partner – providing capital allocations for strategic projects in future years

Strategic Investment Board Northern Ireland (SIBNI) has an important role to play in terms of:

- Co-ordination of public sector interests
- Strategic advice on delivery vehicles/ partnership structures

THE ROLE OF THE PRIVATE SECTOR

The masterplan proposes a series of new development opportunities which will help address deficiencies in the current City Centre offer as well as ensuring that it can compete for occupiers, trade and spending power. Involvement of the private sector is critical to delivering the masterplan vision. The private sector has a particular role to play in terms of:

- Embedding the development and design principles of the masterplan in detailed designs for individual sites;
- Providing investment in public realm directly associated with key development sites;
- Contributions towards the cost of public realm associated with key development sites;
- Addressing all car parking requirements generated by new development;
- Marketing Lisburn City Centre as an investment location, alongside public sector partners; and
- Expanding the economic role of the city centre, to increase employment and residential provision.

PHASING – SHORT TERM (2010 - 2013)

In the short term there are relatively few “quick wins” and rather the public sector partners should look to strategically deploy funding to kick- start the regeneration process.

There are opportunities for the public sector to kick start the masterplan by:

- Prioritising investment in Market Square and Bow Street public realm to support the prime retail area;
- Bringing forward the reconfigured Irish Linen Centre to provide an active use on to Market Square;
- Working with independent retailers to ensure effective marketing and promotion of Lisburn’s retail offer.
- Using public sector accommodation requirements to “anchor” new developments within the City Centre. This approach will be particularly important in relation to the business district.

	Plot	2010	2011	2012	2013	2014
Short term (2010-2013)						
Market Square public realm and highway alterations & alternative forms of access to the city centre						
Bow Street public realm, inclusive of Haslem’s Lane and Market Street						
Preparation of development briefs, restricted procurement process, due diligence in relation to Smithfield Square and Antrim Street car parks. Commencement of development	2B/C 1A/1B					
Delivery of park and ride car park (to the north of the rail line)	10					
Completion of the new College Campus & additional residential developments	7A/C/D					
Delivery of new housing facing onto Castle Gardens	7E					
Commence preparation of Laganbank Development Scheme	6A-6F					

PHASING – MEDIUM TERM (2013-2017)

The medium term is defined as the period 2014 to 2018. In this period it is envisaged that works to Market Square, including a new hotel and reconfiguration of the Linen Centre will be delivered. Work will also be underway in relation to the first phases of the Laganbank Quarter Business District and Jordan's Mill.

	Plot	2013	2014	2015	2016	2017
Medium term (2013-2017)						
Laganbank Quarter						
Delivery of new Courts facility integrated with Laganbank Quarter (Redevelopment of existing Court site for parking and retail)	3B/C 9					
Investment in Station Square						
Delivery of Multi Storey Car Park	6A					
Realignment of Linenhall Street and junction with Laganbank Road						
Delivery of new 3* hotel linking Market Square and the Laganbank Quarter	3D					
Smithfield Square - Construction and occupation of new developments plus provision of replacement car parking						
Antrim Street Car Park - Construction and occupation of new developments plus provision of replacement car parking						
Laganbank Riverside Area						
Delivery of pedestrian footbridge						
Initial phases of residential development located between new footbridge and Sloan Street Bridge	6B-C/ 4C					
Delivery of additional car parking	2A					
Frontage office blocks delivered in Laganbank Quarter (Linenhall Street)	6E-F/3A					
Jordans Mill						
Delivery of mixed retail, residential and associated car parking	8A-D					

PHASING – LONG TERM (2017-2021)

Long term projects are assessed to occur in the period 2018 to 2021. In this period, further phases of each project will be delivered and developments will be completed, transforming a significant area of the City Centre. Indicative phasing is illustrated below.

	Plot	2017	2018	2019	2020	2021
Long term (2017-2022)						
Laganbank Quarter						
Completion of retail block	8F					
Completion of office and mixed use blocks forming the Laganbank Quarter	6D					
Laganbank Neighbourhood						
Completion of remaining residential blocks to the south of the new footbridge	4A/B					
Bow Street						
Completion of residential development off Antrim Street	11					

ACHIEVING DESIGN QUALITY

The Lisburn Design Compendium has been produced as a complementary document to the Lisburn City Centre Masterplan. This is not a prescriptive document, but offers guidance to prospective development parties as to how to respond to the form of the masterplan, and to maximise the opportunity for new development to contribute positively to the urban form.

The following describes the key design principles included in the compendium.

PUBLIC REALM DESIGN GUIDANCE

Streets within the city centre must be designed to be accessible for all, accommodating clear and comfortable surfaces for ease of movement for the mobility impaired. All public realm works should be in adherence to the DDA regulations (Disability Discrimination Act 1995).

At present, many of Lisburn's Streets are dominated by vehicles. The proposed reduction in street clutter along with the calming of the traffic generally will, when combined with sensitive street design, create a safer and more comfortable environment for all street users.

- For pedestrianised streets (Bow Street and Market Square), a sensitive treatment is required to allow for ease of movement on foot, combined with calmer zones for shoppers. The reduction of physical impediments will allow for a more flexible adaptation of the space, through street cafes and retail stores.

- It is recommended that Pedestrian Priority Streets are identified around Antrim Street, Market Street, Bridge Street, Castle Street, Railway Street and parts of Market Square. These are where vehicle movements are restricted, and by default priority is given to pedestrians. The Design Compendium recommends traffic calming measures are implemented. This will be communicated through the paving style, with attention to slowing traffic and allowing access to all users in the City Centre.
- Pedestrian Friendly Streets are identified at Chapel Hill, Antrim Street to Bachelors Walk, Hillsborough Road, Market Street, Smithfield Square and Linenhall Street. Pedestrian Friendly Streets are 'normal' streets but with facilities that make it comfortable for pedestrians. This can mean footways are wider, traffic speeds reduced and improved surface treatments are introduced. They require sensitive handling to allow for ease of movement by vehicle and on foot, and can accommodate street furniture for a flexible adaptation of space. These street forms will be dependent upon guidance from DRD.

BUILT FORM DESIGN GUIDANCE

The Design Compendium recognises that a key component of maintaining a successful urban form and an overall quality environment will be to prioritise the retention and refurbishment of historic properties, particularly building frontages. Within Lisburn, newer development has often been of lower quality and/or insensitively designed, neglecting the special characteristics of its surroundings.

New development opportunities identified in the masterplan provide the opportunity to address this problem - removing the worst of recent excesses and repairing the built fabric in some areas. There is also an opportunity, through new infill and back-land development to consolidate the built area of the city centre, adding new uses and building forms in a careful and appropriate way.

Where new buildings are to be developed these must respect their setting and the sensitivity of any adjacent historic or listed buildings as well as the overall townscape character prevalent in the locality. Key principles relate to respecting the rhythm of traditional plot patterns, regardless of end use, injecting variety into the street scene in terms of colour and faceting of building facades as well as the development of an appropriate range of spatial enclosures.

New development should be honest and modern in style, but of a quality and form that is respectful of Lisburn's special character.

07. CONCLUSION

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The masterplan represents a “once in a generation” opportunity to co-ordinate investment in the City Centre and to plan to realise the full economic potential of Lisburn as a **regionally significant city**.

This is an ambitious masterplan. It will require the commitment of all public sector partners with an interest in the City. The Masterplan will also require an initial enabling investment in order to create the type and quality of environment that investors are confident in. The Masterplan will also require the judicious use of public sector funding and land assembly powers in order to bring about comprehensive change.

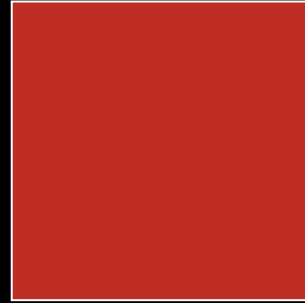
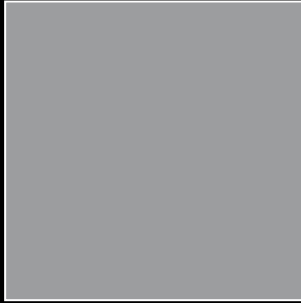
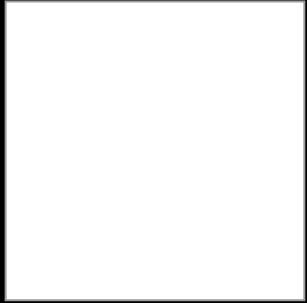
This masterplan will provide a framework to attract new businesses, new homes, new leisure, cultural and recreational provision. It seeks to enhance economic growth, increase the city's population and attract increasing numbers of visitors.

It will require the City Council to form strategic partnerships with key land owners and developers that are crucial to unlocking major areas of investment potential. Over time it will also require supportive policy to be developed to facilitate development in accordance with the principles outlined in the masterplan.

However significant, the challenges of delivery are surpassed by the value of what the masterplan is seeking to create. The direct benefits are associated with the transformation of the City Centre environment, the new types of property and amenities which are developed, the enhanced range of jobs available and the diversified range of business occupiers attracted.

However, the true measure of the masterplan's success will be the legacy of the place that is created for future generations to enjoy. Lisburn City Centre is fortunate that it is starting from a strong position of a fine built heritage, and it is imperative that partners strive to secure the highest quality of design in all new development. Continuing to invest in the enhancement of the historic core - and embracing imaginative ways of architecturally interpreting Lisburn's heritage will be important.

The ongoing management and maintenance of the City Centre environment will remain a priority in protecting the investment that is to be made under the principles of this masterplan.



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